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FOUNDATION

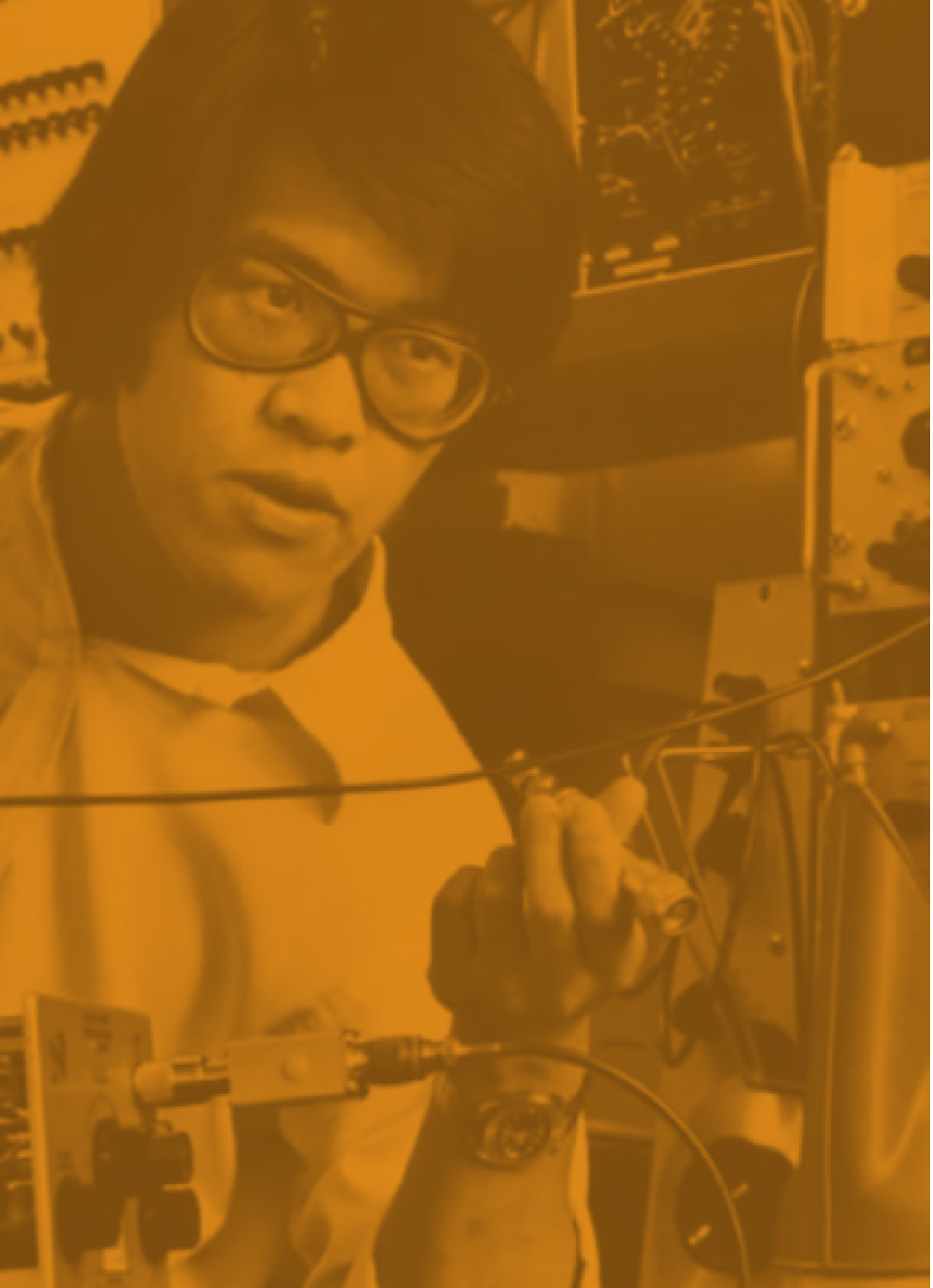
PARTNERSHIPS

WHERE FINANCIAL AID BEGAN: PARTNERING WITH CAMPUSES AND STATES

DOCUMENTARY FILM SERIES

Looking Back to Move Forward:
A History of Federal Student Aid

VIEWING GUIDE



LET'S **LOOK BACK** TO MOVE FORWARD

In *A History of Federal Student Aid*, a documentary series produced by Lumina Foundation and the Institute for Higher Education Policy, key policymakers, their staff, and education researchers provide insight into the evolution of federal student aid through their first-hand experiences with the policymaking process. This short film on the history of federal partnerships with postsecondary institutions and states is one in a series of several that illuminates seminal moments and offers instructive lessons and building blocks to guide newer policy innovations.

