OREGON PROMISE: YEAR 1 AND THE START OF YEAR 2

OFFICE OF RESEARCH AND DATA
OFFICE OF STUDENT ACCESS AND COMPLETION

Date: January 11, 2018
Presented to: Oregon Higher Education Coordinating Commission
The program achieved core goals

- More high school graduates enrolled in college
- More federal student aid came into Oregon
- Affordability increased for students
- Students fulfilled program requirements at a high rate
- Students continued into a second year of college at a high rate

Opportunities for further support

- Some students missed a term, eliminating eligibility
- Some students missed other requirements
- Program funding
Oregon Promise constitutes a small proportion of students and grants.

### Number of students, fall 2016

- **Oregon Promise**: 6,899
- **Other community college**: 66,075
- **Public university**: 117,639

Oregon Promise students totaled:
- 5.5% of community college students
- 3.6% of all public higher education students

### Dollars awarded, fall 2016

- **Oregon Promise**: 67.6 million
- **Other community college**: 28.5 million
- **Public university**: 4.5 million

Oregon Promise grants totaled:
- 13.6% of all state grant dollars
- 6.7% of state and federal grant dollars

Oregon Promise grants totaled 7.0% of all federal and state grants

MORE STUDENTS ENROLLED IN COLLEGE, AND THEY TOOK MORE CREDITS

Estimate of Oregon Promise impact on community college enrollment

<table>
<thead>
<tr>
<th>Recent high school graduates and recent GED completers enrolled in community college, 6+ credits</th>
<th>Fall 2014</th>
<th>Fall 2015</th>
<th>Fall 2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>All students age 18</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number enrolled</td>
<td>9,990</td>
<td>10,272</td>
<td>11,467</td>
</tr>
<tr>
<td>Percentage of all 18 year olds enrolled</td>
<td>20.3%</td>
<td>20.9%</td>
<td>23.3%</td>
</tr>
<tr>
<td>Average number of credits</td>
<td>11.6</td>
<td>11.5</td>
<td>11.9</td>
</tr>
</tbody>
</table>

Total community college enrollment and the college-going rate of high school graduates both fell in these years

Fewer freshmen at public universities¹:
- 2014: 19.2%
- 2015: 19.4%
- 2016: 17.9%

Source: HECC analysis of Oregon community college student records; excludes 18 year-olds taking dual-credit classes. ¹University enrollment is from fall term, fourth week and includes first-time, full-time freshmen who graduated from any Oregon high school in the previous academic year that they enrolled in a public university. Number of all 18-year-olds comes from the U.S. Census at [https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml](https://factfinder.census.gov/faces/nav/jsf/pages/index.xhtml)
MOST STUDENTS IN COHORT 1 COMPLETED ALL REQUIREMENTS

70% of fall recipients
- Enrolled for three terms
- Enrolled in at least 6 credits each term
- Completed the first-year experience

Retention and term requirements
- 87 percent of fall students enrolled in winter term
- 74 percent of fall students enrolled 3 consecutive terms

First-year course requirement
- 94 percent of those who enrolled in all three terms completed the first-year experience course
- An additional one percent completed it fall 2017

Course load
- Among those enrolled for three terms:
  - 71 percent enrolled full time in all three terms
  - 25 percent enrolled full time in one or two terms

Source: HECC analysis of Oregon Promise recipient records as of December 2017.
However, some students did not fulfill requirements, usually missing a term.

