

SENATE BILL 81 (2015):
The Oregon Promise – Report from Year 5



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PREFACE

In 2015, the Oregon Legislature passed Senate Bill 81, establishing the Oregon Promise, a state grant program for recent graduates of Oregon high schools or high school equivalents that would cover the average cost of community college tuition. The program was signed into law by Governor Kate Brown in July 2015 and assigned to Oregon’s Higher Education Coordinating Commission (HECC) for implementation. It opened for applications from high school seniors and GED® completers beginning in November of that same year, and the first cohort of students began college with the new program in fall 2016.

One requirement of the legislation is the submission of a biennial report to the Legislature by December 31 of each even-numbered year. The HECC is responsible for these reports and submitted the first in December 2016. The report here is the third submission and presents findings from HECC’s analysis of the program’s progress and impacts to date, particularly around equity for underserved, historically marginalized groups of students. The report should be of interest to Legislators and the Governor, to students, to leadership and staff at Oregon’s community colleges and public universities, and to policymakers and scholars in the field of postsecondary education.

This report was undertaken by staff in HECC’s Office of Research and Data in coordination with HECC’s Office of Student Access and Completion, which administers the Oregon Promise program. 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 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 the Director of the Office of Research and Data, Amy Cox, at amy.cox@state.or.us.

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EXECUTIVE SUMMARY

INTRODUCTION

In 2015, the Oregon Legislative Assembly introduced a new source of financial aid for students pursuing postsecondary education and training in Oregon. Known as the Oregon Promise, the program provides grants to recent Oregon high school and GED® test graduates to attend community college. The program gives eligible students a state grant that covers the average cost of 12 credits of tuition at any of the 17 community colleges in Oregon, up to a total of 90 college credits. By doing so, Oregon joined a national trend of such programs, known as “College Promise” programs, that provide tuition waivers to students who are not primarily chosen based on merit or financial need.

In addition to establishing the Oregon Promise, Senate Bill (SB) 81 (2015, Oregon Revised Statute [ORS] 341.522) charged the Higher Education Coordinating Commission (HECC) with its implementation and with submission of a biennial report assessing the program. This report satisfies this reporting requirement for 2020, paying particular attention to whether the program helped alleviate equity gaps in postsecondary access, affordability, and completion.

Oregon Promise grants are available to most new high school graduates and GED® test graduates in the state, with eligibility based on five primary factors. Students must:

1. Be an Oregon resident for at least 12 months prior to college attendance
2. Be an Oregon high school graduate or a GED® test graduate
3. Have graduated with a cumulative GPA of 2.5 or higher or with a score of 145 or higher on all GED® tests
4. Have no more than 90 college credits completed or attempted¹
5. Enroll at an Oregon community college within six months of graduation

In addition, students must complete an Oregon Promise Grant Application and file a complete Free Application for Federal Student Aid (FAFSA) or a complete Oregon Student Aid Application (ORSAA), listing at least one Oregon community college. To maintain eligibility, students must remain continuously enrolled for at least six credits in each of the fall, winter, and spring terms, complete a first-year college experience requirement, and make satisfactory academic progress. In 2017, the Legislature amended ORS 341.522 to give authority to the HECC to consider expected family contribution (EFC) when establishing eligibility as needed to control program costs.

Oregon Promise grants range from \$1,000 to \$4,005 per year for full-time students, less a \$50 student co-pay per term. As a middle-dollar program, Oregon Promise award amounts depend on a student’s

¹ The 90-credit limit includes credits earned while in high school (i.e., accelerated learning).

remaining financial need to cover average tuition costs after other state and federal grants have been taken into account. Specifically, the Oregon Promise grant covers the remaining average cost of tuition up to 12 credits per term after any federal Pell Grant and Oregon Opportunity Grant funds have been applied. If the student's tuition is covered in full by other state and/or federal grants, then the student receives the minimum \$1,000 award.

This report is centered around four questions:

1. Has the Oregon Promise led more high school graduates to enroll in college?
2. Who are the students who receive the Oregon Promise?
3. What are the outcomes of students who receive the Oregon Promise?
4. What are financial impacts of the Oregon Promise?

To answer these questions, we draw on six sources of data. We use student records provided by Oregon community colleges and Oregon public universities, which we use to analyze enrollment rates, student characteristics, and student outcomes. We use similar student records from private, nonprofit colleges and universities in the analysis of enrollment rates. From the Oregon Department of Education (ODE) we use records of Oregon high school graduates for the analyses of enrollment, student characteristics, and outcomes. Finally, we use grant disbursement records from the Oregon Promise program and the related completed FAFSA/ORSA records to identify students who receive the Oregon Promise and track them throughout the analyses.

We examine characteristics and outcomes of students receiving the Oregon Promise and characteristics and outcomes of the entire high school graduating class. Because some high school graduates who may otherwise have chosen to enroll in a bachelor's-degree granting institution may choose to begin at a community college because of the Promise, we examine enrollment and completion for all high school graduates before and after the program was implemented.

FINDINGS

For the first question, whether the Oregon Promise has led more high school graduates to college, we examined statewide enrollment of high school graduates before and after the program was implemented. We found that enrollment rates rose in the first two years of the program but declined in the second two years. The implementation of the Oregon Promise was associated with a clear increase in enrollment at the colleges initially, and early enthusiasm and attention to the program seemed to realize the program's goals of opening the door to postsecondary education and training wider. After four years, these early increases do not appear sustained, as community college and statewide college-going rates have returned to pre-Promise levels.

Further, the Promise is not associated with consistent impacts on reducing equity gaps in college-going rates. On the one hand, differences across racial/ethnic groups are slightly narrower since the

Oregon Promise began. However, the gap between rural and urban high school graduates' college-going rates is wider since the Promise.

We examined the second question, who the students receiving Oregon Promise grants are, by comparing the characteristics of students who receive Oregon Promise grants with the characteristics of their high school graduating class and of their high school graduate peers enrolled at the community colleges without a Promise grant and at the public universities. We found that Oregon Promise recipients are generally representative of their high school graduating class, though they are somewhat more likely to be women and Hispanic/Latinx. The Oregon Promise serves a diverse array of students, including those from some groups who are underrepresented in postsecondary education and training, including students identifying as Hispanic/Latinx, rural students, and students from low-income families. If the program expanded in ways that included more community college students, it would likely reach even more Hispanic/Latinx, rural, and very low-income students. If it expanded to reach more students who attend the public universities (without becoming a means tested program), it would likely reach more urban and middle- and upper-income students.

As in earlier evaluations, we also found that while Oregon Promise students are disproportionately from low-income backgrounds, most program funds go to other students. This is consistent with the design of the program but continues questions around the equity of diverting most resources to the students who do not have the greatest financial need.

We answered the third question, the outcomes of students who received Promise grants, by examining the degree to which students complete program requirements, whether these requirements have broadened credit loads or terms enrolled statewide, and what the longer-term outcomes are for students in the program. We found that most students complete program requirements, and that this is generally consistent across student characteristics. However, many students do not re-enroll for a second year in the program, despite having completed program requirements and not reaching their 90-credit limit of eligibility. The Oregon Promise enrollment requirements are not associated with an increase in the number of terms enrolled among recent high school graduates, but recent high school graduates are earning about three more credits in their first year of college since the program, which suggests the program may be encouraging students to take higher credit loads.

Students who received Oregon Promise grants achieve positive outcomes of certificate and degree completion and continued enrollment. A majority of students earn a credential or are still enrolled at a community college or public university in their second, third, and fourth years after graduating from high school. Importantly, students receiving the Oregon Promise have made comparable progress to other recent high school graduates. The first cohort of students appear to have earned credentials somewhat faster than recent high school graduates did before the Oregon Promise, as more high school graduates earned a postsecondary certificate or degree and fewer were still enrolled in college or university four years after high school graduation. We note that these results are still early and based on only the first cohort of students in the program, and future years of data are necessary to draw strong conclusions.

Finally, we examined the financial impacts of the program by looking at the amount of federal financial aid supporting Oregon students and by examining impacts for students' college affordability. Though the amount of federal dollars disbursed to students at community colleges declined during the Oregon Promise, this is likely because of broader declines in community college enrollment and not associated with the Oregon Promise. The program's design maximizes the use of federal aid to support students who receive Promise grants, and the many lower income students it serves means that millions of dollars in federal Pell grants have come into the state each year of the program.

For college affordability, the purchasing power of the Oregon Promise has declined since its inception, as the size of the minimum grant has not kept pace with increases in college costs. The gap between the size of the grant and the total cost of college attendance has widened by about \$1,000 during the program's first four years. Further, while the maximum award size has kept pace with the average tuition cost of 12 credits, the minimum award size has not increased, leaving those with the lowest incomes with the least purchasing power. Nonetheless, the program has reduced the number of students facing unaffordable college costs. About a third of community college students face costs of attendance that cannot be met with the grants and scholarships they receive, their EFC, and an estimate of their own earnings. However, this proportion would be even higher without the Oregon Promise, and the impact of the program is even greater for historically underserved racial/ethnic groups.

IMPLICATIONS

Together, these findings suggest that although the Oregon Promise has not provided a sustained expansion of access to college for Oregon students, the program has successfully served underrepresented students, including those with high financial need. These results point to the need for more financial affordability in the educational pipeline, especially for those facing equity gaps. At the same time, the program's design means that most program funds go to students without the highest need, continuing the question of whether this is the best use of limited State funds. This question is further emphasized by the fact that the total State dollars awarded to the lowest income students (through the minimum Oregon Promise grant combined with the OOG) is less than the dollars awarded to middle- and upper-income students through the maximum Oregon Promise grant.

A growing body of research finds that grants of financial support increase a student's probability of completing their degree program, whether these grants are need-based or merit-based and whether they are publicly or privately sourced.² State grants in particular increase the chance that a student will complete a postsecondary credential, which is consistent with the early results presented here: high school graduates' slightly higher rates of certificate and degree completion since the Oregon Promise came into being. While future reports with more years of data are needed to confirm this outcome, the results are also consistent with the positive impact of other state grants on Oregon students. Students who benefit from the State's largest postsecondary grant program, the OOG, have higher

² Nguyen, T. D., Kramer, J. W., & Evans, B. J. (2019). The Effects of Grant Aid on Student Persistence and Degree Attainment: A Systematic Review and Meta-Analysis of the Causal Evidence. *Review of Educational Research*, 89(6), 831-874.

retention and graduation rates than their peers with slightly higher incomes who do not qualify for that additional financial support.

The great experiment of the Oregon Promise and other Promise programs nationwide is still unfolding. While that occurs, the findings in this report confirm the need for financial support of students coming out of high school and GED® programs to continue their education and training, especially for students historically underrepresented in college and university. These students face increasingly prohibitive affordability challenges, but smoothing the financial pathway is not only important for them; it is in the interest of the State. Students who complete a postsecondary certificate or degree enter a future that has greater financial stability for themselves, a higher chance of upward mobility for their families, and more economic stability for their communities and the State. Not only do individual salaries rise with career certificates, associate degrees, and bachelor's degrees, but so also do tax revenue, civic engagement, and social and physical health. These public benefits can only be fully realized when the pathway to earning a credential is wider and levelled across race/ethnicity, income background, geography, and other educational equity gaps.

ACKNOWLEDGEMENTS

This report would not have been possible without the work of many people. At the HECC, we are grateful for our colleagues in the Office of Student Access and Completion who work with institutions, students, and families to implement the program were indispensable in the creation of the report. We also wish to thank our colleagues in the Oregon Department of Education, who provided data on high school graduates. We also extend our appreciation to our institutional colleagues at both high schools and community colleges who work with HECC staff, students, and families to implement the program. Finally, we are indebted to the students whose hard work inspires all of us.

ABBREVIATIONS

DACA	Deferred Action for Childhood Arrivals
EFC	Expected Family Contribution
FAFSA	Free Application for Federal Student Aid
GPA	Grade Point Average
HECC	Higher Education Coordinating Commission
OOG	Oregon Opportunity Grant
OPG	Oregon Promise
ORS	Oregon Revised Statute
ORSAA	Oregon Student Aid Application
SB	Senate Bill
SD	School District

INTRODUCTION

In 2015, the Oregon Legislative Assembly passed Senate Bill (SB) 81 (Oregon Revised Statute [ORS] 341.522), which introduced a new source of financial aid for students pursuing postsecondary education and training in Oregon. Known as the Oregon Promise, the program provides grants to recent Oregon high school and GED® test graduates to attend community college. The program gives eligible students a state grant that covers the average cost of 12 credits of tuition at any of the 17 community colleges in Oregon, up to a total of 90 college credits. By doing so, Oregon joined a national trend of such programs, known as “College Promise” programs.

These Promise programs are distinct from other state financial aid in that they provide tuition waivers to a significant subset of students who are not primarily chosen based on merit or financial need.³ The majority of Promise programs are “last-dollar” programs. The last-dollar design requires students to accept and use other federal and state grant aid, with the Promise award covering the remaining cost of tuition. Notably, Oregon Promise has been described as a “middle-dollar” approach,⁴ as Oregon provides last-dollar coverage but guarantees a minimum of \$1,000 toward college costs, if other grant aid alone covers the cost of 12 credits of tuition.

In addition to establishing the Oregon Promise, SB 81 (2015) charged the Higher Education Coordinating Commission (HECC) with its implementation and with submission of a biennial report to the Legislature each even-numbered year. Each report must include:

- a) completion rates for students receiving the Oregon Promise
- b) the amount of federal grant aid received by students receiving the Oregon Promise
- c) the financial impact on school districts that had students receiving Oregon Promise grants
- d) the financial impact and enrollment impact on Oregon community colleges and universities
- e) the overall success rate and financial impact of the program

This report satisfies this reporting requirement for 2020 and pays particular attention to whether the program helped alleviate equity gaps in postsecondary access, affordability, and completion. This year’s report is also the first to examine initial credential completion rates of students receiving the Oregon Promise, as four years have now passed since the enrollment of the first cohort of students. This evaluation of the program’s impact on student credential attainment is key to understanding whether the Oregon Promise has fulfilled its intentions.

The remainder of this report is organized as follows. We follow this introduction with a brief background and description of the Oregon Promise, a summary of previous findings, and a

³ Mishory, J. 2018. *The future of statewide college promise programs*. Washington, DC: The Century Foundation.

⁴ Callahan, M. K., Kent, D. C., Meehan, K., & Shaw, K. 2019. *Affordability, Access, and Success: A Framework for Examining Statewide College Promise Programs*. . Research for Action.

description of the research questions and methodology for this year's report. Subsequent chapters then present findings for each of the research questions, and the report concludes with a summary of the findings and a discussion of their implications for public policy.

