

**Recession, Retrenchment, and Recovery:  
State Higher Education Funding and Student Financial Aid**

A Proposal to the Lumina Foundation

Submitted by

Illinois State University  
State Higher Education Executive Officers  
National Association of State Student Grant and Aid Programs

October 6, 2004

**Lumina Foundation for Education****Grant Proposal: Recession, Retrenchment, and Recovery: State Higher Education  
Funding and Student Financial Aid*****Section I: Organizational Data***Submission Date: **October 6, 2004**

Legal Name of Organization (as it appears on the IRS tax-exempt letter):

Illinois State University

Common Name of Organization (if different from above):

ISU

Mailing Address:

**Campus Box 3040****Normal, IL 61790-3040****Phone: (309) 438 - 2528**

Street Address (if different from above):

**Hovey Hall 310, Illinois State University, Normal, IL 61790**Web site: **www.ilstu.edu and www.coe.ilstu.edu/edpolctr**

Purpose Statement (one sentence): To identify and disseminate successful state-level strategies and policy tools to protect student's access to postsecondary education through recession, retrenchment, and recovery.

Proposed project start date November 1, 2004 and end date December 31, 2006

Total amount requested **\$300,000** over 26 monthsProject Director Name and Title: **Dr. Ross Hodel, Director, Center for the Study of Ed. Policy**Telephone: **309/438-2579**Fax: **309/438-8683** E-mail:**rahodel@ilstu.edu**Address (if different from above): **Campus Box 5900  
Normal, IL 61790**Proposal Contact Name and Title: **Linda Learned, Assistant Director of Research**Telephone: **309/438-7913**Fax: **309/438-7912**

E-mail:

**lglearn@ilstu.edu**

Address (if different from organization address):

Who has legal authority to execute a grant agreement on behalf of your organization?

Name and Title: Dr. Gary McGinness, Associate Vice President for Research

Telephone: 309/438-3006 Fax: 309/438-7912 E-mail:

gmcginn@ilstu.edu

Address (if different from organization address): 105 Hovey Hall, Normal, IL 61790

Financial Contact Name and Title: Mary Kentzler, Director, Grants Accounting

Telephone: 309/438-3290 Fax: 309/438-2699 E-mail:

mekentz@ilstu.edu

Address (if different from organization address):

Communication/Public Relations Contact Name and Title: Jay R. Groves, Director of Media Relations

Telephone: 309/438-5631 Fax: 309/4385748 E-mail:

jrgrove@ilstu.edu

Address (if different from organization address): Campus Box 3250, Normal, IL 61790

Summer Contact Name and Title, if appropriate:

Telephone: Fax: E-mail:

Address (if different from organization address):

**Lumina Foundation for Education  
PROPOSAL BUDGET**

**Name of Organization:**

**Date:**

SUGGESTED BUDGET CATEGORIES	REQUESTED LUMINA FOUNDATION SUPPORT			TOTAL LUMINA FDN. SUPPORT REQUESTED	TOTAL NON-LUMINA FOUNDATION SUPPORT		TOTAL PROJECT BUDGET
	Year 1	Year 2	Year 3		In-Kind	Other Funds	
<b>I Direct Project Costs</b>							
Personnel Expenses							
Salaries* (list staff, title, salary, % of time)							
P. Vogt, Eval.& Stats, \$1836, 25%		15074	7729	22803			22803
E. Hines, Proj. Associate, \$2000., 50%	4000	13000	8000	25000			25000
J. Palmer, Proj. Consultant, \$5000.		5000		5000			5000
D. Dean, Proj Consultant, \$2000.		2000		2000			2000
W. Troxell, Eval. Consultant, \$1000.		1000		1000			1000
Grad. Asst., \$1000., 50%	2000	12000	10000	24000			24000
R.Hodel, Proj. Director, \$2554.25, 12.5%					29451		29451
S. Bragg, Proj. Consultant, \$5000., 37%					5000		5000
L. Wall, Admin. Asst., \$259., 12.5%					6736		6736
Fringe Benefits (list % rate)							
P. Vogt, 26% + 1% each year		4052	2084	6136			6136
E. Hines, 7.65%	306	995	612	1913			1913
J. Palmer, 24%		1190		1190			1190
D. Dean, 30%		600		600			600
W. Troxel, 29%		286		286			286
<b>SUBTOTAL: Personnel Expenses</b>	<b>6306</b>	<b>55196</b>	<b>28425</b>	<b>89927</b>	<b>41187</b>	<b>0</b>	<b>131114</b>
<b>Other Direct Expenses</b>							
Materials and Supplies*	300	4100	3100	7500			7500
Equipment Rental* (a.v. equip)		325	325	650			650
Travel *	7500	29000	7000	43500			43500
Advisory Committee Meetings	4000	4000	4000				
							Lumina Budget 9 24 04.xlsSheet1

