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ILLINOIS COMMISSION ON  
EQUITABLE PUBLIC UNIVERSITY FUNDING

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## Meeting #6

Welcome to the December 12, 2022 meeting of the Commission on Equitable Public University Funding. The meeting will begin at 12:00 p.m. This meeting will be recorded. Closed Captioning can be accessed by clicking on the speech bubble in the lower left corner.

Members of the general public will remain muted throughout the meeting and will have the opportunity to comment during the public comment period. To make a comment, please leave your name, the organization you represent, and the topic you would like to address in the Q&A section by 2:15 p.m. The Q&A function is at the bottom of the screen. We will call on you during the public comment period and ask that you keep your remarks to under three minutes.

If you have technical difficulties during the meeting, please contact David Antonacci at [antonacci@ibhe.org](mailto:antonacci@ibhe.org) or via text to 217-720-5269

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# Welcome & Agenda Overview

Ginger Ostro, Executive Director, IBHE

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- 12:00 pm Welcome & Agenda Overview
- 12:05 pm Action: Approval of minutes from September 2022 meeting;  
Approval of minutes from November 2022 Workgroup meetings
- 12:10 pm Commission Reflection: Charge, Objectives & Meeting Arc
- 12:15 pm Adequacy & Resource Workgroups Overview
- 12:20 pm Adequacy Workgroup Report
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- 12:50 pm Resource Workgroup Report
  - 1:20 pm Break
  - 1:30 pm President Panel
  - 2:15 pm Technical Modeling Workgroup
  - 2:45 pm Public Comment
  - 3:00 pm Next Steps, Closing and Adjournment
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Approval of minutes from September  
2022 Commission Meeting

Approval of minutes from November  
2022 Workgroup Meetings

Ginger Ostro, Executive Director, IBHE

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Commission Reflection: Charge &  
Objectives

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# Strategies for a Thriving Illinois



**EQUITY**

Close the equity gaps for students who have been left behind.



**SUSTAINABILITY**

Build a stronger financial future for individuals and institutions.



**GROWTH**

Increase talent and innovation to drive economic growth.

# Principles for a public higher education funding system that is equitable, stable, and adequate



**Build a stronger financial future for individuals and institutions.**

Provide equitable funding so that students can receive the best educational experience and succeed

Support a thriving postsecondary system that enriches the state and its residents

Fund institutions sufficiently to achieve student, institutional, and state goals

Ensure affordability for all students

Recognize institutional uniqueness

Provide predictability, stability, and limited volatility



# Principles, continued



## SUSTAINABILITY

Build a stronger financial future for individuals and institutions.

Include a “hold-harmless” provision

Support accountability

Support a collaborative higher education system

Encourage partnerships outside higher education

# Legislative Charge

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By July 1, 2023, evaluate the existing funding methods and recommending specific, data-driven criteria and approaches to ADEQUATELY, EQUITABLY, and STABLY fund our public universities.

The recommendations must fulfill the principles established in the strategic plan. The recommendations will also be informed by the findings and recommendations established by the Chicago State University Equity Working Group.

Recommendations must be equity-centered and consider 13 areas. A few of those areas include:

- **Remediating inequities** that have led to disparities in access, affordability, and completion for underrepresented students
- Providing incentives to **enroll underrepresented students**
- Allowing ongoing monitoring and **continuous improvement** in funding models, with **transparency and accountability**
- Funding for institutions that serve underrepresented students, **including graduate and professional students**
- Supporting individual institution **missions**, including research and health care
- Holding all universities **harmless to their current funding level**

# Goals + Scope

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- Create a shared understanding of how Illinois' public universities are funded and the alignment of these approaches to critical state goals and objectives.
- Cultivate information from other state approaches for financing postsecondary education that promotes equitable access and success.
- Consider how to address the various functions of a university and account for different institutional missions.
- Develop recommendations for an adequate, equitable and stable formula centered around increasing access and success for underrepresented and historically underserved student populations while reflecting the varied missions of Illinois' public universities.

# Workplan Phase I:

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## Common Understanding + National Context

### **Meeting 1: Alignment Across the Work**

- Legislative Charge
- A Thriving Illinois
- Chicago State University Equity
- Principles for an Equitable, Adequate and Stable Funding Model

### **Meeting 2: Conceptual Definitions, Context from States and Sectors**

- Definition survey and review
- K12 EBF Funding Model
- Oregon's Equity Lens and University Funding Model

### **Meeting 3: Conceptual Definitions, Context from Other States**

- Definition survey 2 review and discussion
- Louisiana's Master Plan and Aligned Funding Model
- Colorado's Funding Model
- National Context

### **Meeting 4: Context from Other States, Adequacy**

- Tennessee: Mission Components
- National Context
- Concepts/ considerations for PS Adequacy
- Working Session: Reflections, Components, Adequacy WG Charge