30% of students did not complete all requirements

- Nearly all missed one or more terms of enrollment
  - 44 percent missed winter and spring term
  - 50 percent missed spring term
  - 94 percent of students who missed a term had not met the 90-credit limit

Some students applied for a second year of the program and were denied

<table>
<thead>
<tr>
<th>Reason for denial</th>
<th>Number of students</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not consecutively enrolled in prior year¹</td>
<td>2,124</td>
</tr>
<tr>
<td>Attempted 90 or more total college credits</td>
<td>157</td>
</tr>
<tr>
<td>First year experience not met</td>
<td>119</td>
</tr>
<tr>
<td>FAFSA/ORSAA filed late²</td>
<td>76</td>
</tr>
<tr>
<td>Rejected FAFSA</td>
<td>47</td>
</tr>
<tr>
<td>Other reasons</td>
<td>68</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>2,591</strong></td>
</tr>
</tbody>
</table>

Notes:

¹Of these 2,124 students, 1,408 students had 1 or more other reasons for not being renewed, in addition to not being consecutively enrolled during the prior award year.

²The Oregon Promise deadline to file the 2017-18 FAFSA/ORSAA was 7/14/17.

Source: HECC analysis of Oregon Promise recipient and public university student records, as of December 2017.
NEARLY ALL STUDENTS WITH REMAINING ELIGIBILITY RETURNED FOR YEAR 2

84% of Cohort 1 students who completed all requirements and were not at the 90-credit limit returned in year 2.

An additional 9% (424 students) had less than one full term of remaining eligibility at the end of year 1 (fewer than 12 credits).

Source: HECC analysis of Oregon Promise recipient and public university student records.
THE SECOND YEAR OF THE PROGRAM COMBINES STUDENTS FROM BOTH COHORTS

Oregon Promise recipients, fall 2017

- Cohort 1 had more students in its initial term (6,899) than Cohort 2 has in its first term
- However, because not all Cohort 1 students continued, they comprise less than half of all recipients in fall 2017

Program changes
- Grants for Cohort 2 are available only for students who do not have the highest expected family contributions (EFC)
- Expanded eligibility for students in certain circumstances

Source: HECC analysis of Oregon Promise recipient records as of January 8, 2018.
Year 1 to Year 2 changes

- **Applicants** ↓ about 18 percent, at least partly because of greater understanding
- **Awardees** ↓ about 15 percent, at least partly because of the EFC limit
- **Recipients** ↓ about 22 percent, at least partly because of the EFC limit

**2016-17**

- **19,223** Oregon Promise applications submitted
- **10,732** applicants met eligibility requirements, completed a valid FAFSA or ORSAA and listed at least one Oregon Community College
- **6,899** students received the grant
- **1,204** enrolled in public universities

- **Total disbursed:** $4.5M
- **Average grant size:** $650

**2017-18**

- **15,840** Oregon Promise applications submitted
- **10,784** applicants met all eligibility requirements, completed a valid FAFSA or ORSAA and listed at least one Oregon Community College
- **5,554** students received the grant in fall
- **1,100** enrolled in public universities

- **Total disbursed:** $5.8M
- **Average grant size:** $617

Source: HECC analysis of Oregon Promise recipient and university student records.
In many ways, students from Cohort 1 and Cohort 2 are quite similar ...

<table>
<thead>
<tr>
<th></th>
<th>Cohort 1, fall 2016</th>
<th>Cohort 1, fall 2017</th>
<th>Cohort 2, fall 2017</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Pct of students</strong></td>
<td>85%</td>
<td>84%</td>
<td>82%</td>
</tr>
<tr>
<td><strong>Number of credits</strong></td>
<td>12.8</td>
<td>13.0</td>
<td>12.6</td>
</tr>
</tbody>
</table>

Source: HECC analysis of Oregon Promise recipient records as of December 2017.

Note: Recipients from Oregon Coast Community College are processed through Portland Community College.
...but the income cap results in differences by income.

Oregon Promise grants awarded, by Pell grant amount and cohort

Source: HECC analysis of Oregon Promise recipient records for fall terms, 2016 and 2017 as of December 2017.
Note: Number of students totals 6,891 for Cohort 1 and 5,340 for Cohort 2.
The income cap also results in differences in expenditure by income.