	Conference Presentations	1000	3000	3000	3000				
	State Visits/Interviews		18500						
	Advisory Comm. Mtgs. Staff	2500	3500						
	Consultants*		9000		9000				9000
	Don Heller, Student Aid Consultant		2000						
	Patricia H. Klass, Survey Consultant					2000			
	D. Michelle Maki, Editorial Consultant		2000						
	T. Mortenson, Student Aid Consultant		2000						
	Advisory Committee Honoraria		3000						
	Communication*	230	1000	22100	23330				23330
	Report Production/Dissemination			9000					
	Phone/Postage	230	1000	1000					
	Meetings/Conferences*			7500					
	Project Follow-up			4600					
	Subcontracts or Re-grants	14694	58968	36338	110000				110000
	SHEEO:								
	Paul Lingenfelter					7500			
	Charlie Lenth	1152	6924	6924					
	Kathleen Kelly, Consultant	5445	19110	5445					
	Sheila Pruden, Consultant	5445	19110	5445					
	Staff support (dissemination/comm.)	750	3450	5800					
	NASGAP:								
	Maureen Laffey	1152	6924	6924					
	Communication (postage/phone/dissem)	250	1250	4500					
	Materials and Supplies		700	300					
	Travel	500	1500	1000					
	<i>SUBTOTAL: Other Direct Expenses</i>	22724	102393	68863	193980	9500			203480
<b>2</b>	<b>Indirect Costs (if requested)</b>								
	Non-itemized Indirect Expenses (up to 20% of Staff Salaries and Benefits) (18%)	1135	9935	5117	16187				16187
	<i>SUBTOTAL: Indirect Expenses</i>	1135	9892	5066	16093				16187
<b>3</b>	<b>GRAND TOTAL</b>	30165	167481	102354	300000	50687			350781

## BUDGET JUSTIFICATION

### Personal Services

See budget detail for names, amount of time and dollar amounts budgeted. Bios of the project team are included in the proposal materials.

*In-Kind:* Ross Hodel, Director of the Center for the Study of Education Policy, will be assigned 1/8 time for the duration of the Project.

Linda Wall, Administrative Coordinator at the Center will be assigned ¼ time for the duration of the Project.

Steven Bragg, Vice President for Finance and Administration will devote 8 days to the project.

Patricia Klass will serve as the electronic survey consultant for the project and will devote approximately 3 days to the project

Paul Lingenfelter, Executive Director of the State Higher Education Executive Officers will devote up to 8 days of his time to the study.

### Benefits

Benefits have been calculated at the prescribed rate for all Principal Investigators, excluding the graduate assistant and student worker.

*In-Kind:* Benefits for Ross Hodel, Linda Wall and Steven Bragg and Patricia Klass have been calculated at the prescribed rate.

### Materials and Supplies

Commodities necessary to supply the project team and administrative coordinator with office supplies for the duration of the project, local copying expenses, CD's and items needed for presentations and state interviews, handouts and materials needed at SHEEO and NASSGAP national conference presentations, supplies and materials for the final symposium (folders, nametags, notebooks, etc) which showcases the project, and a copy of a statistical software package for data base manipulation

### **Equipment Rental**

Funds are included to cover cost of rental of video-power point equipment when needed at national meetings of SHEEO and NASSGAP.

### **Travel**

Travel expenses are included for three members of the project team to complete interviews of state officials in seven states (\$2650/state). Monies are also included for the six person advisory committee to travel to a central location for two of their meetings (\$660/person/meeting). Funds are also included for the project team to travel to advisory committee meetings. (Note: Advisory committee meetings will be held in airport hub locations nearest the majority of staff and committee members (Chicago and/or Denver). Staff travel funds to do presentations to update members of SHEEO and NASSGAP at their respective annual conferences are also included.

### **Consultants**

Two nationally known financial aid consultants are included in funds reserved for consulting services to employ them as needed for three days of consulting. Two Illinois State University higher education faculty members, Jim Palmer, Editor of *Grapevine*, will assist with data analysis (8 days) and Dianne Dean, economic trend analysis (3 days), will be employed to assist on the project. Funding is included for an editor to work with the literature review, edit the final document and prepare press summaries. Funding is also included for Wendy Troxel, head of the Illinois State University Assessment Office and professor of Education Administration who will head the evaluation team.

.An honoraria of \$500 per person will be awarded to each of the six advisory committee members for their time.

