

REPORT TO THE OREGON LEGISLATURE:
OREGON OPPORTUNITY GRANT:
Annual Evaluation, 2020



This report was prepared by Erin C. Pischke and Susan Degen of the Oregon Higher Education Coordinating Commission's Office of Student Access and Completion. February 2020.

OREGON OPPORTUNITY GRANT: Annual Evaluation, 2020

PREFACE

The Oregon Opportunity Grant (OOG) is Oregon's largest state-funded, need-based grant program for college students. From its inception in 1971, the program has undergone many changes in how it awards funds, the amount of funds awarded and who is awarded funds. Most recently, House Bill 2407 (2015) clarified how the Higher Education Coordinating Commission's (HECC) Office of Student Access and Completion (OSAC) should prioritize grant awards if funds are not sufficient to serve to all qualified students.

HB 2407 requires prioritizing Oregon Opportunity Grant funds for qualified students with the greatest financial need. To understand the OOG's impact toward achieving this goal, OSAC and the HECC's Office of Research and Data worked with stakeholders—including public and private non-profit postsecondary colleges and universities, other state agencies and education-related organizations—to analyze ten years of data (covering academic years 2009-10 to 2018-19) to determine the impact of the 2015 policy change on undergraduate students with the highest financial need.

Another provision of HB 2407 requires the HECC to produce an evaluative report of the OOG to the Legislature in February 2020 and every year thereafter. This first annual report presents findings from the HECC's analysis of the effects of 2015 policy changes on undergraduate students with the highest financial need.

As the single state entity responsible for ensuring pathways to higher educational success for Oregonians statewide, the HECC sets state policy and funding strategies, administers numerous programs and over \$1.4 billion annually of public funding and convenes partners working across the public and private higher education arena to achieve state goals. More information about the HECC can be found at www.oregon.gov/highered and about the student financial support programs it administers at www.oregonstudentaid.gov. Questions about the HECC should be directed to info.HECC@state.or.us, and questions about this report should be directed to Juan Báez-Arévalo, the Director of the Office of Student Access and Completion, Oregon Higher Education Coordinating Commission, juan.baez-arevalo@hecc.oregon.gov, 541-687-7307.

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EXECUTIVE SUMMARY

BACKGROUND

Established in 1971, the Oregon Opportunity Grant (OOG) is Oregon's largest state-funded, need-sensitive grant program designed to help Oregon students afford a postsecondary education. The Higher Education Coordinating Commission's (HECC) Office of Student Access and Completion (OSAC) administers the grant. Oregon students apply for the Oregon Opportunity Grant simply by completing the Free Application for Federal Student Aid (FAFSA), which is also the application for federal Pell Grants and Federal Direct Loans or the Oregon Student Aid Application (ORSAA); there is no separate application. The ORSAA is the State-approved alternative to the FAFSA for undocumented Oregon students, including those who have Deferred Action for Childhood Arrivals (DACA) status or Temporary Protected Status (TPS) and are not eligible to participate in federal financial aid programs.

Each year, OSAC processes FAFSA/ORSAA forms for more than 200,000 potentially OOG-eligible undergraduate students. Of those, between 30,000 and 40,000 students receive OOG funds each academic year. Oregon Opportunity Grants are available to eligible Oregonian undergraduate students for the equivalent of up to four years (12 quarters or 8 semesters) of full-time enrollment and are prorated for partial-year or half-time enrollment. Students must reapply each year by submitting a FAFSA or ORSAA.

House Bill 2407, enacted in 2015, prioritized awarding of OOG funds to qualified students with the greatest financial need (i.e., those whose expected family contribution [EFC] is at or below \$3,500). The legislative changes in HB 2407 required the HECC/OSAC to produce an evaluative report of the Oregon Opportunity Grant to the Legislature in February 2020 and every year thereafter. This report presents findings from the HECC's analysis of the 2015 policy change on undergraduate students with the highest financial need.

SUMMARY OF FINDINGS

The policy change implemented in 2015 positively affected the academic success of undergraduate students who received the Oregon Opportunity Grant award, including those students with the highest financial need. OOG recipients, a majority of whom are low-income students, achieve academic success despite facing myriad challenges. While this trend was found throughout the time period analyzed for this report, the largest shift in OOG awards and funds toward the lowest-income students occurred after 2015.

Findings from this report indicate that the 2015 policy change's most potentially significant impact was shifting OOG awards and funds away from the highest-income to the lowest-income recipients. The focus on providing OOG awards to students with the highest financial need accomplishes the goals outlined in the equity guidelines published by the HECC.¹

Overall, OOG recipients' outcomes at Oregon's postsecondary institutions are positive. The 2015 policy change had no impact on race and ethnicity, gender, age or the first-generation status of students. Retention rates for OOG recipients are equal to or better than those of non-recipients statewide for the year

¹ The HECC is committed to improving the postsecondary success of students who have been historically underserved, including students of color, English-language learners, economically disadvantaged students, LGBTQ students and students with disabilities. Moreover, increasing access to postsecondary education and training is critical, but so too is increasing the success rates of learners who are enrolled (see <https://www.oregon.gov/highered/about/Pages/mission-vision-values.aspx>).

analyzed and OOG recipients have similar completion outcomes at community colleges and public universities, where they graduate at similar or better rates than their non-recipient peers (no independent private non-profit institutional data is available at this time).

The OOG program currently serves approximately 30,000 to 40,000 students each year, but only those students who have the highest need—i.e., those with EFCs of \$3,500 or less. While the 2015 policy change distributed more dollars to those students with the highest financial need, the **vast majority of students with financial need still do not receive an OOG award due to lack of available funds**. Furthermore, due to rising costs of attendance, a large percentage of today's students, even those who receive an OOG award, have difficulty affording college.

It is clear that the State's investment in the Oregon Opportunity Grant, while limited, has had tremendously positive benefits. Students who receive the grant are succeeding at equal or higher rates than their peers. Investing in the OOG not only supports student success and increases the amount of federal dollars flowing into the State, but also improves the State's chances of meeting its educational attainment goals—the 40-40-20 adult educational attainment goal—aimed at dramatically increasing the education level of Oregonians. Higher levels of education are tied to higher wages, lower unemployment, more civic and community engagement and greater economic mobility.

CONCLUSIONS AND RECOMMENDATIONS

Given significant increases in the cost of attending college or university over the past decade and the relatively flat funding for the OOG program, OOG awards do not provide the same purchasing power as they did ten years ago. Moreover, funding limitations have meant that the grant is not available to thousands of students who demonstrate significant financial need. Funding for the OOG should be increased in order to provide a realistic possibility of college affordability for Oregon's low- and middle-income students. **The State could expand the OOG in one or more of the following ways:**

Ensure that all students with demonstrated unmet financial need gain access to the OOG. Awarding an average-sized OOG award to all students whose college costs surpass what they and their family could reasonably be expected to contribute (e.g., their EFC) would have required an additional \$308.3 million investment from the State in 2018-19, when compared to actual 2018-19 funding levels. As cost of attendance continues to increase at Oregon universities and colleges, there is a need to award more students, especially those with higher financial need in the low- and middle-income ranges. The overall cost of OOG awards under the SRM could be up to \$429.3M for one year, or approximately \$893M for a biennium—an estimated \$730M above the current OOG budget of \$164.2M for 2019-21.

Ensure that today's highest-need students—those currently eligible for the OOG—receive a large enough award to fully cover their college costs. Even with the OOG focused solely on the state's highest-need, lowest-income students, funding limitations have forced the program to severely restrict the size of those awards. High-need students should receive a large enough award to support students' access to enrollment, retention and completion of a postsecondary degree. Increasing the purchasing power of the OOG, for example, by ensuring that it fully covered unmet need for low-income students and kept pace with rising costs, would help alleviate the financial burden on students.

Make changes to the award structure to close the affordability gap. Creating a differentiated award amount, where the award amounts increase relative to the financial need of the students (i.e., the students with the most need receive the largest awards) would help close the affordability gap in higher education. The

OOG's purchasing power has decreased over time as the cost of attendance and tuition and fees rise. With a differentiated award amount, similar to Oregon's Shared Responsibility Model (SRM) or Washington State's model,² the State could give meaningful awards to students to help them meet the full cost of attendance.

In addition to the positive impact on student affordability and academic success, there is a guaranteed fiscal return on investment that the State makes toward students' OOG awards. An increase in OOG funding directly increases the flow of federal Pell Grant dollars into the State. Any investment the State makes also incentivizes federal Pell Grant-eligible FAFSA filers, as well as ORSAA filers, to matriculate and stay enrolled in college. With state funding, students are encouraged to enroll in school and their success is supported. Recently, the lack of state investment in the OOG has led to unclaimed federal Pell Grant dollars, which also can indicate missed opportunities for students to achieve a postsecondary degree.

² For more information, see: <https://wsac.wa.gov/washington-college-grant>.

ACKNOWLEDGEMENTS

This report would not have been possible without the support and feedback from the HECC's Office of Student Access and Completion's staff, including Director Juan Báez-Arévalo, Jordi Humphreys, Michelle Lovejoy, Kyra King and Gavin Holdgreiwe. Our colleagues at the HECC's Office of Research and Data, Amy G. Cox, Elizabeth Martinez, Shiyao Tao, Betsy Simpkins, Olga Levadnaya and Vern Mayfield, gave their time and energy to this report; we appreciate them and their insights, which greatly improved the final product. This report would be incomplete without the work of the many Institutional Research and Financial Aid staff at independent private non-profit institutions who diligently gathered and aggregated institutional data; we are grateful for their support. We also appreciate the continued willingness of staff at Oregon's universities and community colleges, who work closely with the HECC staff to implement the OOG program.

ABBREVIATIONS

EFC - Expected Family Contribution

FAFSA - Free Application for Federal Student Aid

HECC - Higher Education Coordinating Commission

OOG - Oregon Opportunity Grant

ORSAA - Oregon Student Aid Application

OSAC - Office of Student Access and Completion

SRM - Shared Responsibility Model

INTRODUCTION

What is the Oregon Opportunity Grant (OOG)?

The Oregon Opportunity Grant (OOG) is Oregon's largest state-funded, need-based grant program for college students. From its inception in 1971, the program has undergone many changes in how it awards funds, the amount of funds awarded and who is awarded funds. Most recently, House Bill 2407 (2015) clarified how the Higher Education Coordinating Commission's (HECC) Office of Student Access and Completion (OSAC) should prioritize grant awards if funds are not sufficient to serve to all qualified students.

A key provision of HB 2407 requires prioritizing Opportunity Grant funds for qualified students with the greatest financial need. To understand the OOG's impact toward achieving this goal, OSAC and the HECC's Office of Research and Data worked with stakeholders—including public and private non-profit postsecondary colleges and universities, other state agencies and education-related organizations—to analyze ten years of data (covering academic years 2009-10 to 2018-19) to determine the impact of the 2015 policy change on undergraduate students with the highest financial need.

What is the purpose of the report?

The legislative changes in HB 2407 required the HECC to produce an evaluative report of the Oregon Opportunity Grant to the Legislature in February 2020 and every year thereafter. This first annual report presents findings from the HECC's analysis of the 2015 policy change on undergraduate students with the highest financial need (i.e., those whose expected family contribution is at or below \$3,500).

What questions will the report be answering?

The report will be asking and answering the following questions:

1. How did the need-based policy change established by legislation in 2015 and first implemented in 2016-17 affect the academic success of undergraduate students with the highest financial need?
2. What would it cost to fully serve all Oregonians with an Oregon Opportunity Grant?

SUMMARY OF FINDINGS

The policy change implemented in 2015 positively affected the academic success of undergraduate students who received the Oregon Opportunity Grant award, including those students with the highest financial need. OOG recipients, of whom a majority is low income, with annual incomes under \$20,000, achieve academic success despite facing myriad challenges. While this trend was found throughout the time period analyzed for this report, the largest shift in OOG awards and funds toward the lowest-income students occurred after 2015.

Findings from this report indicate that the 2015 policy change's most potentially significant impact was shifting OOG awards and funds away from the highest-income to the lowest-income recipients.

The amount of dollars distributed to students with an adjusted gross income under \$20,000 jumped from \$33.5 million in 2015-16 to \$40.6 million the following year. Compared to the prior year, an additional 3,000 students with an income under \$20,000 received an OOG award. While the 2015 policy change distributed

more dollars to those students with the highest financial need, the vast majority of students with financial need still do not receive an OOG award due to lack of available funds.

The HECC is committed to improving the postsecondary success of students who have been historically underserved, including students of color, English-language learners, economically disadvantaged students, LGBTQ students and students with disabilities. Moreover, increasing access to postsecondary education and training is critical, but so too is increasing the success rates of learners who are enrolled.³ The focus on providing OOG awards to students with the highest financial need accomplishes the goals outlined in the equity guidelines published by the HECC.

Overall, OOG recipients' outcomes at Oregon's postsecondary institutions are positive. The 2015 policy change had no impact on race and ethnicity, gender, age or the first-generation status of students. Retention rates for OOG recipients are equal to or better than those of non-recipients statewide for the year analyzed and OOG recipients have similar completion outcomes at community colleges and public universities, where they graduate at similar or better rates than their non-recipient peers (no independent private non-profit institutional data is available at this time).

The OOG program currently serves approximately 30,000 to 40,000 students each year, but only those students who have the highest need—i.e., those with EFCs of \$3,500 or less. While the 2015 policy change distributed more dollars to those students with the highest financial need, the **vast majority of students with financial need still do not receive an OOG award due to lack of available funds.** Furthermore, due to rising costs of attendance, a large percentage of today's students, even those who receive an OOG award, have difficulty affording college.

It is clear that the State's investment in the Oregon Opportunity Grant, while limited, has had tremendously positive benefits. Students who receive the grant are succeeding at equal or higher rates than their peers. Investing in the OOG not only supports student success and increases the amount of federal dollars flowing into the state, but also improves the State's chances of meeting its educational attainment goals aimed to dramatically increase the education level of Oregonians. Insufficient financial aid for Oregonians hinders progress toward the 40-40-20 educational attainment goal established by ORS 350.014 (2017), which calls for 80 percent of young Oregonians in the education pipeline to earn a postsecondary certificate or degree. It also hinders progress toward the State's newly established adult attainment goal, which calls for increased credentials to prepare for working-age adult Oregonians for projected job growth. The State's investment in financial aid through the OOG is a key state-led mechanism to increase affordability, equity and student success and meet its attainment goals.

BACKGROUND

Established in 1971, the Oregon Opportunity Grant (OOG) is Oregon's largest state-funded, need-sensitive grant program designed to help Oregon students afford a postsecondary education. The Higher Education Coordinating Commission's (HECC) Office of Student Access and Completion (OSAC) administers the grant. There is not a separate application that is specific to the Oregon Opportunity Grant. Oregon students apply for the Oregon Opportunity Grant simply by completing either the Free Application for Federal Student Aid (FAFSA), which is also the application for federal Pell Grants and Federal Direct Loans or the Oregon Student Aid Application (ORSAA). The ORSAA is the State-approved alternative to the FAFSA for

³ See <https://www.oregon.gov/highered/about/Pages/mission-vision-values.aspx>.

undocumented Oregon students, including those who have Deferred Action for Childhood Arrivals (DACA) status or Temporary Protected Status (TPS) and are not eligible to participate in federal financial aid programs.

Each year, OSAC processes FAFSA/ORSAA forms for more than 200,000 potentially OOG-eligible undergraduate students. Of those, between 30,000 and 40,000 students receive OOG funds each academic year. Over the years, OSAC's processes for determining students' eligibility for the OOG and calculating eligible students' annual award amounts have evolved to accommodate changes in funding levels, legislative priorities and higher education policies. What follows is a brief overview of the OOG program's eligibility criteria.

Basic Oregon Opportunity Grant Eligibility Criteria

Oregon Opportunity Grants are available to eligible students for the equivalent of up to four years (12 quarters or 8 semesters) at full-time enrollment and are prorated for partial-year or half-time enrollment. Students must reapply each year by submitting a FAFSA or ORSAA. General eligibility requirements are as follows (from <https://oregonstudentaid.gov/oog-eligibility-awarding.aspx>):

- Be an undergraduate student (no prior bachelor's degree).
- Be a U.S. citizen or eligible noncitizen. Be an Oregon resident for at least 12 months prior to the period of enrollment (exceptions made for some dependent students and out-of-state members of Native American tribes with traditional ties to Oregon). Undocumented students, including students with DACA status, may be eligible if they meet certain additional requirements.
- Be enrolled at last half time (6 credit-hours/term or more) in the fall term.
- Attend a participating Oregon postsecondary institution (participates in federal Title IV programs and is a public or private non-profit institution located and headquartered in Oregon).
- Have financial need, based on the difference between cost of attendance, federal aid and financial resources of the student and the student's family, if applicable.

Other Conditions of the Award:

- Maintain satisfactory academic progress, as determined by the student's school.
- Have no defaults on federal student loans nor owe refunds of federal student grants.
- Meet all federal Title IV eligibility requirements regarding Selective Service registration and drug-selling convictions.

Other Current Policies:

- Must be enrolled at least half time fall term (quarter/semester) to maintain grant eligibility for the year, unless OSAC approves a fall enrollment waiver. Students who have an authorized award but are enrolled less than half time in fall or who wait until winter or spring to attend lose their grant eligibility for the year. The only exceptions are for students who are not able to attend fall term due to circumstances beyond their control.
- To be eligible for a guaranteed second-year award, students must meet all existing requirements, be a first-time recipient, be enrolled at least half time all three terms and have submitted a FAFSA/ORSAA for the upcoming year by May 1.

- Students must submit a new FAFSA or ORSAA for each academic year they plan to attend college or university.
- Students enrolled in courses of study leading to degrees in theology, divinity or religious education are not eligible.

