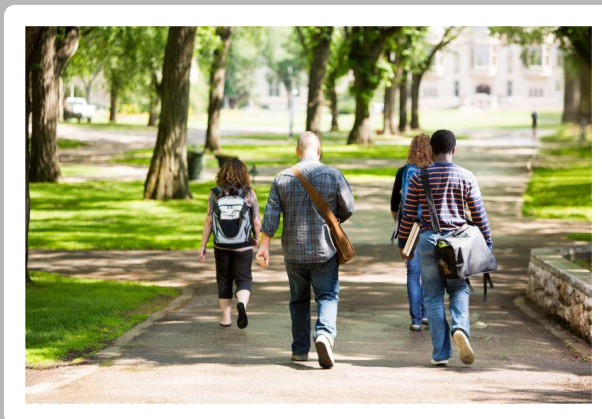


BIENNIAL EVALUATION OF THE
OREGON PROMISE GRANT PROGRAM
ORS 341.522



This report was prepared in February 2025 by Amy G. Cox, Shanda Haluapo, Shiyao Tao, Olga Levadnaya, and Vern Mayfield of the Higher Education Coordinating Commission Office of Research and Data.

PREFACE

In 2015, the Oregon Legislature enacted Senate Bill 81, which created the Oregon Promise, a state grant program aimed at recent graduates of Oregon high schools or high school equivalency programs. This financial aid program covers the average cost of community college tuition. Governor Kate Brown signed this legislation into law in July 2015 and assigned its implementation to Oregon's Higher Education Coordinating Commission (HECC). Applications for high school seniors and GED® completers opened in November of that same year, with the first group of students starting college under the new program in fall 2016.

The legislation requires that the HECC submit a biennial report to the Legislature every even-numbered year. This report satisfies that requirement for 2024 and provides an analysis of the program's progress and impacts thus far. The report is intended for Legislators, the Governor, students, leadership and staff of Oregon's community colleges and public universities, as well as policymakers and researchers in postsecondary education.

The report was prepared by the HECC's Office of Research and Data in collaboration with the Office of Student Access and Completion, which oversees the Oregon Promise program. As the state's primary agency responsible for promoting higher educational attainment across Oregon, the HECC establishes state policy and funding strategies, manages various programs, allocates over \$1.7 billion in state funding annually, and collaborates with partners in the public and private higher education sectors to meet state objectives. For more information about HECC, visit www.oregon.gov/highered, and for details on the student financial support programs it administers, visit www.oregonstudentaid.gov. Inquiries regarding the HECC can be sent to info.HECC@state.or.us, while questions about this report can be directed to Amy Cox, the Director of the Office of Research and Data, at amy.cox@hecc.oregon.gov.

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EXECUTIVE SUMMARY

INTRODUCTION

In 2015, the Oregon Legislative Assembly enacted Senate Bill (SB) 81 (Oregon Revised Statute [ORS] 341.522) to establish a new state financial aid program called the Oregon Promise for recent Oregon high school and GED® test graduates seeking to attend community college. The program provides eligible students with grants that cover up to 12 credits of tuition at any of Oregon’s 17 community colleges. Unlike programs that rely on financial need or academic achievement, the primary goal of the Oregon Promise and similar programs nationwide is to create a pathway to postsecondary education and training with reduced or zero tuition for specific students, typically through a blend of federal and state grants. This “last-dollar” funding model uses other public financial aid to cover tuition costs first, then with the Oregon Promise award covering any remaining tuition balance. If a student’s other public grants fully cover the cost of 12 credits, the student receives a minimum grant.

SB 81 (2015) assigned the responsibility of implementing the Oregon Promise to the Higher Education Coordinating Commission (HECC) and directed the HECC to submit a program report to the Legislature every even-numbered year. This report must include completion rates for students receiving the Oregon Promise, the amount of federal grant aid received by students receiving the Oregon Promise, the financial impact on school districts that had students receiving Oregon Promise grants, and the financial impact and enrollment impact on Oregon community colleges and universities. This report fulfills that requirement, presenting findings through the 2023-24 academic year.

Prior to 2022-23, the Oregon Promise had a minimum student co-pay of \$50 per term and a First-Year Experience course requirement, and the minimum award size was smaller. Beginning with the 2022-23 academic year, the co-pay and First Experience requirements were eliminated, and the minimum award size more than doubled. The Oregon Promise is currently available to most new Oregon high school graduates and GED® test graduates, and students must meet the following eligibility criteria to receive the grant:

- Be an Oregon resident for at least 12 months prior to college attendance
- Be an Oregon high school graduate or a GED® test graduate
- Have graduated with a cumulative grade point average (GPA) of 2.0 or higher or with a score of 145 or higher on all GED® tests. Prior to 2022-23, the GPA requirement was 2.5.
- Have no more than 90 college credits completed or attempted, including credits earned while students are in high school
- Enroll at an Oregon community college within six months of graduation

To apply for the grant, students must complete an Oregon Promise Grant Application along with either a Free Application for Federal Student Aid (FAFSA) or an Oregon Student Aid Application (ORSAA) by deadlines aligned with their graduation date. To retain their eligibility, students need to be continuously enrolled in one of the Oregon community colleges for at least six credits during each of the fall, winter, and spring terms and must demonstrate satisfactory academic progress. If necessary, the HECC may also use expected family contribution (EFC) as an eligibility criterion to manage program costs. The EFC is an amount computed in the

FAFSA/ORSA that reflects students' family incomes and expenses related to college costs (i.e., family size). When necessary, the HECC sets EFC limits and applies them only to that year's new cohort. Most years do not have a limit, as there have been no limits for the last three years.