FILM SYNOPSIS

The federal government has historically leveraged funds for both states and colleges to expand access and opportunity to higher education. *Where Financial Aid Began: Partnering with Campuses and States* documents a history of these partnerships and the policies that shaped them—from the introduction of the original campus-based programs and state partnerships through their growth or decline over the years. The federal programs covered in this 10-minute film all require a monetary match from states and colleges, thereby expanding the reach of federal financial aid.

PROGRAM INFORMATION

Federal Partnerships with Institutions through Campus-Based Aid Programs

Scene: 00:45-6:11 minutes

Collectively referred to as "campus-based aid" programs, the Federal Perkins Loan Program, Federal Work-Study (FWS), and Federal Supplemental Educational Opportunity Grant (FSEOG) are distinctive from other need-based financial aid programs. Federal funding for campus-based programs is given to postsecondary institutions for distribution instead of directly to students, and institutions must provide a match. The amount and type of aid is then determined by financial aid personnel according to institution-specific award criteria, which must follow federal program requirements. This structure is intended to provide financial aid administrators at each school some flexibility in the awarding process.

Although campus-based programs were always intended to give institutions governance over financial aid, the ways in which funds are distributed to institutions has changed throughout the decades. Initially, funds for these programs were allocated by the federal government to states using a formula. State allotments were primarily based on the number of full-time students in that state compared with the national total.[1] Institutions would then apply to the federal government for a portion of that state allocation. Review panels comprised of institutional representatives were responsible for recommending institutional amounts. Because of state allotment caps and panel recommendations, amounts received by each institution varied within and across states.[2] The process was very complicated and became highly subjective. In 1977, the U.S. Office of Education appointed a study group – known as the "Huff panel" – to provide recommendations on improving the distribution of funds.[3] These experts recommended using a formula that would measure the aggregate financial need of a school's students to determine that institution's "fair share." To protect institutions from any fluctuation in funding caused by

> The original intent of the campus-based aid program was to provide a way that institutions could have some flexibility in awarding aid to particular students.
>
> *David Bergeron*

FEATURED CAMPUS-BASED AID PROGRAMS

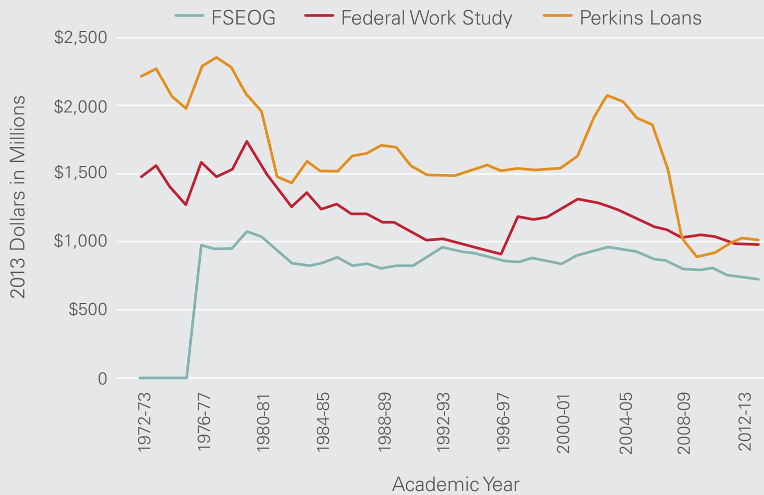
Federal Perkins Loan Program • 1958
Original name: National Defense Student Loan (NDSL)

Federal Work-Study (FWS) • 1964
Original name: College Work-Study (CWS)

Federal Supplemental Educational Opportunity Grant (FSEOG) • 1965
Original name: Educational Opportunity Grant (EOG)