2019-20 Award Information

Award Priorities: Oregon Opportunity Grant funds are awarded first to students with the greatest financial need. OSAC uses the federally calculated EFC to determine financial need and awards grants based on students' EFCs, starting with EFCs of \$0. OSAC will increase the EFC cutoff and continue to make awards until funds are exhausted. Because available funds may vary year to year, OSAC cannot specify far in advance an exact EFC cutoff or final deadline for receiving a grant. Even if students received the OOG in prior years and filed the FAFSA early, they may not receive a grant if their EFC is higher than the annual limit for the current academic year.

Award Amount: Maximum award amounts for 2019-20 are \$2,700 for students attending a community college and \$3,300 for students attending a public university or Oregon-based independent private non-profit institution. To receive the maximum award amount for 2019-20, students must be enrolled full time for the full year at an eligible Oregon-based postsecondary institution. The current EFC limit for the 2019-20 academic year is \$3,500.

Delivery of Funds to Students: OSAC releases a portion of the annual award to the student's school at the start of each academic term (quarter or semester). The student's school then releases funds to the student's account, based upon the student's enrollment status for the term (full or half time). Historical and yearly OOG assumptions and awarding criteria are included in Appendix A.

DATA

This report uses data from submitted Free Application for Federal Student Aid (FAFSA) and the Oregon Student Aid Application (ORSAA)⁴ for Oregonians for each year within the time period examined in this report (2009 through 2019). All demographic and financial data included in the FAFSA/ORSAA are self-reported by the students. Enrollment, completion and OOG award data come from student records at each institution. The community colleges and public universities submit those records to the HECC, which calculates enrollment, retention and completion measures. Independent private nonprofit institutions' data are calculated by each participating institution, which then submits aggregate measures to the HECC. The findings reported here are based on information about students enrolled in the State's seven public four-year universities (and Oregon Health & Science University [OHSU], which used to be part of the Oregon University System), 17 public two-year community colleges and 15 private universities.⁵ Student- and institution-level data were aggregated for each variable.

Throughout the report, we use the most recent year of data available at the time of writing. For measures relying on student enrollment and completion data, this is 2017-18 for the community colleges and public universities. For measures relying on FAFSA/ORSAA data, 2018-19 is the most recent year that data were

⁴ ORSAA filers included in data after 2016.

⁵ Western Seminary's students are not included in the data or findings because they do not have undergraduates who are eligible to receive the OOG. In addition, two non-profit schools that used to participate in OOG have closed in the past two years (Marylhurst University and Oregon College of Art and Craft) and another (University of Western States) discontinued its undergraduate program.

available. Findings that include all “eligibles” or all “applicants” (e.g., people who filed the FAFSA/ORSAA and had financial need) does not reflect the reality of the students who choose not to attend college at all, those who go out of state to obtain higher education or those who did not use an OOG award they were eligible for and offered. The percentage of total eligible applicants who attend an Oregon college or university and accept and use an OOG award fluctuates year to year. Where applicable in this report, we make note of the percentage of students who attend and use OOG awards.

Throughout the report, data about non-recipients who are Oregon residents include many students who would never have been eligible for the grant because their EFC would have been higher than a yearly cutoff limit, when applicable. Definitions of variables reported on in this report are included in Appendix B and notes on the limitations and gaps in the independent private non-profit universities’ data are included in Appendix C.

This report is descriptive in nature; therefore, variables examined may be related to one another or impacted by external, unrelated forces. Causal relationships among variables have not been explored.

STUDENT FINDINGS

The policy change implemented in 2015 positively affected the academic success of undergraduate students who received the Oregon Opportunity Grant award, including those students with the highest financial need. OOG recipients, whom are, by definition according to current eligibility criteria, low income students, achieve academic success despite facing myriad challenges. While this trend was found throughout the time period analyzed for this report, the shift in OOG awards and funds toward the lowest-income students occurred after 2015. The focus on providing OOG awards to students with the highest financial need accomplishes the goals outlined in the equity guidelines published by the HECC.⁶

DEMOGRAPHIC CHANGES

Race and ethnicity: Between 2009-10 and 2018-19, the proportion of OOG recipients who were Hispanic/Latinx or identified as two or more races/ethnicities grew, while the share of recipients who were White, Black, Asian American, Native American or Alaskan Native and Native American or Pacific Islander declined within the same time period. These trends predated the 2015 OOG policy change and appeared unaffected by them, indicating that those changes had no effect on the race or ethnicity of OOG recipients. See Appendix D for a comparison of OOG recipients' and non-recipients' race and ethnicity through time.

Gender: Female students make up a greater share of the OOG recipient and non-recipient student populations compared to male students in the years 2009-10, 2015-16 and 2017-18. However, since there were no major differences between OOG recipient and non-recipient populations, findings do not indicate that the 2015 policy change had an effect on the gender of OOG recipients. See Appendix E for OOG recipients' and non-recipients' gender through time.

Age: Among OOG recipients, there were more students in the 18-24 age group compared to others in most years analyzed for this report (the exception is in 2009-10, when there were roughly equal numbers of students in the 18-24 and 25+ age groups). The next-largest share of OOG recipients was the group of students who were 25-years-old or older. More non-recipients were in the 25+ age group than the 18-to-24-year-olds' age group. The difference between older adult students and younger students who did not receive an OOG award shrank over time, possibly because more adults returned to receive a postsecondary degree during the Great Recession (2009-10, 2010-11), which increased that age group's population during those years. Over time, the age of non-recipients in the 18-24 age group remained steady. The 17-and-under age group and students for whom their age was unknown made up smaller shares of the OOG recipients' and non-recipients' populations over time. Similar to trends in findings for gender and race/ethnicity, findings do not indicate that the 2015 policy changes had an effect on the age of OOG recipients. See Appendix F for OOG recipients' and non-recipients' age through time.

First-generation status: There are slightly more students who were first-generation college students than non-first-generation students in the OOG-recipient student population from 2010-11 until 2014-15. For example, there were 9,532 first-generation students and 9,273 non-first-generation students in the 2011-12 academic year. In 2015-16 the trend reversed, with a slightly larger number of non-first-generation students

⁶ The HECC is committed to improving the postsecondary success of students who have been historically underserved, including students of color, English-language learners, economically disadvantaged students, LGBTQ students and students with disabilities. Moreover, increasing access to postsecondary education and training is critical, but so too is increasing the success rates of learners who are enrolled (see <https://www.oregon.gov/highered/about/Pages/mission-vision-values.aspx>).

than first-generation. There were 13,849 first-generation students and 14,269 non-first-generation students in the 2015-16 academic year, a trend that continued through 2018-19. In 2018-19, there was a larger difference between first- and non-first-generation students compared to other years, with 2,993 first-generation students and 6,295 non-first-generation students.

In the non-recipient population, the majority of students were not first-generation college-goers. Similar to the OOG recipient's trends, the proportion of first-generation and non-first-generation students in the non-recipient population remained steady through the time period analyzed for this report, with a difference of approximately 61 percentage points between the two populations. This indicates that the 2015 policy change did not have a major impact on first-generation students' college-going rates in these sectors. See Appendix G for OOG recipients' and non-recipients' first-generation status.

INCOME LEVELS OF RECIPIENTS: BEFORE AND AFTER 2015 POLICY CHANGE

Table 1 shows that, over time, the number of OOG recipients with the lowest income levels has risen (those with income below \$20,000), a trend that accelerated after 2015. The share of OOG recipients in the \$0 to \$19,999 income-level range has wavered from 56% of the total recipients in 2014-15 to 53% in 2015-16 and grew to 60% in 2016-17. The number of recipients in the low-middle-income-level range (\$20,000 to \$49,999) grew from 33% to 36% of the total in 2014-15, but declined to 33% in 2016-17. The share of OOG recipients with the highest income levels (those with \$50,000 and more in income) was steady in 2014-15 and 2015-16, but decreased to 8% of the total number of recipients in 2016-17.

TABLE 1. OOG RECIPIENT COUNTS AND PROPORTIONS BY INCOME LEVELS AND ACADEMIC YEAR (PERCENT OF YEARLY TOTALS SHOWN).

Income Range	2014-15	2015-16	2016-17
Under \$20,000	20,248	21,005	24,453
\$20,000 – 49,999	11,902	14,052	13,279
Over \$50,000	3,928	4,287	3,142
Grand Total⁷	36,078	39,344	40,874

2015 policy change

Income Range	2014-15	2015-16	2016-17
Under \$20,000	56.12%	53.39%	59.83%
\$20,000 – 49,999	32.99%	35.72%	32.49%
Over \$50,000	10.89%	10.90%	7.69%

Table 2 shows that, over time, the majority of OOG award disbursements flowed to students with the lowest income levels (\$0 to \$19,999). This trend was true before and after the policy change. Despite the decline in the number of recipients in the low-middle-income-level range (e.g., \$20,000 to \$49,999) from 2015-16 to 2016-17, the low-middle-income OOG recipients received about a third of OOG award dollars, which

⁷ Totals may not match those reported elsewhere in report due to discrepancies in reporting or exclusion of late-award recipients in totals.

increased slightly, from 34% in 2015-15 to 37% in 2016-17. The most dramatic change in OOG disbursements was seen in the highest-income group, which received about 12% of all OOG award dollars in 2014-15, but only 5% in 2016-17.

TABLE 2. OOG TOTAL DOLLARS DISBURSED AND PERCENTAGES BY INCOME LEVEL AND ACADEMIC YEAR.

Income Range	2014-15	2015-16	2016-17
Under \$20,000	\$30,869,024	\$33,529,961	\$40,673,259
\$20,000 – 49,999	\$19,630,609	\$23,107,706	\$25,278,449
Over \$50,000	\$6,804,672	\$7,686,793	\$3,187,866
Grand Total⁷	\$57,304,305	\$64,324,460	\$69,139,574

2015 policy change

Income Range	2014-15	2015-16	2016-17
Under \$20,000	53.87%	52.13%	58.83%
\$20,000 – 49,999	34.26%	35.92%	36.56%
Over \$50,000	11.87%	11.95%	4.61%

These changes in awarding trends indicate that the 2015 policy change shifted OOG awards and funds away from the highest-income to the lowest-income recipients. Before 2015, the first-come, first-served nature of the awarding process allowed students with adjusted gross incomes under \$70,000 who filed a FAFSA early to receive an OOG award. The effect was that the funds were not directed toward the neediest students. Furthermore, the students with high financial need who did not file a FAFSA early enough did not receive an award. After the policy change, which prioritized students with the most financial need, more OOG awards and funds were received by low-middle- and low-income students (although all had EFCs at or below \$3,500). Analysis of more years of data is needed to fully understand the impacts of the 2015 policy change.

STUDENT OUTCOMES

Retention rates: First-year, first-time OOG recipients are more likely to stay enrolled at community colleges and private universities than their non-recipient peers. For the 2016-17 academic year, the fall-to-fall term retention rates for first-time OOG recipients were higher for independent private non-profit institutions and community colleges when compared to non-recipients' rates. Since there were no data available from academic years besides 2016-17, it is too early to say whether the 2015 policy change impacted retention rates.

There were no major changes between OOG recipient and non-recipient transfer populations' retention rates at the independent private non-profit institutions (the only sector for which we have data at this time) through time. Findings do not indicate that the 2015 policy change had an effect on the retention rate of first-time OOG recipient transfer students after 2015 in this sector. However, the percentage-point differences between OOG recipient and non-recipient transfer populations' retention rates overall indicate that the grant may be helping to incentivize students' return to school after their first year of receiving the grant.

Completion rates: Completion rates for the public sector schools indicate that OOG recipients—and therefore lower-income students—complete at slightly higher rates than non-recipient, resident students at community colleges (50% compared to 47.1%, respectively). At public universities, OOG recipients do just as well as non-recipients in terms of completing their degree programs (approximately 65% for both groups).

RETENTION RATES

For the 2016-17 academic year—the most recent year with data available from all three sectors—the fall-to-fall term/semester retention rate for first-time OOG recipients statewide was 82% and 77% for non-recipients. Retention rates for OOG recipients were approximately nine percentage points higher for independent private non-profit institutions and community colleges when compared to non-recipients’ rates (82% compared to 73%, respectively). At public universities,⁸ the retention rate for non-recipients (86%) was higher than that of independent private non-profit institutions⁹ and community colleges¹⁰ (73% and 74%, respectively) (see Figure 1). Retention rates included here are for all resident students across the three sectors. Since there were no data available from academic years besides 2016-17, we cannot say whether the 2015 policy changes impacted retention rates of all resident students across the three sectors.

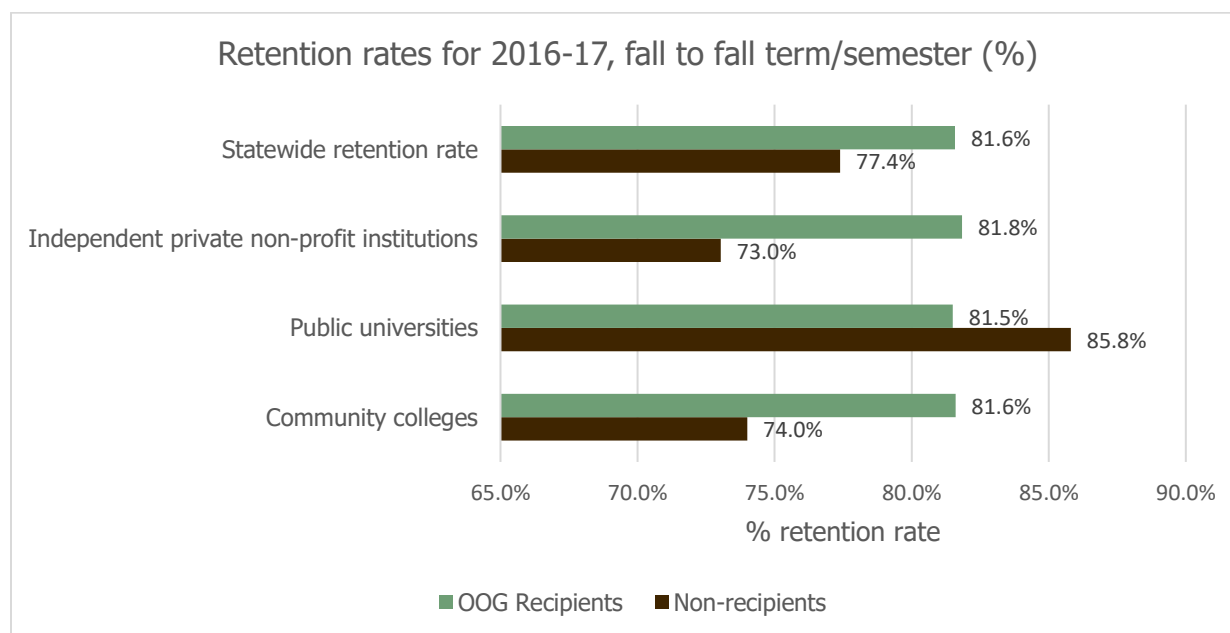


FIGURE 1. RETENTION RATES FOR 2016-17 STUDENT COHORT, FALL-TO-FALL TERM/SEMESTER, BY OOG AWARD STATUS (%).¹¹

⁸ For public university students, retention rate is the percentage of first-time, full-time freshmen in fall 2016 who enrolled in fall 2017.

⁹ For independent private non-profit institutions, retention rate is the first year to second year, fall-to-fall retention; the count of degree-/credential-seeking students enrolled in the fall of the prior year who are still enrolled in the fall of the following year. The retention rate for these schools may be slightly inflated due to discrepancies in how these values were calculated.

¹⁰ For community college students, retention rate is the percentage of new, credential-seeking students in fall 2016 who were enrolled in fall 2017. This includes students who were new to the institution in summer or fall 2016, not enrolled in dual-credit courses after the spring of 2016 (a proxy for high school graduates), and earned at least 18 quarter credits or earned an award requiring fewer than 18 credits by the end of two years (the Voluntary Framework of Accountability [VFA] degree-seeking cohort).

¹¹ Data for universities includes new first-time, full-time freshmen who meet the custom definition of Oregon resident for OOG purposes.

Retention rates do not include students who received their first OOG award after their first year and do not include information about enrollment status (e.g., full-time, half-time, less-than-half-time enrollment), which would provide a better understanding of these students. Further, more recent cohorts have had fewer terms of enrollment and therefore fewer opportunities to be eligible for the grant. As they are enrolled more terms, the numbers of students who ever received an OOG award changes, which changes the retention rate.

Transfer students' retention rates are calculated using the first-year-to-second-year, fall-to-fall retention of transfer degree/credential-seeking students (who have received an OOG award or not) who were enrolled at least half-time (i.e., at least 6 credit hours) in the fall of the prior year and are still enrolled at least half-time in the fall of the current year.

At the independent private non-profit institutions throughout the ten academic-year periods analyzed, the retention rate for transfer students who were first-time OOG recipients was higher than that of non-recipient transfer students. The average percentage-point difference between OOG and non-recipient transfer students was 11 points; the largest percentage-point gap was 17 points in 2012-13 and the smallest was four percentage points in 2010-11 (see Appendix C).¹²

Since there were no major changes between OOG recipient and non-recipient transfer populations' retention rates at the independent private non-profit institutions through time, findings do not indicate that the 2015 policy change had an effect on the retention rate of first-time OOG recipient transfer students after 2015. However, the percentage-point differences between OOG recipient and non-recipient transfer populations' retention rates overall indicate that the grant may be helping to incentivize students' return to school after their first year of receiving the grant.