# Workplan Phase 2: Analysis and Modeling

## Meeting 5: Adequacy + Resources

**Review + Discussion:**  
Student-centered adequacy considerations

Other considerations to include in adequacy

**Review + Discussion:**  
Types of Resources to be Considered

## Meeting 6: Adequacy + Resources

- **Review + Discussion:**  
Types and categories of Adequacy Components

- **Review + Discussion:**  
Types of Resources and Resource Mapping

Considerations for Students ability to pay

## Meeting 7: Resource Mapping Data Analysis

- **Review + Discussion:**  
Institutional adequacy profiles

- **Review + Discussion:**  
Resource Mapping

- **Review + Discussion:**  
Gap Analysis/Formula components

## Meeting 8: Technical Modeling + Implementation

- **Review + Discussion:**  
Modeling Distribution options

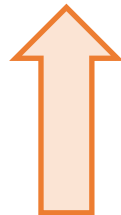
Implementation scenarios (across various projected spending levels)

Adequacy Workgroup Meetings

Resource Workgroup Meetings

Adequacy Workgroup Meetings

Resource Workgroup Meetings



Technical Modeling Workgroup Meetings

Technical Modeling Workgroup Meetings

# Workplan Phase 3: Cultivating and Finalizing Recommendations

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## **Meeting 8 (overlap w/phase 2): Technical Modeling + Implementation**

- Review modeling and implementation options
- Initial recommendations

Technical  
Modeling  
Workgroup  
Meetings

## **Meeting 9: Recommendations + Report Draft**

- Recommendations and options

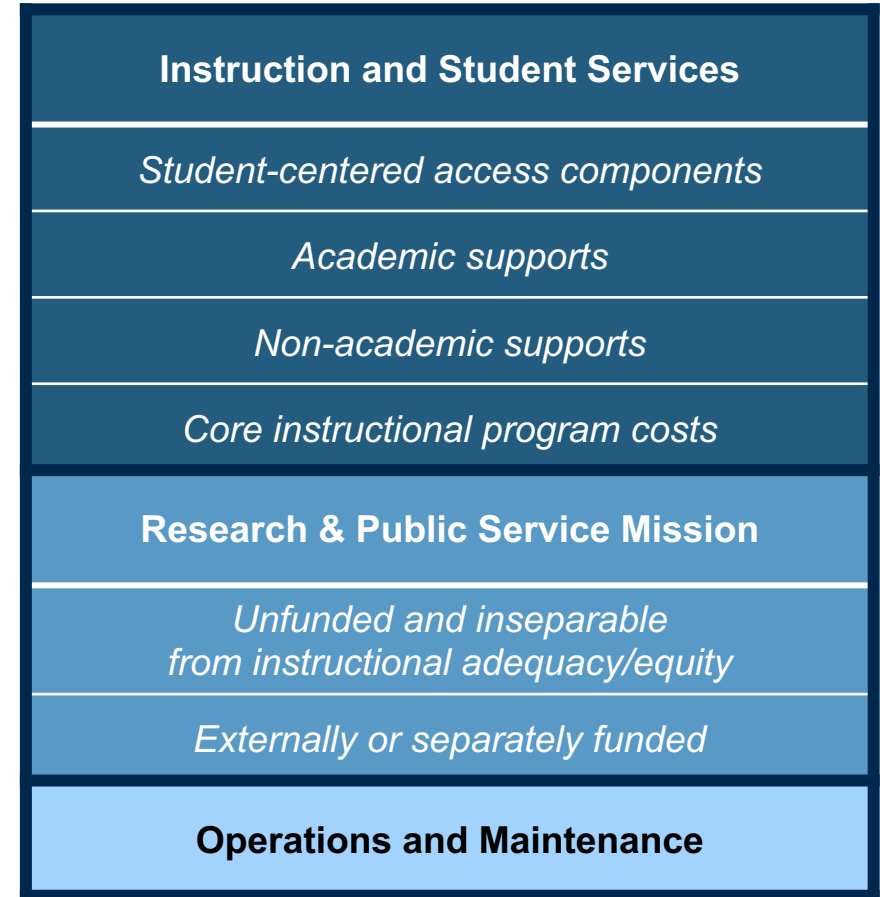
Technical  
Modeling  
Workgroup  
Meetings

# Adequacy & Resources: How the Workgroups Interrelate

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*Each institution will have an Adequacy Target, built from the components of what it costs for students to succeed and will vary based on student need. The Adequacy Workgroup is developing these components.*

