



The Oregon Promise: Report from Year Three

Oregon Presidents' Council Meeting

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The Oregon Promise

Student Eligibility



Recent Oregon high school graduate or GED® test graduate

2.5+ GPA

at HS graduation or 145 on all GED® tests



Oregon resident for at least 12 months prior to college attendance

90

credit limit, completed or attempted, including accelerated learning



Enroll for 6+ credits at an Oregon community college within 6 months of graduation

Apply

File a FAFSA/ORSAA
File an Oregon Promise Application
Contribute a \$50 co-pay each term

Expected family contribution (EFC) may also be used as needed to control program costs

To maintain eligibility, students:

- Remain continuously enrolled for at least 6 credits each term
- File a complete FAFSA/ORSAA application by published deadline
- Have earned fewer than 90 college credits

Oregon Promise has been underway for over two years, with a third cohort in fall 2018

HS graduating
class of
2015-16

Cohort 1
Began college
2016-17

34,678 high
school
graduates

19,223
applicants

10,863 awards
offered

6,971 Oregon
Promise
students

HS graduating
class of
2016-17

Cohort 2
Began college
2017-18

35,380 high
school
graduates

15,840
applicants

8,869
awards offered
(2,172 not awarded
due to EFC limit)

5,674 Oregon
Promise
students

HS graduating
class of
2017-18

Cohort 3
Began college
2018-19

36,257 high
school
graduates

16,028
applicants

10,598 awards
offered

5,943 Oregon
Promise
students

We examine several key questions, including:

Has Oregon Promise had a financial impact?

Has Oregon Promise expanded enrollment?

Has Oregon Promise increased completion?

Has Oregon Promise affected equity?

Key Questions

Has Oregon Promise had a financial impact?

Has Oregon Promise expanded enrollment?

Has Oregon Promise increased completion?

Has Oregon Promise affected equity?

By design, Oregon Promise students who are eligible for federal grants take them

About half of Oregon Promise students had Pell grants

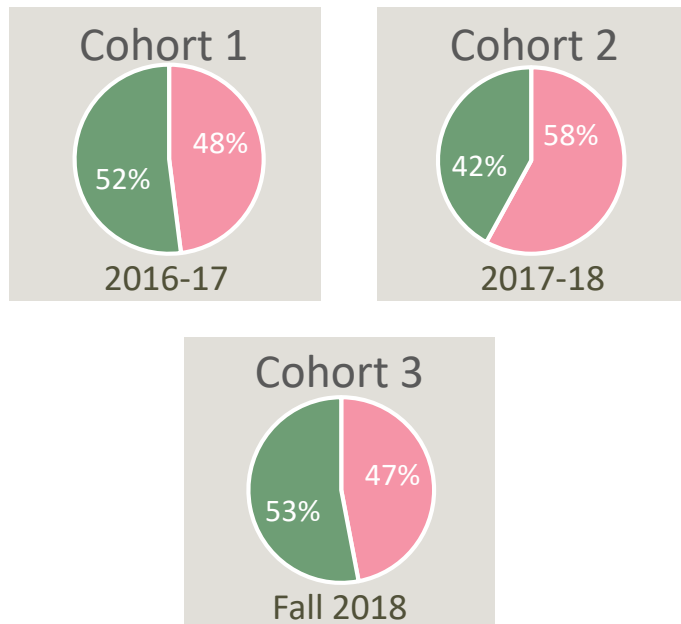
	2016-17	2017-18	Fall 2018
Students	3,346	6,028	6,821
Average grant (mean)	\$4,781	\$4,883	\$5,012
Maximum possible grant	\$5,815	\$5,920	\$6,095
Total dollars	\$16M	\$29M	\$11M