COMPLETION RATES

Community college completion rates show the percentage of students who earned an associate degree or career certificate or who transferred to any four-year university nationwide. This includes students who were new to the institution in fall 2013, were not enrolled in dual credit/accelerated learning and earned at least 18 quarter credits over two years or earned an award requiring fewer than 18 credits. This cohort reflects the degree-seeking cohort of the Voluntary Framework of Accountability (VFA) but with four-year outcomes. Public university completion rates show the percentage of first-time, full-time freshmen in the fall 2012 cohort who earn a bachelor's degree within six years at any of the public universities. The completion rates we are able to report on for the public-sector schools indicate that OOG recipients—and therefore lower-income students—complete at slightly higher rates than non-recipient, resident students at community colleges (50% compared to 47.1%, respectively). At public universities, OOG recipients do just as well as non-recipients in terms of completing their degree programs (approximately 65% for both groups) (see Figure 2).

University completion data for OOG recipients who graduated in 2018-19 will not be available until January 2020. The HECC will be collecting and reporting completion rate data from independent private non-profit institutions starting next year. Three-year outcomes for community college students (the equivalent of the six-year bachelor's degree outcomes for first-time, full-time freshmen at the universities) are not shown because

¹² The University of Western States did not have transfer students to report on. Their OOG students were in a one-year program that did not accept transfer students. Conversely, the National University of Natural Medicine only had transfer students to report on; they did not have first-year degree-earning students.

so few of those students attend full-time, or even close to full-time. We use four-year outcomes to account for the fact that the vast majority attend part-time.

HB 2407 (2015) was first effective for the 2016-17 academic year. It is too early to evaluate the policy change's impact on completion rates. Not enough years have passed to allow the HECC to evaluate how completion rates have changed pre- and post-2015 since completion rates typically span six years for any given cohort. In this report we focus on year-to-year retention rates. Requiring the first report to be submitted by February 1, 2020 means the HECC can report preliminary completions only on students at two-year schools who were first enrolled in 2016-17. The completion data on the cohort of students at four-year schools who were first enrolled in 2016-17 will not be available to analyze until the end of the 2019-2020 academic year at the earliest.

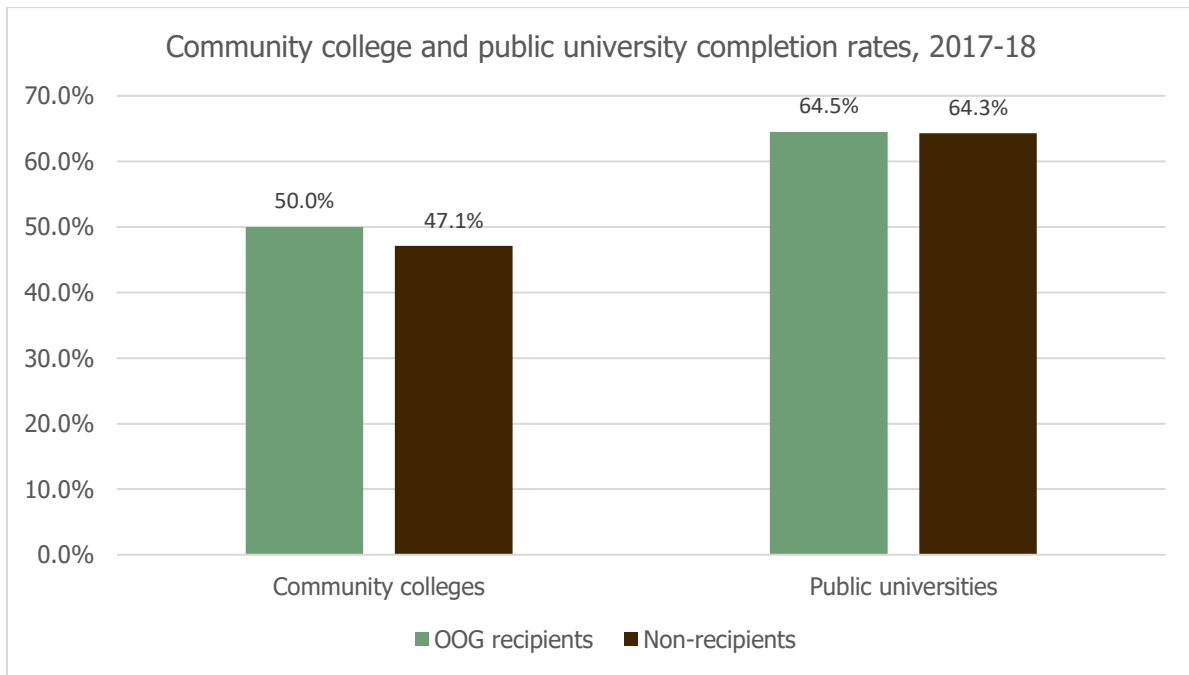


FIGURE 2. COMPLETION RATES FOR OOG RECIPIENTS AND NON-RECIPIENTS AT PUBLIC UNIVERSITIES IN THE 2017-2018 ACADEMIC YEAR.

FUNDING ANALYSIS OF OOG

Pre-2015 legislative change award structure: Shared Responsibility Model (2008-09 to 2015-16)

In 2007, the Oregon Legislature passed Senate Bill 334, bringing about major changes in the methodology OSAC used to determine OOG eligibility and award amounts. The bill's provisions were based on recommendations from the State Board of Higher Education's Access and Affordability Working Group (AAWG), which was first convened in March 2004 and reconvened starting in December 2005. The AAWG's key recommendations included increasing OOG funding and using a shared responsibility framework and financial modeling to restructure the OOG. As envisioned, the Shared Responsibility Model (SRM) was to reflect a shared partnership among students, their families, the federal government and the State in the way the State awarded OOG funds to students. The SRM had broad support from AAWG members, the State Board of Higher Education and other education partners as a way to make higher education affordable for all Oregonians and increase educational attainment statewide. The intent, as noted in promotional materials, was so, "Even students with no resources will be able to 'work their way through college' again, as generations of students did before them."

The preamble to SB 334 established several guidelines for changes to the OOG program: do no harm to current OOG recipients in using a new methodology to calculate grants; give highest priority to students with the greatest financial need; expand the number of recipients to reach more families in the low-middle income range; and eliminate an application cutoff date. The statutory change eliminated a definition of financial need that had served as the primary basis for OOG awarding for many years.

The SRM-based formula for calculating Opportunity Grant awards consisted of five main components—average annual cost of education, student share, family share, federal share and State share. OSAC used the following formula to calculate each student's award:

Average cost of attendance (for public two-year/four-year institutions)
minus - Student share
minus - Family share (Expected Family Contribution [EFC])
minus - Federal share (federal Pell Grant and/or assumed tax credit)
equals = Remaining need
minus - Prorata reduction (if needed)
equals = State share (Opportunity Grant award), up to annual award maximum

Using student budget data collected from all participating institutions, OSAC calculates the *average cost of attendance* for a typical student enrolled full time for the full year (at 15 credits per term) for each type of participating institution (i.e., tuition and fees; books and supplies; room and board; transportation; and miscellaneous personal expenses). To determine a student's OOG award amount, the SRM formula in OSAC's Financial Aid Management System subtracted other components from the average cost of attendance for the two public sectors. The *student share* is a fixed amount all students were expected to contribute toward the cost of their education, usually from a combination of savings, scholarships, work, borrowing and other resources. This fixed amount was based on a formula using assumed earnings from a part-time job at Oregon minimum wage and, for students at four-year schools, a fixed amount of borrowed money (\$3,000/year). The *family share* is equal to the student's federally calculated EFC. The EFC calculation uses financial information reported on the FAFSA and serves as an indicator of the student's and/or family's

ability to contribute to the student's educational costs. The *federal share* consists of the sum of the student's federal Pell Grant award and/or assumed federal tax credits (based on the adjusted gross income of an independent student and spouse or that of a dependent student's parents).

Due to major increases in funding and the SRM awarding methodology, more grant aid became available to more students during 2008-09, the first year under the SRM. However, the start of the Great Recession and slow economic recovery in subsequent years drove many more students back to college than the State had ever anticipated, resulting in overwhelming increases in demand for Oregon Opportunity Grants at the same time that the State began to reduce all agency budgets in response to lower tax revenues. OSAC responded to limited funding and increased demand for OOG funds by implementing cost control measures, including early application deadlines, reduced award amounts and limits on program eligibility.

Post-2015 Legislative Change Award Structure: Focus on Financial Need and Cost of Attendance (2016-17 to Present)

The current awarding strategy for Opportunity Grants is based upon provisions of House Bill 2407 (2015), which clarify how OSAC is to prioritize grant awards if funds are not sufficient to serve to all qualified students. OSAC implemented most provisions in 2016-17:

- Establish a maximum award amount for the grant based on a student's enrollment status (full time or half time).
- Establish procedures that prioritize awarding of Oregon Opportunity Grants to qualified students with the greatest financial need.
- Guarantee a second-year grant award for those who follow specified renewal guidelines.
- Award grants to those whose circumstances would enhance the promotion of equity guidelines published by the HECC.

OSAC now prioritizes awarding of OOG funds based upon each student's demonstrated financial need, as indicated by a student's federally calculated EFC. OSAC has used an EFC limit of \$3,500 since 2017-18, which is slightly lower than the \$4,000 EFC limit used in 2016-17. OSAC continues to authorize OOG awards, using a combination of EFC limits and application dates, until projections indicate that funds have been exhausted for the academic year. The OOG program currently serves approximately 30,000 to 40,000 students each year, but only those students who have the highest need. Students with EFCs of up to \$5,486 (the EFC limit for 2018-19 OOG awards) are eligible for federal Pell Grants.

HB 2407 leaves OSAC's previous award formula (based on the Shared Responsibility Model) and structures in place, but the underlying formula does not come into play because of the current emphasis on prioritizing awards based on financial need. In fact, OSAC cannot award all applicants who meet the current EFC limit of \$3,500, let alone all who are eligible for federal Pell Grants, which have a higher EFC limit. Insufficient funding also prevents OSAC from implementing a provision that permits OSAC to reward student persistence and encourage completion of degrees at postsecondary institutions by awarding grants in amounts not limited by the maximum OOG award amount.

Award Amounts Based on Cost of Attendance (COA): In 2018-19, OSAC staff implemented a two-tier award system that aligns with a percentage of prior-year COA, replacing the flat awards that had been in place during the Great Recession years. Maximum award amounts had been a flat \$2,250 for all students in both 2016-17 and 2017-18, but OSAC increased maximums to \$2,600 for community college students and \$3,200

for students at public and private four-year colleges and universities—approximately 13% of prior-year costs. This change addresses the higher COA at the public universities and independent private non-profit institutions and is preferable to retaining grants at a lower amount but extending them to more students. The earlier flat \$2,250 award amount had covered no more than 11% of COA, so some students were still unable to afford school costs even if they qualified. Inadequate funding for the OOG can lead students on a pathway to high college debt. Further, some students were still unable to attend even if they qualified. Moreover, if those students cannot complete their education due to the high cost of attendance, they also lack the incomes that allow them to pay off that debt.

AFFORDABILITY OF HIGHER EDUCATION

There are many approaches on how to define “affordable higher education.” One approach is to consider whether a person can afford to attend college/university without having to incur debt. To do so, a student (and/or their families) would need to be able to cover all higher education expenses up to the cost of attendance. For some, this means submitting a FAFSA/ORSAA and applying for federal grants, such as the federal Pell Grant, and state grants, such as the OOG. Through this process, the federal government provides students and their families with an EFC, a measure of a student’s or family’s financial strength and ability to pay a portion of the student’s college costs. If their EFC is at or higher than the cost of attendance, they are expected to be able to afford the cost of higher education. A family with a higher EFC is not eligible for need-based financial aid, such as federal Pell Grants or the OOG (starting in 2016 when the OOG awarding process included an EFC limit). For students and families with lower EFCs, some might be eligible for federal and state grants, but these sources of funding can only ensure that higher education is affordable if they make up any difference between the cost of attendance and their EFC. Further, since those who receive federal Pell Grants and OOG awards also have the lowest EFCs, even after applying a student’s/family’s EFC amount and federal, state and other scholarship or grant awards, there is still a gap between what a student/family can afford to pay and the full cost of attendance.

OVERALL CHANGES

Observations of applicant counts are specific to the years covered by this initial report, but some trends are reminiscent of application trends in years past. Using student budget data collected from all participating institutions, OSAC calculates the average COA for a typical student enrolled full time for the full year (at 15 credits per term) for each type of participating institution, including tuition and fees; books and supplies; room and board; transportation; and miscellaneous personal expenses.¹³

The COA for higher education continues to increase every year, as it has since 2009-10, the first year for which the analysis of OOG data was completed for this report. In fact, an ever-increasing COA has been a chronic problem throughout the entire history of financial aid. The largest percentage increase (seven percentage points) was from 2009-10 to 2010-11 (the middle of the Great Recession), followed by the next-largest increase of 4% from 2015-16 to 2016-17. These observations are specific to the years covered by this initial report but often existed for many years in the past. (The State saw similar, though smaller, increases in the number of FAFSA filers during previous recessions.)

Figure 3 shows the number of all FAFSA/ORSAA filers, the proportion who were eligible for a federal Pell Grant¹⁴ (although not all of them receive one) and those who had an Expected Family Contribution (EFC) above the Pell Grant EFC limit, up to the average COA for public universities. The number of FAFSA filers from the previous year increased from 2009-10 through 2011-12 until it began declining. The number of filers decreased each academic year until it made a slight increase in 2017-18. The largest single year of increased FAFSA filers was in 2009-10 (the number of filers rose 26% from the previous year), whereas the largest

¹³ Although the Oregon Health & Science University (OHSU) does not have many undergraduate students, these students are considered for OOG awards, just as for students from other public institutions. OHSU’s costs are so different from costs for other sectors that they have an adverse effect on overall averages, so their costs are not included when calculating statewide averages. Their students are limited to taking nine credits per term in some cases, but tuition and fees are higher. Moreover, their nontuition costs can be higher because they have to purchase special insurance for some specialized degree tracks.

¹⁴ Federal Pell Grant–eligible FAFSA/ORSAA filers are those who have an EFC up to and including the related Pell Grant EFC for each year.

percentage change of -10% was in 2015-16. The primary reason for the increase was the Great Recession, when many working adults lost jobs and went back to school, leading to ever-increasing demand for financial aid and shrinking state budgets and mid-biennium budget cuts. This led to a shockingly small number of recipients in 2010-11, which were slightly supplemented with public university funds. State funding levels did not start to recover until the 2013-15 biennium. Since 2013-14, FAFSA/ORSAA counts have decreased each year as working adults found jobs (see Figure 3).

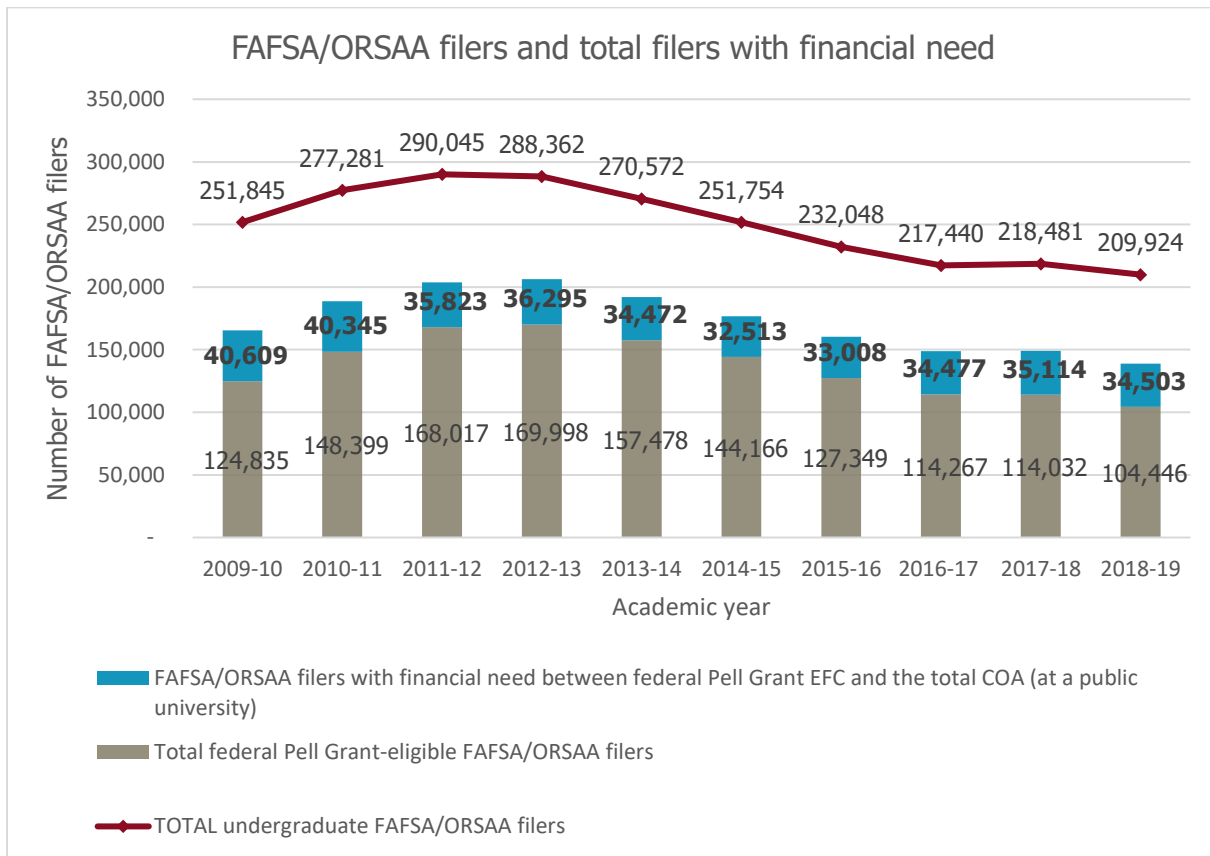


FIGURE 3. TOTAL NUMBER OF OREGONIAN FAFSA/ORSAA FILERS AND TOTAL FILERS WITH FINANCIAL NEED (WITH PELL GRANT-ELIGIBLE EFCS AND NON-ELIGIBLE EFCS) FROM 2009-10 TO 2018-19.

