

The Ohio Board of Regents
Unit-Record Tuition and Financial Aid Data Collection Consultation
December 18, 2007
Meeting Minutes

I. Welcome and Introductions

In attendance:

Diane Maffei, University of Akron
Doug McNutt, University of Akron
Sabrina Andrews, University of Akron
Greg Guzman, Bowling Green State University
Steve Minnich, Central State University
Veronica Leech, Central State University
Jennifer Cutter, Cincinnati State Technical and Community College
Dawn Smith, Cincinnati State Technical and Community College
Jeff Chen, Cleveland State University
Dave Metz, Columbus State Community College
Denise Zelko, Kent State University
Mark Evans, Kent State University
Marge Rozmarynowycz, Lorain Community College
Chuck Kneple, Miami University
Denise Krallman, Miami University
Jerry Wade, Ohio State University
Julia Benz, Ohio State University
Mike Williford, Ohio University
Soni Williams, Ohio University
Betsy Johnson, Owens State Community College
Nikki Montgomery, Shawnee State University
Stephen Midkiff, Shawnee State University
Amy Baker, Stark State Technical College
Dana Pawlowicz, University of Cincinnati
Ken Wolterman, University of Cincinnati
Carolyn Baumgartner, University of Toledo
Charles Clark University of Toledo
Barbara Bullock, Wright State University
Jennifer Pennick, Wright State University
Beth Maurice, Sinclair Community College
Sandy Meadows, Sinclair Community College

Darrell Glenn, Ohio Board of Regents
Stephanie McCann, Ohio Board of Regents
Jay Johnson, Ohio Board of Regents
Katie Hensel, Ohio Board of Regents
Bill Wagner, Ohio Board of Regents
Andy Lechler, Ohio Board of Regents
LeAnn Unverzagt, Ohio Board of Regents
Jimmy Wermuth, Ohio Board of Regents
Vonetta Woods, Ohio Board of Regents

II. Description of past tuition and financial aid data collections and reporting

A. Undergraduate Tuition and Financial Aid Grant survey

- Several years ago, there was a perception that institutions were moving towards merit based aid and that need based aid was being shortchanged as a result.
- In response to Governor Taft's questions and inquiries on this topic, the Ohio Board of Regents (Regents) began collecting the Undergraduate Tuition and Financial Aid Grant survey.
 - The survey was designed to answer the questions about the sources and types of financial aid. The survey data showed that most grant dollars came from need-based programs and even more was awarded to needy students. These percentages have been stable over time.

B. Pilot project on unit-record financial aid data (equivalent to survey data)

- When the Tuition and Financial Aid Grant survey was developed, schools were given an option to report unit-record level financial aid data as an alternative to completing the survey.
- Seven schools participated in the pilot data collection. The participating institutions include:
 1. The University of Akron
 2. Bowling Green State University
 3. The University of Cincinnati
 4. Miami University
 5. The Ohio State University
 6. Owens State Community College
 7. Sinclair Community College
- In response to heightened interest in higher education affordability issues, there now is a need to collect unit record level financial aid data from all public institutions of higher education.
- Darrell Glenn shared the letter that Chancellor Fingerhut wrote to institutional presidents and association heads expressing the need for unit record level financial aid data.
- One institution that participated in the pilot formed a small group to report the data. It was a collaborative effort. To maintain data integrity, staff performed cross year data comparisons to check for anomalies. While reporting, the distinction between need based and merit based was an issue of concern. Specifically, how to report it because merit based aid is sometimes given to meet the need of students. Overall, it was not too problematic to report the data. Tuition and Fees data came from the financial side.
- Another participating institution noted that it took a while to sum the data because many various components were compiled to report the pilot data. Information was pulled from various sources and multiple calculations were performed before reporting the final figures.