The federal Pell grant

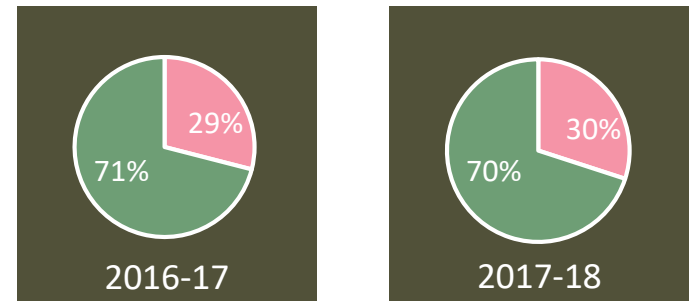
- Primary federal program for student financial aid, with awards ranging from \$613 to \$6,095 (2018-19)
 - Eligibility primarily based on financial need and U.S. citizenship
 - Most grants go to students with family incomes of \$30,000 to \$60,000
 - Students must have expected family contributions (EFCs) below \$5,488
- Oregon Promise students are **4% - 8%** of all Oregon students with Pell grants

As a result, Oregon Promise students are more likely than others to have Pell grants

Oregon Promise students with Pell grants in their first year

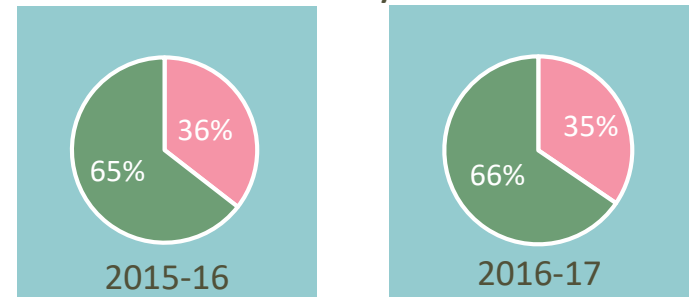


Recent high school graduates with Pell grants in first year Community college students