BACKGROUND ON THE OREGON PROMISE

Oregon Promise Eligibility

Oregon Promise grants are available to most new high school graduates and GED® test graduates in the state, with eligibility based on five primary factors. Students must:

1. Be an Oregon resident for at least 12 months prior to college attendance
2. Be an Oregon high school graduate or a GED® test graduate
3. Have graduated with a cumulative GPA of 2.5 or higher or with a score of 145 or higher on all GED® tests
4. Have no more than 90 college credits completed or attempted⁵
5. Enroll at an Oregon community college within six months of graduation

In addition, students must complete an Oregon Promise Grant Application and complete a Free Application for Federal Student Aid (FAFSA) or a Oregon Student Aid Application (ORSAA),⁶ listing at least one Oregon community college. Students must complete these application requirements in accordance with deadlines, as set by the HECC, which are tied to student graduation date. To maintain eligibility, students must remain continuously enrolled for at least six credits in each of the fall, winter, and spring terms, complete a first-year college experience requirement, and make satisfactory academic progress.

In 2017, the Legislature amended ORS 341.522 to give authority to the HECC to consider expected family contribution (EFC) when establishing eligibility as needed to control program costs. EFC limits are established by academic year and are only applied to the new cohort for that year. For example, HECC instituted an EFC limit of 22,000 for the 2020-21 academic year because of reduced state funds stemming from the COVID-19 pandemic. This limit means that new applicants for the 2020-21 year would need an EFC of no more than 22,000 to be eligible for an Oregon Promise grant, but students who received the Oregon Promise in previous years and renewed for 2020-21 are not subject to the 22,000 EFC limit.

⁵ The 90-credit limit includes credits earned while in high school (i.e., accelerated learning). See <https://www.oregon.gov/highered/policy-collaboration/Pages/college-credit-high-school.aspx> for more information on accelerated learning.

⁶ The ORSAA is a mechanism for students who are not eligible for federal financial aid to apply for state grants and private scholarships managed by the state. It enables Deferred Action for Childhood Arrivals (DACA) students and other undocumented immigrant students to access financial support.

Below is a summary of when EFC limits were and were not enacted, across the history of the Oregon Promise program:

- 2016-17: No EFC limit.
- 2017-18: Began with an EFC limit of 18,000. After fall term, the EFC limit changed to \$20,000; grants were retroactively awarded to students with valid applications who attended at least half time during fall term, and who had an EFC of between 18,000 and 20,000.
- 2018-19: No EFC limit.
 - Additionally, grants were manually awarded to all new students from the prior year (2017-18) who had an EFC greater than 20,000, attended a community college all year in 2017-18 without an Oregon Promise grant, and had only been rejected for an Oregon Promise grant due to the EFC limit. Awards were not given retroactively, but students were allowed to start using the grant during fall 2018 (all attempted prior credits were counted toward the 90 credit limit).
- 2019-20: No EFC limit.
- 2020-21: EFC limit of 22,000.

Oregon Promise grants range from \$1,000 to \$4,005 per year for full-time students, less a \$50 student co-pay per term. As a middle-dollar program, Oregon Promise award amounts depend on a student's remaining financial need to cover average tuition costs after other state and federal grants have been taken into account. Specifically, the Oregon Promise grant covers the remaining average cost of tuition up to 12 credits per term after any federal Pell Grant and Oregon Opportunity Grant (OOG) funds have been applied. If the student's tuition is covered in full by other state and/or federal grants, then the student receives the minimum \$1,000 award. In 2020-21, this brings the lowest income students' State grant aid to \$3,778 (including the OOG grant of \$2,778).

The maximum Oregon Promise award amount is the average tuition charged by an Oregon community college (\$4,005 in 2020-21). If a student's tuition cost is below this average, the grant award amount is up to their college's actual tuition cost. If a college's tuition is above the average or a student enrolls in more than 12 credits per term, students are responsible for the difference in cost. Additionally, each student's Oregon Promise award is reduced by a \$50 co-pay each term.

PREVIOUS FINDINGS

National Findings

Understanding the impact of College Promise programs on student outcomes has been of key interest to policymakers, scholars, postsecondary administrators, and families and students alike. These programs are aimed at increasing postsecondary affordability, access, and success among state

resident students, particularly those most marginalized who may not as readily see a path to continue their education or training beyond high school.

Nationally, Promise programs share the common element of covering tuition for a wide group of students, though the programs vary in their design. All programs are place-based, but they differ in their scope: some Promise programs are associated with a specific postsecondary institution, some are geared toward high school graduates of a specific school district, and others offer free tuition at state public institutions for resident high school graduates, statewide. Across these many types, prior evaluations have consistently found that Promise programs increase college enrollment in their early years.⁷ Promise programs have been found to increase enrollment at both the specific institutions that have Promise programs as well as be associated with increased overall college-going behavior in states with statewide programs.⁸ Because of the relatively short time these programs have been in existence, evaluations have not yet determined whether initial enrollment growth will sustain. A recent annual report on Tennessee's Promise program shows that statewide enrollment experienced a surge following the implementation of the program but that enrollment rates somewhat "cooled" after the first year of the program.⁹ However, there was still a net increase in Tennessee's enrollment overall.

That Promise programs are relatively new also limits evaluation of their impact on students' credential completion.¹⁰ Few studies have examined completion rates among students who participate in Promise programs. Still, of the programs with long enough histories to assess completion rates, evaluations have found evidence that programs substantially increase completion rates. We note, however, that these studies have evaluated completion rates among Promise programs offered by a specific school district or a specific postsecondary institution.¹¹ Because of this variation, we do not know whether similar results would be found among statewide Promise programs, such as the Oregon Promise.

Implementation and Impacts of the Oregon Promise

Previous evaluations of the Oregon Promise program have centered on (a) the implementation of the program, (b) the program's impact on student enrollment and completion, (c) whether the program

⁷ Anderson, C. (2019). Local-level, place-based scholarships: a review of the literature. *Educational Review*, 1-24.

⁸ Li, A. Y., & Gándara, D. (2020). The promise of "free" tuition and program design features: Impacts on first-time college enrollment. *Improving research-based knowledge of college promise programs*, 219-240.

Nguyen, H. (2020). Free college? Assessing enrollment responses to the Tennessee Promise program. *Labour Economics*, 66, 101882.

⁹ Tennessee Higher Education Commission. (2020). Tennessee Promise Annual Report 2020.

¹⁰ Perna, L. W., & Smith, E. J. (2020). Conclusions and implications: how our findings bear on future policy, practice, and research. In L. W. Perna & E. J. Smith. *Improving Research-based Knowledge of College Promise Programs* (pp 305-323). American Educational Research Association.

¹¹ Swanson, E., & Ritter, G. (2018). Start to finish: Examining the impact of the El Dorado Promise on postsecondary outcomes.

influenced the amount of federal student aid entering the state, and (d) the program's impact on alleviating equity gaps.

Outreach and implementation of the Oregon Promise program occurred promptly after the legislation was approved in July 2015. The HECC specified the bill into program operations and conducted outreach in the fall for an application period of November 2015 – March 2016.¹² While deploying outreach under such a tight timeline was not without challenges—for instance, there was some confusion around certain requirements and limitations as students and institutional staff learned the new program—program awareness proved widespread.¹³ More than 19,000 Oregon students applied for the first year of Oregon Promise. In this first year, many applications were not valid, but 10,863 students were awarded grants (i.e., were eligible and could choose to accept it) and 6,971 students accepted the Oregon Promise grant. The 2018 report found that, while applications declined somewhat after the first year (as understanding increased), the number of Oregon Promise applicants remained relatively stable across the second and third cohorts of students, indicating that students' and institutions' knowledge of the program and its requirements appears to be reliable and widespread.¹⁴

Early evaluation of the Oregon Promise during its first few years of operation indicated that the program had reached one of its core goals: increasing postsecondary access. During the first two years of the Oregon Promise, more Oregon high school students continued their education into postsecondary than in previous years. The increase in enrollment was seen in the community college sector and statewide, but not in the university sector. While more high school graduates enrolled in the community colleges in the early years of the program, slightly fewer enrolled in the public universities, at least in the first year.¹⁵ For the first Oregon Promise cohort, the increase in community college enrollment appeared to reflect some students' shift from public universities to community colleges. By the second cohort, university enrollment of recent high school graduates was stable, while community college enrollment remained higher than its pre-program levels, suggesting the possibility that access to a college education may have expanded with the Oregon Promise (i.e., students who may not have attended college were doing so because of the Oregon Promise).¹⁶ Other measures of enrollment (number of terms enrolled and course loads) were nearly identical before and after the Oregon Promise. With only two years of data available to analyze, however, only preliminary indications of Oregon Promise impacts on enrollment were discernable.

¹² Cox, A., et al. December 2016. *Senate Bill 81 Legislative Report: The First Term of the Oregon Promise*. Oregon: Higher Education Coordinating Commission.

¹³ Hodara, Michelle, Julie Petrokubi, Ashley Pierson, Manuel Vazquez, and Sun Yoon. 2017. "Fulfilling the Promise? Early Findings on Oregon's New College Grant Program." *Education Northwest*.

¹⁴ Amy G. Cox, Elizabeth Martinez, Shiyao Tao, Balaji Rajaram, Betsy Simpkins, Olga Levadnaya, Vern Mayfield, Amy Keir, and Dean Crews. December 2018. *Senate Bill 81 (2015): The Oregon Promise - Report from Year 3*. Oregon: Higher Education Coordinating Commission.

¹⁵ Amy G. Cox, Elizabeth Martinez, Shiyao Tao, Balaji Rajaram, Betsy Simpkins, Olga Levadnaya, Vern Mayfield, Amy Keir, and Dean Crews. December 2018. *Senate Bill 81 (2015): The Oregon Promise - Report from Year 3*. Oregon: Higher Education Coordinating Commission.

¹⁶ Gurantz, O. 2020. "What does free community college buy? Early impacts from the Oregon Promise." *Journal of Policy Analysis and Management* 39(1), 11-35.

The limited years of program operations also limited the extent to which previous evaluations could examine the impact of the Oregon Promise on completion. The 2018 evaluation found that the majority of students in the first two cohorts had earned a credential, transferred to a public university, or were still enrolled in college after their one or two years in the program.

In addition to increasing postsecondary access, prior evaluations of the Oregon Promise suggest that federal student aid coming into Oregon may have increased with the implementation of the Oregon Promise. In particular, more federal aid grant dollars were brought into the state and into community colleges, though not into public universities. Although some students receiving the Oregon Promise would have applied for and received Pell grants even without the Oregon Promise requirement to do so, the increased college-going rates and middle-dollar design of the program seemed to have brought in all federal student aid dollars available to students.

Earlier evaluations also examined whether the Oregon Promise closed educational equity gaps. Though findings are only suggestive because of limited years to examine, students receiving the Oregon Promise were more likely to be Pell grant recipients (i.e., from lower-income backgrounds) than other community college and public university students, highlighting the need for financial support and the effectiveness of the program for helping meet this need. At the same time, the middle-dollar design of the program means that program funds disproportionately went to students from higher-income backgrounds. Oregon Promise students were somewhat less likely to be first-generation college students than other community college students, suggesting an opportunity to expand outreach to these underrepresented students. Preliminary findings also suggested that the program may have reduced racial/ethnic differences in enrollment rates.

PURPOSE OF REPORT AND MAIN QUESTIONS

This third biennial report to the Legislature uses available data to evaluate the impact of the Oregon Promise on enrollment, completion, and equity. We also report on financial impacts of the program for the State, for colleges and universities, for school districts, and for students.

Specifically, the report answers the following questions:

1. Has the Oregon Promise led more high school graduates to college?
2. Who are the students who receive the Oregon Promise?
3. What are the outcomes of students who receive the Oregon Promise?
4. What are financial impacts of the Oregon Promise?

DATA AND METHODS

We draw on six sources of data to answer these questions. The first two sources are student records provided by community colleges and public universities that we use to analyze enrollment rates, student characteristics, and student outcomes. The institutions regularly submit these data to the

HECC, and the records include descriptive information about student characteristics, enrollment, and completion. From the colleges, we focus students who are recent Oregon high school graduates and enrolled in for-credit courses. From the universities, we include Oregon resident, admitted undergraduates who are recent Oregon high school graduates.

Third, we use similar student records from private, nonprofit colleges and universities in the analysis of enrollment rates. These data began to be submitted to the HECC in 2020, and we use them in a limited capacity for this report.¹⁷

Fourth, we use student records of Oregon high school graduates from the Oregon Department of Education (ODE) in the analyses of enrollment, student characteristics, and completion. These records include graduation year and descriptive information about student characteristics.

The final sources of data are grant disbursement records that are part of operating the Oregon Promise program and the related completed FAFSA/ORSA records. We use these financial aid records to identify students who receive the Oregon Promise and track them throughout the analyses.

The analyses that follow examine characteristics and outcomes of students receiving the Oregon Promise and characteristics and outcomes of the entire high school graduating class. We cannot compare students receiving the Oregon Promise with any single group of students to determine whether the program has had impacts. This is because some high school graduates who may otherwise have chosen to enroll in a bachelor's-degree granting institution may choose to begin at a community college because of the Promise. Thus, we need to examine enrollment and completion not only for community college students but for all high school graduates, and we analyze changes across high school graduates before and after the program was implemented.

We use multiple measures to examine equity in education, including race/ethnicity, gender, geographic origin (i.e., rural-urban status), and income level. At the postsecondary level, race/ethnicity and gender are self-reported measures and include the option of not reporting a racial/ethnic group. At the secondary level (for high school graduates), both measures are reported by students or their families, and federal policy requires that a racial/ethnic identity be reported for all students.¹⁸ Thus, the definitions are not consistent across the sectors. We measure rural-urban status with a 2018-19 classification of rural high schools from the federal Department of Education for all sectors.¹⁹ Finally, we measure income level with two indicators: receipt of a federal Pell grant and

¹⁷ In 2020, private institutions began to submit expanded student-level data to the HECC for the purpose of evaluating State financial aid programs. Of the 13 institutions with students who receive Oregon's primary financial aid grant (the Oregon Opportunity Grant), 11 were able to submit data in this first year. Participating institutions were: Bushnell University, Corban University, George Fox University, Lewis & Clark College, Linfield University, Multnomah University, National University of Natural Medicine, Pacific University, Reed College, University of Portland, and Willamette University.