III. New questions and information demands

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A. Strategic Plan indicators

- Affordability is a big focus for people interested in higher education.
- When reviewing past performance reports, reporters would mainly focus on college pricing. Unfortunately, the focus was on sticker price tuition, because detailed information on net prices was not available.
- The Regents want to do a better job of assessing the affordability of college and to do this, unit record level data on students is needed.
- Two of the Master Plan's affordability measures of success are significant to financial aid:
 - (9.) The percent of students whose net attendance cost is equal to or less than their Expected Family Contribution (EFC).
 - (10.) The percent of students with a zero Expected Family Contribution whose net attendance cost is zero.
- College costs actually go beyond just basic tuition and fees, but we are not sure which costs will be considered in the affordability measures.
- If unit record level data is collected, a much better job can be done of assessing the net prices of higher education to students and how to meet their needs.
- The following concerns were raised by a consultation representative:
 - It is necessary to negotiate measures that are applicable to the field.
 - EFC alone is not used to determine a student's financial aid package.
 - Per representatives in the field of financial aid, the two affordability measures of success are fallible.
 - Need to be careful of what measures of success are used. Want to ensure that an accurate picture is given. Want to ensure that the data accurately represents the story being told.
- $[\text{Cost of Attendance (COA)}] - [\text{Expected Family Contribution (EFC)}] = \text{Financial Aid}$ is a problematic equation.
- Darrell Glenn shared that the Regents are open to discussion to learn of better measurements.
- It was asked what the group who created affordability measures 9 and 10 of the Master Plan expect from institutions at the end of the day.
 - Darrell Glenn answered that institutions will need to collect and report data to the Regents that will enable them to calculate those measures and also develop outcome measures that are similar to them.
- Darrell Glenn shared that there are increasing questions concerning the revenue consequences of various types of student recruiting efforts.
- Institutions do different type of recruiting for students. It would be useful to know the net revenue for recruiting such students, international students, out of state students for certain fields of study, etc.
- It will also be necessary to assess the impact of new financial aid and scholarship programs such as Choose Ohio First.
- It was asked what financial consequences institutions will bear because of affordability measures 9 and 10. Specifically, how will funding be affected?
 - Darrell Glenn answered that he has not yet heard anything detailing how institution's funding will be affected, if at all.
- A consultation representative presented the following example. There are a huge number of students who have an Expected Family Contribution of 4, 000 or 4,200 (household income of about \$50, 000) that are ineligible for PELL grants and OCOG. These students basically do not get any types of grants. These students are a needy

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population too and need to be looked at because they have to come up with their Expected Family Contribution along with their loans to cover other expenses. As a result, they have to pay more out of pocket than the needy population because they do not get grants.

- A consultation representative noted that low income students are going to school for free while middle income students are missing out. It is important to look at the middle income students and help them because that would also increase college enrollment. Middle income students do not receive the benefits of certain grants and scholarships which makes attending college unaffordable to them. Need to look at how to help them too, not just low income. Seem to always focus on low income students.
- Darrell Glenn noted that the future unit record level financial aid data collected would enable the Regents to look at outcomes for students from various income ranges.
- In the pilot data collection, the Regents evaluated various bands of EFC and other factors contributing to costs.
- It was asked if the Regents will form a consortium of financial aid Subject Matter Experts to review the newly collected data so that more than trend analysis can be done and allow the community constant communication with the Regents to ensure that the best public policy is enforced and not political agendas. Also, people removed from the Regents can contribute and give impartial input to uphold public policy.
- Darrell Glenn shared that consultations will occur with institutions after data is collected. The Regents will need help with data review and can possibly bring people together to review the data and get the best answers and analysis of the data. Issues may arise with the data collection so the new data collection will take a collaborative effort.
- It was asked what types of students are of interest for the new data collection. The student population of interest will greatly impact what type of data will be reported and how it should be reported. What is the scope of this new data collection?

B. Assessment of new financial aid programs

- Maybe incentives can be directed to institutional programs meeting the needs of certain students. For example if an institution has strong recruiting of students 25 or older, provide extra incentives to support such efforts.

IV. Examples of what we have done with unit-record pilot project data

A. Estimates of total system-wide unmet need & Distributions of net price (tuition minus grants)

- Darrell Glenn shared sample charts using data collected from the pilot. The charts showed distribution of net tuition and price of attendance. For areas where there was no data or incomplete data, educated guesses were used.
- A consultation representative noted that the some of the charts only contained data on students who filled out the FAFSA so it is missing a number of students who did not complete the FAFSA. The data available may not be the data needed to

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determine how to allow greater access to higher education. However, it is currently unknown how to get the data. The data involves moving targets.