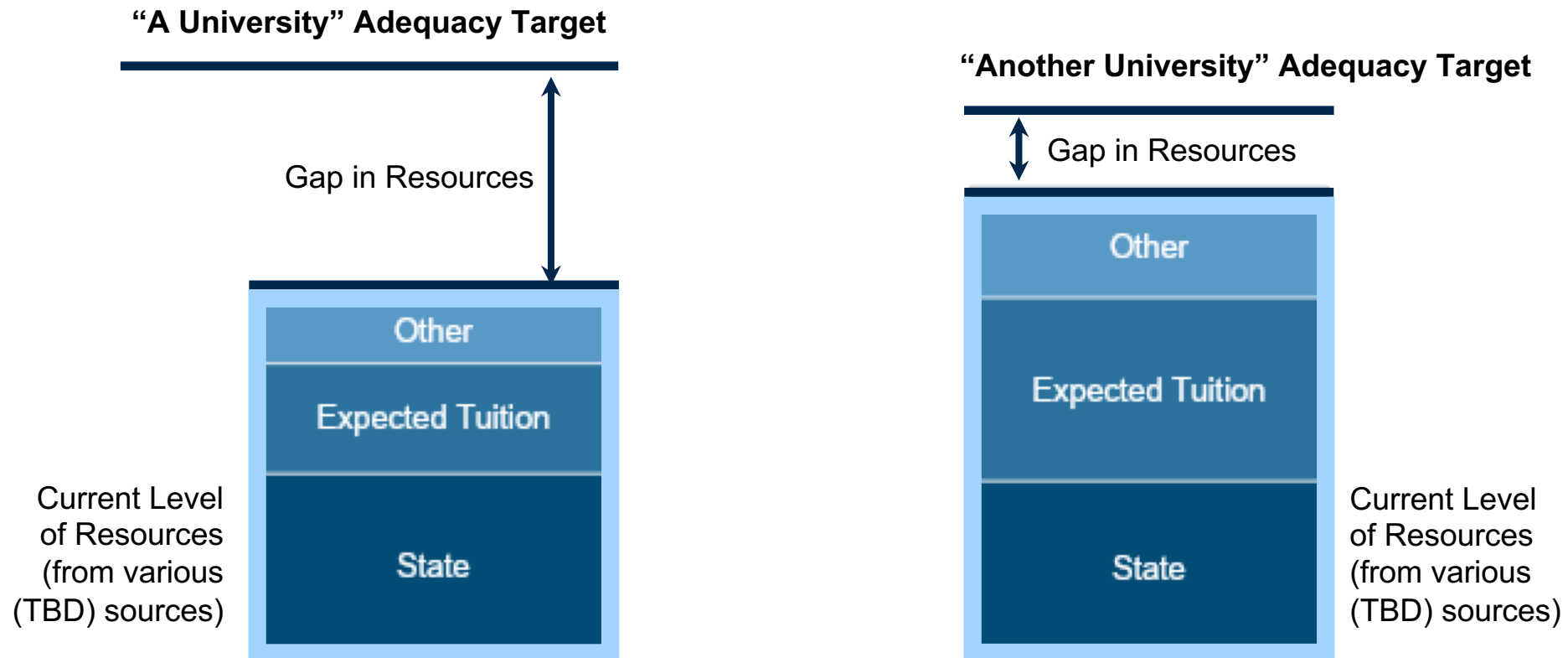
## **“A University” Adequacy Target**



# Adequacy & Resources: How the Workgroups Interrelate

*Each institution will have an Adequacy Target, built from the components of what it costs for students to succeed and will vary based on student need. The Adequacy Workgroup is developing these components.*

*Each institution has Resources available to it. The Resources Workgroup is determining which types of resources should be counted to determining how close an institution is to adequacy.*