¹⁸ U.S. Department of Education, August 2008. "Policy Questions on the Department of Education's 2007 Guidance on Collecting, Maintaining and Reporting Data by Race or Ethnicity."

<https://www2.ed.gov/policy/rschstat/guid/raceethnicity/questions.html#noresponse>.

¹⁹ National Center for Education Statistics. 2006. "School Locale Definitions,"

receipt of an OOG. Both grants are means-tested and receipt of them is a proxy for low-income status. In 2019-20, Pell grants were available to students with EFCs below \$5,576, and the OOG was available to students with EFCs below \$3,500. Both measures are available only at the postsecondary level for students who filed a complete FAFSA/ORSAAs.²⁰

Together, the analyses provide a thorough evaluation of the current state of the Oregon Promise program, with a new focus on the completion outcomes of students receiving Promise grants. Where necessary, we link students across data sources to compare characteristics, track outcomes, and estimate program impacts. We note, however, that this report is descriptive in nature. Variables examined may be related to one another or to external forces not measured here, and causal relationships among variables have not been explored.

<https://nces.ed.gov/surveys/ruraled/definitions.asp> . We use the 2018 assignments for public high schools.

²⁰ Undocumented students are not eligible for federal student aid but are eligible for the OOG if they file a complete ORSAA.

HAS THE OREGON PROMISE LED MORE HIGH SCHOOL SENIORS TO COLLEGE?

A key aim of the Oregon Promise, and of Promise programs in general, is to expand access to postsecondary education and training to a wider array of students. An initial premise for Oregon Promise was that the promise of largely paid tuition would make it sufficiently more possible for high school seniors to continue their education and would entice more to do so. This, in turn, would enable more high school graduates to obtain a college certificate or degree that would bring greater economic stability for them and for the State.

Earlier evaluations of the Oregon Promise suggested this aim of expanded access to postsecondary education and training was being met. The first year of the program was accompanied by a boost in the college-going rate of high school graduates, and this increase mostly sustained into the second year, despite a strong economy with a high demand for low-skilled workers. The increase in enrollment was specific to community colleges, where the Promise grants applied. With more years of data now available, the question is whether this early increase continued.

We measure the college-going rate as the percentage of high school graduates who enroll in an Oregon college or university in the fall after graduating from high school. Postsecondary institutions included are Oregon's 17 community colleges, seven public universities, and 11 private, nonprofit bachelor's degree-granting institutions.²¹ We link high school graduates' student records with enrollment data from each postsecondary sector to determine the rate. We count only enrollment as an admitted undergraduate in the public universities and private institutions and only enrollment in for-credit courses in the community colleges. If graduates are enrolled in more than one institution, we count them only one time. Because linkages are based primarily on names and birthdates, we cannot count enrollment of any students who use very different names after high school graduation. We expect any resulting undercount of enrollment is stable from year to year and does not affect the amount of enrollment change over time.

STATEWIDE ENROLLMENT

In the second two years of the Oregon Promise, the initial increase in high school graduates' college-going rate did not sustain. Rather, the percentage of high school graduates who enroll in college returned to pre-Oregon Promise levels in 2018 (the third year of the program) and maintained at this level the following year.

As shown in Figure 1 below, the college-going rate of Oregon high school graduates prior to the Oregon Promise was about 43% (42.8% for 2013-14 high school graduates and 43.5% for 2014-15 high school graduates). During the first two years of the program, college enrollment rates increased to 45.3% and 44.2%, respectively—a notable increase in a statewide rate. However, college-going

²¹ This is a change in the methodology from previous evaluations, which included only enrollment in public colleges and universities.

rates have dropped down to 42.3% and 42.5% in the two most recent years of the program. These results suggest that the Oregon Promise led an initial increase in college-going behavior among high school graduates but that this shift in college-going was not long-lasting.

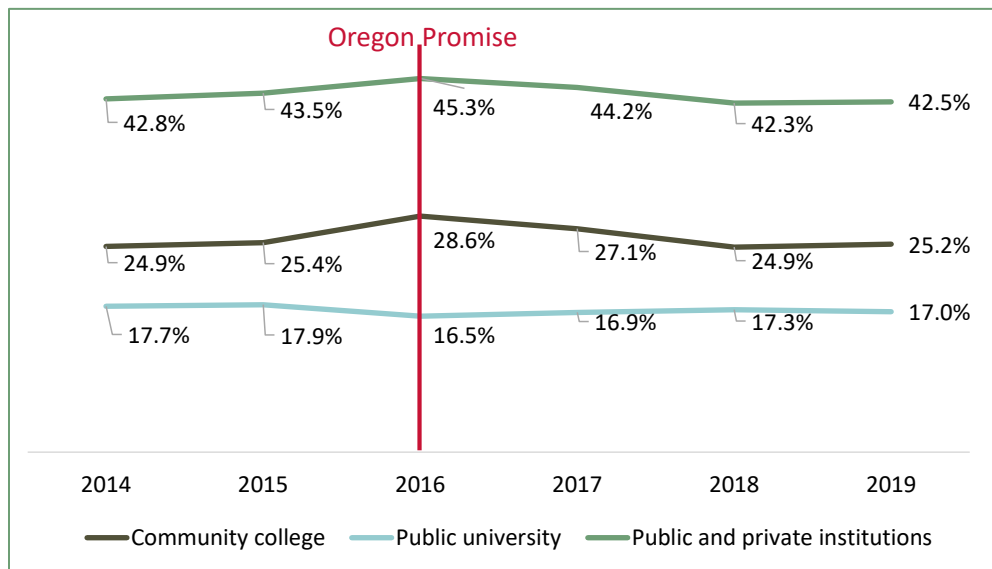


Figure 1. Percentage of Oregon public high school graduates enrolled in Oregon community colleges, public universities, and postsecondary institutions statewide.

Source: HECC analysis of student-level data from Oregon Department of Education and data submitted to the HECC from Oregon public universities and community colleges.

Several trends parallel these enrollment changes, complicating interpretation of the results. Significant media attention accompanied the first year of the program, which amplified the State’s early marketing, but this attention did not sustain beyond the first year. Further, instability in program funding complicated efforts to market the program effectively. Anecdotal evidence indicates that EFC limits led to at least some confusion and lessened at least some confidence in the program. Finally, the State’s economy presented a sustained challenge to high school seniors’ college-going plans, as it was strong throughout these six years.

ENROLLMENT EQUITY GAPS

Earlier evaluations of the Oregon Promise also indicated that the program may be helping to close racial/ethnic gaps in the college-going rate. Two years into the program, the racial/ethnic gap in the college-going rate had closed about four percentage points, from more than 26 percentage points between the lowest and highest college-going rate among racial/ethnic groups to a 22 percentage point gap (Figure 2). Some, but not all, of these gains have eroded in the more recent two years. The difference in college-going rates across racial/ethnic groups was about two percentage points lower in 2019-20 than before the Oregon Promise. Again, the initial expansion in access to postsecondary education across racial/ethnic groups appears to have been somewhat short-lived. Note that the numbers of students identifying as Native American/Alaska Native or as Native Hawaiian/Pacific

Islander are relatively small, and year-to-year fluctuations in the rates for these groups will be more volatile.

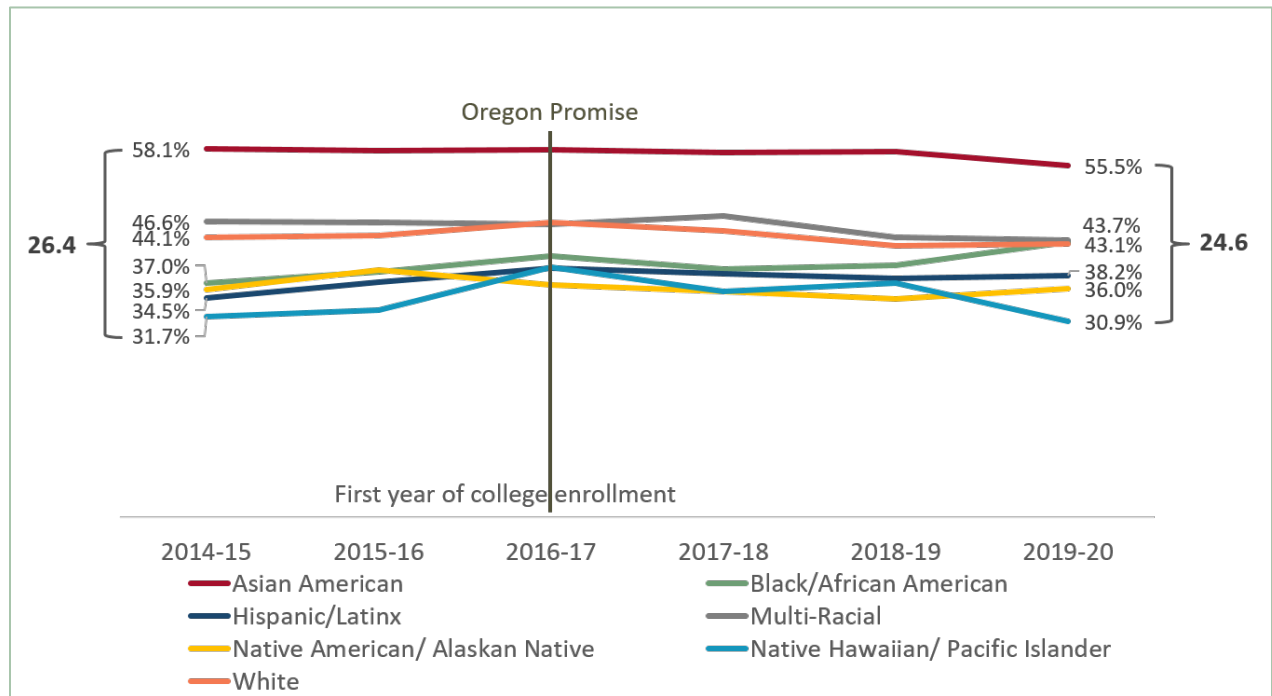


Figure 2. Percentage of Oregon public high school graduates enrolled in Oregon colleges and universities, by race/ethnicity and year.

Source: HECC analysis of student-level data from Oregon Department of Education and data submitted to the HECC from Oregon public universities and community colleges.

We also examined whether the rural-urban gap in the college-going rate narrowed with the Oregon Promise. Before the program began, for the 2014-15 high school class, urban graduates were 3.4 percentage points more likely than rural graduates to go to college or university in Oregon (Figure 3). Four years into the program, for the 2018-19 class, the gap is 5.5 percentage points. The widening of the rural-urban gap in college-going appears to begin at the onset of the Oregon Promise program (2016-17). Whether the greater disparity is a result of the program is difficult to determine with these data, but at a minimum, the findings suggest the program did not alleviate it.

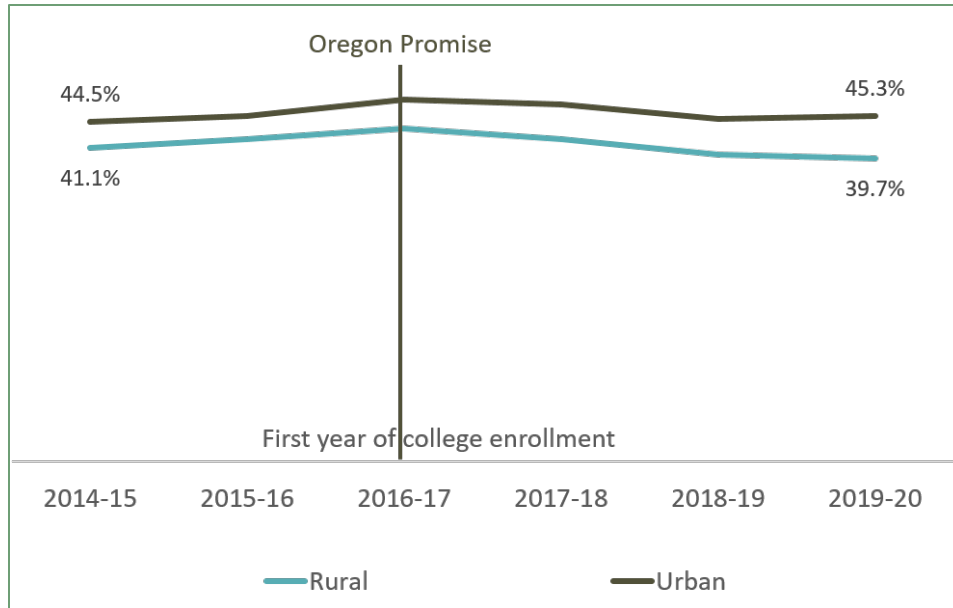


Figure 3. Percentage of Oregon public high school graduates enrolled in Oregon colleges and universities, by rural/urban status of high school and year.

Source: HECC analysis of student-level data from Oregon Department of Education and data submitted to the HECC from Oregon public universities and community colleges.

Overall, the initial expansion in college-going rates that was associated with the Oregon Promise does not appear to have continued in the program’s subsequent years. Instead, college-going rates to public colleges and universities have returned to rates comparable to their levels prior to program implementation. Given the strong state economy during this time, it is possible that the Oregon Promise helped offset a more severe dip in college enrollment.

WHO RECEIVES THE OREGON PROMISE?

OREGON PROMISE IS NOW IN ITS FIFTH YEAR

Each year, about 15,000 students apply for an Oregon Promise grant, and about two-thirds of these students are eligible for and awarded a grant (Figure 1, below). Of the students who are authorized to receive a grant, about 6,000 then choose to take the grant and enroll in a community college. This amounts to about one in six students from the high school graduating class each year.

Table 1. High school graduating class and class size and Oregon Promise applicants, awards, and recipients, by cohort.

High School Graduating Class	High School Graduating Class Size	Number of Applicants	Number of Awards Authorized	Number of Recipients	Cohort
2015-16	34,678	19,223	10,863	7,000	1
2016-17	35,380	15,480	8,869 ⁺	6,102	2
2017-18	36,257	16,028	10,598	6,442	3
2018-19	36,934	13,656	11,923	7,351	4
2019-20*	38,000 (est.)	N/A	8,707 ⁺	4,216*	5

Source: Oregon Department of Education cohort media file and HECC analysis of Oregon Promise student-level data.

*Note: Data for 2019-20 and cohort 5 are all preliminary and subject to change. In particular, the size of the high school graduating class does not come from ODE and is an estimate based on prior year class sizes, and the number of recipients is an in-process tally of fall students only.