### **Communication**

In addition to general postage and telephone costs of the project, funding is included for printing final copies for distribution to national organizations, government officials and state policy makers.

A final symposium showcasing the study will be held in the spring of 2006 to which national policymakers, practitioners, government officials and academicians will be invited. Funds are included for travel, speaker honoraria, room rental, and materials for the symposium. The Center plans to raise additional in-kind funding if needed for the costs of the symposium.

Funds are requested in the amount of \$4,600 for project follow-up activities in order to continue the discussions started by this project. It is anticipated that the monies would be paid to project team members to travel to national conferences and meetings and to respond to follow-up inquiries regarding the project.



## *Section II: Proposal Narrative*

### **Organization Description**

Three organizations – the Center for the Study of Education Policy at Illinois State University (The Center), the National Association of State Student Grant and Aid Programs (NASSGAP), and the State Higher Education Executive Officers (SHEEO) – will work as partners to undertake and conduct this project.

**The Center.** Established in 1995 as an outgrowth of an Educational Finance Center created in 1978, the Center for the Study of Education Policy addresses current and emerging policy issues affecting PreK-16 education. Located in the College of Education, the Center houses the nationally well-known *Grapevine*, an annual University publication since 1960 and accessible on the Center website since 1997, which contains data from all states and examines trends in public funding for postsecondary education. Policy researchers in the College and in other units of the University conduct studies, surveys, workshops, and seminars dealing with a wide variety of policy issues and problems in education. Important to the mission of the Center is the intersection of research and practice as represented by publications, conferences, and service to educational, professional and governmental organizations.

**NASSGAP.** NASSGAP was established to promote and strengthen the administration of state-sponsored postsecondary student financial aid programs to help ensure that postsecondary educational opportunities remain available to students in all states. The Association serves as a forum for its members to exchange information, policy positions, and procedures for student financial aid, encourages collaboration with other associations and agencies in the interest of effective implementation of student financial aid programs, and acts as a resource to state and federal policymakers. NASSGAP has annually surveyed its membership regarding state

expenditures for student financial aid since FY1970, and has been instrumental in efforts to simplify student application procedures and develop a uniform method of determining families' ability to pay for college.

**SHEEO.** SHEEO was created in 1954 to help member state boards of higher education develop and sustain excellent systems of higher education. A non-profit, nationwide association, its members are the chief executive officers serving 26 statewide governing boards and 30 statewide coordinating boards of higher education. (Several states have more than one SHEEO agency and member.) SHEEO focuses on state-level higher education planning, coordination, and policy development; promoting the interests of higher education and states in national forums and federal relations; and encouraging studies and other actions to advance support for higher education. SHEEO pursues its mission through professional development meetings, analyzing and publishing reports on higher education policy issues, and projects to enhance the capacity of the states and SHEEO agencies to improve higher education. SHEEO recently published *State Higher Education Finance FY2003 (SHEF)*, which analyzes trends in and factors affecting funding for higher education in all 50 states and nationally. SHEEO also is an active participant with the Western Interstate Commission for Higher Education (WICHE) and the American Council on Education (ACE) in the *Changing Directions* initiative to help states achieve better alignment across institutional appropriations, financial aid, and tuition policy decisions.

## **Project Overview**

**Goals and Objectives.** As the nation emerges from the first recession of the century, states need to assess the consequences, take stock of their challenges and resources, and do what they can to prepare for the inevitable next fiscal crisis. In this context, the particular goal of this

project is to identify and disseminate successful state-level strategies and policy tools to protect students' access to postsecondary education through recession, retrenchment, and recovery, and to identify strategies to help bridge these cycles. To achieve this goal, this project will address the following objectives:

- Analyze and describe the effects of recessions on states' funding for higher education and student financial aid programs and the extent to which funding recovered after each recession;
- Identify groups of states with similar characteristics and collect information about efforts to maintain and expand financial access across successive economic cycles;
- Compare and describe the policy tools and strategies that states have used to protect financial access for students and the extent to which these efforts were successful; and
- Identify and promote adoption of approaches that can better match resource availability with service demands throughout economic cycles.

This project builds upon an April 2004 symposium on higher education finance sponsored by the Center for the Study of Education Policy at Illinois State University. During the symposium, concerns were voiced about the gradual but relentless erosion of support for higher education and related decline in financial access for students. Cuts in state funding for higher education combined with increased student demand have resulted in "roller coaster funding" during each of the five recessions in the past 35 years. The wide swings in funding may be difficult to deal with, but there may be a longer-term problem, a "structural deficit" resulting from increased demands for states' resources and slower tax revenue growth.

**Target Population.** The target populations for this project are state policymakers, higher education organizations, and student financial aid agencies across the country.