In the same 10-year period, the majority of all individuals who filed a FAFSA/ORSAA and had financial need were eligible for a federal Pell Grant (see Table 3). These students might have been eligible for a federal Pell Grant and an OOG award, but since neither of those awards' purchasing powers have kept pace with the full COA, the students would have had some additional financial need up to the COA. In order to make up the difference between what they could afford to pay and the full COA, they would have needed to find alternative sources of funds, such as loans or other institutional financial aid.

TABLE 3. PERCENTAGE OF FAFSA/ORSAA FILERS WITH FINANCIAL NEED WHO WERE FEDERAL PELL GRANT-ELIGIBLE PER ACADEMIC YEAR, 2009-10 TO 2018-19.

Academic Year	Percent of FAFSA/ORSAA filers with financial need who are federal Pell Grant-eligible
2009-10	75%
2010-11	78%
2011-12	82%
2012-13	82%
2013-14	82%
2014-15	81%
2015-16	79%
2016-17	76%
2017-18	76%
2018-19	75%

There is a guaranteed return on investment that the State gets when it provides students with OOG awards. An increase in OOG funding directly increases the flow of federal Pell Grant dollars into the state. Any investment the State makes incentivizes federal Pell Grant-eligible students to matriculate and stay enrolled in college, while also leveraging federal funds (Denning et al. 2019). With state funding, students' are encouraged to enroll in school and their success is supported. Recently, a lack of state investment in the OOG has led to unclaimed federal Pell Grant dollars, which also can lead to missed opportunities for students to achieve a postsecondary degree.

Using federal Pell Grant data for Oregon, actual institution-level Pell Grant award amounts were aggregated into a statewide amount for each year the data were available (see Figure 4). The actual Pell Grant dollars received were subtracted from the from the estimated award totals of all Pell Grant-eligible FAFSA/ORSAA filers to determine the estimated *additional* Pell Grant dollars that could be brought to the state if all eligible FAFSA/ORSAA filers accepted their awards. In the past, when FAFSA/ORSAA filers chose not to attend an Oregon college or university, an average of \$131M Pell Grant dollars were unclaimed in any single year from 2009-10 to 2017-18.

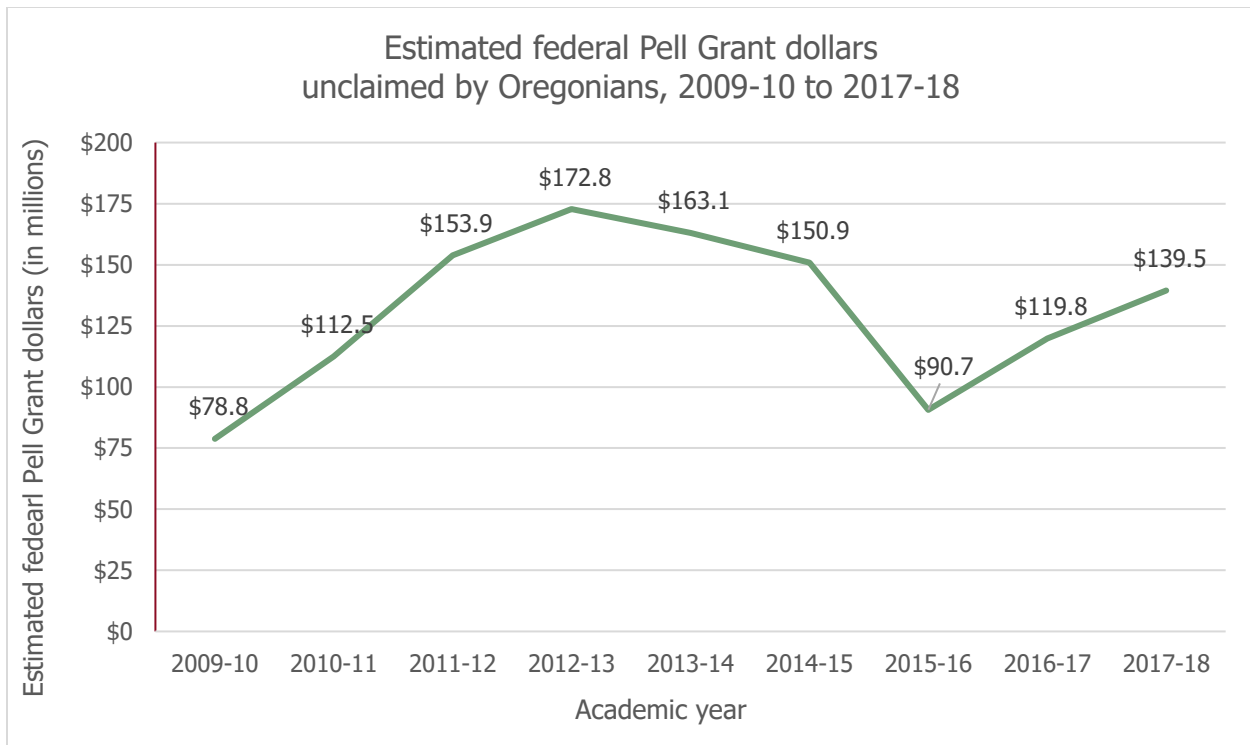


FIGURE 4. ESTIMATED UNCLAIMED FEDERAL PELL GRANT DOLLARS, 2009-10 TO 2017-18.¹⁵

AFFORDABILITY GAPS AND DEMAND FOR OOG

The percentage of individuals with unmet financial need (up to the yearly average public university COA amount) of all undergraduate FAFSA/ORSAA filers has steadily increased year to year by a larger percentage than the previous year from 2010-11 to 2016-17. The OOG serves a small proportion of the total number of all undergraduate FAFSA/ORSAA filers with financial need (from 7% to 28% over the last decade) (see Figure 5). From 2009-2019, more than 2 million applications for financial aid qualified as OOG-eligible. Limited funds meant that only 16.5% of them actually received a grant award.

¹⁵ Data were not available for the 2018-19 academic year; therefore, statistics are shown only from 2009-10 to 2018-19.

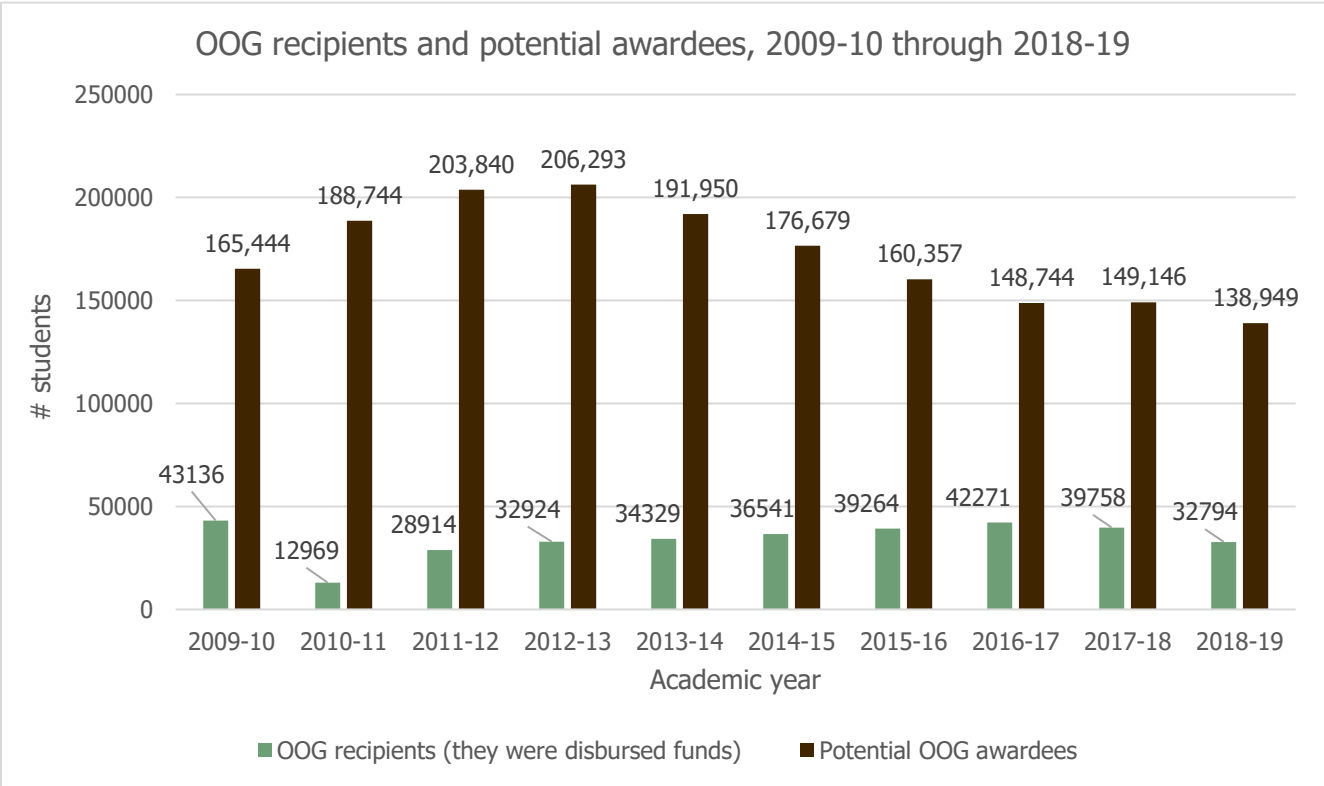


FIGURE 5. NUMBER OF OOG RECIPIENTS AND FAFSA/ORSAA FILERS WITH FINANCIAL NEED, 2009-10 THROUGH 2018-19.¹⁶

Due to funding constraints, the number of students who might have been eligible for an OOG award was much greater than the number of students who actually received an award. In order to control costs and equitably serve the students with the greatest financial need, OSAC considered a student’s income level, their EFC or the date they filed the FAFSA/ORSAA and awarded those who met the cutoff criteria each year. Furthermore, not every applicant who might have been eligible for an OOG award attended an eligible Oregon school, resulting in fewer students receiving the award than the number who met eligibility criteria.

RANGE OF STUDENTS WITH FINANCIAL NEED

Figure 6 shows the current and recent “affordability” gap, where the full COA is increasing more than federal and state financial aid awards in the past decade. As higher-education costs increased, federal Pell Grant and OOG amounts have remained flat, pushing postsecondary attainment farther out of reach for students who have financial need at or below the COA. Costs in Figure 6 are relative to four-year university average yearly COA, the yearly maximum federal Pell Grant amounts for full-time, full-year students and the average OOG award amounts for all sectors pertaining to the authorized award amounts for actual award recipients in each year.

¹⁶ Potential OOG awardees refers to Oregonians who attend an eligible Oregon college or university as an undergraduate student and have at least one term of OOG eligibility remaining. Their exact level of financial need is not represented in the figure.

Statutory changes made in 2007 as part of the implementation of the SRM require annual state grant award amounts for students at independent private non-profit institutions to be equal to or less than the award amounts granted at public universities, despite the private universities' higher costs.

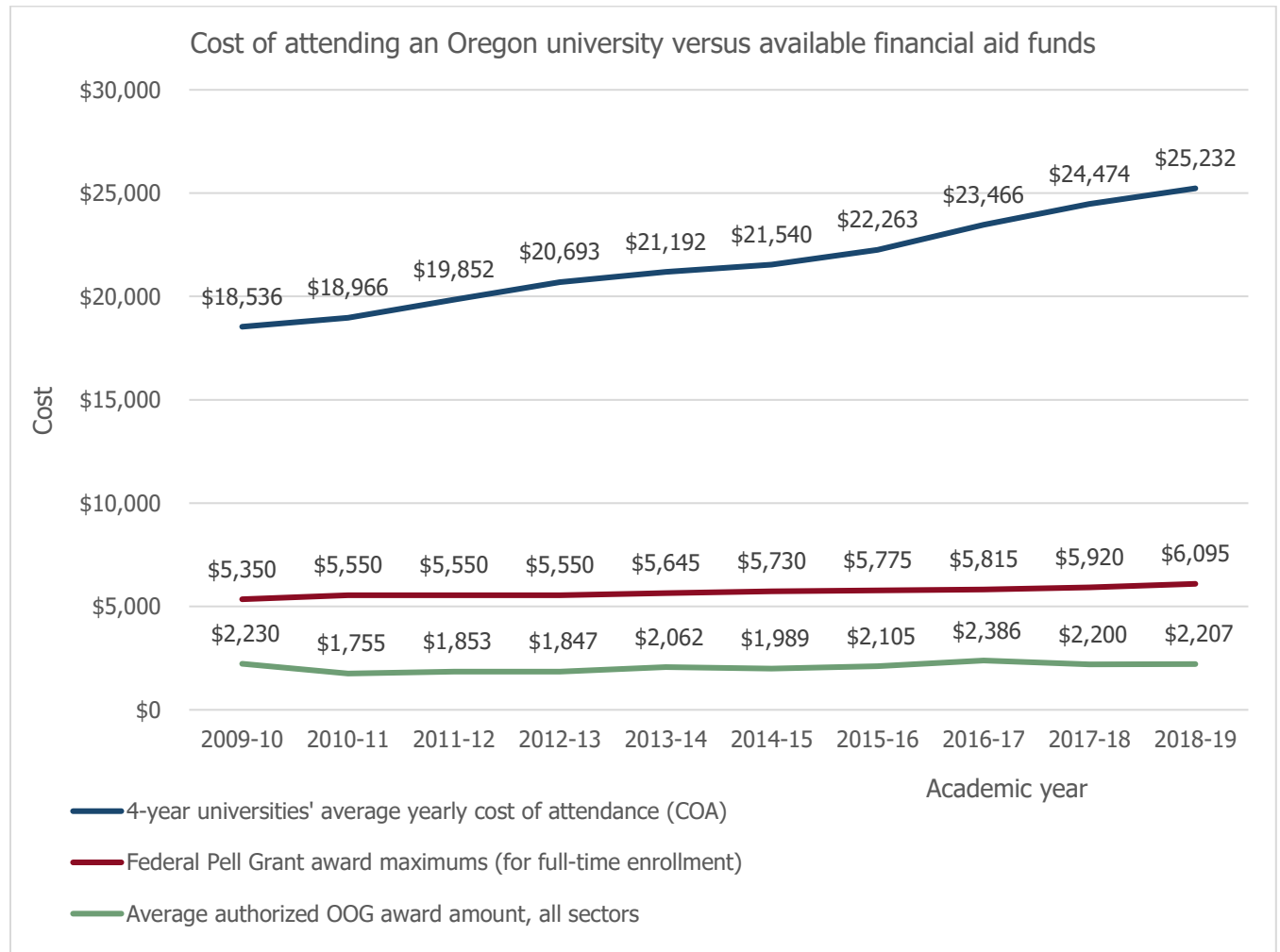


FIGURE 6. AVERAGE COA FOR AN OREGON PUBLIC UNIVERSITY COMPARED TO THE FEDERAL PELL GRANT AWARD MAXIMUM AND TO THE AVERAGE OOG AWARD AMOUNT FROM 2009-10 TO 2018-19.

When considering the rising cost of higher education, it is important to take note of the costs that make up the total COA. The formula used to determine COA is equal to the annual average tuition and fees for public universities (excluding OHSU) plus the average nontuition costs across all schools (community colleges, public universities and independent private non-profit institutions). Nontuition costs include books and supplies, room and board, transportation and miscellaneous living expenses. As Figure 7 shows, the proportion of COA that is made up by tuition and fees is largest at independent private non-profit institutions (between 68-70% in the past decade), followed by public universities (36%-40%) and community colleges (23% to 27%). This value can fluctuate depending on whether a student lives on campus or off, the types of materials and textbooks they may need for the credential or degree they are pursuing, as well as the

school's location (rural or urban). Although much attention is paid to the rising costs of tuition, as Figure 7 makes clear, often nontuition costs constitute a greater proportion of the COA.

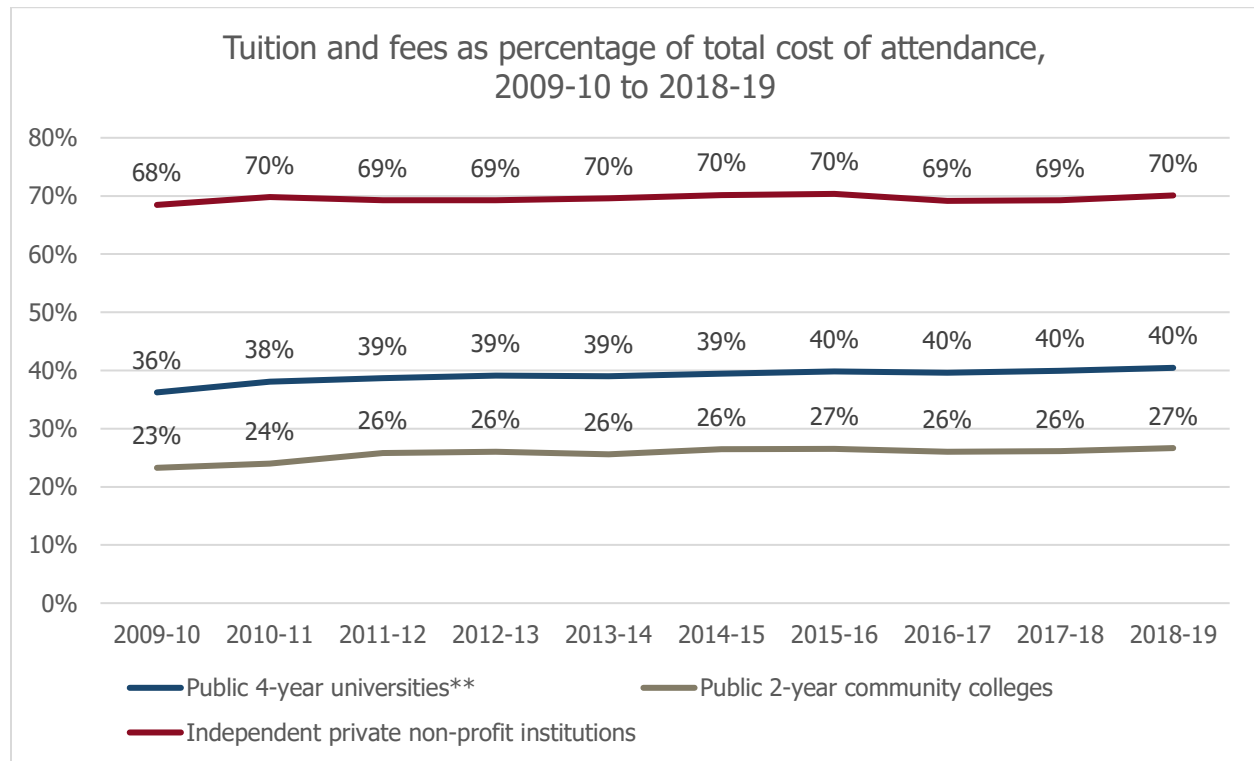


FIGURE 7. TUITION AND FEES BY SECTOR AS A PERCENT OF TOTAL COA, 2009-10 TO 2018-19.