- Darrell Glenn noted that the pilot data are low end numbers and estimates. Approximately 44% of enrolled students did not complete the FAFSA so there is a large chunk of students that are not included, especially those not enrolled. Also, part time students with the perceived thought that there is not enough aid may not have completed the FAFSA.
- It was asked were there any glaring observations from the pilot data collection.
 - Darrell Glenn observed that for the two year campuses, there was a bimodal distribution of net tuition (half of full time students were paying full tuition, other half received grants to cover or exceed tuition costs).
 - A consultation representative noted that the performance measures are EFC based so the bimodal may be due to the inclusion of those students who did not complete the FAFSA and who pay full tuition because they did not apply for aid. It was recommended to perform a separate cost comparison only including those students who completed the FAFSA.
 - For the four year campuses, the average net tuition paid by students with an EFC of zero was zero but upon second look at the distribution, it was masking a lot of variation.
 - Darrell Glenn observed that the sticker price does not tell much.
- Darrell Glenn noted that the common assumption is that students who do not complete the FAFSA do not have an unmet need.

V. Current unit-record pilot data

A. Scope: undergraduates only, optional loan data, optional 3rd party grant/reimbursement data, records submitted only for financial aid recipients

- A consultation representative thinks the question is what the students actually pay not the published tuition fees and charges.
- It was asked what will be done with the data once it is collected, no matter how easy or difficult it is to collect.
- A consultation representative asked if the Regents have any authority to get IRS data on students.
 - Darrell Glenn answered that it has been discussed but does not know how the data may be collected. He does not know if the Regents can get the legal standing to collect such information. It may be a bit of a stretch to get the IRS data on students, especially those not voluntarily giving up information in the beginning by completing the FAFSA.
- The third party option was included as a funding source because some pilot schools said that it was not problematic to submit.

B. File structure and layout

- Header Record's purpose was to collect gross tuition data.
- Detail Record allowed multiple submissions for one student. For example, if students received two types of financial aid for three terms, they would have a total

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of six records. If they received only one type of financial aid for three terms, they would have a total of three records.

- A consultation representative noted that the file definitions provided are condensed; they are not the complete notes. The representative indicated that the pilot group worked out many issues in an effort to have consistent reporting amongst the pilot group.
 - A consultation representative requested that the full data definitions used for the pilot be sent to all of the consultation representatives for review.
- It was asked if the Regents could collect detailed data instead of grouping it. Collect various data fields.
- Darrell Glenn noted that it might be more straightforward to have a financial aid file and a separate tuition, fees, and other charges file.
- It was asked if the file can be revised to reduce duplicate data reporting. For example, instead of reporting tuition and fees for three terms, report it for the entire year?
- It was asked for which students should information be reported because some of the data requested is already reported in other HEI files so reporting it again is redundant.
- A consultation representative suggested that since the Student Enrollment (SN) file needs to be modified due to changes in the race category, modify it to include tuition data as well. This will allow data collection on all students (undergraduate, graduate, professional, etc) instead of just some. Also, why create a whole new file when files collecting much of the same information are already being collected?
- Darrell Glenn noted that if the SN file is used to collect tuition and fees data, details on specific charges cannot be collected.
- Darrell noted that the SN is a term based file so data would have to be reported each term and asked if it is easier to collect annual data or term data.
 - A consultation representative said that tuition is per term and disbursed per term so reporting it per term is not a problem. The Regents could annualize it.
- If financial aid data added to the SN file, would not have to submit the Header Record File.
- A recommendation was made to add more detail to the Detail Record besides grant and loan. Include scholarships too.
 - Darrell noted that third-party scholarships may be difficult for institutions to report because there are many different arrangements involved with scholarships that occur outside of the realm of the financial aid office. If we underestimate aid received, we overestimate the problem of affordability.
- Recommended to review the data fields individually and discuss issues.