Oregon Promise dollars awarded, by Pell grant amount and cohort:

**Cohort 1, fall 2016**

- Full Pell ($5815): 10%
- Moderate Pell ($3466-5814): 78%
- Low Pell ($1-3465): 5%

**Cohort 2, fall 2017**

- Full Pell ($5815): 15%
- Moderate Pell ($3466-5814): 69%
- Low Pell ($1-3465): 7%

Source: HECC analysis of Oregon Promise recipient records for fall terms, 2016 and 2017 as of December 2017.

Note: Number of students totals 6,891 for Cohort 1 and 5,340 for Cohort 2.
THE “LAST DOLLAR” NATURE OF THE PROGRAM MAXIMIZES FEDERAL AID, WHICH HAS RISEN

<table>
<thead>
<tr>
<th>Pell grant recipients</th>
<th>Pell grant dollars</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of students</td>
<td>Dollars in millions</td>
</tr>
<tr>
<td></td>
<td>Fall 2014</td>
</tr>
<tr>
<td>All public institutions</td>
<td>24,433</td>
</tr>
<tr>
<td>Community colleges</td>
<td>46,052</td>
</tr>
<tr>
<td>Public universities</td>
<td>21,619</td>
</tr>
</tbody>
</table>

Oregon Promise students received an estimated:
- $5.2M of Pell grants in fall 2016
- $8.1M of Pell grants in fall 2017

...AND IMPACTS ON EQUITY ARE MIXED

First-generation college

- Cohort 1, fall 2016: 38%
- Cohort 2, fall 2017: 41%
- Community college students: 36%
- Public university resident undergraduates: 47%

Pell recipients

- Cohort 1, fall 2016: 47%
- Cohort 2, fall 2017: 60%
- Community college students: 38%
- Public university resident undergraduates: 43%

ORSAA filers

- Cohort 1, fall 2016: 1.6%
- Cohort 2, fall 2017: 2.8%
- Community college students: 1.0%
- Public university resident undergraduates: 0.6%

GED completers

- Cohort 1, fall 2016: 1.5%
- Cohort 2, fall 2017: 2.0%
- Community college students: 4.4%
- Public university resident undergraduates: 2.5%

Source: HECC analysis of Oregon Promise recipient and university student records as of December 2017.
...AND IMPACTS ON EQUITY ARE MIXED

**Race/ethnicity**

- Representation of African American, Hispanic, and multi-racial students is higher in Cohort 2 than in Cohort 1.
- Differences in definitions limit conclusions.
  - Hispanic students have comparable proportions between Oregon Promise and high school graduates, but comparisons with college and university students are difficult.

*Note: Public high school students or their families identify students’ racial-ethnic groups. If they decline to choose a racial/ethnic group, school staff choose students’ racial-ethnic group. Oregon Promise students self-identify their own race-ethnicity on their FAFSA, and 3.5 percent of these declined to choose a racial/ethnic group.*

Source: Oregon Department of Education data on high school seniors and graduates. HECC data on Oregon Promise recipients as of December 2017.
## KEY FINDINGS

<table>
<thead>
<tr>
<th>Policy impact</th>
<th>Key findings</th>
</tr>
</thead>
</table>
| College access and completion | - Community college enrollment among recent high school graduates rose in the first year of the program  
- The great majority of students enrolled in the first year of Oregon Promise continued into the second year (93 percent), provided they met the requirements and were not at or near the 90-credit limit  
- Some students did not continue, either within the first year or into the second year, suggesting additional need for outreach |
| Federal funding support     | - Statewide, the number and dollar amount of Pell grants rose in the first year of the program, and program changes indicate this rise will continue into the second year                                          |
| Equity gaps continue        | - Changes to program eligibility between the first and second years raised the share of students eligible for a Pell grant (i.e., come from lower-income families) from 47 percent to 60 percent  
- Most Oregon Promise dollars go to students not eligible for Pell grants, although the percentage fell from 78 to 69 with the changes to program eligibility  
- Students in most racial/ethnic minority groups are represented among Oregon Promise recipients in similar proportions as among public high school graduates, especially within the second cohort, but differences in definitions limit conclusions |