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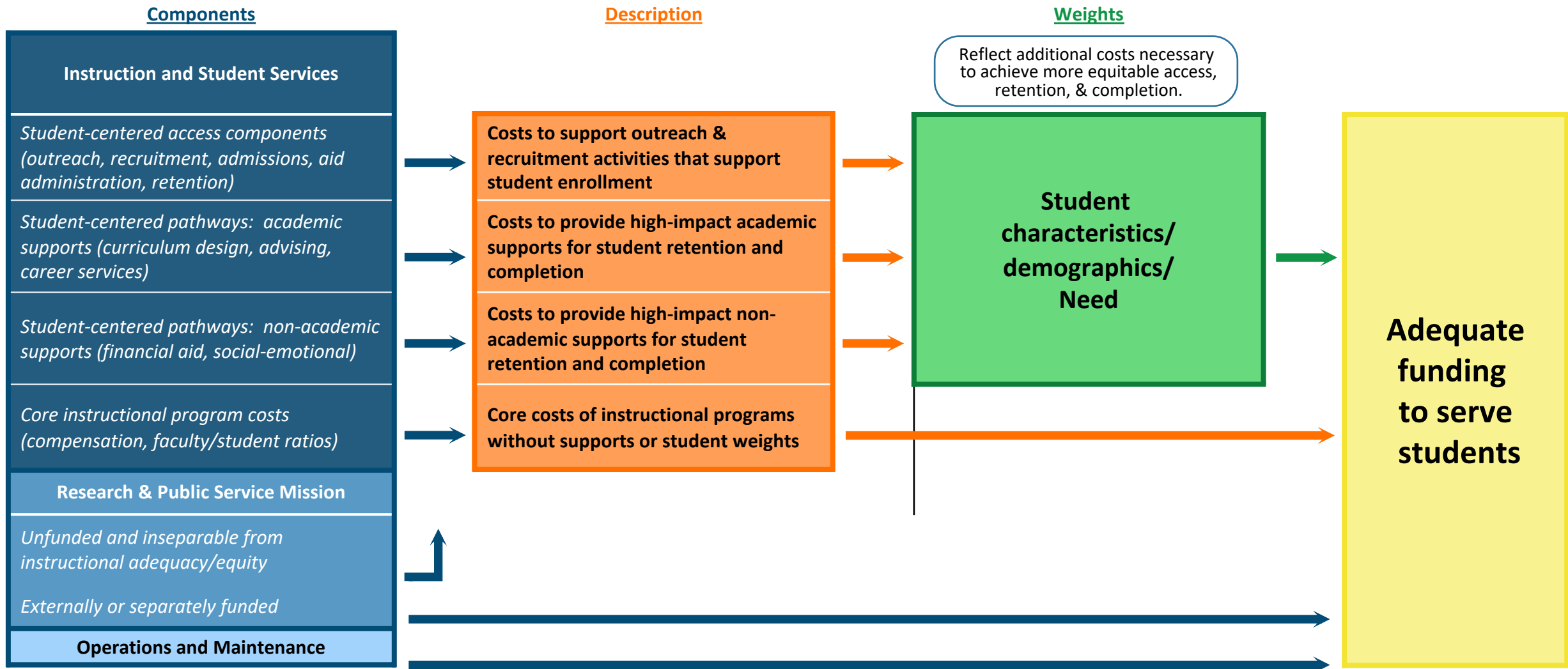
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Adequacy Workgroup Update

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# Potential Model for Developing Adequacy Definition



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**Instruction and Student Services**

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# Instruction and Student Services: Framing Analytical Questions for Adequacy

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- 1) What does it cost to produce a desired outcome (enrollment, persistence, completion) for a student with no need factors? (“base” per student costs)
- 2) What is the relative difference in spending necessary to achieve similar outcomes (enrollment, persistence, completion) for students from particular backgrounds? (“weighted” per student cost)
- 3) Do different types of institutions (size, concentration of populations) require more spending to offer comparable services and supports?
- 4) What additional costs may be associated with different degree levels/program areas?

# Approaches for Measuring Adequacy

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## Options:

- Benchmark key student ratios
- Link to staffing costs/salaries
- Incorporate costs of effective program/services
- Apply Weights to Reflect the Additional Costs

# Benchmark a Limited Number of Key Student Ratios

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## Sample Student Ratios

Students per Faculty/Instructional Staff

Students per Student Services Staff

Students per Academic and Institutional Support /  
Administration Staff

## Considerations for Technical Workgroup

- What key factors (averages, ratios) are most important?
- How should these be benchmarked?
- Where are student ratios best applied?

# Associate to personnel costs

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Sample Personnel Costs
Avg Faculty/Instructional Salary
Non-Instructional Salary
Benefits as % of Salary
Other non-compensation expenses as % of total compensation

## Considerations for Technical Workgroup

- Should faculty compensation be benchmarked by discipline? By other criteria?
- Should non-faculty compensation be benchmarked by occupation? Location? Both? Neither?
- How should non-compensation factors be derived?

# Apply Weights and Adjustments to the Benchmark

Sample Adjustments for Student Needs	Rationale
First-time & transfer-in students incremental weigh	Additional costs for recruitment
Headcount	Additional costs for enrollment and retention
Black, Latinx, Low-Income students	Historical underfunding
Pell students	Additional costs
Disabled students	Additional costs
Completions	Additional costs for administration and career services
Priority programs (e.g. STEM, Social Work, Graduate/Medical)	Priority for state and/or additional costs
Small institution weight (baseline FTE added to each institution)	Additional/minimum costs

## Considerations for Technical Workgroup

- How do we establish appropriate weights if a research base isn't available?



# Incorporating Degree Levels/Graduate Education

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Option 1	Separate graduate and medical education as one or two categories
Option 2	Include in overall formula with weights that differentiate costs (Masters, Ph.D., Medical Professional)
Option 3	Include but don't differentiate weights from those used for undergraduate education

## Considerations for Technical Workgroup

- Which approach best allows for equity to be addressed within the context of advanced degree opportunities?