Table 4 compares average costs of higher education in Oregon¹⁷—the listed average COA and average tuition and fees in each school sector for a full-time, full-year student—at the beginning of the time period studied for this report (2009-10) and costs of the same expenses ten years later (2018-19). Using student budget data collected from all participating institutions, OSAC calculates the average cost of education—tuition and fees; books and supplies; room and board; transportation; and miscellaneous personal expenses—for a typical student enrolled full time, full year (at 15 credits per term) for each type of institution.¹⁷ Over the 10-year period from 2009-10 to 2018-19, the cost of education increased 33% at community colleges, 36% at public universities and 34% at independent private non-profit institutions (see Table 4).

Table 4 also shows colleges' and universities' average tuition and fees (a portion of the total COA) in each sector for a full-time, full-year student. In the past decade, tuition and fees increased 52% at community colleges and public universities, while independent private non-profit institutions increased 37%. However, tuition and fees represent only a fraction of the total cost of education. As Figure 7 shows, community college's and public universities' tuition and fees make up less than half of the total COA.

¹⁷ The average cost of attendance used in this report aligns with state statute; it uses public-sector university averages of tuition & fees plus average nontuition across all sectors (excluding OHSU).

TABLE 4. LISTED AVERAGE COA AND TUITION AND FEES (T&F) BY SECTOR FOR 2009-10 AND 2018-19.

	Community colleges		Public universities		Independent private non-profit institutions	
	Average full COA	Average T&F	Average full COA	Average T&F	Average full COA	Average T&F
2009-10	\$15,404	\$3,584	\$18,536	\$6,716	\$37,486	\$25,666
2018-19	\$20,485	\$5,461	\$25,232	\$10,208	\$50,219	\$35,195
Percentage increase	33%	52%	36%	52%	34%	37%

PURCHASING POWER OF OOG

The tuition and fees and nontuition costs of higher education are only two factors to consider related to affordability. Students’ federal and state financial aid increased more slowly than costs, with the federal Pell Grant and the OOG only partially offsetting the costs of higher education. From 2009-10 to 2018-19, the maximum federal Pell Grant amount for full-time, full-year students only increased 14%.

The maximum OOG award amount did not increase at all for the community college sector and increased 20% for the public and private institutions, when comparing the two reference years used here, 2009-10 and 2018-19 (see Table 5). It is important to note that within the past decade, the award amount and procedure changed toward prioritizing the lowest-income students (for whom the award amount may be more meaningful), due to the Great Recession, limited funding and the inability of the State to fund and implement the SRM. Since the maximum OOG award amount for community college students remained at \$2,600 in the years at either end of the time period analyzed here (i.e., in 2009-10 and 2018-19),¹⁸ the OOG purchasing power, or the amount of COA that the award covered after federal financial aid is applied, declined. The OOG’s purchasing power in relation to the average COA declined from 26%, 20% and 8% at community colleges, public universities and independent private non-profit institutions, respectively, to 18%, 17% and 7% (see Table 7). It also declined relative to tuition and fees.

In the tables that follow, the purchasing power of the OOG in relation to the average COA after the federal Pell Grant amount is applied (see Table 6) is provided to show how affordable—or not—higher education in Oregon has been during the past decade. The values shown demonstrate the impact of financial aid on COA by sector (for full-time, full-year students who receive a federal Pell Grant). Table 7 represents the purchasing power of OOG awards for those full-time, full-year students who receive the maximum federal Pell Grant amount. It is important to note students’ ability to use OOG awards and the federal Pell Grant to pay for nontuition costs. While OOG may not be needed to cover tuition and fees at a community college, students with high financial need still need the combination of OOG and the federal Pell Grant to help cover the full COA. The table does not demonstrate the purchasing power of the OOG for students who may be enrolled

¹⁸ The community college award amount dropped to \$1,800 in 2010-11 and only gradually increased back to \$2,600 in 2018-19. The four-year university award amount dropped to \$1,950 in 2010-11 and gradually increased back to \$3,200 last year. During the years from 2012-13 to 2017-18, OOG awards were the same for all sectors. Costs actually increased as OOG awards were either decreased or stalled out with minimal increases.

half time, less than half time and other students who might not have been eligible for the OOG because they were taking too few credits or were enrolled less than half time. They still have challenges in being able to pay for college; it is not affordable for them either.

TABLE 5. MAXIMUM OOG AWARDS BY SECTOR FOR FULL-TIME, FULL-YEAR STUDENTS FOR 2009-10 AND 2018-19.

	Community colleges	Public universities	Independent private non-profit institutions
2009-10	\$2,600	\$2,675	\$2,675
2018-19	\$2,600	\$3,200	\$3,200
Percentage increase	0%	20%	20%

In 2009-10, the first year this report focused on, award amounts were restricted—they should have been increased each year—due to the Great Recession, limited state funds and the inability to fund and implement the SRM. In 2018-19, the OOG maximum award amounts for community colleges were the same dollar amount as they were ten years ago. The difference between 2009-10 and 2018-19 awards is that the amounts a decade ago had a stronger purchasing power compared to now.

TABLE 6. AVERAGE COA, AFTER FEDERAL PELL GRANT APPLIED, BY SECTOR FOR 2009-10 AND 2018-19.

	Community colleges	Public universities	Independent private non-profit institutions
2009-10	\$10,054	\$13,186	\$32,136
2018-19	\$14,390	\$19,137	\$44,124

TABLE 7. PURCHASING POWER OF OOG AWARD BY SECTOR (OF REMAINING COA AFTER A MAXIMUM PELL AWARD, THE PERCENT COVERED BY OOG) FOR 2009-10 AND 2018-19.

	Community colleges	Public universities	Independent private non-profit institutions
2009-10	26%	20%	8%
2018-19	18%	17%	7%

The weak purchasing power of the federal Pell Grant and OOG awards has not been able to bolster middle- and low-income students’ ability to afford the full COA at many colleges or universities. An EFC that is about equal to the COA for a four-year public university (\$25,232 in 2018-19) represents an average income of more than \$150,000, well above Oregon’s 2019 median family income of \$63,400 (Department of Administrative Services 2019). Students and their families must find a way to cover any remaining cost, after federal, state and institutional financial aid is applied (e.g., their “financial need”), which often means borrowing money and rendering higher education unaffordable. Since the purchasing power of financial aid

awards has declined in recent years and the COA has increased, affordable higher education has gotten farther out of reach for many students.

If the purchasing power of the OOG had remained steady from 2009-10 to 2018-19, the current award amount would need to be \$3,741 for community college students and \$3,827 at public universities and independent private non-profit institutions in order for the OOG to have the same effect on the full COA as it did a decade ago. However, even if the grant had been indexed to increases in COA, it would still fall well short of covering the financial needs of many students.

There is a widening affordability gap for the middle-income students who are not eligible for federal Pell Grants or the OOG. Since the EFC limits for OOG (\$3,500) are currently lower than they are for the federal Pell Grant (\$5,486), it would be unlikely for students who do not receive the federal Pell Grant to ever be eligible for the OOG.¹⁹ They may have \$0 in OOG purchasing power. They do not have federal or state grant funds to help defray the costs of higher education, so the COA for these students is the price they are expected to pay or borrow money in order to afford. See Table 8 for a summary of OOG’s purchasing power relative to the COA in each school sector.

TABLE 8. SECTOR BREAKDOWN OF AVERAGE TUITION AND FEES (T&F), AVERAGE COST OF ATTENDANCE (COA), AVERAGE COA AFTER PELL AND REMAINING COA COVERED BY OOG.

Community colleges	Average T&F	Average full COA	Average COA, after max Pell	Max OOG award	Purchase Power of OOG
2009-2010	\$3,584	\$15,404	\$10,054	\$2,600	26%
2018-2019	\$5,461	\$20,485	\$14,390	\$2,600	18%

Public universities	Average T&F	Average full COA	Average COA, after max Pell	Max OOG award	Purchase Power of OOG
2009-2010	\$6,716	\$18,536	\$13,186	\$2,675	20%
2018-2019	\$10,208	\$25,232	\$19,137	\$3,200	17%

Independent private non-profit institutions	Average T&F	Average full COA	Average COA, after max Pell	Max OOG award	Purchase Power of OOG
2009-2010	\$25,666	\$37,486	\$32,136	\$2,675	8%
2018-2019	\$35,195	\$50,219	\$44,124	\$3,200	7%

¹⁹ The exception is for low-income ORSAA filers, who might not be eligible for federal Pell Grants, but able to receive an OOG award.

AWARDING LIMITATIONS OVER THE YEARS

A maximum OOG award amount that is indexed to increases in COA (or tuition and fees) to keep the OOG purchasing power at the same level as in 2009-10 is desirable. However, there is a much greater need for more funding in order to serve all Oregonians who have financial need (i.e., those who have an EFC below the average annual COA). In Figure 8, the values in the bars on the bottom of the chart represent the FAFSA/ORSAA filers with financial need below the federal Pell Grant EFC limit while the bars on top represent the FAFSA/ORSAA filers with financial need with EFCs between the federal Pell Grant EFC and the average COA at a public university. The overall size of the bars represent the total number of FAFSA/ORSAA filers with financial need at or below the average COA at a public university. The line at the top of the chart show the number of undergraduate FAFSA/ORSAA filers in any given year.

The federal Pell Grant–eligible students make up the majority of filers with need; their numbers have fluctuated through time, from a low of 104,446 individuals in 2018-19 to a high of 169,998 in 2012-13. The number of filers with financial need who have an EFC between the federal Pell Grant EFC limit and the average COA at a public university has remained relatively steady over the past decade, with approximately 35,000 individuals in any single year. The number of FAFSA/ORSAA filers peaked in 2011-12 during the Great Recession and has steadily declined since then. The percentage of total undergraduate FAFSA/ORSAA filers with financial need in the past decade has ranged from 66% (in 2017-18) to 72% (in 2012-13).

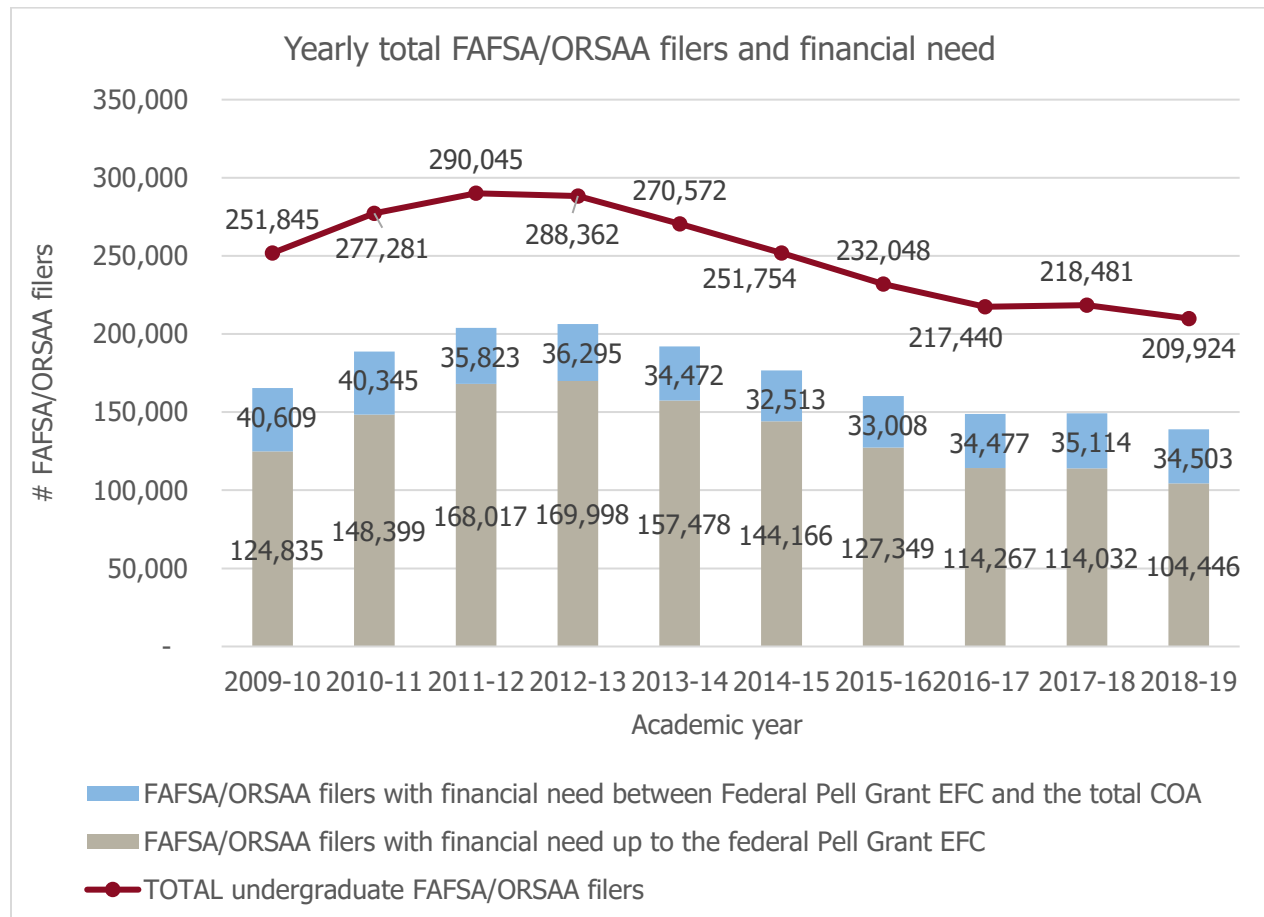


FIGURE 8. YEARLY TOTAL FAFSA/ORSAA FILERS (THE FEDERAL PELL GRANT–ELIGIBLE FILERS, ALL FILERS BETWEEN PELL AND COA AND COMBINED TOTAL) FROM 2009 TO 2019.

The graph in Figure 9 uses the total number of FAFSA/ORSAA filers with financial need at or below the average public university COA from Figure 8 to show the estimated annual costs (in millions of dollars) of awarding the OOG (using actual yearly award amounts) to all federal Pell Grant–eligible FAFSA/ORSAA filers with financial need. The estimated investment shown in is for funding 100% of FAFSA/ORSAA filers with financial need at or below the COA at a public university. The estimated cost of awarding an average OOG amount (i.e., \$2,766 average dollars disbursed for public university students in 2018-19) to all FAFSA/ORSAA filers with financial need would have been \$384.3 million (an additional \$308.3 million investment from the State, when compared to actual funding levels) in 2018-19. In any given year, however, the number of students who are offered an award and accept it varies. Actual costs would vary depending on the actual number of students who attend and accept and use the award. The rate at which awards are used is called the “pick-up rate”; pick-up rates vary based on award amount (higher award amounts lead to higher pick-up rates), academic sector and the actual number of applicants who enroll at least half time at an eligible Oregon college or university.

Comparing those estimated totals to the actual budget, shown at the bottom of the graph (actual annual biennial budget amounts are used, with 48% of the total spent in the first year of the biennium and 52% in the second) makes it clear that despite the great need for financial aid, the biennial budget for the OOG program (the line at the bottom of the graph) falls short of being able to give an average OOG award to all eligible FAFSA/ORSAA filers. If all eligible students were to be awarded the average OOG award (the actual amount of dollars disbursed to public university students) in any given year, a substantial investment by the State would have been needed. These cost estimates do not take into consideration the by-sector breakdown of students in any given year who attend a community college—who receive smaller award amounts—and those who attend a four-year school. They also do not reflect the exact number of students who would attend full time for a full year and receive the maximum award amount; for this reason, the average amount of dollars disbursed in each year is used.