⁺Note: Fewer awards were authorized because of EFC limits in these years.

Of course, not all students receiving grants are recent high school graduates; some are GED® test graduates. Students receiving the Oregon Promise after passing the GED® test have risen each year, from comprising 2.4% of the first cohort of students to 5.2% of the fourth cohort (Table 2).

Table 2. Percentage of students receiving Oregon Promise who are GED® test graduates, by year.

Cohort 1 Fall 2016	Cohort 2 Fall 2017	Cohort 3 Fall 2018	Cohort 4 Fall 2019
2.4%	3.5%	4.7%	5.2%

Source: HECC analysis of Oregon Promise student-level data.

Some year-to-year changes are reflected in the variations of applicants, awards, and recipients across the years. The first year of the program saw a record number of applicants, primarily because students and high schools were still learning about program eligibility; many applications did not meet eligibility criteria. In the most recent year, the smaller number of recipients reflects not only that data are still being tallied but likely also the 2020 economic downturn that has resulted in declining postsecondary enrollment. However, the general stability of the cohort size across these years is noteworthy, given changes in program funding. This responsiveness of recent high school and GED® test graduates to financial grants for their education speaks to the need for such support.

STUDENTS WHO RECEIVE THE OREGON PROMISE IN CONTEXT

The 2018 report indicated that the Oregon Promise successfully served many underrepresented students. Central to the program’s aim of expanding access is ensuring that expansion reaches those students most marginalized in education. To assess progress toward this goal, we compare students who receive Oregon Promise grants with three other groups, to the extent data are available. First, we compare them with the most recent high school graduating class. This allows us to assess whether students receiving the Oregon Promise are representative of the graduating class from which most come and the extent to which the program reaches underserved groups. Second, we compare them to their peers in their high school class who are enrolled in community college but without the Oregon Promise. This allows us to see who might benefit from an Oregon Promise award if access to the program expanded further (e.g., if program requirements were different or awareness were higher). Finally, we compare students receiving the Promise with new freshmen at the public universities. This allows us to assess the extent to which the two groups are similar and also suggests other students who might be reached if program funds could apply to enrollment at a public university. For all comparisons, we look at race/ethnicity, gender, and rural status. For the postsecondary comparisons, we also look at income level. We present data for students who first enrolled in the program in fall 2019, as 2019-20 is the most recent complete year of data. Data for this and earlier years can be found in Appendix A.

Figure 4 shows the racial/ethnic distributions of students who received the Oregon Promise in 2019-20, their entire high school graduating class of 2018-19, other recent high school graduates enrolled in community college without the Promise in 2019-20, and new high school graduates enrolled in public universities in 2019-20. Students receiving the Oregon Promise are somewhat more likely to identify as Hispanic/Latinx than all high school graduates and than new university freshmen. They are also somewhat less likely to identify as white than all high school graduates, and somewhat more likely to identify as white than other high school graduates in the community colleges.

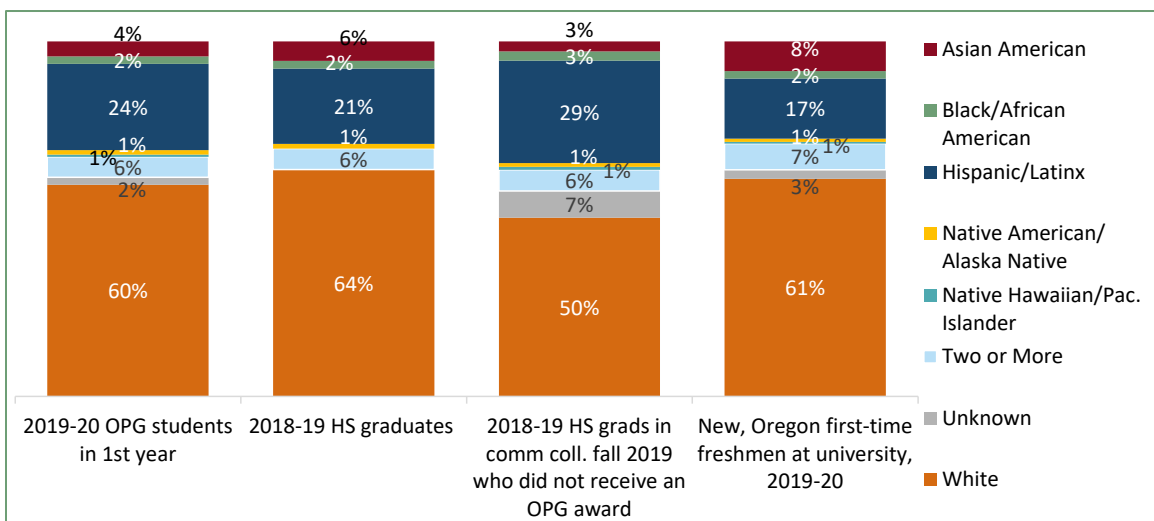


Figure 4. Distribution of students by educational sector and race/ethnicity.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Figure 5 shows similar comparisons by gender. Here we see that students receiving the Oregon Promise are somewhat more likely to identify as women, compared to all three groups of students. This consistency is also evident in the earlier cohorts.

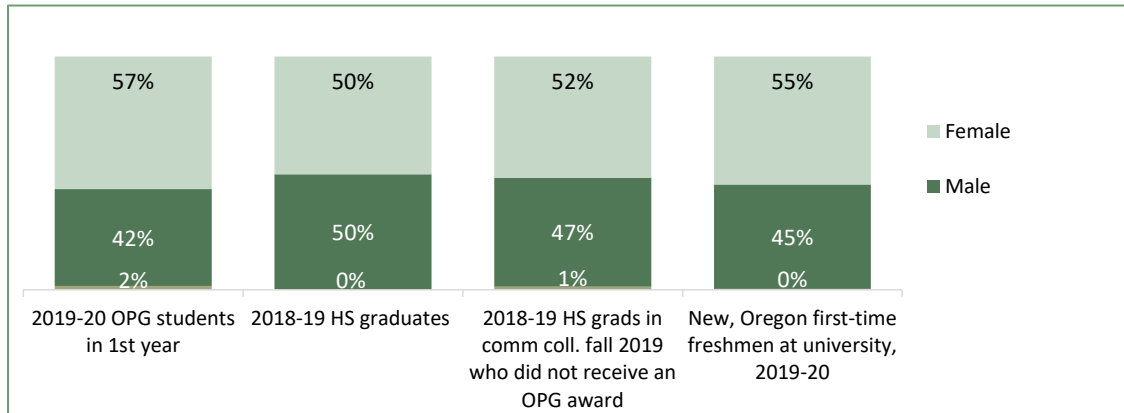


Figure 5. Distribution of students by educational sector and gender.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

The geographic backgrounds of students are shown in Figure 6. Just over half of students receiving the Oregon Promise graduated from an urban high school (56%), and just over a third (36%) graduated from a rural high school. These proportions are similar to both high school graduates in general and to other recent high school graduates who are enrolled in community colleges without a Promise grant. In contrast, students receiving the Oregon Promise are less likely than new university freshmen to come from urban high schools and more likely to come from rural ones.

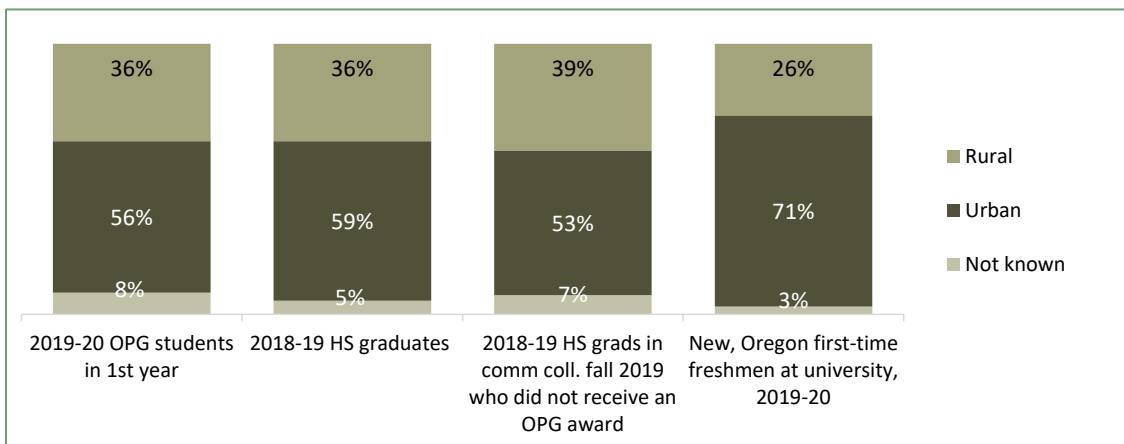


Figure 6. Distribution of geographic origin by educational sector.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Finally, we compare the income background of students who receive Oregon Promise with other postsecondary students. These measures are only available for students who file a complete FAFSA/ORSAA. Figure 7 shows that about half of students with Promise grants were from lower-income families and also received a federal Pell grant (48%). This compares to 64% of their community college peers who were also in their first year of college but did not receive an Oregon Promise grant. In contrast, students receiving Oregon Promise are more likely to have received a Pell grant than their peers at the public universities, as 39% of new incoming Oregon freshmen at the universities received a Pell grant.

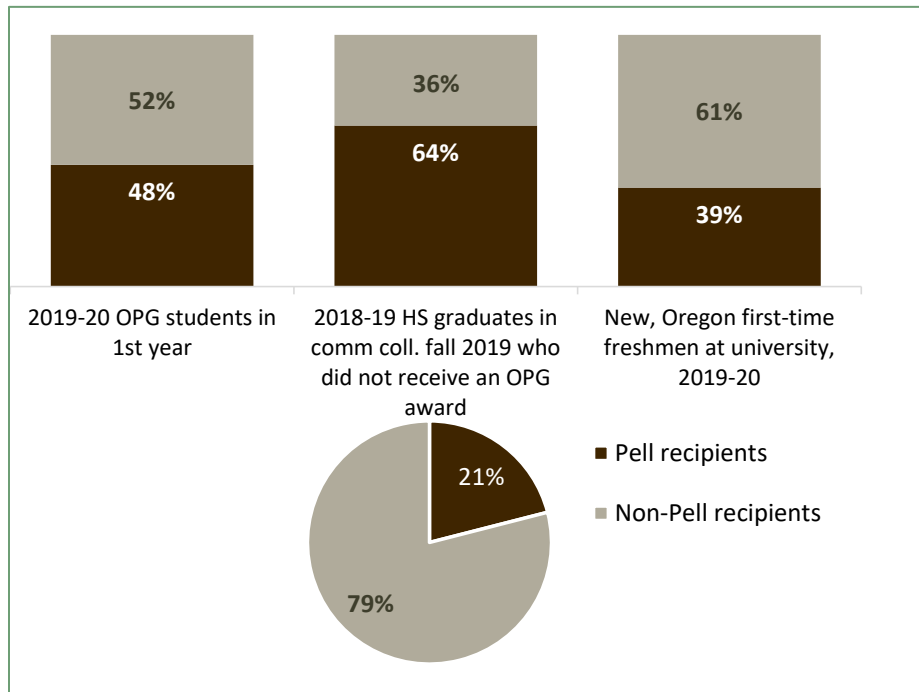


Figure 7. Distribution of students and funds by educational sector and Pell grant receipt.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Although nearly half of the students receiving Oregon Promise also receive a Pell grant, only 21% of program funds reach these students. The design of the Oregon Promise leads to a disproportionate amount of the funds being awarded to students from middle- and higher-income backgrounds, as Pell and OOG dollars do not contribute to covering the cost of tuition for them. This disparity in many Promise programs has raised concerns nationally that most program funds are funneled to students without the highest financial need.²² In Oregon, the program includes a minimum award of \$1,000 (regardless of how much financial aid students have received), which helps address these concerns and ensure students with the greatest need are still given some award (\$1,000) to help pay for education costs, including costs beyond tuition. However, the structure of the program does

²² Burkander, K., Callahan, K., Ballerini, V., & Hagood, S. 2019. *Statewide College Promise Programs: Balancing Affordability, Access, and Student Success*. Research for Action.

result in the majority of fund dollars going to students without the highest need. The maximum award amount of \$4,005 exceeds the State aid dollars disbursed to the lowest income students: \$1,000 from Oregon Promise plus \$2,778 from OOG.

Similar results are evident for students in the lowest income group (Figure 8). Among students with an Oregon Promise grant, 35% also receive the State’s need-based OOG. This is a higher proportion than other new community college and public university students, among whom 24% and 31%, respectively, received an OOG. Despite disproportionately serving these lowest-income students, however, only 13% of Oregon Promise dollars were distributed to students who receive the OOG.

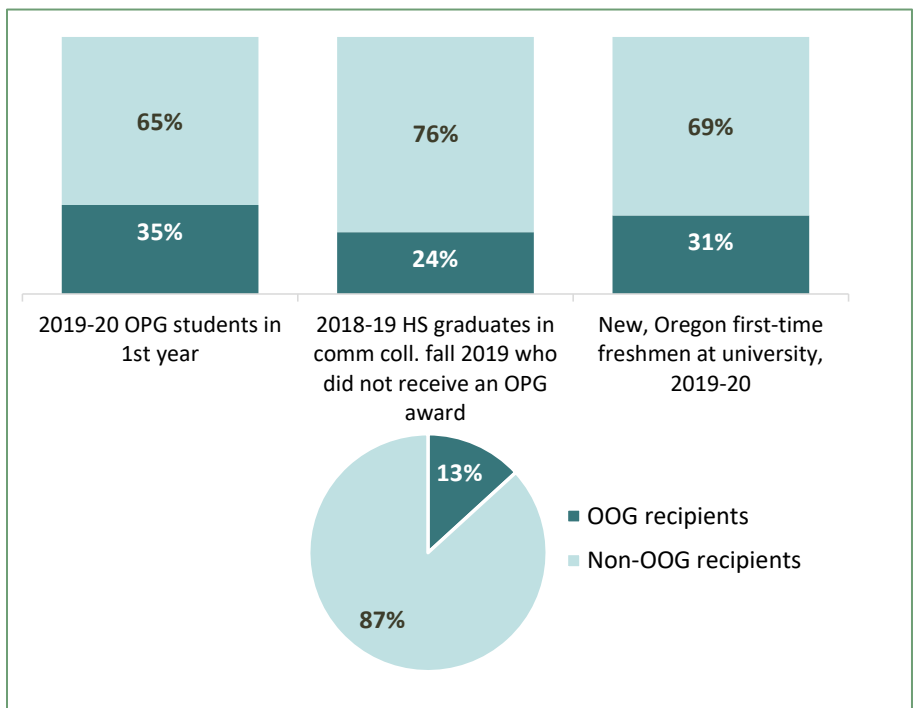


Figure 8. Distribution of students and funds by educational sector and student OOG receipt.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Together, these findings show a diverse set of students in the Oregon Promise and indicates the program reaches many groups facing equity gaps in education. These include students who identify as Hispanic/Latinx, rural students, and students from low-income backgrounds. However, while Oregon Promise students are disproportionately from low-income backgrounds, most program funds go to other students. Expansion of the program as currently designed to serve more students at the community colleges would likely reach even more Hispanic/Latinx, rural, and low-income students. Expansion of the program as currently designed but to serve more students who attend the public universities would likely reach more urban and middle- and upper-income students.