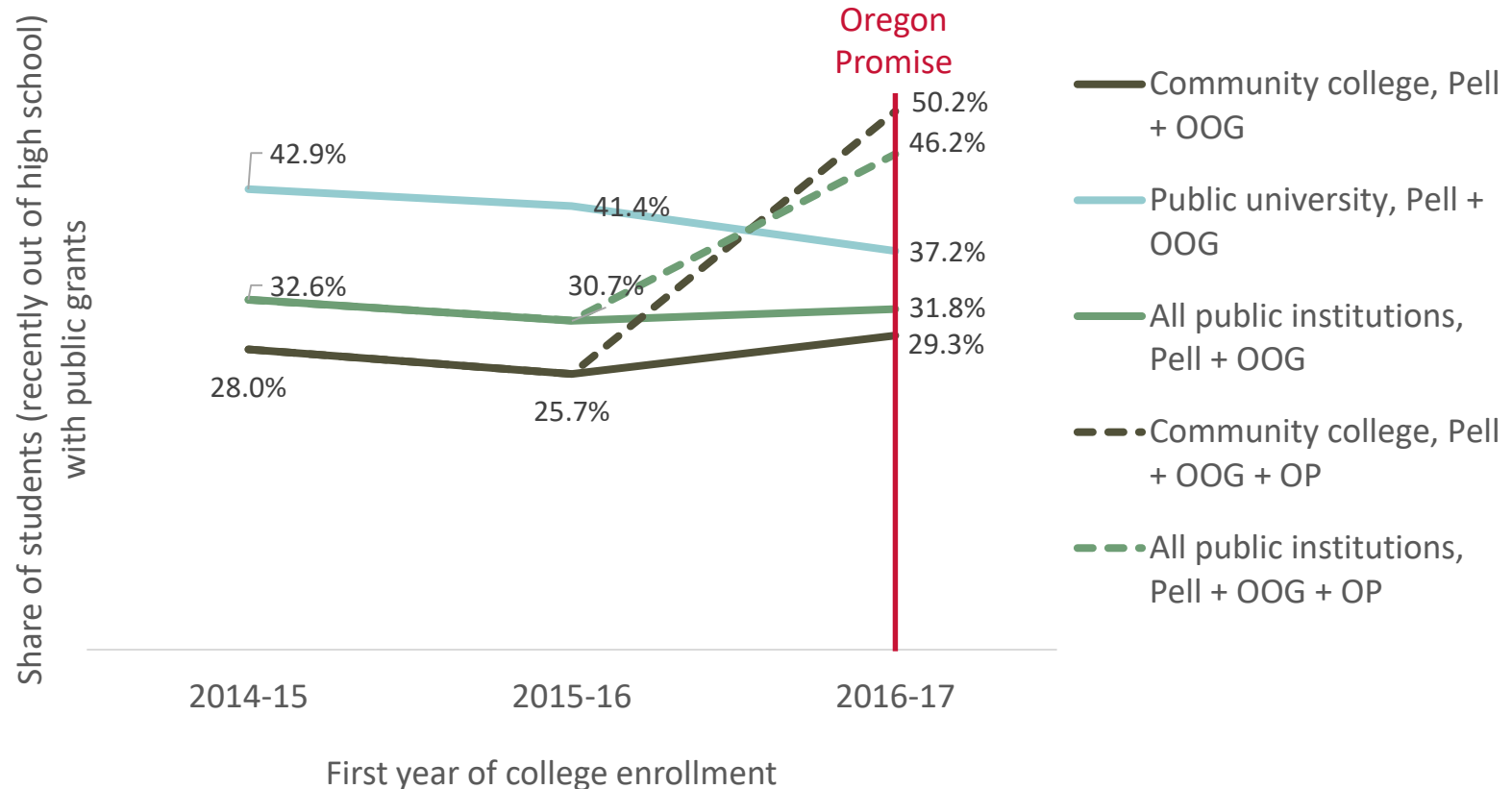
Pell
No Pell

Public university students



This was a goal of the program's "last dollar" design

...and more students are receiving federal and state support since the Oregon Promise



The rise in students with aid reflects about \$8 million more in federal aid than previous rates

- The State's investment of \$37M over the first two years of the Oregon Promise was accompanied by \$45M in federal Pell grants for students
- This \$45M in federal student support includes an estimated \$8M beyond what we expected from Pell rates before the Oregon Promise

State investment in
Oregon Promise

\$33.5M

Federal Pell grants

\$37 M

\$8M

Additional Pell
grants above
expected

We do not know whether other programs would have led to similar increases
Understanding long-term returns on investment require measuring increased earnings and tax benefits of any increased completion

Key Questions

Has Oregon Promise had a financial impact?

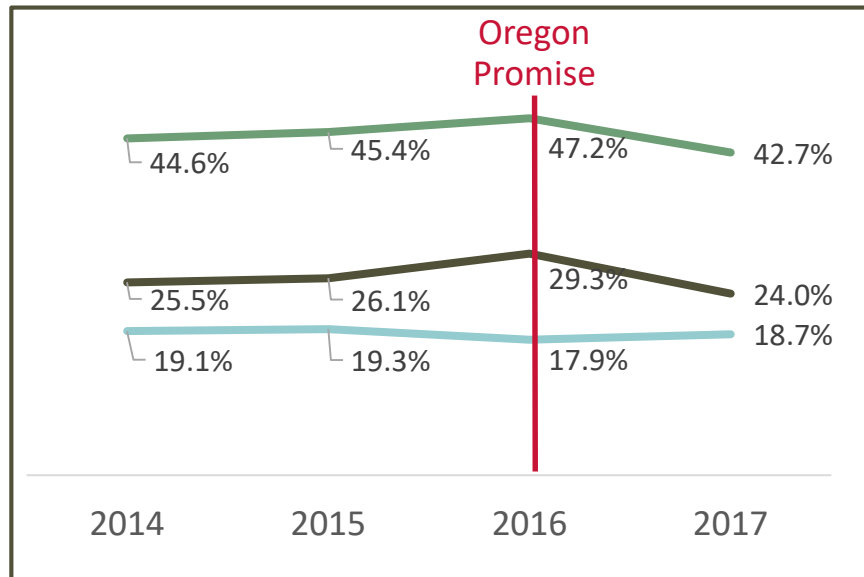
Has Oregon Promise expanded enrollment?

Has Oregon Promise increased completion?