FIGURE 1:

Campus-Based Aid Programs in Millions (2013 Dollars)



Source: The College Board, Trends in Student Aid 2014, Table 1: Student Aid and Nonfederal Loans in 2013 Dollars Over Time

switching to a "fair share" model, the panel also suggested establishing a minimum funding level. This "base guarantee" would ensure that participating institutions received funding no less than the prior year of legislative enactment.[4, 5] In 1980, Congress used the "fair share" formula and "base guarantee" to modify the funding structure of campus-based programs. Although the panel recommended an eventual removal of the "base guarantee" in order to fully implement the "fair share" formula, both remain in effect today.[6]

With the exception of one-time additional funding of $200 million for FWS in 2009,[7] federal allocations for campus-based programs have stagnated in recent years (see figure 1). From 2003-2004 to 2013-2014, FSEOG and FWS federal allocations made to institutions decreased by 24 and 23 percent, respectively.[8] Today, the Federal Perkins Loan Program no longer receives federal money, and thus funding for new loans comes primarily from student repayments on prior loans. The program is scheduled to end in September 2015 unless it is reauthorized by Congress.[9, 10]

Federal Partnerships with States through Incentive Funds

Scene: 6:11-10:13 minutes

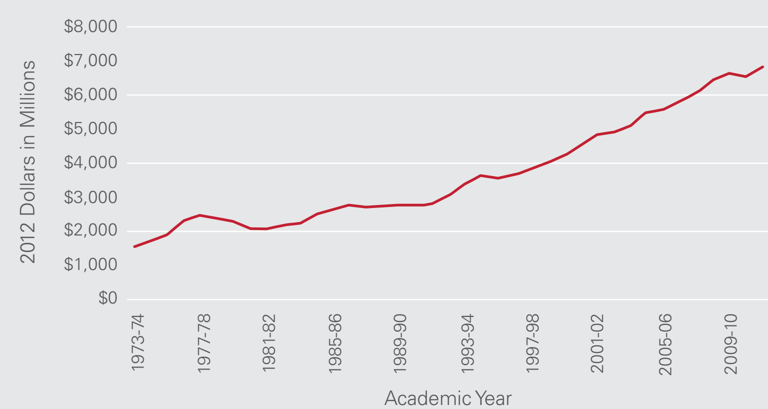
The Leveraging Educational Assistance Partnership (LEAP) Program, originally named the State Student Incentive Grant (SSIG), was created by Congress in 1972 to incentivize state governments to create need-based state grant programs via a monetary match. After this program was put in place, state investment in need-based grant aid programs greatly increased (see figure 2). Within the program's first four years, 22 states had created new grant programs.[11] However, federal funding for LEAP was eliminated at the end of Fiscal Year (FY) 2010 (see figure 3). Policymakers at the time suggested that the program had met its

The original mission of LEAP and SLEAP was to create state need-based aid programs that would be offered to students.

Kristin Conklin

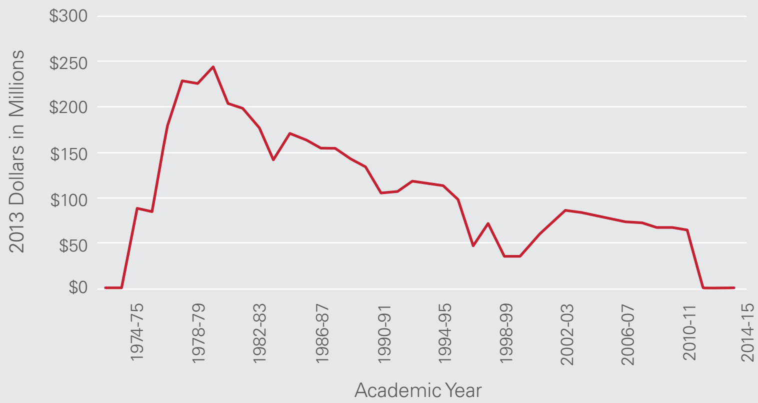
FIGURE 2:

Need-Based Undergraduate State Aid in Millions (2012 Dollars)



Source: National Association of State Student Grant Aid Programs (NASSGAP) annual survey

FIGURE 3:
LEAP Funds from Federal Sources in Millions (2013 Dollars)