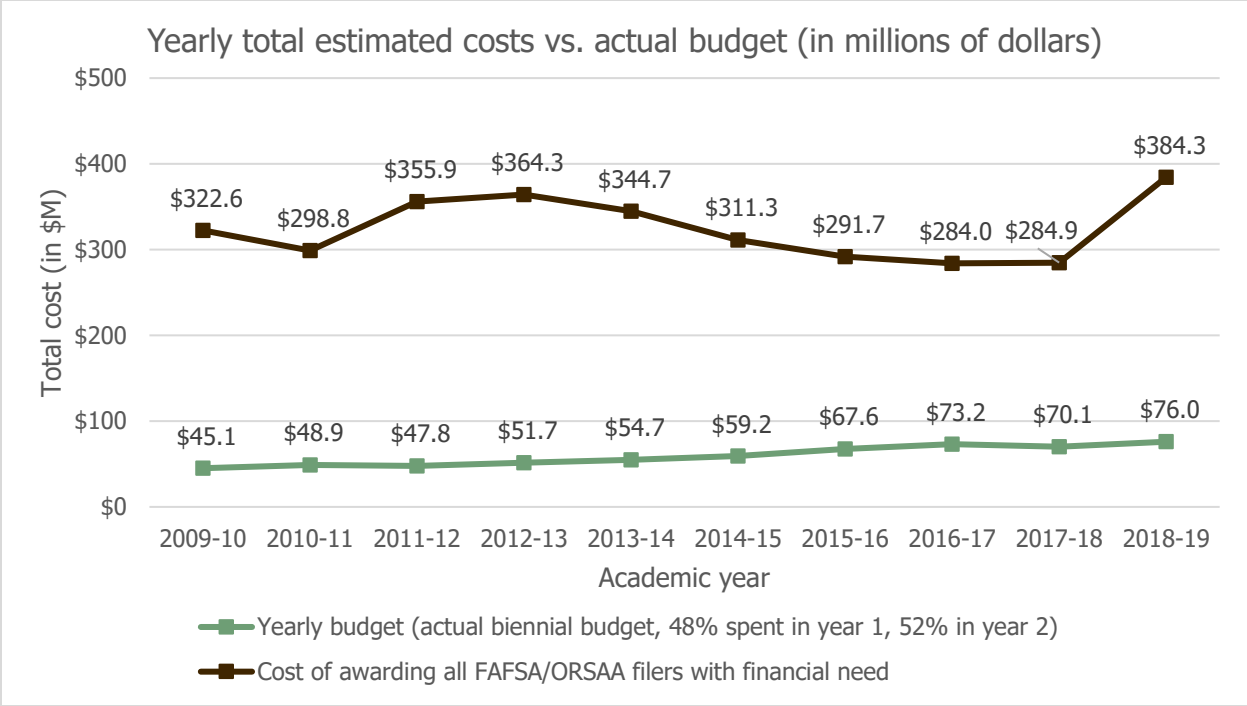


FIGURE 9. ESTIMATED ANNUAL COSTS (IN MILLIONS OF DOLLARS) OF AWARDING OOG (AT ACTUAL AWARD AMOUNTS) TO ALL FEDERAL PELL GRANT-ELIGIBLE FAFSA/ORSAA FILERS WITH FINANCIAL NEED COMPARED TO BUDGET AT ACTUAL AWARD LEVELS FROM 2009 TO 2019.

Figure 10 combines Figures 8 and 9. It shows the estimated total cost of awarding OOG to all students who were federal Pell Grant-eligible in each year using historical yearly average dollars disbursed for public university students each academic year. It also shows the additional estimated cost of awarding all students with financial need between federal Pell Grant EFC limits and the average COA at a four-year public university, using current OOG award amounts.

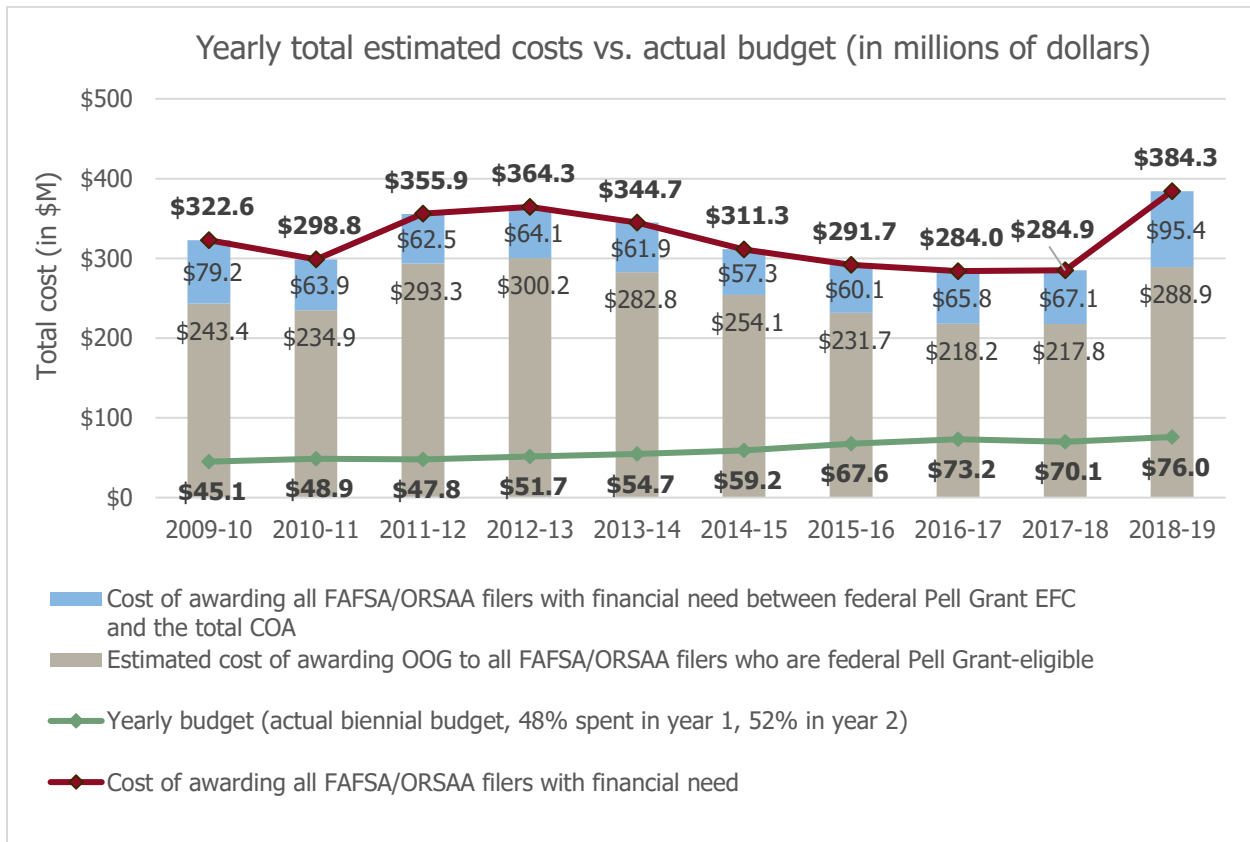


FIGURE 10. ESTIMATED ANNUAL COSTS OF DIFFERENT AWARDING LEVELS (ALL FEDERAL PELL GRANT-ELIGIBLE FAFSA/ORSAA FILERS, ALL FILERS BETWEEN FEDERAL PELL GRANT EFC AND COA AND COMBINED TOTAL) COMPARED TO ACTUAL BUDGET AT CURRENT AWARD LEVELS FROM 2009 TO 2019.

The Shared Responsibility Model (SRM) was used to determine OOG award amounts from 2008-09 through 2015-16, but the program’s budget was never came close to fully funding awards under the SRM. If the OOG were fully funded under the SRM for one year, award amounts would increase significantly, from the current maximum awards of \$2,600 for community college students who have a \$0 EFC to \$7,490. Current \$3,200 maximum awards for students with a \$0 EFC at a public university or independent private nonprofit institution would increase to \$9,200. In addition, the SRM also allowed for awards that covered full remaining need down to a minimum award of \$400, for students with EFCs of between \$12,000 and \$13,000. Such minimum awards are not currently available, given the current statutory focus on prioritizing awards based on highest financial need. With higher awards, more students would be likely to attend and take advantage of the OOG program. Assuming high pick-up rates of nearly 80% for students at four-year institutions and 57.5% at community colleges, the overall cost of OOG awards under the SRM could be up to \$429.3M for one year, or approximately \$893M for a biennium—an estimated \$730M above the current OOG budget of \$164.2M for 2019-21.

To estimate the amount of funding needed, the total number of actual FAFSA/ORSAA filers for 2018-19 and 2019-20 was used. The SRM projection model includes a combination of two- and four-year public pickup rates, includes a tax credit, attendance adjustments (i.e., the percentage of students at full-year enrollment), as well as full-time and half-time ratios. Award maximums in the model were set at \$30,000 (to allow for a range of financial need) and a minimum award of \$400. If OOG award amounts were determined by the SRM awarding structure and were applied to current 2019-20 COAs (after applying the maximum Pell Grant award amounts), the OOG's purchasing power in relation to the average COA would be 49%, 43% and 20% at community colleges, public universities and independent private non-profit institutions, respectively (see Table 9). Higher award amounts (maximums of \$7,490 for community colleges and \$9,200 for four-year institutions) would relieve much more of the financial burden students face and reduce the amount of loans that they would need to borrow in order to attend and achieve a postsecondary education.

TABLE 9. SECTOR BREAKDOWN OF AVERAGE TUITION AND FEES (T&F), AVERAGE COST OF ATTENDANCE (COA), AVERAGE COA AFTER PELL GRANT AND REMAINING COA COVERED BY OOG WITH SHARED RESPONSIBILITY MODEL ESTIMATES FOR 2019-20.

2019-2020	Community colleges	Public universities	Private colleges
Current Tuition & Fees	\$5,672	\$11,879	\$36,275
Current COA	\$21,368	\$27,575	\$51,971
Current COA, after maximum federal Pell Grant	\$15,173	\$21,380	\$45,776
Current maximum OOG award (purchasing power)	\$2,700 (18%)	\$3,300 (15%)	\$3,300 (7%)
Hypothetical maximum OOG award (purchasing power)	\$7,490 (49%)	\$9,200 (43%)	\$9,200 (20%)

CONCLUSION

FUTURE RESEARCH

With access to more data and stronger collaborative relationships with institutional partners, the HECC will be able to report on a wider range of topics related to the success of OOG recipients.

SUMMARY OF FINDINGS

The policy change implemented in 2015 positively affected the academic success of undergraduate students who received the Oregon Opportunity Grant award, including those students with the highest financial need. OOG recipients, of whom a majority is low income, with annual incomes under \$20,000, achieve academic success despite facing myriad challenges. While this trend was found throughout the time period analyzed for this report, the largest shift in OOG awards and funds toward the lowest-income students occurred after 2015.

Findings from this report indicate that the 2015 policy change's most potentially significant impact was shifting OOG awards and funds away from the highest-income to the lowest-income recipients.

The amount of dollars distributed to students with an adjusted gross income under \$20,000 jumped from \$33.5 million in 2015-16 to \$40.6 million the following year. Compared to the prior year, an additional 3,000 students with an income under \$20,000 received an OOG award. While the 2015 policy change distributed more dollars to those students with the highest financial need, the vast majority of students with financial need still do not receive an OOG award due to lack of available funds.

Overall, OOG recipients' outcomes at Oregon's postsecondary institutions are positive. The 2015 policy change had no impact on race and ethnicity, gender, age or the first-generation status of students. Retention rates for OOG recipients are equal to or better than those of non-recipients statewide for the year analyzed and OOG recipients have similar completion outcomes at community colleges and public universities, where they graduate at similar or better rates than their non-recipient peers (no independent private non-profit institutional data is available at this time).

It is clear that the State's investment in the Oregon Opportunity Grant, while limited, has had tremendously positive benefits. Students who receive the grant are succeeding at equal or higher rates than their peers. Investing in the OOG not only supports student success and increases the amount of federal dollars flowing into the state, but also improves the State's chances of meeting its educational attainment goals aimed to dramatically increase the education level of Oregonians. Insufficient financial aid for Oregonians hinders progress toward the 40-40-20 educational attainment goal established by ORS 350.014 (2017), which calls for 80 percent of young Oregonians in the education pipeline to earn a postsecondary certificate or degree. It also hinders progress toward the State's newly established adult attainment goal, which calls for increased credentials to prepare for working-age adult Oregonians for projected job growth. The State's investment in financial aid through the OOG is a key state-led mechanism to increase affordability, equity and student success and meet its attainment goals.

RECOMMENDATIONS

From 2009-10 to 2018-19, the maximum federal Pell Grant amount for full-time, full-year students only increased 14%. The federal Pell Grant and the OOG only partially offset the costs of higher education. The maximum OOG award amount increased and fell for the community college sector and increased 20% for the public and private institutions. Within the past decade, the award amount and procedure changed, prioritizing the lowest-income students, for whom the award amount may be more meaningful, in more recent years.

It is important to note students' ability to use OOG awards and the federal Pell Grant to pay for nontuition costs. Between 2009-10 and 2018-19, the majority of all individuals who filed a FAFSA/ORSA were eligible for a federal Pell Grant and had financial need. While OOG may not be needed to cover tuition and fees at a community college for students who receive a maximum federal Pell Grant (e.g., \$0 EFC), students with high financial need still need the combination of OOG awards and federal Pell Grants to help cover the full cost of attendance. However, in 2018-19, the purchasing power of an OOG award²⁰ at public institutions was under 20%. The purchasing power at independent private non-profit institutions was below 10% (before institutional aid).

Given significant increases in the cost of attending college or university over the past decade and the relatively flat funding for the OOG program, OOG awards do not provide the same purchasing power as they did ten years ago. Moreover, funding limitations have meant that the grant is not available to thousands of students who demonstrate significant financial need. Funding for the OOG should be increased in order to provide a realistic possibility of college affordability for Oregon's low- and middle-income students. **The State could expand the OOG in one or more of the following ways:**

Ensure that all students with demonstrated financial need gain access to the OOG. Awarding an average-sized OOG award to all students whose college costs surpass what they and their family could reasonably be expected to contribute (e.g., their EFC) would have required an additional \$308.3 million investment from the State in 2018-19, when compared to actual 2018-19 funding levels. As COA continues to increase at Oregon's universities and colleges, there is a need to award more students, especially those with higher financial need in the low- and middle-income ranges. The overall cost of OOG awards under the SRM could be up to \$429.3M for one year, or approximately \$893M for a biennium—an estimated \$730M above the current OOG budget of \$164.2M for 2019-21.

Ensure that today's highest-need students—those currently eligible for the OOG—receive a large enough award to fully cover their college costs. Even with the OOG focused solely on the state's highest-need, lowest-income students, funding limitations have forced the program to severely restrict the size of those awards. High-need students should receive a large enough award to support students' access to enrollment, retention and completion of a postsecondary degree. Increasing the purchasing power of the OOG, for example, by ensuring that it fully covered unmet need for low-income students and kept pace with rising costs, would help alleviate the financial burden on students.

Make changes to the award structure to close the affordability gap. Creating a differentiated award amount, where the award amounts increase relative to the financial need of the students (i.e.,

²⁰ The purchasing power of an OOG award refers to the percentage of COA the grant covers, after other aid has been applied.

the students with the most need receive the largest awards) would help close the affordability gap in higher education. The OOG's purchasing power has decreased over time as the COA and tuition and fees rise. With a differentiated award amount, similar to Oregon's SRM or Washington State's model,²¹ the State could give meaningful awards to students to help them meet the full cost of attendance. Long-term, stable funding structures, supported by a dedicated reserve of grant funds, would allow the OOG program to sustain itself from one academic year or biennium to the next.

There is a guaranteed return on investment that the State makes toward students' OOG awards. An increase in OOG funding directly increases the flow of federal Pell Grant dollars into the state. Any investment the State makes also incentivizes federal Pell Grant-eligible FAFSA filers, as well as ORSAA filers, to matriculate and stay enrolled in college. With state funding—and by capitalizing on federal funding—students' are encouraged to enroll in school and their success is supported. The State of Oregon must make a significant investment in the OOG program in order to help reach the State's 40-40-20 goal and, in doing so, advance toward a more educated workforce that has the skills needed to improve the state's economy.

²¹ For more information, see: <https://wsac.wa.gov/washington-college-grant>.

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APPENDICES

APPENDIX A: YEARLY OOG ASSUMPTIONS AND AWARDING CRITERIA

TABLE 10. AVERAGE ANNUAL COA BY SECTOR AND THE THRESHOLDS FOR RECEIVING FEDERAL PELL GRANT DOLLARS AND OOG AWARDS FROM 2009-10 TO 2018-19.

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Average yearly COA for public 4-year universities	\$18,536	\$18,966	\$19,852	\$20,693	\$21,192	\$21,540	\$22,263	\$23,466	\$24,474	\$25,232
Average yearly COA for community colleges	\$15,404	\$15,459	\$16,415	\$17,031	\$17,374	\$17,735	\$18,223	\$19,147	\$19,893	\$20,485
Yearly maximum EFC to receive a federal Pell Grant	4,617	4,617	5,273	4,995	5,081	5,157	5,198	5,234	5,328	5,486
Yearly awarding criteria limits, OOG	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000	\$4,000	\$3,500	\$3,500	\$3,500
OOG awarding criteria metric	AGI						EFC			

TABLE 11. OSAC'S ANNUAL CUTOFF DATES FOR AWARDING OOG FUNDS FROM 2009-10 TO 2018-19.

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Community colleges	8/15/2009	1/21/2010	2/4/2011	1/31/2012	1/31/2013	2/5/2014	3/21/2015	8/25/2016	8/1/2017	4/30/2018
Public 4-year universities		1/29/2010	1/31/2011				3/14/2015			
Independent private non-profit institutions		2/24/2010	2/20/2011							

TABLE 12. AVERAGE OOG DISBURSEMENT AMOUNTS BY YEAR, BY SECTOR FROM 2009-10 TO 2018-19.