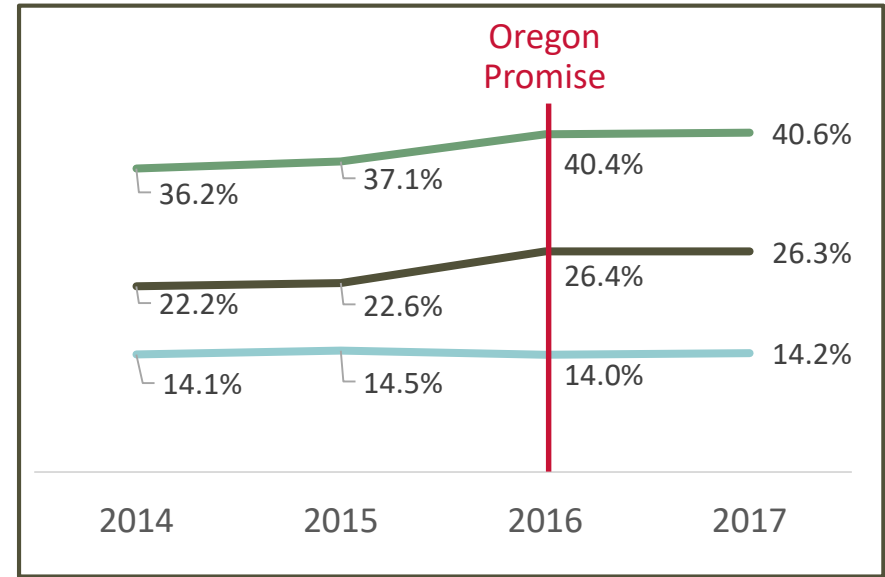
Has Oregon Promise affected equity?

Are more high school graduates going to college since the Oregon Promise? Results are mixed.

Percentage of Oregon public high school graduates tracked into public colleges and universities (matched records)



Percentage of 18 year-olds enrolled in public colleges and universities



Fall term of first year of college enrollment

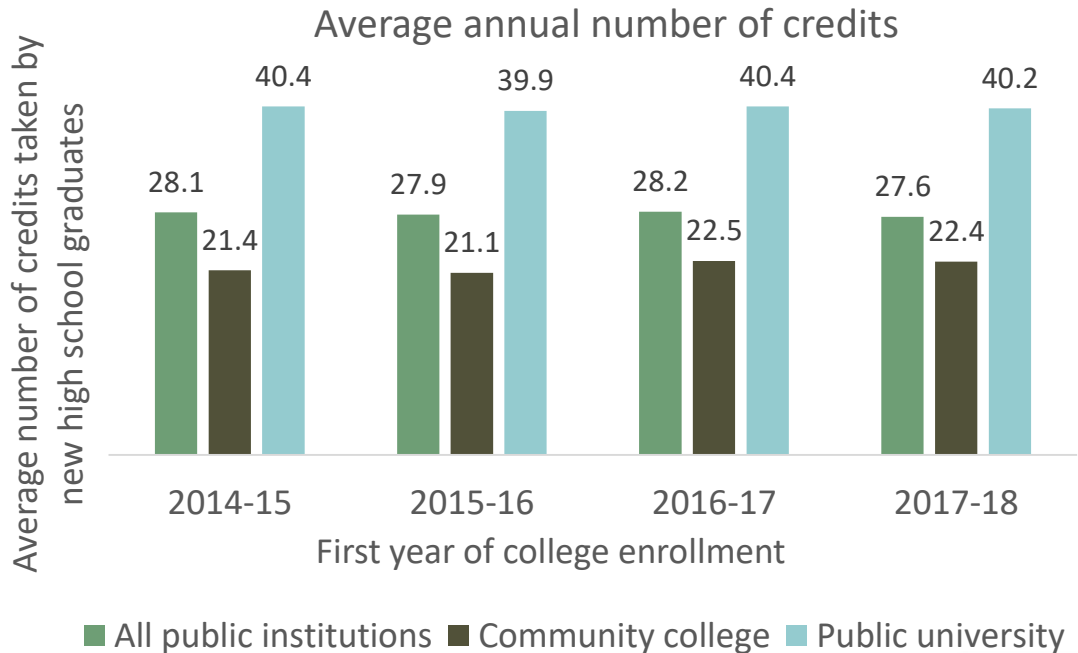
- The decline shown in matched data may result from the fewer years to identify students
- Even small increases are notable given that the strong economy drives enrollment down
- Public university enrollment has remained flat or declined slightly