**Importance.** Now, while the concerns of the most recent recession are still with us, is the time to take steps to protect students' access to postsecondary education during the next economic downturn. State governments seem to have few options to deal with recessions other than weathering the storm, making temporary cuts, and postponing expenditures. Few higher education systems and student financial aid agencies have policies and strategies to sustain financial access for students through economic cycles, but some states have done better than others. It is more important now than in the past for state higher education and financial aid agencies to develop strategies to maintain financial access through economic cycles. Long-term trends reveal significant shifts in the sources of revenue for higher education—from state support to tuition and fees—suggesting that the ideal of broad, affordable access to higher education is at risk.

**Outcomes and Activities.** This study will contribute to improved understanding of the historical effects of recession, retrenchment, and recovery on states' support for higher education and student financial aid. It will investigate why some states have done better than others in protecting financial access to higher education for students across economic cycles. In addition, this study will identify the long- and short-term strategies and policy tools that states have used and the consequences, intended and unintended, of various approaches. The following research questions will be addressed:

- **Recession.** To what extent was funding restored to higher education after the four previous recessions? Has funding for student financial aid programs paralleled total funding for higher education? Among states, what are the similarities and differences in funding trends for higher education and student financial aid programs? Which states appeared able to maintain financial access across recessions? What will it take to restore the purchasing power of states' grant programs?
- **Retrenchment.** How have states dealt with the recent recession? What priorities have guided budget decisions for the state and for higher education? To what extent have student financial aid programs kept pace with increases in college costs? If cuts – either absolute or relative -

have been made in student aid appropriations, what programmatic changes have been made to address those reductions? What policies and priorities have guided these decisions and what are the implications for financial access?

- **Recovery.** What long-term strategies have states developed to maintain financial access through economic cycles? How have resources been used during periods of recovery to prepare for expected economic downturns? How sensitive are these policies and decisions to changes in economic factors? Given student mobility and economic competition, how can states work together in the development and coordination of such policies and new approaches?

Specific project activities and expected outcomes are shown in the following table:

<b>Activities</b>	<b>Outcomes</b>
Student Aid Policy Review Parallel analyses of historical data: <ul style="list-style-type: none"> <li>• <i>Grapevine</i> data on states funding for higher education</li> <li>• NASSGAP data on states student financial aid programs</li> </ul> Review of literature	Summary report on trends in states' student aid policy Interim report on: <ol style="list-style-type: none"> <li>1. Fiscal and economic analysis of trends in funding through economic cycles and related changes in financial access for students</li> <li>2. Analysis of the effects of recessions and maintenance of student financial aid programs among states with similar characteristics</li> <li>3. Directory of characteristics of state higher education and student financial aid programs</li> </ol>
Survey of state higher education organization and scholarship and grant program directors	Interim Report on: <ol style="list-style-type: none"> <li>1. Summary of the effects of the recent recession on funding of student financial aid programs</li> <li>2. Descriptions of changes in policies or legislation on need-based and other financial programs and strategies for the future</li> <li>3. Classification of states and selection of representative states</li> </ol>
In-person interviews with staffs of student financial aid and higher education agencies	<ol style="list-style-type: none"> <li>1. Descriptions of policy options and strategies used during the recent recession and assessment of the consequences of policy decisions</li> <li>2. Identification of strategies to protect financial access in the future</li> </ol>

Activities	Outcomes
Preparation of a comprehensive report and related resource materials  Distribution of the report by the Center, NASSGAP, and SHEEO, presentations at meetings, publication on Web sites  Symposium on findings of the study	Final Report including: <ol style="list-style-type: none"> <li>1. Data analyses illustrating the effects of recession, retrenchment, and recovery on funding for higher education and access for students</li> <li>2. Detailed examples of policy tools and strategies used by groups of similar states</li> </ol> Continuing online access to resources and analyses for use by state higher education and student financial aid agencies  Further dissemination, evaluation report on project, and identification of directions for the future

**Products.** This project will recognize the role of states in protecting financial access for students throughout economic cycles and identify the relative effectiveness of policy tools and strategies for categories of states. Products will include a comprehensive report and an online database of primary and secondary data. Project partners will disseminate the report to members and feature the project at annual conferences as well as develop a higher education finance symposium focused on project results and subsequent activities.

**Project Success.** To achieve these objectives, the project will draw upon the three definitive sources of data produced by the project partners—the *Grapevine* information on state tax support for higher education, the NASSGAP data on student financial aid programs, and the SHEF survey and report on sources and types of state support for higher education. All three data sets provide substantial historical information, in many cases for over 30 years, covering five recessions. In addition, through surveys and interviews, the experience and expertise of the leadership of state higher education and financial aid agencies will be tapped.