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Community colleges	\$1,656	\$1,254	\$1,273	\$1,384	\$1,404	\$1,382	\$1,429	\$1,502	\$1,533	\$1,774
Public 4-year universities	\$1,950	\$1,583	\$1,746	\$1,766	\$1,796	\$1,762	\$1,819	\$1,909	\$1,910	\$2,766
Independent private non-profit institutions	\$2,019	\$1,609	\$1,748	\$1,768	\$1,794	\$1,775	\$1,876	\$1,985	\$1,979	\$2,889
Overall	\$1,775	\$1,452	\$1,499	\$1,569	\$1,600	\$1,579	\$1,639	\$1,696	\$1,714	\$2,277

TABLE 13. ANNUAL MAXIMUM AND MINIMUM OOG AWARD AMOUNTS BY SECTOR FROM 2009-10 TO 2018-19.

	2009-10**	2010-11	2011-12	2012-13*	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19
Community college maximum award	\$2,600	\$1,800	\$1,800	\$1,950	\$2,000	\$2,000	\$2,100	\$2,250	\$2,250	\$2,600
Public 4-year university maximum award	\$2,675	\$1,950	\$1,950	\$1,950	\$2,000	\$2,000	\$2,100	\$2,250	\$2,250	\$3,200
Independent private non-profit institutions average maximum award	\$2,675	\$1,950	\$1,950	\$1,950	\$2,000	\$2,000	\$2,100	\$2,250	\$2,250	\$3,200
Minimum award, all sectors	\$400	\$400	\$400	N/A	N/A	N/A	N/A	N/A	N/A	N/A
	**For 2009-10, maximum award = \$3200; maximum calculated award = \$2675 for most students			<i>*flat award amount</i>						2-tiered award amount

APPENDIX B: GLOSSARY OF TERMS

Variable	Definition/Details
Academic Year	Summer term is considered the start of the academic year. For example, for an institution on a semester schedule, 2018-19 includes Summer 2018, Fall 2018 and Spring 2019. For an institution on a quarter schedule, 2018-19 includes Summer 2018, Fall 2018, Winter 2019 and Spring 2019.
Age	Age is calculated as of July 1 at the beginning of each academic year.
All Students	Annual enrollment of students who were undergraduates, residents of Oregon and were not enrolled in high school during the academic year.
Associate (Assoc. with or without certs/OTM)	Refers to the completion of an associate degree even if other certificates or Oregon Transfer Module (OTM) are completed.
Bachelor's	For public universities, refers to the completion of a bachelor's degree, regardless of lesser degree completion.
Certificate or OTM (no Assoc.)	Refers to community college award for a one- or two-year certificate or the completion of the 30-credit Oregon Transfer Module (OTM) without completing an associate degree.
Completion Rate (Any award or transfer) for the 2013-14 cohort at community colleges and 2012-13 cohort at public universities	Public university completion rates show the percentage of first-time, full-time freshmen in the fall 2012 cohort who earn a bachelor's degree within six years at any of the public universities. Community college completion rates show the percentage of students who earned an associate degree or career certificate or who transferred to any four-year university nationwide, among students who were new to the institution in fall 2013, were not enrolled in dual credit/accelerated learning and earned at least 18 quarter credits over two years or earned an award requiring fewer than 18 credits. This cohort reflects the degree-seeking cohort of the Voluntary Framework of Accountability (VFA) but with four-year outcomes.
Credit load	Students attempting 45+ credits (the minimum needed to complete an associate degree in two years or a bachelor's degree in four years), 1-44 credits and 0 credits annually. High school students enrolled in college courses generally attempt 1-44 credits annually. Metric revised in 2019.
First-generation student	These data include only students who completed a Federal Application for Student Aid (FAFSA) or Oregon Student Aid Application (ORSAA). A 1st-generation student is a student who reported that no parents completed education beyond high school or its equivalent. If one parent in a two-parent household has completed a certificate, associate degree or bachelor's degree, that student is not considered a first-generation college student.
Gender	Gender is self-reported and currently only allows for binary choice of male or female.
Graduate	For public universities, refers to the completion of a master's or doctoral degree, regardless of lesser degree completion.
Non-recipient (resident) students	Annual enrollment of students who were undergraduate, resident students only, who were not enrolled in high school during the academic year and did NOT receive an OOG award during that academic year.

OOG recipients	Students who were undergraduate, resident students, who were not enrolled in high school during the academic year and received an OOG award during the academic year.
Pell	Students who received a federal Pell Grant during the academic year.
Race	Race is self-reported.
Retention Rate - 2016-17 cohort Fall to Fall	For public university students, retention rate shows the percentage of first-time, full-time freshmen in fall 2016 who enrolled in fall 2017. For community college students, retention rate shows the percentage of new, credential-seeking students in fall 2016 who were enrolled in fall 2017. This includes students who were new to the institution in summer or fall 2016, not enrolled in dual-credit courses after the spring of 2016 (a proxy for high school graduates) and earned at least 18 quarter credits or earned an award requiring fewer than 18 credits by the end of two years (the VFA degree-seeking cohort). For independent private non-profit institutions, this is the first year to second year, fall-to-fall retention; count of degree/credential-seeking students enrolled in the fall of the prior year that are still enrolled in the fall of the following year.

Filter	Definition/Details
Enrollment, Annual	The headcount includes unduplicated state-wide count of all students with an enrollment record at any public university or college in the corresponding academic year. Students may be counted twice if attending multiple colleges or universities during the same term or academic year.
Enrollment, Fall	For private universities, this is the unduplicated count of degree/credential-seeking undergraduate students that are enrolled at least half-time (i.e., 6 credit hours) in fall term of the corresponding academic year. Students may be counted twice if attending multiple colleges or universities during the same term or academic year.
Residency/ "from Oregon"	Refers to Oregon residency as determined at public universities. "S level" (see below) designated as "R" refers to Oregon resident students and excludes international or non-resident students. For community college tuition purposes, a student is considered a resident after 90 days in Oregon; a residency flag can change from term to term. Due to the very small number of international students whose status for tuition may not change due to establishing Oregon residency, traditionally community colleges do not disaggregate data based on residency. At private universities, "from Oregon" means the zip code of first permanent address/address on record (i.e., not a residential dorm) is an Oregon zip code.
S level	For public universities, refers to the level of student as determined at admission (undergraduate, graduate, transfer, etc.).

APPENDIX C: DATA NOTES AND RETENTION RATES FOR INDEPENDENT PRIVATE NON-PROFIT INSTITUTIONS

The following notes are in reference to the data submitted by the independent private non-profit institutions for this report. The independent private non-profit institutions were engaged and willing partners in the data collection and submission process. We acknowledge that this year’s data collection process was used as a pilot or “stepping stone” to inform future methodical, careful collaborative projects and the annual OOG legislative report. Some institutions did not have student data accessible for particular years and these have discrepancies have been noted below.

School Name	Years Data is Impacted	Notes
George Fox University	2009-10	No data. School does not have bulk data for this year, as this was the year their current Enterprise Resource Planning software was implemented.
Multnomah University	2009-10 to 2017-18	No data. School did not participate with OOG until 2018-19
National University of Natural Medicine	2009-10 to 2015-16	No data. School did not participate with OOG until 2016-17.
	2016-17 to 2018-19	Only transfer student reported since institution does not have first-time degree seeking students. They offer degree completion programs, so all OOG students are transfers.
Pacific Northwest College of Art	2009-10 to 2016-17	Incomplete data. School did not have the capacity to submit the non-OOG data fields for 2009-10 to 2016-17.
University of Western States	2009-10 to 2018-19	No retention or transfer data. OOG students were in a one-year program that did not accept transfer students. Since program was only one-year, retention is not applicable.
	2018-19	No data. The school’s one-year certificate program discontinued at the end of 2017-18, so the school no longer participates in OOG.

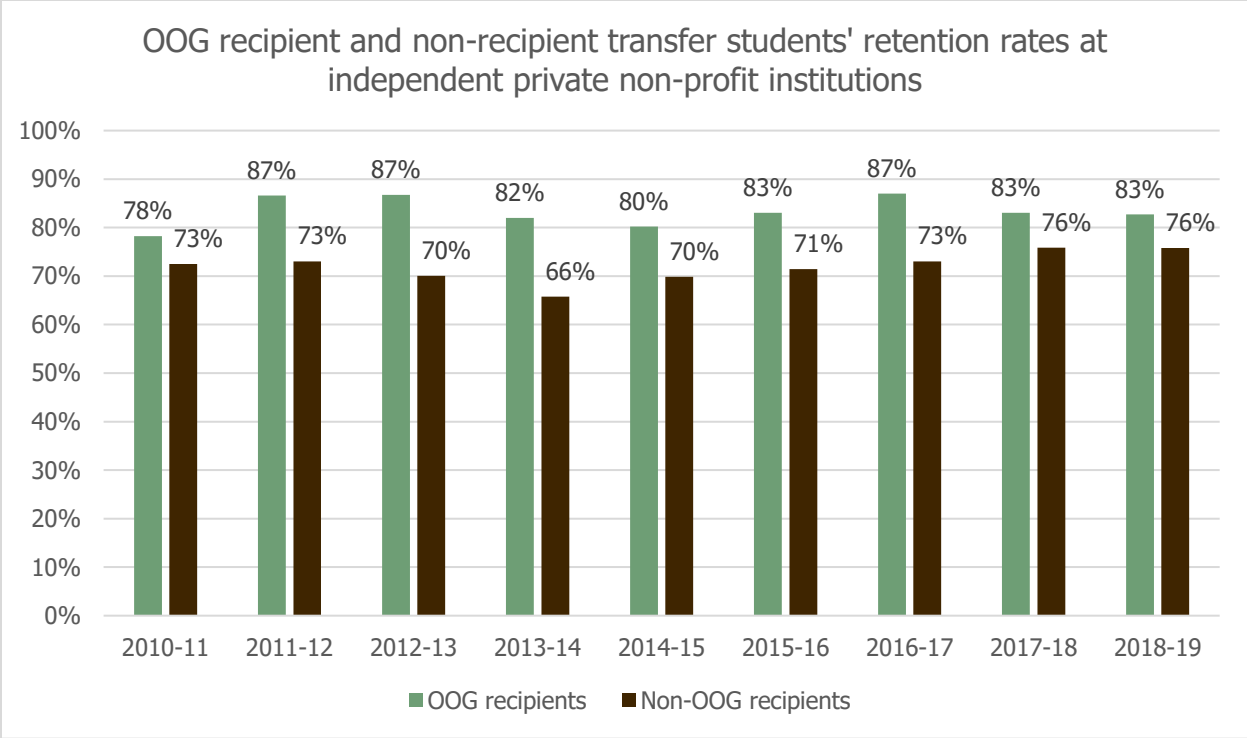


FIGURE 11. ANNUAL TRANSFER STUDENT RETENTION RATES AT INDEPENDENT PRIVATE NON-PROFIT INSTITUTIONS FROM 2010-11 TO 2018-19.

APPENDIX D: DEMOGRAPHIC DATA FOR PUBLIC INSTITUTIONS

TABLE 14. RACE AND ETHNICITY DATA FOR OREGON COMMUNITY COLLEGES' RESIDENT STUDENTS (2009-10, 2015-16, 2017-18).

COMMUNITY COLLEGES, Race/Ethnicity						
Race	2009-2010		2015-16		2017-18	
	OOG Recipients	Non-recipients	OOG Recipients	Non-recipients	OOG Recipients	Non-recipients
Asian American	3.88%	3.19%	5.61%	3.46%	4.86%	3.46%
Black/African American	4.98%	2.08%	4.69%	2.12%	4.26%	2.03%
Hispanic/Latinx	8.99%	8.70%	16.08%	11.33%	19.91%	12.05%
International students/ nonresident aliens	0.06%	0.53%	0.10%	1.21%	0.14%	1.05%
Native American/ Alaskan Native	2.40%	1.45%	1.74%	1.18%	1.71%	1.09%
Native Hawaiian/ Pacific Islander	0.32%	0.29%	0.45%	0.39%	0.63%	0.41%
White	71.04%	59.42%	61.99%	55.98%	58.00%	54.21%
Two or more	1.85%	1.12%	5.47%	2.79%	6.21%	3.10%
Unknown	6.48%	23.24%	3.88%	21.54%	4.28%	22.60%

Source: Analysis of HECC student data.

TABLE 15. GENDER, AGE AND ADDITIONAL DEMOGRAPHIC DATA FOR OREGON COMMUNITY COLLEGES' RESIDENT STUDENTS (2009-10, 2015-16, 2017-18).

COMMUNITY COLLEGES, Additional Demographics							
		2009-2010		2015-16		2017-18	
		OOG Recipients	Non-recipients	OOG Recipients	Non-recipients	OOG Recipients	Non-recipients
Gender	Female	61.55%	50.79%	61.43%	50.61%	60.46%	50.15%
	Male	38.05%	45.15%	37.97%	44.51%	38.46%	44.02%
	Unknown	0.39%	4.06%	0.60%	4.87%	1.08%	5.84%
Age	<18	2.47%	7.22%	3.17%	5.35%	4.41%	5.96%
	18-24	39.46%	26.71%	47.81%	29.57%	54.47%	30.28%
	25+	58.05%	64.58%	49.01%	63.97%	41.12%	62.47%
	Unknown	0.02%	1.49%	0.01%	1.11%	0.00%	1.29%
Rural/ Urban	Rural	19.94%	18.02%	14.25%	17.94%	16.51%	18.52%
	Urban	76.30%	72.73%	76.96%	68.60%	74.10%	68.35%
	Unknown	3.77%	9.25%	8.80%	13.46%	9.39%	13.12%
First-Gen Students	First-Gen	43.15%	15.11%	44.33%	15.69%	42.11%	14.25%
	Not First-Gen	39.88%	79.86%	38.41%	79.19%	40.46%	81.21%
	Unknown	16.97%	5.03%	17.26%	5.12%	17.43%	4.55%

Source: Analysis of HECC student data.

TABLE 16. RACE AND ETHNICITY DATA FOR OREGON PUBLIC UNIVERSITIES' RESIDENT STUDENTS (2009-10, 2015-16, 2017-18).

PUBLIC UNIVERSITIES, Race/Ethnicity						
	2009-10		2015-16		2017-18	
Race	OOG Recipients	Non-recipients	OOG Recipients	Non-recipients	OOG Recipients	Non-recipients
Asian American	7.59%	6.27%	8.39%	6.06%	8.73%	6.52%
Black/African American	3.31%	1.71%	2.85%	1.81%	3.32%	1.82%
Hispanic/Latinx	7.86%	4.68%	14.75%	8.22%	18.41%	9.50%
International students/ nonresident aliens	0.01%	0.01%	0.02%	0.32%	0.43%	0.40%
Native American/ Alaskan Native	2.22%	1.38%	1.53%	1.07%	1.41%	1.02%
Native Hawaiian/ Pacific Islander	0.62%	0.63%	0.36%	0.51%	0.40%	0.47%
White	68.89%	74.91%	61.67%	71.93%	56.87%	70.24%
Two or more	0.00%	0.00%	6.43%	5.43%	7.21%	6.17%
Unknown	9.51%	10.43%	4.01%	4.97%	3.65%	4.25%

Source: Analysis of HECC student data.

TABLE 17. GENDER, AGE AND ADDITIONAL DEMOGRAPHIC DATA FOR OREGON PUBLIC UNIVERSITIES' RESIDENT STUDENTS (2009-10, 2015-16, 2017-18).

PUBLIC UNIVERSITIES, Additional Demographics							
		2009-10		2015-16		2017-18	
		OOG Recipients	Non-recipients	OOG Recipients	Non-recipients	OOG Recipients	Non-recipients
Gender	Female	54.79%	52.14%	57.52%	51.08%	56.48%	51.59%
	Male	44.98%	47.58%	41.88%	48.01%	43.00%	47.60%
	Unknown	0.23%	0.28%	0.60%	0.91%	0.51%	0.81%
Age	<18	2.17%	3.60%	2.96%	3.48%	2.72%	2.99%
	18-24	57.41%	69.17%	63.36%	65.58%	64.00%	68.76%
	25+	40.41%	27.14%	33.68%	30.93%	33.28%	28.24%
	Unknown	0.01%	0.09%	0.00%	0.01%	0.00%	0.01%
Rural/urban	Rural	19.10%	13.78%	15.68%	12.24%	15.50%	12.15%
	Urban	80.85%	86.18%	84.32%	87.74%	84.49%	87.84%
	Unknown	0.05%	0.04%	0.01%	0.03%	0.01%	0.01%
First-Generation students	First-Gen	39.24%	20.63%	40.58%	21.37%	39.86%	19.89%
	Not First-Gen	51.05%	49.13%	47.59%	57.02%	47.24%	57.19%
	Unknown	9.71%	30.24%	11.83%	21.61%	12.90%	22.92%

Source: Analysis of HECC student data.

TABLE 18. RACE AND ETHNICITY DATA FOR INDEPENDENT PRIVATE NON-PROFIT INSTITUTIONS' RESIDENT STUDENTS (2009-10, 2015-16, 2017-18).

INDEPENDENT PRIVATE NON-PROFIT INSTITUTIONS, Race/Ethnicity						
	2009-2010		2015-16		2017-18	
Race	OOG Recipients	Non-OOG students	OOG Recipients	Non-OOG students	OOG Recipients	Non-OOG students
Asian American	6%	5%	6%	5%	7%	6%
Black/African American	4%	2%	5%	3%	5%	3%
Hispanic/Latinx	9%	5%	18%	7%	24%	8%
International students/ nonresident aliens²²	0%	1%	0%	1%	0%	1%
Native American/ Alaskan Native	2%	1%	2%	1%	2%	1%
Native Hawaiian/ Pacific Islander	1%	0%	1%	1%	1%	1%
White	67%	75%	59%	72%	50%	69%
Two or more	2%	2%	7%	6%	8%	7%
Unknown	10%	9%	5%	5%	5%	5%

Source: Analysis of independent private non-profit institutions' data

²² For independent private non-profit institutions, this data classification only includes non-resident alien students (no international students).