Continuous enrollment and credit loads have not increased

New high school graduates were enrolled an average of two terms per year both before and after the Oregon Promise

The number of credits new high school graduates took was nearly constant before and after the Oregon Promise

New high school graduates at community colleges and at public universities all enrolled for two terms, on average



Key Questions

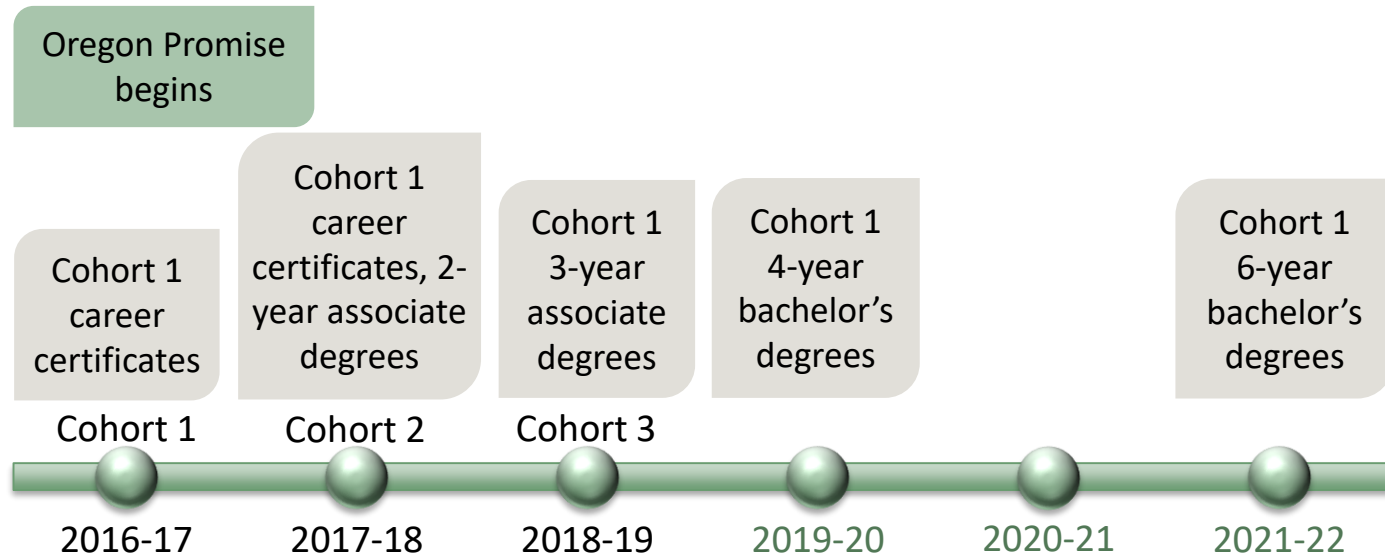
Has Oregon Promise had a financial impact?

Has Oregon Promise expanded enrollment?

Has Oregon Promise increased completion?

Has Oregon Promise affected equity?

Completions are just beginning, as many Oregon Promise students are still enrolled



A fuller understanding of completion rates will begin in 2020, when we can begin to combine bachelor's degree completions with associate degree and career certificate completions

Most Oregon Promise students have positive outcomes: credentials, transfer, continuation

2018 outcomes of Oregon Promise students by cohort

	Cohort 1 (two full years)		Cohort 2 (one full year)	
Earned associate degree, including transfers	852	12.2%	56	1.0%
Earned career certificate, including transfers	131	1.9%	33	0.6%
Transferred to public university	1,274	18.3%	216	3.8%
with credential (also counted above)	444	6.4%	24	0.4%
without credential	830	11.9%	192	3.4%
Still enrolled at community college	2,593	37.2%	4,329	76.3%
with Oregon Promise	1,708	24.5%	4,016	70.8%
without Oregon Promise	885	12.7%	313	5.5%
No longer enrolled in public institution	2,565	36.8%	1,064	18.8%
Total	6,971		5,674	