# Potential Data Sources for Adequacy

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High-performing institutions/program components in Illinois

- **Advantages:** Comparable context, data, financial structures, ease of “translation”
- **Disadvantages:** Limited #, limited range of funding and performance levels, challenges maintaining objectivity, reflects historical funding patterns

High-performing institutions/programs out of state

- **Advantages:** Wide range of performance and funding levels, sources for new ideas, easier to be objective
- **Disadvantages:** Different contexts, financial structures, data classifications, hard to connect funding to specific outcomes

Academic research

- **Advantages:** Potential for more rigorous connections between funding and outcomes, credibility with key stakeholders
- **Disadvantages:** Limited number of use cases in context of overall funding levels

# Discussion Questions

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- Are these the correct analytical considerations for how to measure adequacy for serving different students?
- Is there a preferred approach for benchmarking the costs of serving students? Should the technical workgroup consider more than one/blend approaches?
- Are there other considerations the technical workgroup should factor in for modeling this component of adequacy?

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O+M; Research, Service + Artistry

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# Operation and Maintenance

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Description	Rationale	Approaches	Potential Measures to Calculate Costs
A stable foundation of financial support for essential operations.	Each institution has certain, fixed costs associated with running a university that are independent of enrollment that need to be supported.	Fixed costs that are calculated for each institution.  Variable costs take into consideration specific elements, such as size, across institutions.	\$ rate per square footage  Equipment value (replacement cost)  Flat rate calculated across all institutions  Per FTE small school adjustments

## Considerations for Technical Workgroup

- What are the best measures to ensure current inequities are not part of potential cost calculation?

# Remaining Issues: Deferred Maintenance

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- Significant levels of deferred maintenance across institutions which have implications for equity
- Discussion focused on considerations reflecting the deferred maintenance in O+M vs. treating within the capital budget process
- Next Steps: Recognize the need to address deferred maintenance and implications on equity but use capital budget process to facilitate addressing gaps

# Research, Service + Artistry

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Description	Rationale	Potential Measures to Calculate Costs
Funding to support the research, public service and artistry mission components of each university	Reflect the state's benefit of supporting research, public service and artistry mission of universities and ensure all students have some minimum level of access to these	Per FTE calculation that recognizes basic level of access to research, service and artistry

## Considerations for Technical Workgroup

- How can equity be embedded in this component to ensure it reflects some basic level of access but also reinforces the existing mission of institutions?
- Ensure alignment with how factored into resource assessment?

# Discussion Questions

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- Are there other considerations the technical workgroup should factor in for modeling these components of adequacy?



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Reflecting Future Changes in  
Adequacy

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# Supporting Future Adequacy

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Each component of an adequacy cost model reflects status quo/grounded in current costs.

How can the model also support and incent growth of the system toward future goals for increased and more equitable access and success?

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Resource Workgroup Update

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# Components of a University's Resource Profile

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- University Income Fund (tuition and fees)
- Auxiliaries
- Grants & Contracts (government and private)
- Endowment
- Hospitals & Athletics

# Reflections on Building the Resource Profile

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## Equity

- Resources must be evaluated through lens of equity and how they influence an institution's ability and capacity to equitably serve students.
- The key issue is not always the definition and direct use of resources, but a more critical understanding: does having access to the resources provide differential capacity to institutions? Does this have implications for equity?

## Affordability

- Tuition increases and/or variable tuition across institutions can impact equitable access.
- The socioeconomic make-up of a school's student body affects its ability to increase tuition or charge student fees.
- State disinvestment can force schools to increase tuition to break even, exacerbating access issues for low-income students.
- A new approach should ensure that increases in tuition are not used as a "release valve"

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Factoring in Affordability

University Income Fund (UIF)