Source: The College Board, Trends in Student Aid 2014, Table 1: Student Aid and Nonfederal Loans in 2013 Dollars Over Time

Credit: Vijay Kumar Koulampet

objective, as evidenced by the expansion of state need-based programs.[12]

The Special Leveraging Educational Assistance Partnership (SLEAP) Program was created in 1998 as a part of LEAP, and funds were only available to states already participating in the LEAP Program. States could use funds to increase LEAP grants or work-study awards, as well as merit-based or critical career scholarships. Of the annual federal funding provided for LEAP, the first $30 million was distributed as part of the LEAP Program, and any remaining funds were distributed as part of SLEAP.[13] States were required to provide a dollar for dollar match for any LEAP funds received, and two dollars for every dollar received for SLEAP.[14] The SLEAP program was replaced by the Grants for Access and Persistence (GAP) Program after a two-year transition period as part of the 2008 Higher Education Opportunity Act (HEOA).[15] During this transitional period, states could choose to use either SLEAP or GAP.[16] There has been no new funding for GAP since federal funding for LEAP was cut.

Supplemental Information

Other attempts have been made to encourage partnerships between federal and state governments through matching programs. The College Access Challenge Grant (CACG) Program, created in the 2007 College Cost Reduction and Access Act (CCRAA), includes a maintenance of effort (MOE) provision. This provision requires states to maintain postsecondary education funding at levels at least equal to an average of the last five years in order to receive the federal match.[17] States can use CACG funds for a variety of activities that promote college access for low-income students, including but not limited to financial aid programs.[18] This program was expanded from an initial investment of $66 million to a five-year total of $750 million through the Health Care and Education Reconciliation Act (HERA) of 2010 to provide additional incentives for state participation.[19]

CAMPUS-BASED AID PROGRAMS

KEY FACTS

	Federal Perkins Loan Program[31]	Federal Work-Study Program[32]	Federal Supplemental Educational Opportunity Grant Program[33]
Common Name	Perkins	FWS or Work-Study	FSEOG
Former Name(s)	National Defense Student Loan; National Direct Student Loan	College Work-Study	Educational Opportunity Grant
Created	1958	1964	1965
Overview	Perkins provides low-interest loans (5%) to low-income students. Borrowers usually repay loans directly to their educational institution. Note: The Perkins Loan Program is set to expire in 2015.	FWS provides funds for on- and off-campus part-time positions for students with financial need. Each institution must use at least 7% of FWS allocations to employ students in on- or off-campus community service jobs.[37]	The FSEOG Program gives need-based grants to low-income undergraduate students to assist them in financing their education.
Matching	An institution must match at least 33% of its federal contribution.[38]	With some exceptions, the school must contribute at least 25% of the student's wages.[39]	At least 25% of FSEOG awards must come from the institution.[40]
Major Shifts	Since FY2005, no new federal funds have been contributed.[41] Currently, funds generated from institutions' loan collections and reimbursements from the U.S. Department of Education for loan cancellations are used to make new loans.	Received $200 million in additional funding via the American Recovery and Reinvestment Act of 2009.	In FY2011, federal appropriations were cut by $21.4 million or approximately three percentage points.
Maximum Annual Award (2014)	Undergraduates and graduates can borrow up to $5,500 and $8,000 per year, respectively.[42]	Must not exceed student's financial need.[43]	$4,000
Average Award (2012)	$2,014[44]	$1,673[45]	$599[46]
Number of Recipients (2012)	501,615[47]	693,900[48]	1,632,754[49]