This project will have a significant national impact because it brings together the leadership and network of two key national organizations, the State Higher Education Executive

Officers and the National Association of State Student Grant and Aid Programs with the resources and faculty expertise of the Center for the Study of Education Policy at Illinois State University. In addition, members of the proposed Advisory Committee will add diverse experience and expertise. Finally, the project staff brings considerable experience and expertise in research and policy in higher education.

### **Evaluation**

Evaluation of the project will involve three phases. First, a member of the project team will serve as internal evaluator and lead for the evaluation team. The project evaluator will constantly monitor the progress of the project to assure that all components are completed according to the timeline and work plans. Second, an evaluation team comprising the project evaluator, the project director, and an external consultant, who is not part of the project, will review the project quarterly until completion. Third, a symposium will be held at the conclusion of the project that will involve policy makers and leaders from higher education and student aid organizations and agencies. The participants, who will be representative of the target population of the project, will be asked to provide a comprehensive evaluation of the final report and related analyses.

### **Project Timeline**

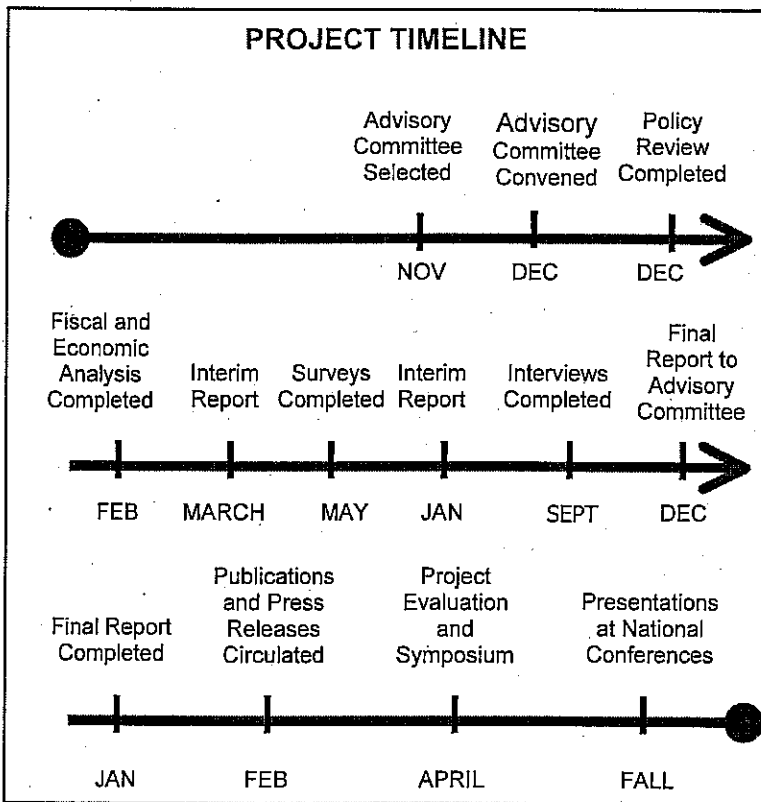
With approval to proceed with this project, the timeline shown below will commence with selecting and consulting with members of the Advisory Committee who would provide input into the work of the Project Team. Members of the Advisory Committee would be expected to meet with Project staff at least three additional times during the life of the project to review Interim Reports as well as the Final Report. The initial meeting would consist of a thorough review of the project objectives, the proposed activities and timeline, and the concept

papers for the first two phases of the project. The first phase of the project is the Fiscal and Economic Trend Analysis. This activity would include reviewing *Grapevine* data on state funding levels for higher education and NASSGAP funding data on state student financial aid programs in context with economic cycles and state policies regarding student financial aid. An interim report scheduled for March 2005 will summarize the findings of this phase of the study.

The second phase of the study would include surveys of members of both NASSGAP and SHEEO with questionnaires to be distributed in March 2005 and an interim report on the results of the surveys, produced in June 2005. The third phase of the study includes in-depth interviews with policymakers and governmental leaders in selected states to follow up on the research questions addressed in the survey. Findings from the three research activities will be reviewed and the final report will be written in the late fall of 2005 for review by the Advisory Committee

in January of 2006. The findings will be made public in February of 2006.

During the fourth phase of the project in 2006, the findings will be presented at a symposium of national policy leaders (a follow-up to the April 2004 symposium that inspired this proposal), and the partners and project team will use national conferences as an opportunity to present and discuss





the findings, as well as provide online access to the data analyses. Project evaluation will be ongoing. The evaluation team will meet quarterly in 2005 and the first half of 2006. An evaluation by representatives of the target audience is planned for the symposium scheduled for April 2006.