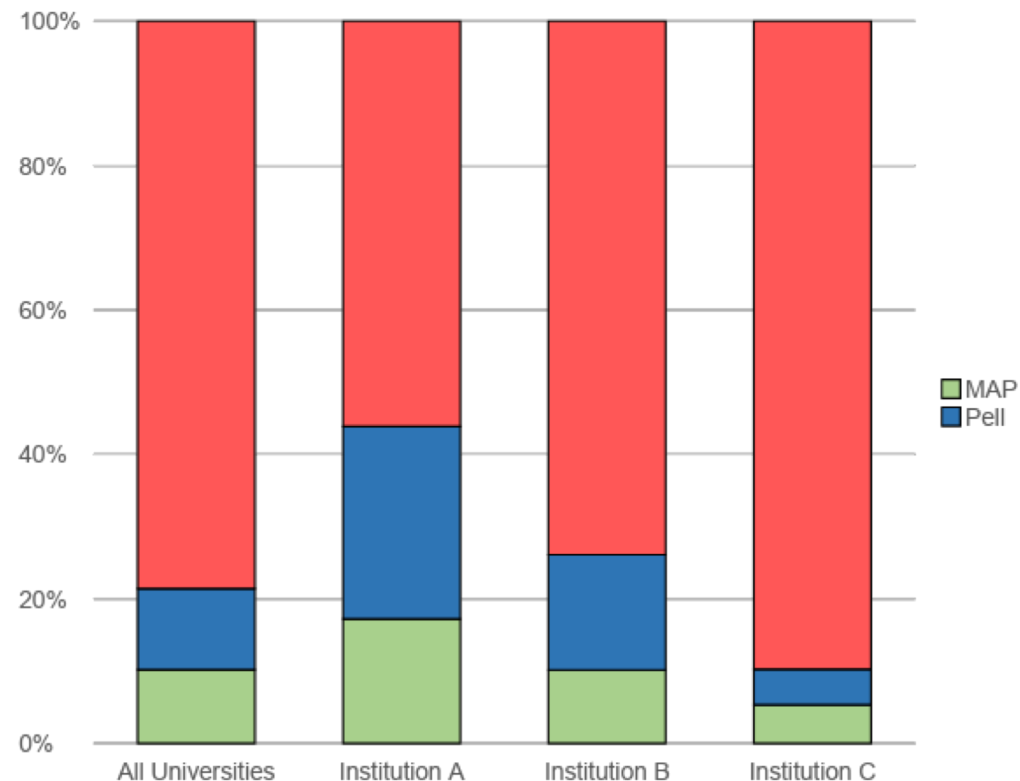
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# Why Factor In Affordability

- Illinois is historically a “high-tuition, high-aid” state. But research shows that high sticker price dissuades low-income students from enrolling.
- Schools that enroll a high proportion of low-income students can’t and shouldn’t rely as much on tuition as a source of revenue to meet the adequacy target if the college is to be affordable.
- Factoring in affordability can encourage schools to enroll more low-income students, knowing that the state will cover more of the costs. It can also help ensure affordable in-state options to retain talent.

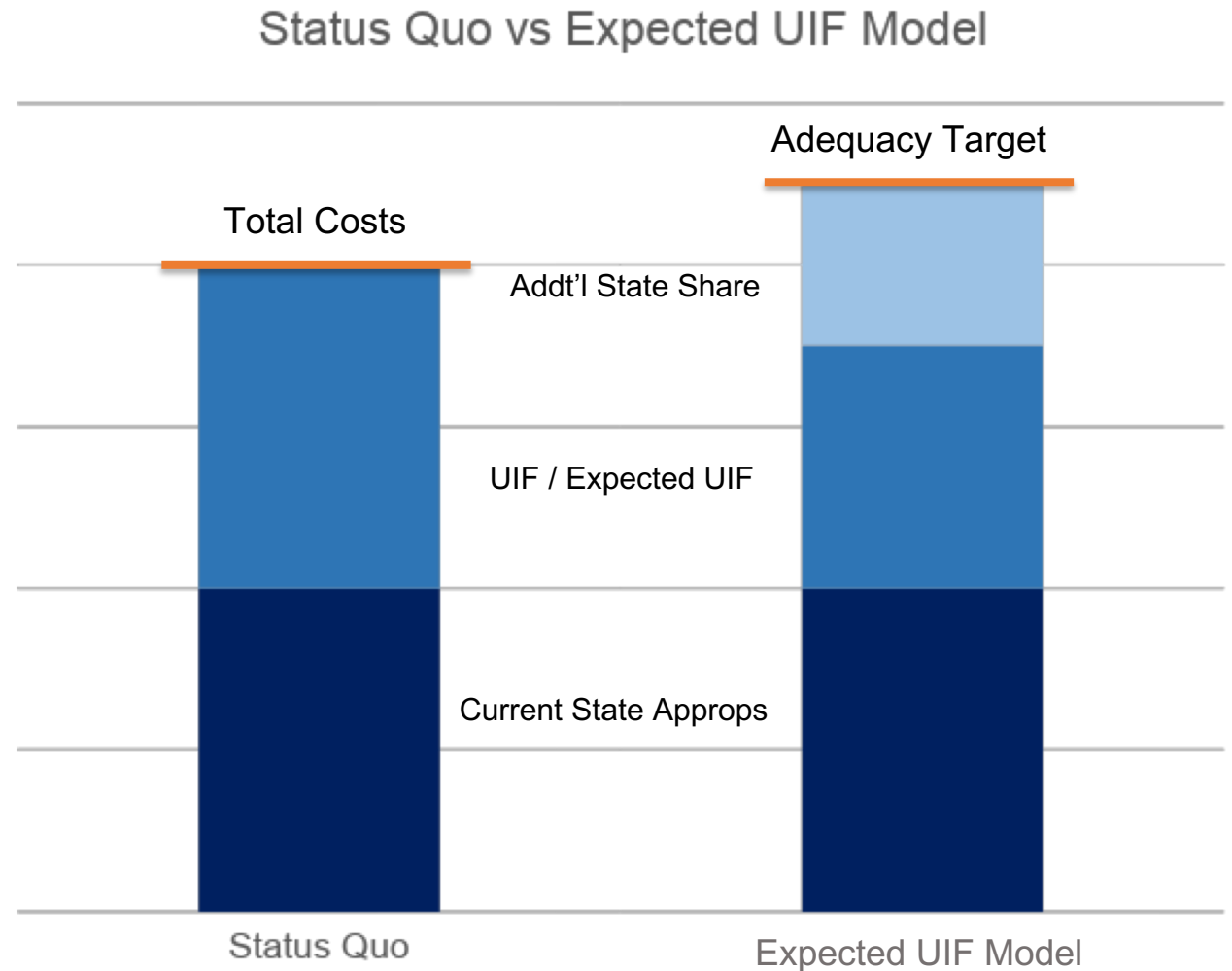
Average Net Price at IL Universities  
(total cost of attendance minus grant aid)  
\$10,400 - \$20,800