TABLE 19. GENDER AND AGE DEMOGRAPHIC DATA FOR INDEPENDENT PRIVATE NON-PROFIT INSTITUTIONS' RESIDENT STUDENTS (2009-10, 2015-16, 2017-18).

INDEPENDENT PRIVATE NON-PROFIT INSTITUTIONS, Additional Demographics²³						
	2009-2010		2015-16		2017-18	
	OOG Recipients	Non-OOG students	OOG Recipients	Non-OOG students	OOG Recipients	Non-OOG students
Gender						
Female	66%	61%	66%	60%	68%	63%
Male	34%	38%	34%	40%	32%	37%
Unknown	0%	0%	0%	0%	0%	0%
Age						
<18	2%	2%	2%	3%	1%	3%
18-24	66%	76%	74%	76%	74%	79%
25+	32%	22%	24%	21%	24%	18%
Unknown	0%	0%	0%	0%	0%	0%

Source: Analysis of independent private non-profit institutions' data

²³Data on rural/urban status and first-generation student status were not available for independent private non-profit institutions.

APPENDIX E: OOG RECIPIENTS & NON-RECIPIENTS: GENDER THROUGH TIME

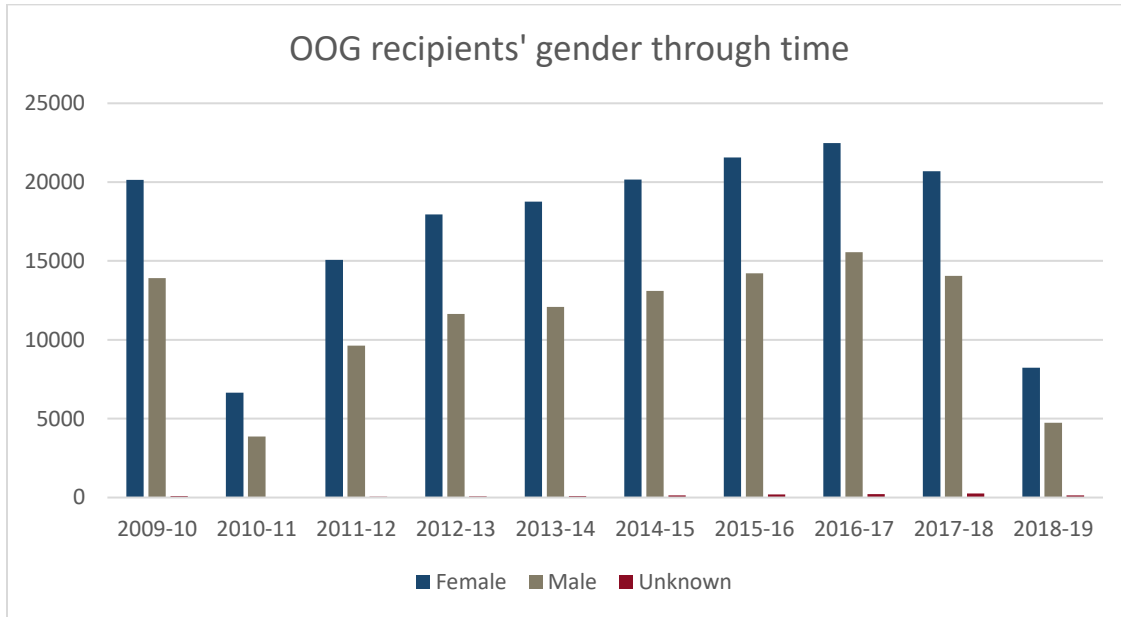


FIGURE 12. NUMBER OF OOG RECIPIENTS WHO IDENTIFIED AS MALE OR FEMALE THROUGH TIME.

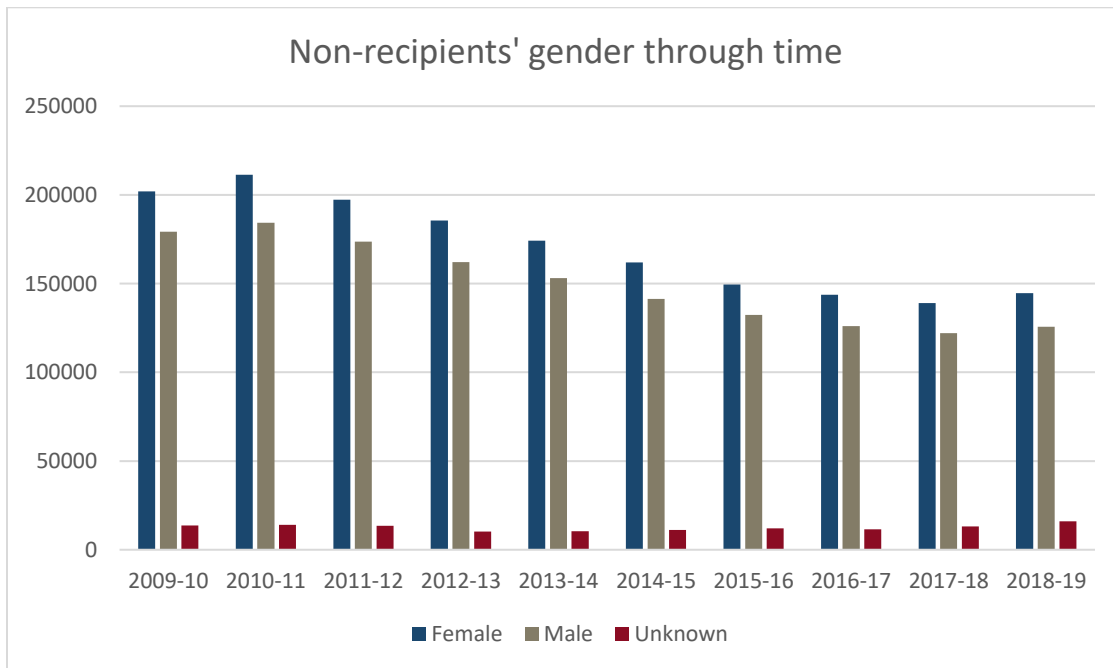


FIGURE 13. NUMBER OF NON-RECIPIENTS WHO IDENTIFIED AS MALE OR FEMALE THROUGH TIME.

APPENDIX F: OOG RECIPIENTS & NON-RECIPIENTS: AGE THROUGH TIME

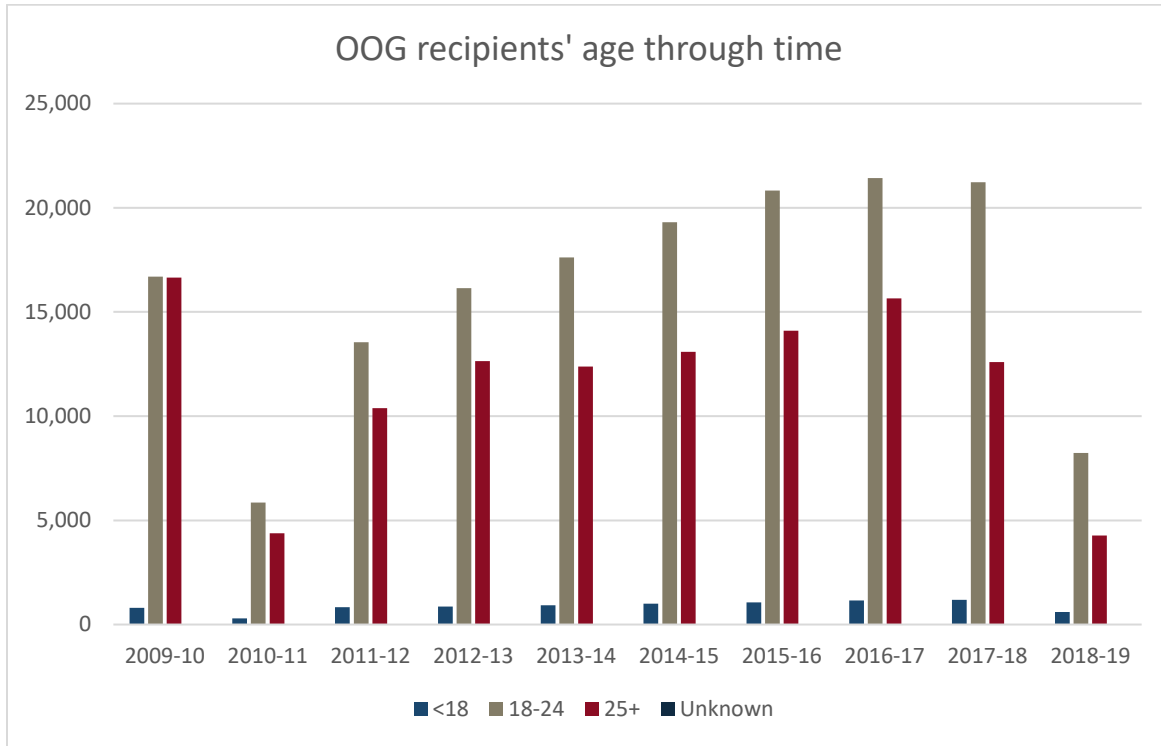


FIGURE 14. NUMBER OF OOG RECIPIENTS PER AGE RANGE THROUGH TIME.

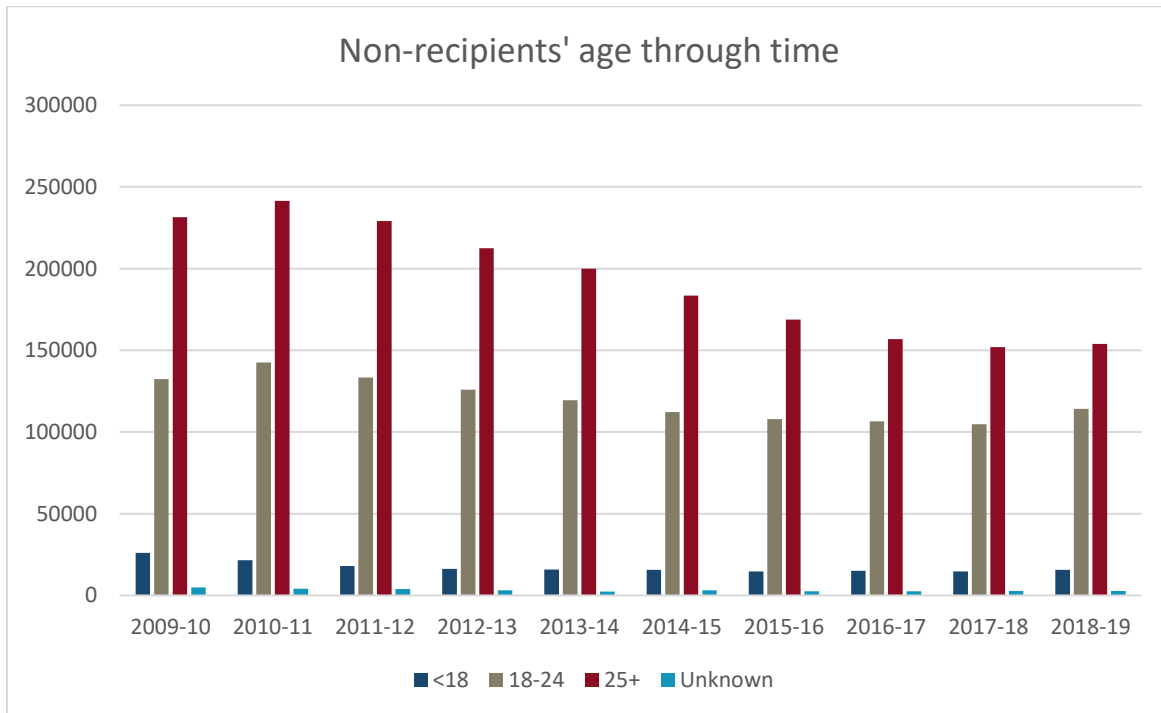


FIGURE 15. NUMBER OF NON-RECIPIENTS PER AGE RANGE THROUGH TIME.

APPENDIX G: OOG RECIPIENTS & NON-RECIPIENTS: FIRST-GENERATION STATUS

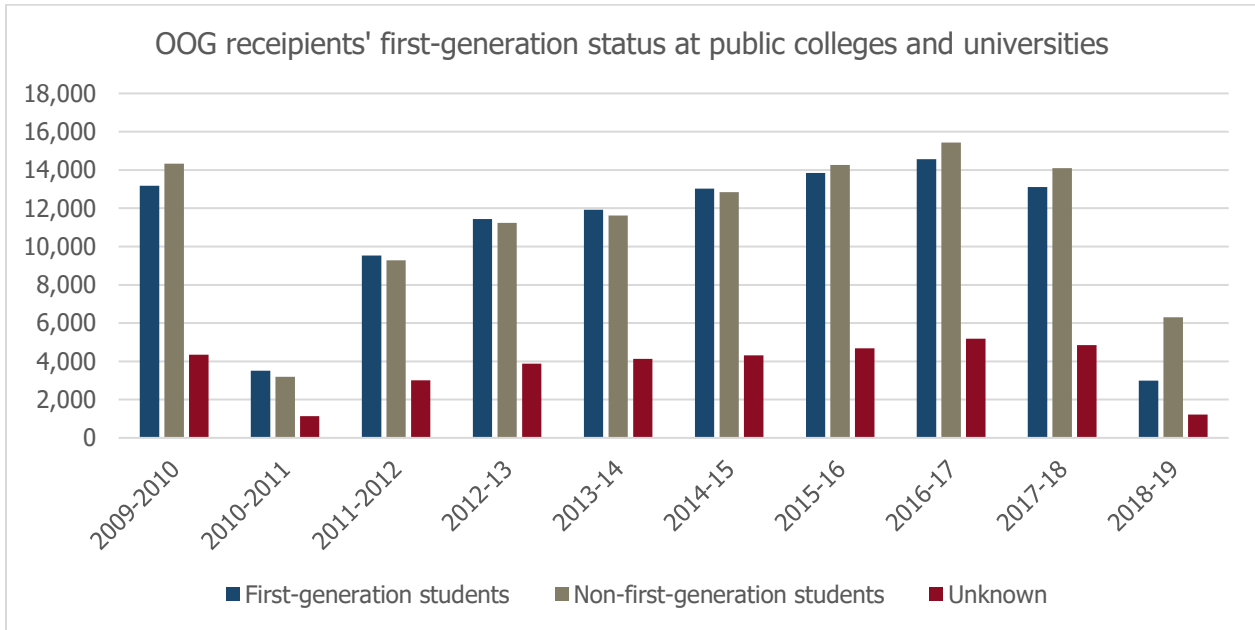


FIGURE 16. NUMBER OF OOG RECIPIENTS BASED ON FIRST-GENERATION STUDENT STATUS THROUGH TIME.²⁴

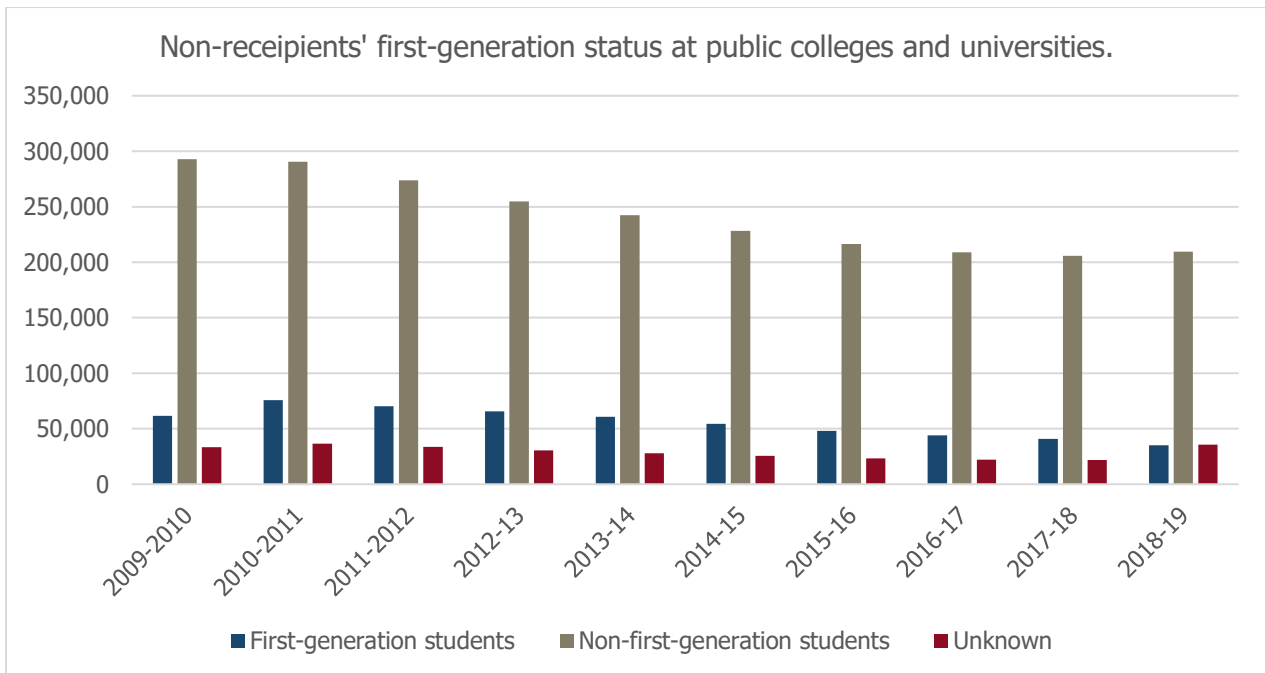


FIGURE 17. NUMBER OF NON-RECIPIENTS BASED ON FIRST-GENERATION STUDENT STATUS THROUGH TIME.

²⁴ Data not available for private non-profit colleges. Public university data unavailable for 2018-19.

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