### **Communication**

The primary audience for this project includes NASSGAP and SHEEO members; other higher education and student aid policymakers; and state legislators, governors' offices, and relevant budgeting and executive agencies. Because the project proposes a national survey of state NASSGAP and SHEEO organizations as well as follow-up interviews with selected states, it will be advantageous to ensure that members of these organizations are aware of the purpose and planned activities of the project.

Notice of a grant award would be communicated immediately by the Illinois State University Office of Media Relations to major news outlets and to higher education publications including *The Chronicle* and *Crosstalk*. Notices will be published in the regular publications and the Web sites of all three partners. Once the project is underway, communication will continue through a number of mechanisms including: (1) project status reports to the Advisory Committee whose members will include representatives from national higher education and student aid organizations, (2) updates from NASSGAP and SHEEO to their membership, and (3) updates on the Web sites of the partners.

At the conclusion of the project, copies of the final report would be sent to NASSGAP and SHEEO members, as well as other public policy organizations such as the National Center for Public Policy and Higher Education, the Advisory Committee on Student Financial Assistance, the National Governor's Association, the National Conference of State Legislatures,

the American Council on Education, Education Commission of the States, and the Western Interstate Commission for Higher Education (WICHE). Presentations would initially be pursued at the annual NASSGAP Spring Conference, NASSGAP/NCHELP Research Conference, SHEEO Annual Meeting, and SHEEO Professional Development Conference.

These communications efforts would be expected to benefit the success and sustainability of the project by promoting cooperation with the project, increasing awareness and generating continued discussion of the issues with which the project is concerned, and prompting interest to learn more about other states' experiences and the strategies and policy tools they may be using to protect student access.

### **Sustainability**

A number of strategies will be utilized to sustain interest, discussion, and continued efforts to address the issues related to the project topic. The first strategy will include wide distribution of the report as already discussed, including retention of the report electronically on the partners' Web sites. Second, project staff will actively seek opportunities to share and discuss the findings from the study with other policymakers at professional and scholarly meetings, and through the National Governor's Association, the National Conference of State Legislatures, and other governmental associations. Third, the Center plans a follow-up symposium on higher education finance and the role of student financial aid upon completion of the study to discuss "next steps" with state and national policymakers. It is also expected that the format of the final report, and most particularly the trend data, will lend itself to future updates which will serve to sustain the intent of the project.

### **Project Management**

The proposed study will be supported by an Advisory Committee with representatives from NASSGAP and SHEEO as well as selected state and national policy researchers. The Committee would be called upon to provide counsel regarding the project at least four times during the life of the project. The Project Team who will be actively working on the project is listed in the following table. In addition to these staff, other national and state administrators and researchers may be utilized to provide technical assistance on a short-term basis to such activities as economic analysis, fiscal analysis, survey design, and student aid policy analysis.

Project Team Members	Role and Responsibilities
Ross Hodel	<b>Project Director.</b> Responsible for coordinating the work of the team, public communications, legislative analysis, and fiscal management of the project.
Steve Bragg	<b>ISU Center Senior Policy Analyst.</b> Responsible for higher education fiscal analysis, member of the fiscal and economic analysis team.
Edward Hines	<b>ISU Center Principal Investigator.</b> Responsible for economic analysis, lead staff for fiscal and economic analysis, member of interview team, co-author of written reports.
Kathleen Kelly	<b>Consultant.</b> Responsible for higher education fiscal policy analysis. Primary author of final report, member of fiscal and economic analysis team, member of survey and interview teams,
Maureen Laffey	<b>NASSGAP Advisor to the Project Team.</b> Responsible for general advice on the national issues, assistance with communications with state financial aid agencies, and guidance for disseminating the results of the project.
Charles Lenth	<b>SHEEO Senior Project Researcher.</b> Responsible for assisting with student aid policy analysis and a member of the fiscal and economic analysis and survey teams.
Paul Lingenfelter	<b>SHEEO Advisor to the Project Team.</b> Responsible for general advice on the national issues, assistance with communications with state executive officers, and guidance for disseminating the results of the project.
Sheila Pruden	<b>Consultant.</b> Responsible for student aid policy analysis, lead staff for survey administration, member of interview team, and co-author of written reports.
Paul Vogt	<b>ISU Center Senior Project Researcher.</b> Responsible for economic and statistical analysis, assisting with research design and data analysis, and lead staff for project evaluation.
Linda Wall	<b>Administrative Staff.</b> Responsible for Advisory Committee

	arrangements, mailings, data entry, travel arrangements, and support to the Project Director on financial management of the project.
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***'Section III: Appendices***