WHAT ARE THE OUTCOMES OF STUDENTS IN THE OREGON PROMISE?

Beyond expanding access to postsecondary education, the goal of the Oregon Promise is to support students' successful completion of their certificate or degree programs. To facilitate this goal, the program has a set of requirements designed to encourage academic engagement and maintain student momentum. Continued eligibility for the grant requires students to enroll at least half-time (6 credits) each term (fall, winter, and spring), maintain satisfactory academic progress, and complete a first-year college experience course.

HOW ARE STUDENTS WITH OREGON PROMISE GRANTS PROGRESSING?

Program Requirements

The vast majority, roughly three-quarters, of Oregon Promise students complete their enrollment requirements. This rate of completing program requirements has remained consistent across the history of the program. This finding suggests that the program requirements are attainable for most, though not all, students. As Table 3 shows, there is also consistency in fulfilling program requirements across many characteristics related to educational equity. Some groups had slightly higher rates (those identifying as Asian American) or slightly lower rates (those identifying as Black/African American or as Native American/Alaska Native), but on average, the spread across groups is relatively narrow.

Table 3. Percentage of students with Oregon Promise enrolled for six or more credits in fall, winter, and spring terms, by year.

	Cohort 1 Fall 2016	Cohort 2 Fall 2017	Cohort 3 Fall 2018	Cohort 4 Fall 2019
All students	75%	75%	76%	72%
Race/ethnicity				
Asian American	86%	82%	86%	80%
Black/African American	76%	68%	69%	65%
Hispanic/Latinx	77%	75%	75%	73%
Native American/Alaska Native	54%	67%	72%	78%
Native Hawaiian/Pacific Islander	68%	70%	76%	72%
White	74%	75%	76%	71%
Multi-racial	72%	72%	78%	70%
Not reported	71%	78%	79%	74%
Pell receipt				
Yes	74%	74%	73%	70%
No	75%	77%	79%	73%
Gender				
Female	73%	77%	77%	74%
Male	71%	73%	74%	69%
Geographic origin				
Rural	74%	75%	76%	72%
Urban	75%	76%	77%	72%

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Although three-fourths of students fulfill program requirements, only half re-enroll in the program the following fall. Among those who were enrolled for six or more credits each term, only about 70% re-enrolled in the program the following fall (Table 3). Re-enrollment rates were mostly consistent across student characteristics, though they were slightly higher among students identifying as Asian American and among urban students and slightly lower among students identifying as Native American/Alaska Native.

Table 4. Percentage of students with Oregon Promise re-enrolling in the program after completing credit and term requirements in first year, by year.

	Cohort 1: Began fall 2016, returned fall 2017	Cohort 2: Began fall 2017, returned fall 2018	Cohort 3: Began fall 2018, returned fall 2019
All students	72%	66%	70%
Race/ethnicity			
Asian American	78%	72%	71%
Black/African American	82%	68%	79%
Hispanic/Latinx	74%	67%	71%
Native American/Alaska Native	66%	63%	60%
Native Hawaiian/Pacific Islander	65%	71%	66%
White	70%	69%	69%
Multi-racial	76%	69%	74%
Not reported	67%	65%	75%
Pell receipt			
Yes	72%	65%	68%
No	72%	68%	71%
Gender			
Female	73%	66%	71%
Male	71%	66%	68%
Geographic origin			
Rural	69%	64%	67%
Urban	74%	67%	71%

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Most of those who did not re-enroll had not reached the 90-credit limit, which indicates that students are missing out on award funds that could help them earn a credential. For Cohort 3 (the most recent year of data), the students who did not renew even though they had enrolled for six or more credits each term had earned an average of 43 credits by the end of their first year. This includes college credits earned while they were still in high school. Only five percent of these students were within one term of the 90 credit limit (i.e., had earned 78 or more credits).

Together, these findings indicate that while most students complete the program’s enrollment requirements, the program on its own is not enough to maintain continuous enrollment for about half of students.

Wider Impacts of Program Requirements

Have the high rates of completing credit and term requirements meant that high school graduates are earning more credit or enrolling for more terms since the Oregon Promise began? In short, they are only slightly more likely to strengthen their enrollment. We looked at the average number of credits earned and terms enrolled in the first year after high school graduation for high school graduating classes before and after the program began. We included recent high school graduates at both community colleges and public universities to account for students who shifted from enrolling first at a public university to enrolling first at a community college.

Figure 9 shows the average number of terms in which students enroll during their first year after high school graduation. The results show no meaningful change in the number of terms in which new students enroll. While the number of terms rose slightly among community college students, it was not enough to change the overall rate.

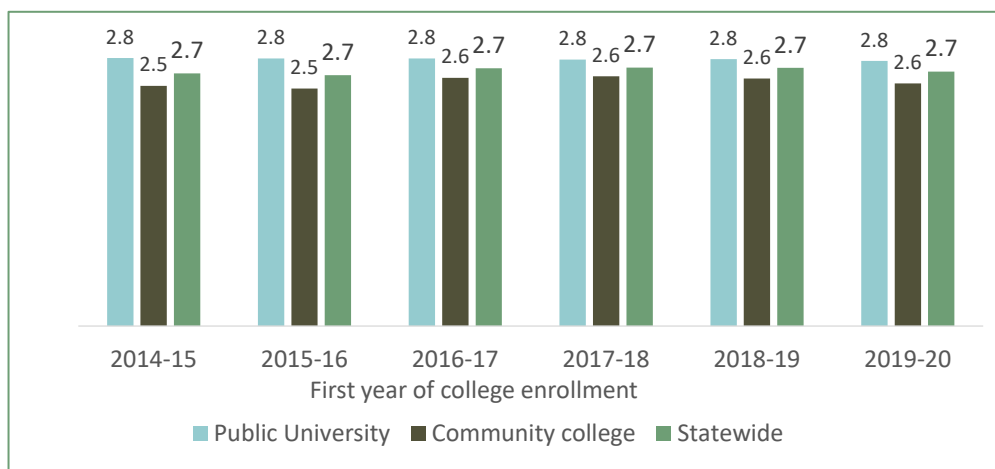


Figure 9. Average number of terms enrolled among recent high school graduates in their first year in college or university, by sector and year.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

However, the program requirements are associated with students taking more credits. Since the implementation of the Oregon Promise, recent high school graduates have earned, on average, about three more credits in their first year (Figure 10). This increase was driven by community college students and amounts to about one additional course per year.

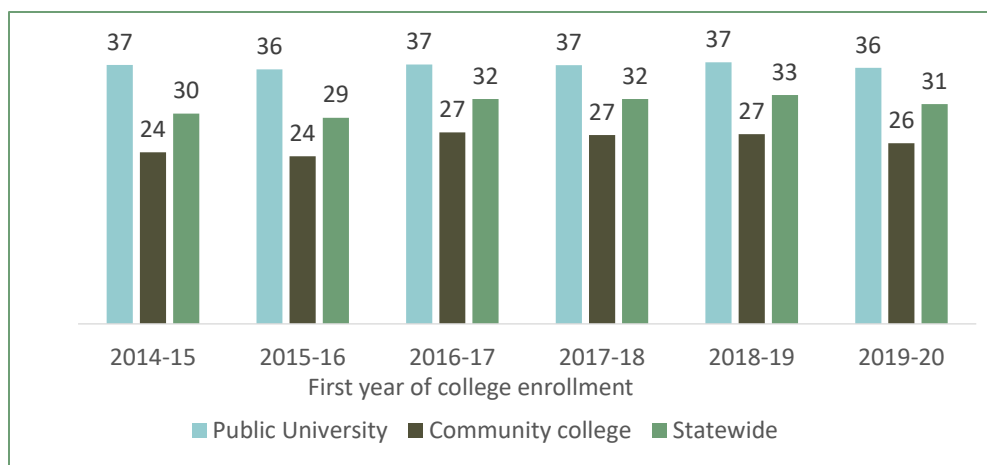


Figure 10. Average credits earned among recent high school graduates in their first year of college or university, by sector and year.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

Together, these results indicate modest increases in credits earned among new postsecondary students since the Oregon Promise but not to large advances in the number of terms enrolled or credits earned, however.

WHAT ARE THE TRANSFER AND COMPLETION RATES OF STUDENTS IN THE OREGON PROMISE?

With four years of data now available, this is the first year an evaluation of the Oregon Promise is able to begin to assess students’ completion of certificates and degrees and, importantly, whether the Promise has led to increased completion. Even this analysis will be limited to the first cohort or two and to early completions, as the figure below illustrates. Students in the first Oregon Promise cohort have begun to earn career certificates and associate degrees during the 2019-20 academic year, and they have just begun to earn bachelor’s degrees. Any bachelor’s degree graduates would have graduated within four years, though our standard measure of bachelor’s degree completion is six years. The six-year rates will be assessable only after the 2021-22 academic year. For this analysis, students from the second Oregon Promise cohort may have completed a three-year associate degree, and students from the third cohort may have earned certificates and/or two-year associate degrees.

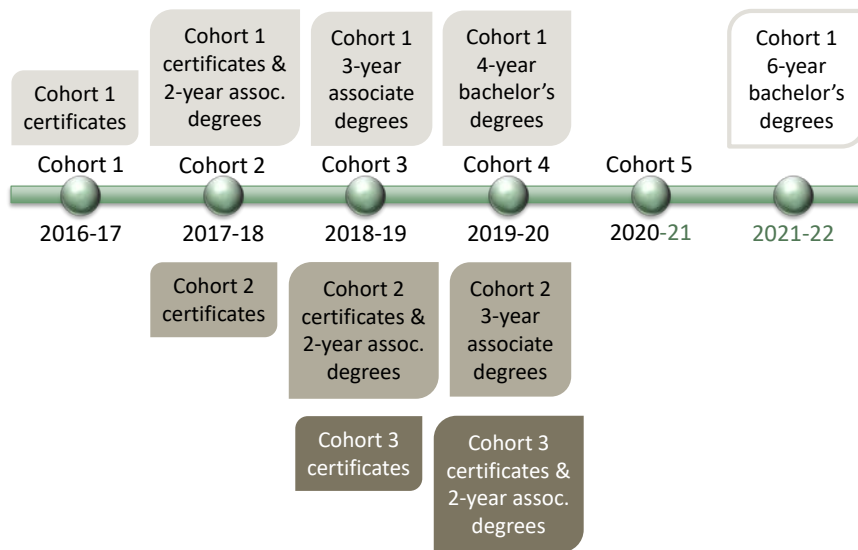


Figure 11. Timeline of certificate and degree completion, by year and Oregon Promise cohort.

Based on community college and public university records from 2019-20, most Oregon Promise students—across all Promise cohorts—have earned credentials or are still enrolled. For the first cohort, 36% of students had earned a credential and 21% were still enrolled in 2019-20. The share of students who were no longer enrolled and left college without a credential (i.e., stopped out) was 44% for the first cohort. For the later cohorts, the percentage not earning a credential and no longer enrolled declines; was 40% of cohort 2 and 25% of cohort 3. The longer the time since initial enrollment, the less likely students are to maintain enrollment if they have not earned a credential.

Figure 12 shows these outcomes in detail for each cohort. Credentials earned are shown in green; continued enrollment is shown in blue, and stopping out is shown in red. Darker colors are public university outcomes, and lighter colors are community college outcomes. For cohort 1, for whom four years have passed since they first enrolled, 36.0% of students have earned a credential, 20.6% were still enrolled four years later, and 43.5% had not earned a credential and were no longer enrolled in community college or public university. Within these totals, 5% of students had earned a bachelor's degree, 28% had earned an associate degree, and 3% had earned a career certificate. Half of the students who were still enrolled were enrolled at a public university, and half were still enrolled at the community college. Finally, the vast majority of the students who stopped out had left during their community college enrollment. More than one-fourth of the students (27%) transferred to a public university and either earned a bachelor's degree or were still enrolled.

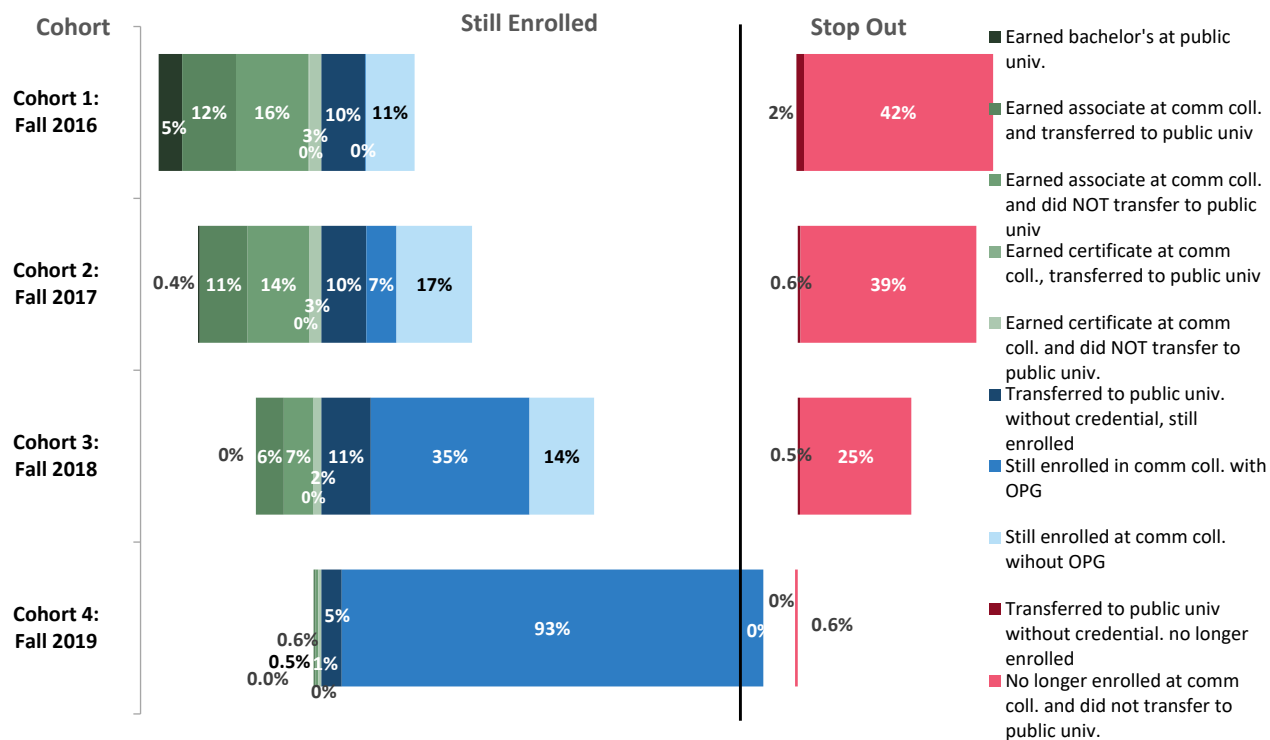


Figure 12. Outcomes of Oregon Promise students, 2019-20.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

For the second cohort, more than one quarter of students had earned a credential (27%), with the majority of these being associate degrees. Another one-third of students were still enrolled, either in community college or having transferred to a public university. For the third cohort of students, who have only been out of high school for two years, 15% have earned a credential, and another 60% are still enrolled.