63% of Cohort 1
81% of Cohort 2
students had
earned a credential,
transferred, or
were still enrolled
in community
college in 2018

However, a large minority did not fulfill requirements, usually missing a term

73% of students completed all requirements

- Fall students in Cohorts 1 and 2
- Enrolled for 3 terms
- Enrolled in at least 6 credits each term

27% of students did not complete all requirements

- 94 percent missed one or more terms of enrollment
- 98 percent of students who missed a term had not yet reached the 90-credit limit

The program alone is not enough to sustain students' continuous enrollment

Cohort 1 students enrolled in college who applied for grant renewal and were denied

Reason for denial of second-year grant	Number of students
Not consecutively enrolled in prior year ¹	2,947
Attempted 90 or more total college credits	286
First year experience not met	996
FAFSA/ORSAA filed late ²	179
Rejected FAFSA	265
Total	4,673

16 Source: HECC analysis of student-level data. Note: Applicants can be denied for more than one reason. For the full report, see <https://www.oregon.gov/highered/research/Documents/Reports/SB-81-Oregon-Promise-2018.pdf>

Oregon Promise does not appear to have raised completion rates thus far

High school graduates had very similar two-year outcomes before and after the Oregon Promise

	Before Oregon Promise (2014-15 high school graduates)	After Oregon Promise (2015-16 high school graduates)
Earned associate degree	2.4%	3.1%
Earned career certificate	0.7% — 10.1%	0.8% — 10.3%
Transferred to public university	8.2%	7.9%
without credential	7.0%	6.4%
with credential	1.2%	1.5%
Still enrolled at community college	38.3%	39.7%

Key Questions

Has Oregon Promise had a financial impact?

Has Oregon Promise expanded enrollment?

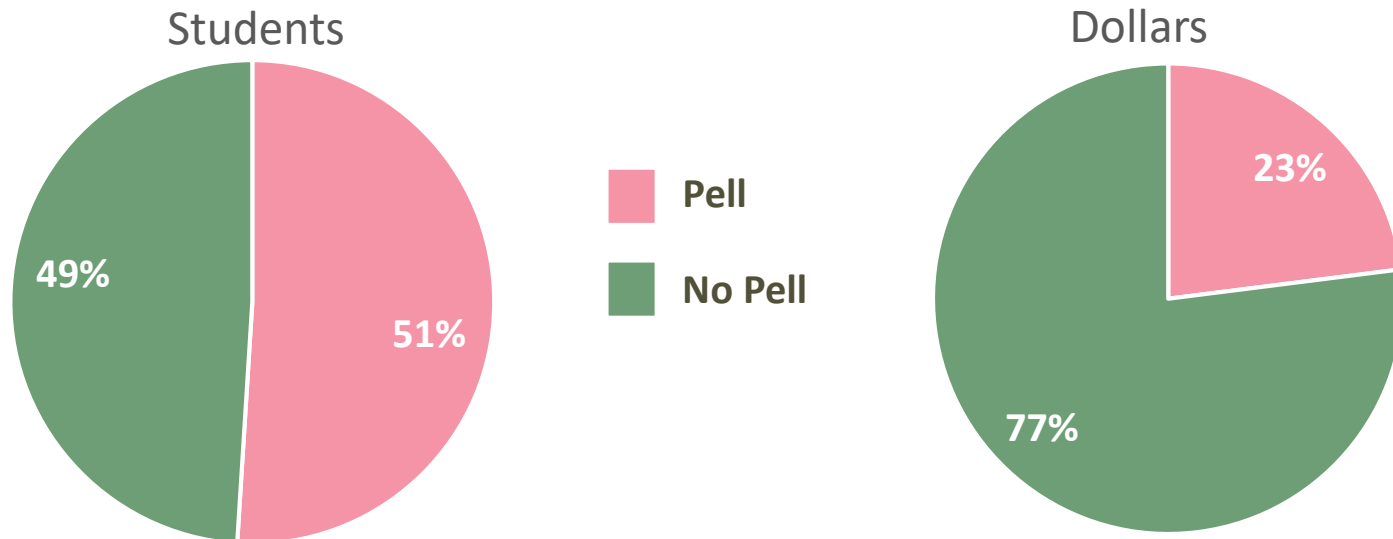
Has Oregon Promise increased completion?