**This section to be submitted under separate cover.**

**Organization chart**

**Board of Directors**

**Current Organizational Budget**

**Financial Statements**

**IRS Determination Letter**

## Biographical Sketches

### **Ross A. Hodel**

### **Project Director**

Dr. Ross A. Hodel is the Director of the Center for the Study of Education Policy at Illinois State University in Normal, Illinois. He earned his Ph.D. from The Ohio State University in Educational Administration and holds a B.S. degree and M.S. degree in Education from Illinois State University. In addition to his work at the Center, Dr. Hodel teaches courses in Higher Education Finance and the Politics of Education at Illinois State University. Dr. Hodel previously served as Deputy Director of the Illinois Board of Higher Education and as Executive Assistant for Education to Illinois Governor James R. Thompson. He has served as Manager of School Finance for the Illinois State Board of Education and has public school teaching experience in the Pekin and West Aurora, Illinois public schools.

### **Stephen M. Bragg**

### **ISU Center Policy Analyst**

Dr. Stephen Bragg is currently Vice President for Finance and Planning at Illinois State University. Bragg joined Illinois State University in 1994, serving first as Director of Planning, Policy Studies, and Information Systems, and later as Assistant Vice President for Budget and Planning. Prior to joining Illinois State University, Bragg held staff positions in fiscal affairs, academic affairs, and information systems at the Illinois Board of Higher Education (1981-1994). He also was Assistant Director of the Center for the Study of Higher Education at The Pennsylvania State University (1980-1981). He has a baccalaureate degree from the University of California at Berkeley and master's and doctorate degrees from The Pennsylvania State University.

### **Edward R. Hines**

### **ISU Center Principal Investigator**

Dr. Edward R. Hines is Distinguished Professor Emeritus at Illinois State University. Author of five books and over 60 journal articles, he is nationally-recognized for his contributions to higher education in the areas of interstate higher education finance and governance. For 15 years, Hines was Editor and Publisher of *Grapevine*, the monthly research report of state tax appropriations for higher education. Hines authored "The Governance of Higher Education" that appeared in *Theory and Research in Higher Education*, he served as President of the statewide Faculty Advisory Committee in Illinois during the six-year initiative of the Board of Higher Education known as "Priorities, Quality, and Productivity." He was a member of a three-year study at Illinois State University that reformulated its system of governance. Since retiring from active teaching at Illinois State in 2003, Hines has been a staff member of the Center for Educational Policy. He recently has directed and served as principal investigator on three major grants. These include State Action for Education Leadership Project, a national project funded by the Wallace Foundation; and two State-funded grants, College Access for Minority Students Who Meet Prairie State Exam Standards, and Increasing the Number of Minority Students in Illinois Higher Education.

**Kathleen F. Kelly****Consultant**

Dr. Kathleen F. Kelly has over 20 years of experience in higher education administration. Now a consultant for higher education organizations and institutions, she was a member of the staff of the Illinois Board of Higher Education from 1983 to 1999. As Deputy Director for Academic Affairs, she provided leadership for policy studies in undergraduate education, graduate education, affordability, statewide program priorities, quality and productivity. She was responsible for statewide program planning, new program approval, and review of existing programs. During the past two years, she has provided consulting services to state-level coordinating and planning boards, national policy organizations, and individual institutions. Assignments have including state-level planning initiatives, policy development, program and project evaluation, and research and report writing.

**Maureen Laffey****NASSGAP Advisor to the Project Team**

Maureen Laffey is the Director of the Delaware Higher Education Commission, where she has been employed since 1996. As Director, she has primary responsibility for overseeing the administration of approximately 20 state-funded student financial aid programs, as well as the administration of 9 private scholarship programs. Laffey is responsible for the daily operations of the Commission office and staff, preparation of the Commission's budget, policies and procedures, financial aid outreach activities, and communication with students, parents, legislators, college financial aid administrators, and high school guidance offices. She is also responsible for administering the State's college saving plan, the Delaware College Investment Plan, in cooperation with the State Treasurer's Office. Laffey is a member of NASSGAP (National Association of State Student Grant and Aid Programs) and has served as Conference Site Chair, Secretary, and is currently President of the organization. She also served for five years on the Executive Committee of the Delaware Association of Public Administrators and holds a Master's of Public Administration degree from the University of Delaware.