While these outcomes are encouraging, the question remains how they compare with other students. To assess this, we look at outcomes for all high school graduates, since the Oregon Promise may have affected where students chose to enroll after high school. Figure 13 shows these outcomes for three high school classes: the first year of the Oregon Promise and the two classes preceding it. For each class, the results show the outcomes four years after high school graduation.

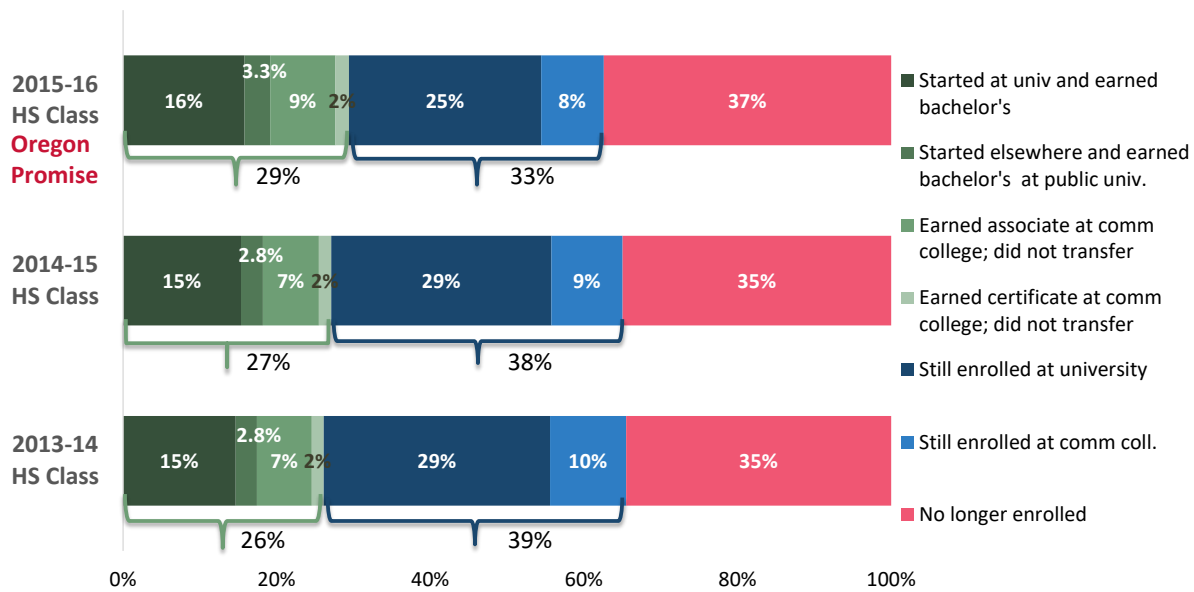


Figure 13. Four-year postsecondary outcomes for students enrolling in community college or public university in the fall after graduation from high school, by year.

Source: HECC analysis of student-level data from Oregon Department of Education, data submitted to the HECC from Oregon public universities and community colleges, and State financial aid records.

High school graduates during the first year of the Oregon Promise (the high school graduating class of 2015-16) are slightly more likely to have earned a credential, slightly less likely to be still enrolled, and slightly more likely to have stopped out without a credential, compared to earlier high school graduating classes. For the 2013-14 and 2014-15 high school graduating classes, 26% and 27%, respectively, earned a certificate or degree within four years (community college rates exclude those who transferred).²³ In contrast, 29% of the 2015-16 graduating class, for whom the Oregon Promise was available, earned a credential during four years. In addition, whereas 38% and 39% of students from the pre-Promise high school classes were still enrolled in college or university after four years, 33% of students in the 2015-16 graduating class remained enrolled four years later. Appendix B provides these same outcomes disaggregated by race/ethnicity.

Taken together, these results suggest suggests the Oregon Promise is associated with somewhat faster completion rates overall. Only additional years of data will clarify whether the program facilitates faster completion or greater completion, and whether the higher rate of stopping out maintains.

²³ An additional 8.1%, 8.2%, and 8.5% of students each year earned an associate degree or a certificate at a community college and transferred to a public university. These outcomes are not in shown in Figure 13 because the students are included in one of the other categories.

WHAT ARE THE ECONOMIC IMPACTS OF THE OREGON PROMISE?

PUBLIC FINANCIAL AID DOLLARS INTO THE STATE

The Oregon Promise is designed to leverage the federal and state financial aid dollars already available to students. By requiring Oregon Promise applicants to complete the FAFSA/ORSA, students establish eligibility to receive other federal and state aid and thereby potentially expand the number of students receiving federal grants and the amount of federal aid flowing into Oregon. Students who receive Oregon Promise grants do indeed receive a substantial amount of federal Pell grant dollars as well. In 2019-20, Oregon Promise recipients received \$17M in Pell grants, 11% of all Pell grant dollars received by community college students last year.

Table 5. Amount of Pell grant dollars disbursed to Oregon Promise recipients.

2016-17	2017-18	2018-19	2019-20
\$15.7M	\$15.8M	\$14.8M	\$17.3M

Source: HECC analysis of student-level financial aid data for recipients of the Oregon Promise.

Whether the Oregon Promise has led to more federal financial aid coming to Oregon is difficult to determine. Public aid dollars among community college students have been declining since 2014-15 despite the introduction of the Oregon Promise in 2015-16 (Figure 15). This parallels declining enrollment at the colleges, which are particularly sensitive to workforce demand, which was strong during this period. In comparison, public financial aid dollars have remained relatively steady at the public universities, where enrollment declines have been much shallower. It is possible that the Pell grant dollars flowing into the state would have declined more steeply at the colleges in the last five years if the Oregon Promise, with its middle-dollar design, had not been implemented.

We note also that combined federal and state financial aid for students converged between community colleges and public universities in 2018-19, but this merging does not stem from the Oregon Promise. Rather, an increase in OOG grant sizes and declining enrollment at the colleges led to fewer awards there and increased dollars to the university students.

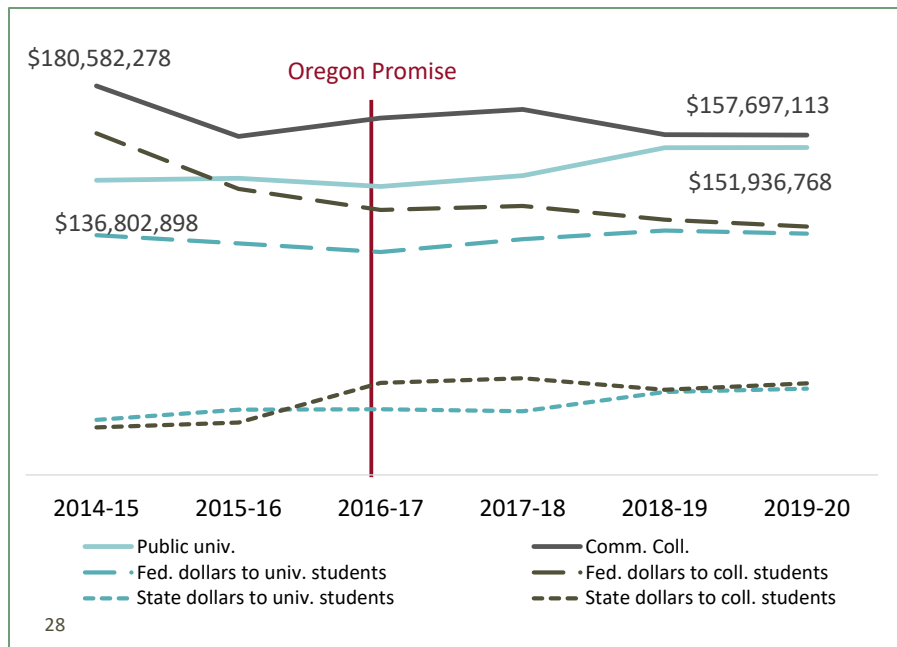


Figure 14. Federal and state financial aid grant dollars disbursed to students at Oregon public universities and community colleges, adjusted for inflation (2019 dollars).

Source: HECC analysis of federal and state grant disbursement records.

IMPACTS ON STUDENT AFFORDABILITY

Beyond the economic impact to the state, the Oregon Promise has undoubtedly had an impact on student-level college affordability. However, this impact is lower today than when the program began because the size of the grant has not kept up with rising college costs. While the Oregon Promise is aimed only at tuition, students have to cover all costs of attendance, including housing, books and supplies, transportation, personal expenses, and for some, child care.

Compared to the cost of attendance, the maximum grant was worth \$1000 less in 2019-20 than when it began in 2016-17 (Figure 15). In the first year of the Oregon Promise, the difference between the Oregon Promise maximum award size and the expected cost of attendance at a community college was \$15,700 annually. By 2019-20, this difference had risen to \$16,690.

For lower-income students, this disparity is even greater. Whereas the maximum award amount is tied to the average cost of 12 credits of tuition (and therefore rises as much as tuition rises), the minimum award amount is set in statute at a fixed \$1,000. We represent this in the graph as the 2019-20 value of that \$1,000 in the initial year of the program. In 2019-20, lower-income students face a gap that is even larger than middle- and upper-income students, of \$1,250. This greater dollar figure also represents a larger portion of low-income families' finances.

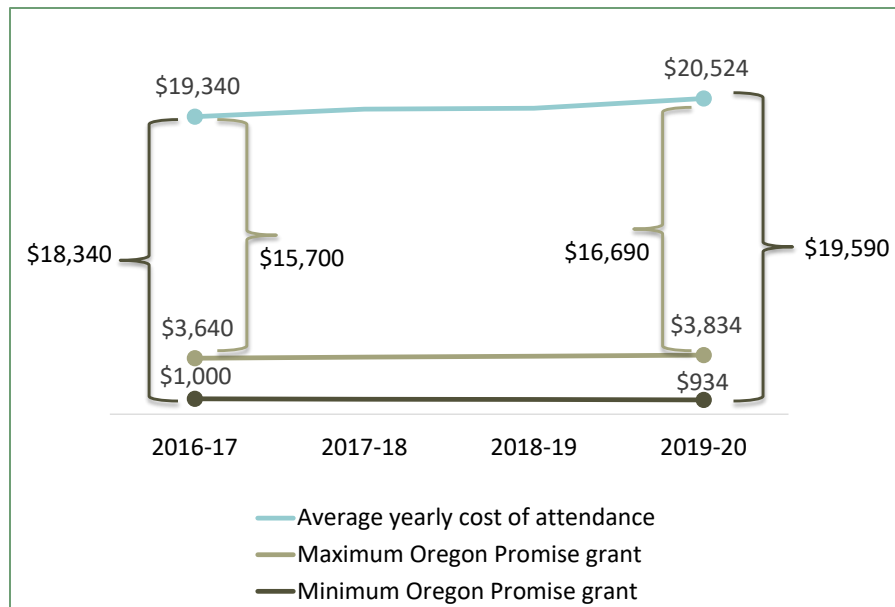


Figure 15. Average annual total cost of full-time attendance at Oregon community colleges and maximum Oregon Promise grant, adjusted for inflation.

Source: HECC analysis of cost of attendance and state grant award information.

Despite the reduced purchasing power of the Oregon Promise, the program has improved college affordability for students. We estimate the percentage of students facing unaffordable costs by comparing their costs of attendance with their expected revenue, and we identify students whose costs outweigh their expected revenue as facing unaffordable costs.

Colleges estimate the total costs of attendance at their institution, and we use these estimates. Expected sources of revenue include any federal and state grants a student receives, most scholarships received, the student’s EFC based on their FAFSA/ORSAA, and an estimate of student’s earnings. The estimate of student’s earnings is 90% of minimum wage for 15 hours per week and 48 weeks per year.²⁴ We calculate this measure of affordability for all students who filed a complete FAFSA/ORSAA and attend a community college or public university.

Despite taking advantage of both federal and state public aid, students receiving the Oregon Promise still face affordability challenges. One-third of students receiving Oregon Promise grants still cannot afford the cost of attendance, even with their total grants and scholarships, EFC, and estimated earnings. As Table 6 shows, the rate is higher for some marginalized groups receiving the Promise: 41% to 48% of Asian American, Black/African American, Hispanic/Latinx, and Native Hawaiian/Pacific Islander students in the program face unaffordable costs.

²⁴ This formula came from an estimate formerly used in State financial aid policy.

Table 6. Percentage of students facing unaffordable costs of education with and without Oregon Promise grant, by program status and race/ethnicity, 2018-19.

	Percentage of All Community College Students Facing Unaffordability	Percentage of Those in Oregon Promise Facing Unaffordability	Percentage of Those in Oregon Promise Who Would Face Unaffordability without Oregon Promise
All students	31%	34%	44%
Race/ethnicity			
Asian American	37%	45%	53%
Black/African American	31%	48%	54%
Hispanic/Latinx	34%	48%	59%
Native American/Alaska Native	30%	38%	50%
Native Hawaiian/Pacific Islander	30%	44%	48%
White	29%	28%	38%
All other students	32%	37%	46%

Source: HECC analysis of student-level data submitted to the HECC from Oregon community colleges and State financial aid records.