Has Oregon Promise affected equity?

By design, most dollars go to higher-income students

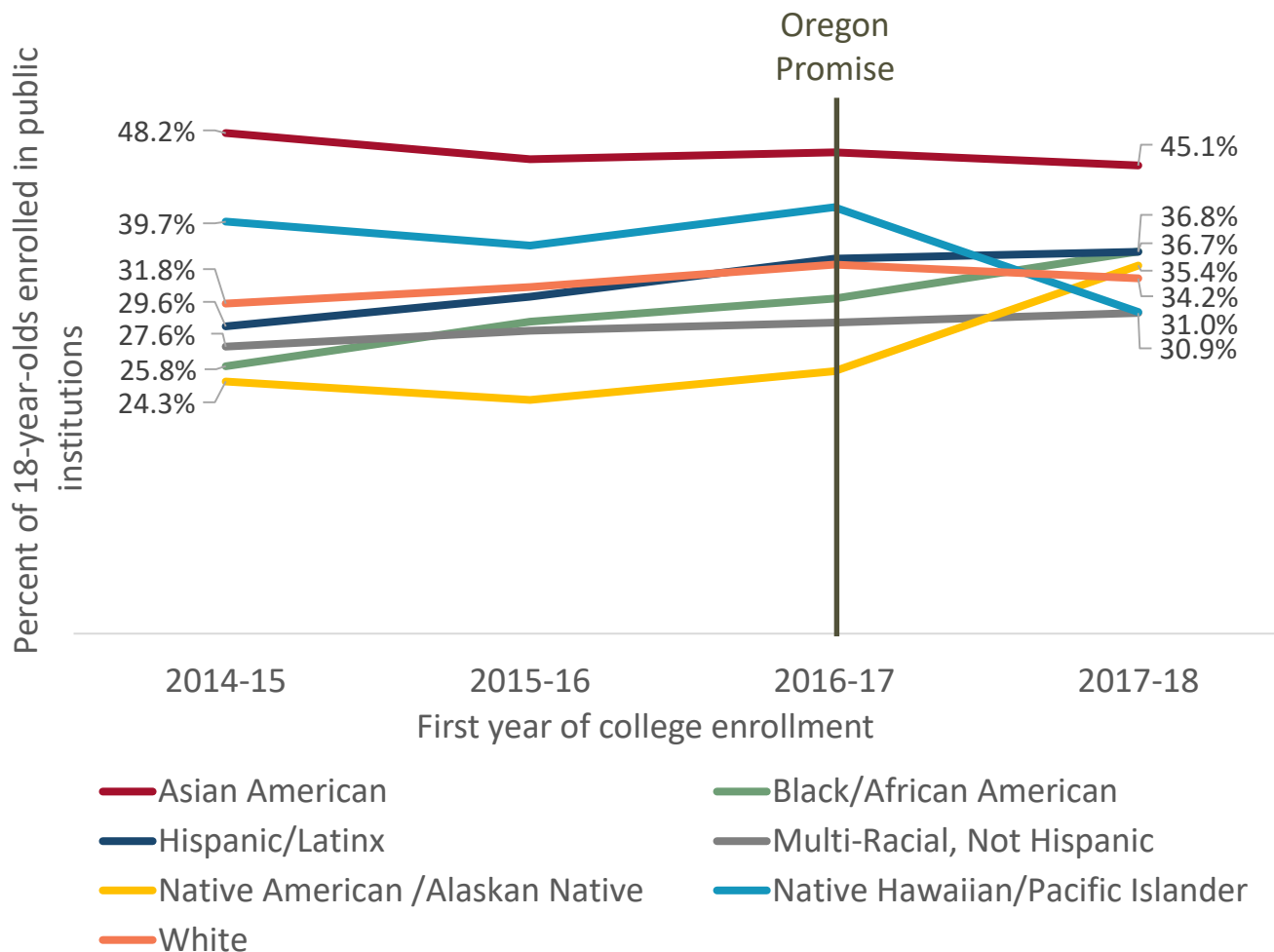
Students with Pell grants are about half of all Oregon Promise students...