MAP Claims as a Percentage of Tuition  
Income Fiscal Year 2020



# Factoring in Affordability – Using “Expected UIF”

- Currently, the state allocates funds to universities, and universities fill in the remaining gap to costs through tuition and fees, often unaffordable.
- The new model would assign each university an “Expected UIF” based on its student body, and then allocate new state funds based on the gap to the Adequacy Target.
- This example assumes:
  - The Adequacy Target is higher than the current amount a college spends to educate students
  - The Expected UIF will be lower than current tuition collected.





# Calculating Expected UIF – An Example

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<b>Example “Equitable Student Share”</b>	
Group A	\$15,000
Group B	\$10,000
Group C	\$5,000
Group D	\$0

## **Expected UIF =**

$$\begin{aligned} & (\# \text{ Group A} * \$15,000) + \\ & (\# \text{ Group B} * \$10,000) + \\ & (\# \text{ Group C} * \$5,000) \end{aligned}$$

- The state would establish groups of students and an **“Equitable Student Share”** that students in that group can reasonably be expected to pay in tuition.
- The groups would be based on characteristics like income, residency, undergrad/grad, and mandatory tuition waiver eligibility.
- There could be many groups or very few.
- In the examples shown here, Group D might be a mandatory tuition waiver student that is expected to contribute \$0 in tuition. Group A might be an out-of-state, high-income student.

# UIF – Recommendations and Further Work

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## Recommendations

- Use the Expected UIF model to account for student ability to pay
- Equitable Student Share groups should account for income, residency, undergrad/grad, and mandatory tuition waiver eligibility.

## Further Work for the Technical Workgroup

- Create a mechanism to address when a school continues to charge high tuition, bringing in more UIF than the “Expected UIF”.
- Evaluate how to include fees, including whether they fund adequacy components, are self-sustaining enterprises (e.g. support auxiliaries), are mandatory, etc.

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Non-Appropriated Resources  
Grants, Contracts, Endowments

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# Framework for Considering Non-Appropriated Resources

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Consider how access to grants, contracts, and endowments provide differential and/or inequitable capacity to institutions.

Technical Workgroup to include these resources in a nuanced way, rather than an “all or nothing”:

- What are the different resources institutions have access to?
- What are the uses and limitations of these resources?
- How do these resources impact the components of the Adequacy Target and services to students?
- What are implications for equity?
- What are considerations for including these resources in assessing an institution’s level of adequate resources?

# Non-Appropriated Funds: Grants, Contracts + Endowments

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## Description

- **Gov't Grants and Contracts:** Revenues from local, state, and federal governments that are for specified purposes and programs (e.g., research, other priorities)
- **Private Grants and Contracts:** Gifts and grants provided to the university from individuals (private donors) or non-governmental organizations Included in this funding category are revenues provided for student financial assistance.
- **Endowments:** Income from endowment and similar fund sources, including irrevocable trusts

## Initial Recommendations

- More analysis needed to develop a nuanced way to include in the institutional resource profile.

## Equity Implications

- Capacity to bring in these resources may vary across institutions and are often self-reinforcing (institutions with higher resources have greater capacity to seek other types of resources)
- Access to these dollars can indirectly impact equity:
  - Research dollars can affect ability to recruit faculty, give students access to STEM or other opportunities.
  - Endowment can endow chairs, free up resources for other spending
- Access to private resources and endowments often reflects historical wealth inequities distributed in inverse proportion to racial/ethnic enrollment.

# Grants, Contracts, Endowments – Discussion

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- Does the Commission agree with a nuanced approach to each of these categories of funds, as opposed to an “all or nothing”?
- Are the questions in the framework the right ones?
- Are there particular data or considerations the Technical Workgroup should incorporate into its work on this issue?