However, without the Oregon Promise, even more students would have faced unaffordable costs. Among community college students overall, the unaffordability rate would have risen 1.5 percentage points, to 32%. For students receiving the Oregon Promise, the impact is much greater (Table 6). Whereas 34% of students with Promise grants face unaffordable costs, 44% would have faced them if the grant were not available. Among underserved racial/ethnic groups in the program, 48% to 59% would face costs of education not covered by their financial aid, EFC, and earnings if the Oregon Promise grant were not available to them. Thus, while many students who receive Oregon Promise grants still face college costs that are not affordable, the program has had a positive financial impact, especially for underserved students. This lends further evidence to a widespread need for financial support for students to be able to continue their education and training beyond high school.

Finally, there are financial impacts of the program for communities and institutions as well. School districts invest resources and programming to encourage high school students to continue their education and training, and communities benefit when those students earn postsecondary credentials. Community colleges potentially gain new students. We show these impacts at the end of this report. Appendix C details the number of students receiving Oregon Promise grants and the amount of grant funds disbursed by the college they attended. Appendix D presents the number of students in the program and the total amount of funds disbursed by the school district from which students graduated.

CONCLUSION

FINDINGS

This report has considered 4 questions:

1. Has the Oregon Promise led more high school graduates to college?
2. Who are the students who receive Oregon Promise grants?
3. What are the outcomes of students who received Oregon Promise grants?
4. What are the financial impacts of the Oregon Promise?

Our answer to the first question examined statewide enrollment of high school graduates before and after the program was implemented. We found that in the first two years of the program, enrollment rates rose, but in the second two years, they declined. The initial implementation of the Oregon Promise was associated with a clear increase in enrollment at the colleges, and early enthusiasm and attention to the program seemed to realize the program's goals of opening the door to postsecondary education and training wider. After four years, these early increases do not appear sustained, as community college and statewide college-going rates have returned to pre-Promise levels.

Further, the Promise is not associated with consistent impacts on reducing equity gaps in college-going rates. On the one hand, differences across racial/ethnic groups are slightly narrower since the Oregon Promise began. However, the gap between rural and urban high school graduates' college-going rates is wider since the Promise.

We examined the second question by comparing the characteristics of students who receive Oregon Promise grants with the characteristics of their high school graduating class and of their high school graduate peers who are enrolled at the community colleges without a Promise grant and those enrolled at the public universities. We found that Oregon Promise recipients are generally representative of their high school graduating class, though they are somewhat more likely to be women and Hispanic/Latinx. The program serves a diverse array of students, including those from some groups who are underrepresented in postsecondary education and training: students identifying as Hispanic/Latinx, rural students, and students from low-income families. If the program expanded in ways that included more community college students, it would likely reach even more Hispanic/Latinx, rural, and very low-income students. If it expanded to reach more students who attend the public universities (without becoming a means tested program), it would likely reach more students from urban and middle- and upper-income backgrounds.

As in earlier evaluations, we also found that while Oregon Promise students are disproportionately from low-income backgrounds, most program funds go to other students. This is consistent with the design of the program, but it continues questions around the equity of diverting most resources to the students who do not have the greatest financial need.

We answered the third question by examining the degree to which students complete program requirements, whether these requirements have broadened credit loads or terms enrolled statewide, and what the longer-term outcomes are for students in the program. We found that most students complete program requirements, and that this is generally consistent across student characteristics. However, many students do not re-enroll for a second year in the program, despite having completed program requirements and not reaching their 90-credit limit of eligibility. The Oregon Promise enrollment requirements are not associated with an increase in the number of terms enrolled among recent high school graduates. However, recent high school graduates are earning about three more credits in their first year of college since the program, suggesting the program may be encouraging students to take higher credit loads.

Students who received Oregon Promise grants achieve positive outcomes of certificate and degree completion and continued enrollment. A majority of students earn a credential or are still enrolled at a community college or public university in their second, third, and fourth years after graduating from high school. Importantly, students receiving the Oregon Promise have made comparable progress to other recent high school graduates within the first four years after high school graduation. The first cohort of high school graduates since the program began appear to have earned credentials somewhat faster than high school graduates did before the Oregon Promise. More earned a postsecondary certificate or degree and fewer were still enrolled in college or university four years after high school graduation. We note that these results are still early and based on only the first cohort of students in the program, and future years of data are necessary to draw strong conclusions.

Finally, we examined the financial impacts of the program. We looked at the amount of federal financial aid supporting Oregon students, and we examined impacts for students' college affordability. Though the amount of federal dollars disbursed to students at community colleges declined during the Oregon Promise, this is likely because of broader declines in community college enrollment and not associated with the Oregon Promise. The program's design maximizes the use of federal aid to support students who receive Promise grants, and the many lower income students it serves means that millions of dollars in federal Pell grants have come into the state each year of the program.

For college affordability, the purchasing power of the Oregon Promise has declined since its inception, as the size of the grant has not kept pace with increases in college costs. The gap between the size of the maximum grant and the total cost of college attendance has widened by about \$1,000 during the program's first four years. For the minimum grant that low-income students receive, the gap is even larger, \$1,250. Nonetheless, the program has reduced the number of students facing unaffordable college costs. About a third of community college students face costs of attendance that cannot be met with their expected revenue—grants and scholarships, their EFC, and an estimate of their own earnings. However, this proportion would be even higher without the Oregon Promise, and the impact of the program is sizeable for historically underserved racial/ethnic groups.

IMPLICATIONS

Together, these findings suggest that although the Oregon Promise has not provided a sustained expansion of access to college for Oregon students, the program has successfully served underrepresented students and those with high financial need. At the same time, the program's design means that most program funds go to students without the highest need. The statutorily fixed minimum grant size exacerbates this inequity, as it does not grow with rising college costs, leaving low-income families with an even bigger affordability gap. Neither does the other State grant these students receive fully compensate; a low-income student receives less with the Oregon Promise and OOG than a middle-or upper-income student receives with the Oregon Promise alone.

This points to a large need for State grants to support students in the educational pipeline, especially those facing equity gaps. Such grants are a strong investment for the State: a growing body of research finds that grants of financial support increase a student's probability of completing their degree program, whether these grants are need-based or merit-based and whether they are publicly or privately sourced.²⁵ State grants in particular increase the chance that a student will complete a postsecondary credential, by 2.5 percentage points for on-time completion and 3.0 percentage points for delayed completion.²⁶

This national research is consistent with the early results presented here: higher rates of certificate and degree completion within four years of graduating high school since the Oregon Promise came into being. While future reports with more years of data are needed to confirm this outcome, the results are also consistent with the positive outcomes of the OOG, the State's largest postsecondary grant program other Oregon grants. Students who benefit from the OOG have higher retention and graduation rates than their peers with slightly higher incomes who do not qualify for that additional financial support.

The great experiment of the Oregon Promise and other Promise programs nationwide is still unfolding. While that occurs, the findings in this report confirm the need for financial support of students coming out of high school and GED® programs to continue their education and training, especially for students historically underrepresented in college and university. Students who seek to continue their education and training beyond high school face affordability challenges that are increasingly prohibitive. The need for financial pathways through these challenges is not only important for students, it is in the interest of the State. Students who complete a postsecondary certificate or degree enter a future that has greater financial stability for themselves, a higher chance of upward mobility for their families, and more economic stability for their communities and the State. Individual salaries rise with career certificates, associate degrees, and bachelor's degrees, but so also do tax revenue, civic engagement, and social and physical health. These public benefits can only

²⁵ Nguyen, T. D., Kramer, J. W., & Evans, B. J. 2019. "The Effects of Grant Aid on Student Persistence and Degree Attainment: A Systematic Review and Meta-Analysis of the Causal Evidence." *Review of Educational Research* 89(6), 831-874.

²⁶ Nguyen, et al, *ibid*.

be fully realized when the financial pathway to earning postsecondary credentials is wider and levelled across race/ethnicity, income background, geography, and other educational equity gaps.

APPENDIX A. STUDENT CHARACTERISTICS OVER TIME

Table A 1. Characteristics of Oregon public high school graduates, by year.

High school graduating class	2015-16	2016-17	2017-18	2018-19
Total (all graduates)	34,678	35,380	36,257	36,934
Race/ethnicity				
Asian American and Pacific Islander	5.3%	5.3%	5.5%	5.5%
Black/African American	2.2%	2.3%	2.2%	2.2%
Hispanic/Latino/a/x	19.0%	19.5%	20.4%	21.2%
Native American/Alaska Native	1.3%	1.3%	1.3%	1.3%
White	67.1%	66.2%	64.8%	63.9%
Multi-Racial	5.1%	5.5%	5.8%	5.9%
Geographic origin				
Rural	37%	36%	36%	36%
Urban	58%	59%	59%	59%
Unknown	5%	5%	5%	5%
Gender				
Male	49.1%	49.8%	49.4%	49.5%
Female	50.9%	50.2%	50.6%	50.4%
Non-Binary				0.0%

Source: HECC analysis of student-level data submitted to the HECC from Oregon community colleges and State financial aid records.

Table A 2. Characteristics students enrolled in an Oregon community college and receiving an Oregon Promise grant, in their first year of the grant, by year of enrollment.

Oregon Promise community college students	Cohort 1 Fall 2016	Cohort 2 Fall 2017	Cohort 3 Fall 2018	Cohort 4 Fall 2019
Total (all students)	6,883	5,574	6,239	7,070
Race/ethnicity				
Asian American	4.0%	3.8%	3.5%	4.2%
Black or African American	1.3%	2.0%	1.6%	2.1%
Hispanic/Latinx	19.7%	24.2%	23.3%	24.3%
Native American/Alaska Native	1.0%	1.0%	1.0%	1.2%
Native Hawaiian/Pacific Islander	0.5%	0.5%	0.6%	0.6%
Multi-racial	5.0%	6.0%	5.7%	5.8%
White	64.9%	60.0%	62.2%	59.6%
Not reported	3.6%	2.5%	2.1%	2.1%
Geographic Origin				
Rural	39.7%	39.8%	38.9%	35.9%
Urban	52.8%	53.0%	52.7%	56.5%
Unknown	7.5%	7.2%	8.5%	7.7%

Oregon Promise community college students	Cohort 1 Fall 2016	Cohort 2 Fall 2017	Cohort 3 Fall 2018	Cohort 4 Fall 2019
Gender				
Female	55.7%	57.2%	56.1%	56.9%
Male	43.6%	41.4%	42.5%	41.5%
Not reported	0.7%	1.3%	1.4%	1.6%

Source: HECC analysis of student-level data submitted to the HECC from Oregon community colleges and State financial aid records.

Table A 3. Student characteristics over time, by group; community college students (non-Oregon Promise).

Community college students (non Oregon Promise)	Cohort 1 Fall 2016	Cohort 2 Fall 2017	Cohort 3 Fall 2018	Cohort 4 Fall 2019
Total (all students)	1,550	2,274	1,130	1,075
Race/ethnicity				
Asian American	3.4%	3.2%	3.8%	3.3%
Black or African American	2.8%	1.5%	3.4%	2.9%
Hispanic/Latinx	18.8%	11.6%	19.5%	21.6%
Native American/Alaska Native	1.9%	0.8%	1.8%	1.1%
Native Hawaiian/Pacific Islander	0.6%	0.5%	0.7%	0.9%
White	61.2%	69.8%	55.0%	55.6%
Two or More Races	5.7%	5.8%	6.7%	6.5%
Not reported	5.5%	6.8%	9.1%	8.1%
Geographic Origin				
Rural	39.1%	39.6%	39.9%	36.5%
Urban	52.5%	53.4%	52.8%	56.6%
Unknown	8.4%	7.0%	7.3%	6.9%
Gender				
Female	52.3%	50.7%	52.0%	51.3%
Male	47.2%	48.2%	46.5%	45.9%
Not reported	0.5%	1.1%	1.5%	2.9%

Source: HECC analysis of student-level data submitted to the HECC from Oregon community colleges and State financial aid records.

Table A 4. Student characteristics over time, by group; public university students.

Public university students	Fall 2016	Fall 2017	Fall 2018	Fall 2019
Total (all new freshmen)	7,373	7,519	7,712	7,643
Race/ethnicity				
Asian American	8.2%	8.3%	9.1%	8.4%
Black or African American	2.2%	2.2%	2.2%	2.1%
Hispanic/Latinx	13.5%	14.3%	15.0%	16.9%
Native American/Alaska Native	0.8%	0.9%	0.7%	0.9%
Native Hawaiian/Pacific Islander	0.4%	0.3%	0.5%	0.5%
White	65.8%	63.4%	61.8%	61.3%
Two or More Races	7.1%	8.3%	7.9%	7.4%
Not reported	1.9%	2.4%	2.7%	2.4%
Geographic Origin				
Rural	27%	26%	25%	26%
Urban	71%	71%	72%	71%
Unknown	2%	3%	3%	3%
Gender				
Female	54.0%	53.7%	55.0%	54.8%
Male	45.7%	46.1%	44.5%	44.8%
Not reported	0.2%	0.3%	0.6%	0.4%
Pell Receipt				
NonPell	63.1%	61.6%	60.7%	
Pell	36.9%	38.4%	39.3%	
OOG Receipt				
NonOOG	70.2%	69.4%	69.4%	
OOG	29.8%	30.6%	30.6%	

Source: HECC analysis of student-level data submitted to the HECC from Oregon community colleges and State financial aid records.

APPENDIX B. FOUR-YEAR OUTCOMES OF HIGH SCHOOL GRADUATES

Table B 1. Four-year outcomes of Oregon public high school graduating classes, by cohort and race/ethnicity.