VI. Discussion of issues involved in providing unit-record data

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- A consultation representative raised questions about loan data. Should it include parent loans as student financial aid or exclude it (some schools include it while others do not). The representative requested that the Regents be clear about what data they want reported because institutions will report different data due to varying interpretations. To use the data properly, clearly define the parameters and ensure that all of the institutions are on the same page. Consistent guidelines and definitions are necessary.
- A Consultation representative seconded the suggestion of forming a standing consultation or consortium to help review and analyze the data collected.
- Darrell Glenn has an ongoing interest in learning about the complexities involved in collecting this data.
- Andy Lechler asked if it would be better to collect tuition data separately.
 - A consultation representative noted that it would be easier for financial offices, not financial aid, to report tuition data. Also, the definition of tuition and fees needs clarified. This is necessary because tuition and fees can be calculated many different ways.
- A consultation representative recommends deducing data from current collections, i.e. tuition survey of charges and financial data submissions and seeing what decisions can be made from there. Why create new data collection if most of the data is already available?
- There has been discussion about flexible and variable tuition, i.e. tuition differences for students enrolled in Saturday classes. The current forms of data collection do not allow evaluation of that information.
 - Institutions currently charge variable tuition rates. They charge different tuition for branch campuses as well as for certain programs. For example, students attending branch campuses pay less than those attending the main campus and accelerated MBA tuition differs from the traditional MBA program's tuition.
- It was asked how to report financial aid for Senate Bill 140 involving PSEOP (Post Secondary Enrollment Options Program) students.
 - It was noted that these students should not be considered undergraduate students, so they should not be reported in tuition data.
 - A consultation representative noted that if tuition data is collected in the current HEI file submissions, PSEOP students can easily be eliminated because their rank is reported.
- A consultation representative commented that a November due date is a good time to report the data. It is quite difficult to automate the financial aid unit record level data collection because the information comes from various areas. It was also asked why institutions have to report state grants that are distributed by the Regents since the Regents already has the information. Also, please do not change the data collection points yearly because it is a complex and time consuming report to run. The sooner this collection is standardized the better.
- Some consultation representative noted that their institutions are going through major system conversions and asked if there is some leniency in reporting data due

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to system conversions. Maybe allow aggregate data collection until system conversion complete.

- Darrell Glenn noted this point for Regents consideration.
- Discussion occurred about how many files to collect. Possible options include:
 1. Have a file with tuition and surcharge data.
 2. Focus on tuition and general fees and have one number representative of what the student actually pays and add this to the SN file.
- A consultation representative requested a copy of the parameters the pilot group used for data reporting so that everyone is on the same page. The representative also seconded the request for leniency in data reporting since many institutions are going through system conversions. If the Regents could allow leniency it would be more than beneficial and would provide a better source of data. For example, allow a year lag in data reporting. Institutions want to provide accurate data not just figures pulled from sources with the inability to validate.
- A consultation representative asked about Extensible Markup Language (XML) data submissions.
 - Stephanie McCann shared that the Regents are looking at XML technology for file submissions. A future possibility is that institutions may have the option to submit data the traditional way via ASCII text files or use XML.
- It was asked if tuition and fees should include room and board, as well as other fees since that is what the public sees as tuition and fees. Public view is inclusive not exclusive. If we are reporting the information we need to align the public expectations with the Regents expectations.
 - Darrell Glenn noted that room and board, and books should not be included in the tuition and fee data because the Regents can not control such fees.
- A consultation representative noted that if interested in collecting the real cost for students, all costs including room and board, and special fees should be examined. Otherwise, why not use the data already collected. If going to collect data on student fees, collect data on all student fees.
- It was asked if the total fees charged to the student before financial aid should be reviewed.
- A consultation representative asked if it is okay to report what tuition is charged, not what students actually paid because students have leeway in paying tuition.
 - Darrell Glenn noted that institutions should report the tuition charged at the end of the term.
 - The Regents are only interested in what tuition the student is charged, which should correspond to the credits attempted for the term.
- Fairly detailed instructions will need to be provided with the tuition data collection.
- A consultation representative shared that institutions with multiple campuses can not break down certain grants, i.e. Pell Grants, so if a student attended 3 campuses in a single term, the Pell grant would be reported for only one campus.
- A consultation representative asked what questions need answered. Hence, the need of the new data collection. If you do not know what questions you need to answer now, you will have difficulty predicting future data collection.