...while 77 percent of Oregon Promise dollars go to students with less need

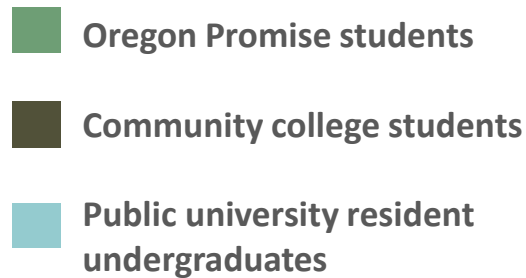


In future years, we will examine whether the near-universal design drew proportionally more low-income students into college and led them to complete at higher rates

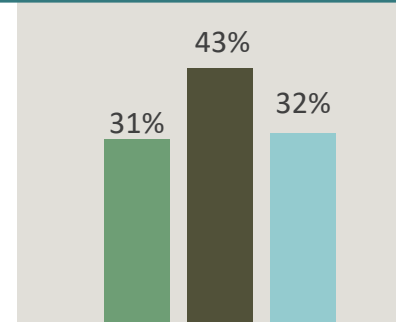
Early evidence suggests racial/ethnic gaps in enrollment appeared to close slightly



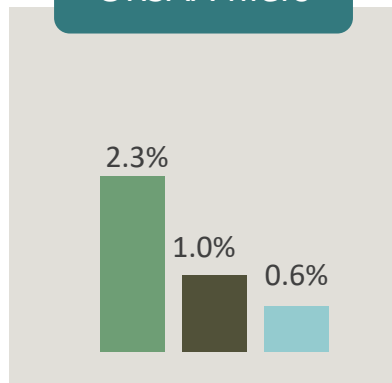
Finally, Oregon Promise has fewer GED and first-generation students than other groups



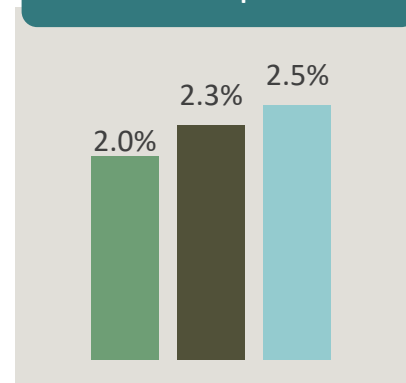
First-generation college



ORSAA filers



GED completers



Key findings of the report

Has Oregon Promise had a financial impact? **Yes.**

- More students statewide and at the colleges received public grants
- Federal aid increased by about \$8M over the first two years, compared to earlier rates

Has Oregon Promise expanded enrollment? **Probably.**

- The evidence is mixed, but even a slight expansion in enrollment is notable when college-going rates are declining because the economy is strong

Has Oregon Promise increased completion? **Not yet.**

- It's still early; many students are still enrolled
- Almost two-thirds of students have positive outcomes (credential, transfer, enrollment)
- However, many who are still enrolled in college lost eligibility, usually from a missed term
- Two-year outcomes are not higher than for recent high school graduates from earlier years

Has Oregon Promise affected equity? **Mixed.**

- Early results suggest racial/ethnic gaps in enrollment got smaller
- The design of the program means that most dollars go to students with less financial need
- Oregon Promise students may be less likely to be first-generation college students

Implications

State investment in a last-dollar program expands federal aid to students

- How else can we encourage FAFSA filing?

Though initial outcomes are positive, there is a lack of clear increase in enrollment and completion

- Need for close scrutiny of enrollment and completion as the program continues
- Continued observation is needed to untangle the effects of economic growth, program changes, and limited data

Enrollment gaps may have shrunk, but students appear less likely to be first-generation

- Opportunity for expanded outreach
- Need for further consideration of how the program can serve most marginalized students