**Charles Lenth****SHEEO Senior Project Researcher**

Charles S. Lenth is Senior Associate with the State Higher Education Executive Officers (SHEEO) association located in Denver, Colorado, where he focuses on state academic planning and policy, access and affordability in postsecondary education, governance and coordination, and other state roles and policy needs. In addition to his SHEEO experience, Lenth has held positions as vice president for research with the Minnesota Private College Council, director of higher education programs with the Education Commission of the States, director of the information clearinghouse with the Western Interstate Commission for Higher Education, and associate director for fiscal affairs and policy analysis with the Illinois Board of Higher Education. He holds a Ph.D. in Political Science from the University of Chicago. Lenth's research, publications, and professional experience include state, regional, and national studies on tuition policy, access and affordability, financial aid policy and practice, and related aspects of higher education finance. At the Minnesota Private College Council, he directed extensive data exchange and the development of a multi-institution database to examine the uses of financial aid relative to student characteristics and needs, state and federal programs, and other variables.

**Paul Lingenfelter****SHEEO Advisor to the Project Team**

Paul E. Lingenfelter became Executive Director of SHEEO, the national organization of State Higher Education Executive Officers, in June 2000. His work at SHEEO has focused on increasing successful participation in higher education including: strengthening student preparation, improving the quality of teaching, improving mechanisms for developing state higher education policy, and developing the financial policies needed to achieve educational improvement. From 1985 to 2000 he served on the staff of the John D. and Catherine T. MacArthur Foundation and in 1996 was appointed Vice President to establish and lead the Foundation Program on Human and Community Development, which supports research, policy analysis, and practical interventions addressing economic opportunity, community capacity, and child and youth development. From 1980 to 1985, Lingenfelter served as Deputy Director for Fiscal Affairs for the Illinois Board of Higher Education and from 1968 to 1980 he held other administrative positions with the Board and the University of Michigan. He has been retained as a consultant by the United States Corporation for National Service, the Laidlaw Foundation in Canada, the Education Commission of the States, the New York Board of Regents, and the U.S. Office of Education. Lingenfelter's educational background includes an M.A. from Michigan State University, and a Ph.D. from the University of Michigan in higher education.

**Sheila Pruden****Consultant**

Sheila Pruden has more than 25 years of experience in student financial aid program administration and policy analysis. As the Director of Research and Policy Analysis for the Illinois Student Assistance Commission (ISAC), a position she held from 1988 to 2003, she managed program policy for the Illinois Monetary Award Program (MAP) – one of the largest state need-based programs in the country. She has conducted surveys and focus groups with students, parents, aid administrators, and policymakers, and completed database analysis on a variety of student aid topics including affordability, academic success and persistence, loan indebtedness, and financial aid for adult learners. Responsibilities for MAP formula development as well as FFELP program research and financial modeling have required familiarity with federal need analysis as well as reauthorization of the Higher Education Act. She has made several presentations at the NASSGAP/NCHELP Research Conference and served on the conference planning committee for the past five years. Pruden holds an M.S. degree in Education from Western Illinois University and is currently employed as a student financial aid research and policy consultant.

**Paul Vogt****ISU Center Senior Project Researcher**

W. Paul Vogt is Professor of Research Methods and Evaluation at Illinois State University where he has won both teaching and research awards. He specializes in the evaluation of educational programs and is particularly interested in integrating multiple methods in program evaluation. His books include: *Dictionary of Statistics and Methodology* (3<sup>rd</sup> edition, Sage, 2005), *Tolerance & Education: Learning to Live with Diversity and Difference* (Sage, 1997), *Quantitative Research Methods for Professionals* (Allyn & Bacon, 2005), and *Education Programs for Improving Intergroup Relations* (co-edited with Walter Stephan, Teachers College Press, 2004). He has done extensive consulting work in the areas of evaluation and collection of data for management use for higher education clients, most recently for the Illinois Board of Higher Education and the New Jersey Commission on Higher Education. Vogt is presently consulting for 26 NCLB school and college partner grant recipients to assist them in collecting evaluation data for grant renewal and has served as a consultant for the Illinois Board of Higher Education in developing new evaluation procedures for their grant programs. Vogt is also the evaluation and data specialist for *Increasing the Number of Minority Students Who Attend College*, an ISU Center grant-funded project.

**Linda Wall****Administrative Staff**

Linda Wall has worked at Illinois State University for the past five years in several capacities including coordinator for the School of Social Work, Center for Adoption Studies and is currently the administrative coordinator in the Center for the Study of Education Policy. In her current role she serves as staff support for several projects including *State Action for Education Leadership* funded by the Wallace Foundation, *School/Home Communication* funded by the Illinois Century Network, *Increasing the Number of Minority Students Who Attend College*, an Illinois Board of Higher Education-funded project, and *Improving Teacher Quality*, funded by a grant from the State of Illinois.