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Break

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## President Panel

President Rick Gallot, Grambling State University  
President Joseph Savoie, University of Louisiana Lafayette

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## Remaining Issues

Auxiliaries, Hospitals & Athletics

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# Remaining Issues: Auxiliaries

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## Description

**Auxiliary Enterprises:** Auxiliary enterprises include residence halls, food services, parking facilities, student unions, college stores, and such other services as barber shops, beauty salons, movie houses, and bowling alleys. In some cases these are self-sustaining (fees charged cover expenses) in other cases they may be revenue generators.

## Recommendations

- Auxiliaries should be adjusted in some way to account for student ability to pay.
- The Expected UIF model is not a good fit for Auxiliaries.
- Focusing just on “room and board” could help to simplify the concept and calculation.
- Needs further discussion and analysis of options.

## Equity Implications

- Can influence student success: Access to housing, food, transportation, childcare.
- Supported by student fees – underlies question about student’s ability to pay.
- Quality and quantity of these services may be related to the profile of the students.

# Auxiliaries – Options

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## Address basic auxiliary needs through the Adequacy Target

- Factor in the needs of students with food and housing insecurity into the costs and weights applied to instruction and student support services.
- Provides more resources to schools with higher-need populations. Doesn't address auxiliary affordability, though.

## Create incentive for keeping net price down

- If schools keep their net price below a certain level (or lower their net price by a certain amount), the state could increase their allocation.
- Creates an incentive to keep auxiliaries affordable without a complex formula.

## Define an adequate level of “basic needs” in Adequacy Target

- The Adequacy Target could include an amount equal to a basic level of food and housing (room and board).
- The Technical Workgroup would determine what portion of auxiliary revenues should be counted towards that target.

# Auxiliaries – Discussion

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- Do any of these options resonate with the Commission, or should any be ruled out?
- Is it helpful to narrow the focus in on key components of adequacy (e.g., room & board, student centers), leaving the other components out of the calculation?
- Are there criteria or factors that the Commission wants the Technical Workgroup to consider in developing a recommendation on auxiliaries?

# Remaining Issues: Hospitals

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- Currently included in lump sum appropriation from state to institutions
- For states with funding formulas, these activities are addressed outside the core funding formula, using a carve-out, set-aside or specific line-item funding
- Next steps: Gain a better understanding of hospital funding as portion of state appropriation; continue to evaluate how best to place in context of equity and adequacy.
- Equity Objective: Create incentives through funding for institutions with hospitals/medical education to enroll more students of color and provide pathways for these students to pursue careers in medical profession.

# Remaining Issues: Athletics

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- Most athletics programs are not self-sustaining and therefore are cross-subsidized through other resources; certain programs/institutions do gain significant revenue from athletics.
- Athletics have not been a factor in state funding formulas.
- May be some parallels with Research (adequacy might include a minimum level, which some schools are able to fund externally while others require state support).
- Next steps: Conduct a deeper analysis of funding and revenue. Likely a separate process.

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**Technical Modeling Workgroup**

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# Next Steps

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- Technical Modeling Workgroup:
  - Launch following the Commission meeting (December 13, 2022)
  - Meet bi-weekly starting in 2023
  - **Charge:** The technical workgroup will build upon the conceptual framework established by the Commission (informed by the Adequacy and Resource workgroups) and begin identifying metrics/data, modeling distribution mechanisms and various funding scenarios/implementation options based on spending considerations.

The workgroup's analysis will incorporate the components of adequacy and varying levels of resources (revenue streams) across institutions, as outlined by the Commission.



# Technical Modeling Workgroup Membership

<b>Name</b>	<b>Title</b>	<b>Organization</b>	<b>Other Workgroup</b>
Cheryl Green	President	Governors State University	Adequacy
Dan Mahony	President	Southern Illinois University	None
Michael Moss	Associate Vice Chancellor	University of Illinois Chicago	None
Lisa Castillo-Richmond	Executive Director	Partnership for College Completion	Adequacy, Resource
Lisa Freeman	President	Northern Illinois University	Adequacy
Ralph Martire	Executive Director	Center for Tax and Budget Accountability	Adequacy
Robin Steans	President	Advance Illinois	Adequacy
Simón Weffer	Associate Professor	Northern Illinois University	Adequacy
Terri Kinzy	President	Illinois State University	Resource
Zaldwaynaka "Z" Scott	President	Chicago State University	Resource
Andrew Rogers	Director	Northern Illinois University	None

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Commissioners may appoint a designee to participate on their behalf

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## Public Comment

Facilitated by Dr. Toya Barnes-Teamer, HCM Strategists

Instructions for Members of the Public:

Please wait for your name to be called. Public comments will be limited to three (3) minutes per person. People participating by phone should dial \*3 to raise their hand, we will call on you to provide comment.

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# Closing Announcements and Adjournment

Dr. Toya Barnes-Teamer, HCM Strategists

Next Meeting: February 13, 2023

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