	Began at university, earned bachelor's	Began elsewhere, earned bachelor's	Earned associate (no transfer)	Earned certificate (no transfer)	Still enrolled at university (incl. transfers)	Still enrolled at community college
Class of 2013-14	14.7%	2.8%	7.1%	1.6%	29.5%	9.9%
Asian American	31.3%	1.4%	6.1%	0.7%	36.6%	7.8%
Black/African American	8.6%	0.7%	5.2%	0.7%	30.1%	16.4%
Hispanic/Latinx	7.8%	2.4%	7.9%	2.1%	32.1%	12.7%
Native American/Alaska Native	7.6%	2.3%	11.1%	0.0%	22.2%	8.8%
Native Hawaiian/Pacific Islander	7.9%	0.0%	7.9%	0.0%	21.1%	11.8%
White	15.3%	3.2%	7.2%	1.7%	29.8%	9.3%
Multi-racial	15.0%	2.5%	5.1%	0.5%	29.8%	9.6%
Class of 2014-15	15.4%	2.8%	7.3%	1.6%	28.7%	9.3%
Asian American	24.9%	2.1%	4.1%	0.7%	41.3%	10.3%
Black/African American	5.2%	0.3%	3.4%	0.9%	30.9%	13.3%
Hispanic/Latinx	11.6%	2.2%	7.4%	1.8%	29.1%	12.1%
Native American/Alaska Native	5.6%	2.8%	7.9%	1.7%	28.7%	13.5%
Native Hawaiian/Pacific Islander	10.4%	1.3%	1.3%	0.0%	23.4%	13.0%
White	16.5%	3.3%	7.6%	1.7%	28.7%	8.2%
Multi-racial	13.8%	2.4%	7.8%	1.0%	27.6%	10.9%
Class of 2015-16	15.8%	3.3%	8.5%	1.8%	25.0%	8.1%
Asian American	26.9%	4.0%	4.8%	0.9%	36.1%	6.1%
Black/African American	10.3%	2.3%	3.5%	0.6%	29.3%	11.4%
Hispanic/Latinx	10.8%	3.2%	8.8%	2.1%	27.3%	10.2%
Native American/Alaska Native	6.2%	3.4%	10.7%	3.9%	19.7%	11.8%
Native Hawaiian/Pacific Islander	16.9%	2.2%	5.6%	0.0%	19.1%	11.2%
White	17.0%	3.7%	8.9%	1.8%	24.8%	7.7%
Multi-racial	15.2%	1.1%	6.4%	1.2%	24.2%	8.2%

APPENDIX C. OREGON PROMISE PARTICIPATION AND PUBLIC GRANT DISBURSEMENTS BY COLLEGE, 2018-19 AND 2019-20

Table C 1. Oregon Promise participation and public grant disbursements by college.

	2018-19			2019-20		
	Number of students	Total Oregon Promise disbursements	Total Pell disbursements	Number of students	Total Oregon Promise disbursements	Total Pell disbursements
Blue Mountain Community College	153	\$291,877	\$349,795	154	\$321,077	\$328,800
Central Oregon Community College	491	\$900,075	\$1,029,865	536	\$983,264	\$1,192,237
Chemeketa Community College	1049	\$1,720,265	\$2,555,311	1151	\$1,907,640	\$2,855,091
Clackamas Community College	456	\$931,108	\$923,912	528	\$1,119,921	\$993,191
Clatsop Community College	63	\$101,334	\$172,895	90	\$153,571	\$256,100
Columbia Gorge Community College	61	\$102,755	\$157,320	67	\$114,364	\$162,087
Klamath Community College	77	\$118,777	\$252,795	101	\$128,268	\$391,595
Lane Community College	638	\$1,137,301	\$1,596,679	685	\$1,250,911	\$1,653,061
Linn-Benton Community College	558	\$1,179,229	\$952,258	617	\$1,272,534	\$1,209,432
Mount Hood Community College	424	\$858,692	\$842,087	476	\$924,034	\$1,079,564
Portland Community College	1490	\$2,673,589	\$3,646,074	1814	\$3,262,986	\$4,649,735
Rogue Community College	333	\$481,066	\$1,009,754	379	\$542,591	\$1,157,982
Southwestern Oregon Community College	139	\$218,872	\$416,972	155	\$257,817	\$480,850
Tillamook Bay Community College	32	\$59,369	\$72,860	28	\$23,493	\$137,480
Treasure Valley Community College	71	\$115,122	\$236,630	93	\$155,386	\$251,052
Umpqua Community College	204	\$361,802	\$587,892	196	\$366,307	\$518,940

APPENDIX D. OREGON PROMISE PARTICIPATION AND DISBURSEMENTS BY SCHOOL DISTRICT, 2018-19 AND 2019-20

Table D 1. Oregon Promise participation and disbursements by school district.

	2018-19		2019-20	
	Number of students	Total Oregon Promise disbursements	Number of students	Total Oregon Promise disbursements
Adrian SD 61	*	*	*	*
Alsea SD 7J			*	*
Amity SD 4J	15	\$35,669	13	\$22,418
Arlington SD 3	*	*	*	*
Ashland SD 5	32	\$44,752	46	\$61,237
Astoria SD 1	30	\$45,439	31	\$57,735
Athena-Weston SD 29RJ	*	*	*	*
Baker SD 5J	29	\$62,191	19	\$42,220
Bandon SD 54	*	*	10	\$18,204
Banks SD 13	16	\$42,536	*	*
Beaverton SD 48J	359	\$709,630	341	\$659,187
Bend-LaPine Administrative SD 1	173	\$331,653	215	\$384,774
Bethel SD 52	71	\$139,829	64	\$122,077
Blachly SD 90	*	*	*	*
Brookings-Harbor SD 17C	12	\$20,689	*	*
Burnt River SD 30J			*	*
Butte Falls SD 91			*	*
Camas Valley SD 21J	*	*	*	*
Canby SD 86	46	\$111,396	53	\$117,825
Cascade SD 5	42	\$76,705	60	\$139,738
Centennial SD 28J	45	\$83,663	70	\$142,662
Central Curry SD 1	14	\$24,183	*	*
Central Linn SD 552	*	*	*	*
Central Point SD 6	35	\$65,801	56	\$105,997
Central SD 13J	33	\$57,903	37	\$67,669
Clatskanie SD 6J	*	*	*	*
Colton SD 53	14	\$27,725	16	\$30,987
Condon SD 25J	*	*		
Coos Bay SD 9	36	\$48,175	52	\$84,779
Coquille SD 8	19	\$28,789	18	\$26,586
Corbett SD 39	18	\$43,303	18	\$50,329
Corvallis SD 509J	61	\$123,878	87	\$167,621
Cove SD 15	*	*	*	*

	2018-19		2019-20	
	Number of students	Total Oregon Promise disbursements	Number of students	Total Oregon Promise disbursements
Creswell SD 40	11	\$16,819	17	\$34,467
Crook County SD +	33	\$54,107	36	\$61,366
Crow-Applegate-Lorane SD 66	*	*	*	*
Culver SD 4	12	\$26,620	*	*
Dallas SD 2	40	\$76,215	42	\$85,819
David Douglas SD 40	81	\$89,656	117	\$148,747
Dayton SD 8	16	\$27,556	26	\$40,707
Douglas County SD 15	*	*	*	*
Douglas County SD 4	66	\$130,849	64	\$135,490
Dufur SD 29	*	*	*	*
Eagle Point SD 9	24	\$38,096	47	\$71,847
Echo SD 5	*	*	*	*
Elgin SD 23	*	*	*	*
Elkton SD 34	*	*	*	*
Enterprise SD 21	*	*	*	*
Estacada SD 108	38	\$86,709	40	\$67,093
Eugene SD 4J	175	\$328,757	193	\$393,591
Falls City SD 57	*	*	*	*
Fern Ridge SD 28J	30	\$55,954	15	\$31,326
Forest Grove SD 15	54	\$111,904	82	\$147,126
Gaston SD 511J	*	*	*	*
Gervais SD 1	14	\$23,517	12	\$18,357
Gladstone SD 115	27	\$59,503	34	\$67,395
Glendale SD 77	*	*	*	*
Glide SD 12	15	\$32,296	21	\$37,044
Grants Pass SD 7	37	\$57,824	64	\$84,341
Greater Albany Public SD 8J	140	\$315,544	141	\$288,063
Gresham-Barlow SD 10J	157	\$317,537	159	\$320,581
Harney County SD 3	*	*	10	\$15,584
Harney County Union High SD 1J	*	*	*	*
Harper SD 66	*	*	*	*
Harrisburg SD 7J	*	*	*	*
Helix SD 1	*	*	*	*
Hermiston SD 8	35	\$58,719	28	\$51,740
Hillsboro SD 1J	194	\$392,954	266	\$558,917
Hood River County SD+	65	\$108,882	71	\$124,608
Huntington SD 16J	*	*		
Imbler SD 11	*	*	*	*
Ione SD R2	*	*		

	2018-19		2019-20	
	Number of students	Total Oregon Promise disbursements	Number of students	Total Oregon Promise disbursements
Jefferson County SD 509J	32	\$39,806	29	\$29,778
Jefferson SD 14J	16	\$27,913	14	\$22,222
Jewell SD 8	*	*	*	*
John Day SD 3	*	*	10	\$20,640
Jordan Valley SD 3	*	*	*	*
Joseph SD 6	*	*	*	*
Junction City SD 69	15	\$32,640	13	\$24,741
Klamath County SD ⁺	62	\$106,172	62	\$104,460
Klamath Falls City Schools ⁺	24	\$26,947	31	\$35,093
Knappa SD 4	11	\$27,492	14	\$22,383
La Grande SD 1	*	*	*	*
Lake County SD 7	*	*	10	\$22,863
Lake Oswego SD 7J	29	\$56,842	55	\$120,472
Lebanon Community SD 9	48	\$94,967	45	\$96,979
Lincoln County SD	80	\$132,786	69	\$102,183
Lowell SD 71	*	*	*	*
Mapleton SD 32	*	*	*	*
Marcola SD 79J			*	*
McKenzie SD 68			*	*
McMinnville SD 40	77	\$116,602	94	\$151,147
Medford SD 549C	142	\$212,425	143	\$240,582
Milton-Freewater Unified SD 7	*	*	*	*
Molalla River SD 35	33	\$63,384	31	\$60,612
Monroe SD 1J	*	*	*	*
Monument SD 8	*	*	*	*
Morrow SD 1	26	\$46,185	28	\$49,484
Mt Angel SD 91	*	*	*	*
Multiple ⁺	25	\$42,375	15	\$24,182
Multnomah ESD ⁺			*	*
Myrtle Point SD 41	*	*	*	*
Neah-Kah-Nie SD 56	13	\$25,068	*	*
Nestucca Valley SD 101J	*	*	10	\$12,111
Newberg SD 29J	49	\$100,250	52	\$99,883
North Bend SD 13	55	\$95,114	55	\$102,179
North Clackamas SD 12	148	\$279,981	218	\$490,544
North Douglas SD 22	*	*	*	*
North Lake SD 14	*	*	*	*
North Marion SD 15	26	\$30,034	25	\$54,303
North Santiam SD 29J	34	\$68,321	32	\$56,115

	2018-19		2019-20	
	Number of students	Total Oregon Promise disbursements	Number of students	Total Oregon Promise disbursements
North Wasco County SD 21	28	\$45,105	28	\$47,557
Nyssa SD 26	11	\$10,676	15	\$21,657
Oakland SD 1	20	\$35,699	11	\$19,796
Oakridge SD 76	*	*	*	*
Ontario SD 8C	23	\$35,955	34	\$46,816
Oregon City SD 62	81	\$174,981	133	\$269,726
Oregon Department of Education			*	*
Oregon Trail SD 46	53	\$119,590	52	\$122,130
Paisley SD 11	*	*	*	*
Parkrose SD 3	20	\$28,161	28	\$51,376
Pendleton SD 16	36	\$66,490	40	\$83,283
Perrydale SD 21	*	*	*	*
Philomath SD 17J	15	\$36,944	29	\$70,327
Phoenix-Talent SD 4	27	\$37,496	28	\$33,402
Pilot Rock SD 2	*	*	*	*
Pine Eagle SD 61	*	*	*	*
Pleasant Hill SD 1	24	\$45,045	18	\$41,214
Port Orford-Langlois SD 2CJ	*	*	*	*
Portland SD 1J	309	\$495,507	412	\$689,178
Powers SD 31	*	*	*	*
Prairie City SD 4	*	*	*	*
Rainier SD 13	*	*	*	*
Redmond SD 2J	90	\$137,831	88	\$146,743
Reedsport SD 105	*	*	*	*
Reynolds SD 7	77	\$121,922	81	\$114,074
Riddle SD 70	*	*	*	*
Riverdale SD 51J			*	*
Rogue River SD 35	*	*	*	*
Salem-Keizer SD 24J	482	\$770,590	565	\$967,135
Santiam Canyon SD 129J	42	\$77,178	73	\$119,705
Scappoose SD 1J	56	\$118,216	37	\$68,289
Scio SD 95	13	\$27,921	14	\$24,468
Seaside SD 10	19	\$33,564	28	\$38,633
Sheridan SD 48J	15	\$22,925	12	\$18,931
Sherman County SD ⁺	*	*	*	*
Sherwood SD 88J	58	\$140,305	63	\$148,283
Silver Falls SD 4J	72	\$145,290	63	\$113,602
Sisters SD 6	18	\$23,366	19	\$41,576
Siuslaw SD 97J	13	\$8,718	*	*

	2018-19		2019-20	
	Number of students	Total Oregon Promise disbursements	Number of students	Total Oregon Promise disbursements
South Lane SD 45J3	38	\$66,611	33	\$47,906
South Umpqua SD 19	11	\$18,112	*	*
South Wasco County SD 1	*	*	*	*
Springfield SD 19	95	\$169,683	110	\$178,530
St Helens SD 502	23	\$48,034	35	\$61,324
St Paul SD 45	*	*	*	*
Stanfield SD 61	*	*	*	*
Sutherlin SD 130	31	\$43,054	20	\$37,675
Sweet Home SD 55	28	\$64,242	30	\$55,712
Three Rivers/Josephine Cty SD ⁺	50	\$62,452	66	\$98,683
Tigard-Tualatin SD 23J	115	\$211,794	134	\$279,143
Tillamook SD 9	21	\$35,583	26	\$36,769
Umatilla SD 6R	*	*	11	\$25,314
Union SD 5			*	*
Unknown	432	\$686,669	471	\$735,959
Vale SD 84	17	\$31,992	*	*
Vernonia SD 47J	*	*	*	*
Wallowa SD 12	*	*		
Warrenton-Hammond SD 30	15	\$30,280	17	\$37,423
West Linn-Wilsonville SD 3J	92	\$228,053	90	\$180,527
Willamina SD 30J	*	*	10	\$18,694
Winston-Dillard SD 116	20	\$38,741	11	\$13,777
Woodburn SD 103	77	\$106,622	94	\$120,505
Yamhill Carlton SD 1	14	\$25,513	13	\$29,112
Yoncalla SD 32	*	*	*	*

* Numbers fewer than 10 are suppressed to protect student confidentiality.

⁺ Means no number for this school district.

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