STATE INCENTIVE FUNDS

KEY FACTS

	Leveraging Educational Assistance Partnership Program[34]	Grants for Access and Persistence Program[35]	College Access Challenge Grant Program[36]
Common Name	LEAP	GAP	CACG or Challenge Grant
Former Name(s)	State Student Incentive Grants (SSIG)	N/A	N/A
Created	1972	2008	2007
Overview	LEAP provides financial incentives for states to create or expand need-based grant programs.	GAP replaced SLEAP and provides funding to states for need-based grants. To apply, states must receive LEAP funding. LEAP funds in excess of $30 million are designated as GAP funding.	CACG provides matching challenge grants for projects aimed at improving college access and success for low-income students. Authorized activities are not limited to providing need-based grant aid.
Matching	A state must match dollar for dollar.	A state must match two dollars for every one dollar.	A state must match 33% of total costs.
Major Shifts	Federal funding for this program expired at the end of FY2010.	Federal funding for this program expired at the end of FY2010.	Appropriation increased from $66 million in FY2009 to $150 million in FY2010, and has since steadily decreased.
Maximum Annual Award (2014)	$5,000 (2009)	No maximum limit.	No maximum limit.
Average Award (2012)	$1,000 (2009)	$1,000 (2009)	$2.76 million per project
Number of Recipients (2012)	161,556 (2009)	102,000 (2009)	48 state projects

NOTES

1. Unless otherwise noted, information was collected from each program's corresponding webpage found at http://www2.ed.gov/programs.
2. Most current data by the U.S. Department of Education was used when available. For LEAP and GAP, data from FY2009 was used as this was the year with the most reliable data before program funding ended.

TIMELINE

CAMPUS-BASED AID PROGRAMS & STATE INCENTIVE FUNDS

1958 **National Defense Education Act (NDEA)**

» Created the Federal Perkins Loan Program, originally known as the National Defense Student Loan (NDSL) Program, which provided low-interest loans to low-income students for college. Loans were distributed via institutions rather than made directly to students.[20]

1964 **Economic Opportunity Act**

» Created the Federal Work-Study (FWS) Program, originally known as the College Work-Study (CWS) Program.[21] FWS provided funding for part-time employment either on- or off-campus to help low-income students cover the cost of postsecondary education.

1965 **Higher Education Act (HEA)**

» Created the Federal Supplemental Educational Opportunity Grant (FSEOG), originally known as the Educational Opportunity Grant (EOG).[22] These grants went to undergraduate students who demonstrated "exceptional financial need."

» Federal Perkins Loan Program and FWS were transferred to the HEA.[23]

1972 **HEA Reauthorization**

» EOG renamed FSEOG due to the creation of Basic Education Opportunity Grant (BEOG), known today as the Pell Grant Program.[24]

» Leveraging Educational Assistance Partnership (LEAP) Program, originally known as the State Student Incentive Grant (SSIG) Program, was authorized to provide funding to incentivize states to create or increase need-based grants to eligible students.[25]

1986 **HEA Reauthorization**

» NDSL renamed Federal Perkins Loan Program after Representative Carl D. Perkins (D-KY).[26]

1998 **HEA Reauthorization**

» SSIG Program renamed LEAP Program and added a supplemental program, Special Leveraging Educational Assistance Partnership (SLEAP).[27]

2007 **College Cost Reduction and Access Act (CCRAA)**

» Created College Access Challenge Grants (CACG) using maintenance of effort to ensure state funding for postsecondary education.[28]

2008 **HEA Reauthorization**

» SLEAP replaced with Grants for Access and Persistence (GAP) Program to assist states in establishing partnerships to provide LEAP grants.[29]

2010

» Federal funding for LEAP and SLEAP/GAP ended at the end of Fiscal Year (FY) 2010.[30]

FEATURED EXPERTS[50]

David Bergeron
Senior Staff, U.S. Department of Education, 1978-2013

Kristin Conklin
Program Director, National Governors Association, 2000-2006; Senior Advisor to the Undersecretary, U.S. Department of Education, 2006-2007

Brian Fitzgerald
Staff Director, Advisory Committee on Student Financial Assistance, 1988-2005

Sarah Flanagan
Professional Staff, U.S. Senate Health, Education, Labor and Pensions Committee, 1987-1993

David Longanecker
Assistant Secretary for Postsecondary Education, U.S. Department of Education, 1993-1999

Daniel Madzelan
Senior Staff, U.S. Department of Education, 1978-2012

Dallas Martin
President, National Association of Student Financial Aid Administrators, 1987-2007

Kenneth Redd
Director of Research and Policy Analysis, National Association of Student Financial Aid Administrators 2000-2006

Joseph Russo
Director of Student Financial Aid, Notre Dame University, 1978-2012

FOOTNOTES

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50 Affiliations of documentary cast members correspond to the policy period discussed in the film.

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