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- A consultation representative asked for a distribution of the current questions so it can be determined what data is necessary to answer them. Maybe the Regents already have data that can answer the questions without the need to create new data collections. Also look at the data institutions already report to different agencies (IPEDS, independent studies,) to see what is already available that can be shared with the Regents.
- Darrell Glenn noted that many questions are asking what the cost of attending college is and people are looking at the sticker price instead of the actual student cost. For example, a person looks at a school's annual tuition of \$9,000 and does not realize it is only a part of the picture; only some students pay \$9,000, others pay much less, some pay nothing. Current data collection does not provide information on what students are actually paying for college (not what tuition they are charged, but what they are actually paying).
- A consultation representative noted that there are some questions that unit record level data collection will not answer. For example, merit vs. need. Some merit aid covers need. Look at current data available on Ohio's campuses and see how that data can be used to tell a story.
- A consultation representative asked if net tuition questions come up about private institutions.
 - Darrell Glenn answered yes but the Regents do not have much information about private institutions. Private schools perform deep tuition discounting but the Regents do not have the detail.

VII. Potential expansions to scope of data collection (beyond the boundaries of the pilot):

A. Include all students, not just undergraduate financial aid recipients

- Originally affordability discussions mainly focused on undergraduates with the exception of medical students, but now more questions are asked about graduate and professional students as well. For example a question has been asked about the revenue consequences for recruiting various types and levels of students (undergraduate, graduate, professional, in-state, out-of-state, and international).
- There are two options to answer this question:
 1. Take the aggregate financial data files and expand the tuition revenue fields to include aggregates on level. (In prior meetings, institution accounting representatives said it would be taxing on their systems to provide aggregate data.)
 2. Get detailed information on all students on all levels.
- A consultation representative shared the following points:
 1. The graduate world is sort of a quagmire and has different issues than undergraduate. Graduate data collection tried and failed so let's not do it again.

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2. Let's sort out broad based policy information from institution based policy detail as we go down the road of new data collection. The Regents should handle broad based policy and leave the micromanaging to the institutions.
- Darrell Glenn commented that there is a lot of unknown information about graduate data so he is not sure if detail data collection will be beneficial or of use.
 - Darrell Glenn asked about the possible difficulties in collecting graduate data.
 - One consultation representative noted that it would not be difficult to report graduate data.
 - Another consultation representative noted that it would be difficult to report graduate data due to various complexities. For example, an institution receives a million dollar grant and as a result a student receives free tuition. The student's record shows the tuition waiver but not the specific source of the tuition waiver. Another example was provided involving fellowships which may be disbursed from payroll.
 - Many of the consultation representatives noted similar difficulties in reporting graduate data.
 - The consensus of the Consultation representatives is to collect only undergraduate unit record level financial aid data.
 - A consultation representative asked if only undergraduate data is collected, will the Regents come back later and ask to create a new graduate unit record level file submission because they now want graduate data. The representative asked what questions need answered with the data collection. The consultation representative is curious if the questions are similar to those raised which resulted in the collection of the Master's and Professional Student Tuition Award (TA) file. The data reported in the TA file was not very useful so the concern is that the same questions are being asked, just a little differently, and will yield the same results.
 - Darrell Glenn noted that most of the policy questions are about undergraduate tuition and fees.

B. Include loan data

- Darrell Glenn noted that this is important because there are many different types of loans.
- Darrell Glenn thinks that personal decisions help determine what type of loans a student takes out. Some loans are based on need, others for leisure.

C. Include 3rd party tuition reimbursement information if available

- The Regents may want to collect tuition reimbursement data and may be interested to know the source of funds. It is understood that this information may not be available. Further discussion will occur on this matter.
- Financial aid does not collect employer reimbursement.

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VIII. Next steps

- Review fields that are duplicated in the current pilot layout and current HEI file submissions.
- Examine current data collected by the Regents, highlight the deficits, and share the results with the consultation representatives.
- Send the full definitions used in the pilot unit record level collection to all of the consultation representatives.
- Schedule future consultations. (The Regents will examine current technologies, web conferencing, conference calls, etc., so meetings may not have to occur at the Regents office.)

IX. Adjourned