This fifth biennial report to the Legislature uses available data to evaluate the impact of the Oregon Promise on student enrollment and completion, finances, and equity. The following questions organize the report:

1. Who are the students using the Oregon Promise grant?
2. What are the financial impacts of the Oregon Promise?
3. Has the Oregon Promise expanded college enrollment and completion?

Five data sources were used to answer these questions: student and course records regularly submitted to the HECC from community colleges, public universities, and private institutions; student records of Oregon high school graduates from the Oregon Department of Education (ODE); and financial aid records of Oregon Promise application and grant disbursement through FAFSA/ORSA. We link students across these data sources to compare their characteristics, track outcomes, and estimate the program's impacts. We link student records across the five data sources using social security number where available, name, and birthdate. Because high school student records do not have social security number (though some records include the last four digits), matching data depends largely on name and birthdate. High school graduates in 2022-23 and college/university freshmen in 2023-24 composed the most recent cohort of students in the report.

The analyses investigate the characteristics and outcomes of Oregon Promise recipients in relation to the entire high school graduating class. We identify program impacts by examining changes across high school graduating classes before and after the program's implementation. This approach is necessary because we cannot directly compare Oregon Promise recipients with any single group of students, as some high school graduates who might have enrolled in a bachelor's degree program in the absence of an Oregon Promise program instead opted to start at a community college because of the Oregon Promise.

FINDINGS

The number of Oregon Promise grant recipients has remained relatively steady for the eight years of the program (with a slight dip during the COVID-19 pandemic), at around five thousand to seven thousand students. These students comprise about seven percent of Oregon undergraduates in the state (i.e., admitted students at bachelor's degree-granting institutions and for-credit students at the community colleges, excluding high school students). Oregon Promise students are slightly more likely to identify as Latino/a/x/Hispanic but otherwise are similar to high school graduates overall and to Oregon undergraduates, with regard to race/ethnicity, gender, geographic background, and income background (where available).

Financial impacts of the Oregon Promise occur at multiple levels, for the state, for students, and for institutions and districts. The analyses focus on state and student impacts, while institutional and district impacts are noted in appendices. For the state, the last dollar nature of the program maximizes the amount of federal financial aid supporting students who receive the grant, and close to half (46 percent) of Oregon Promise recipients receive a federal Pell grant. In 2023-24, nearly \$20 million in federal Pell Grants was brought into the state to support students with the Oregon Promise. However, the number of Oregon

Promise recipients comprise only a fraction of Pell Grant recipients in the state, and the total amount of federal financial aid in Oregon has declined over the last decade as college enrollment has declined.

For students and their families, the Oregon Promise has significant impacts on overall college affordability. Thirty percent of Oregon Promise students cannot cover the total cost of attendance at their institution, even with the Promise and other financial aid grants, their expected family contribution, and an estimate of their earnings considered. However, the Oregon Promise prevents this share from being substantially higher. An additional twenty percent of recipients (50 percent total) would be unable to cover the total cost of attendance without the program.

The Oregon Promise also has potential impacts on college-going, progression, and completion, and results for these fall into two groups: impacts of the program for Oregon Promise students and impacts of the program for high school graduates overall. For Oregon Promise students, the findings are positive. Regarding progression, results show that those with the grant take high levels of credits and have high continuous terms of enrollment—two requirements of the program. Regarding completion, we find that Oregon Promise students complete their academic programs and earn credentials at similar rates as high school graduates overall. Those receiving the grant have similar outcomes four and six years after high school as all high school graduates have; they are about as likely as high school graduates in general to earn a postsecondary certificate or degree.

The impacts for high school graduates overall, i.e., for having a broader impact on postsecondary enrollment and completion, are not positive. The results do not provide evidence that the Oregon Promise has expanded the college-going of high school graduates in any sustained way. Though rates rose in the first year, they declined thereafter and remain lower today than before the program began. We also do not find evidence that the Oregon Promise has closed equity gaps by raising college-going among particular groups. For most students of color, rural students, and men—all of whom are less likely to continue their education than their counterparts—college-going rates are as low or lower today than before the program began. Finally, we note that the COVID-19 pandemic pushed rates down further and has confounded any potential impact of the Oregon Promise. The high levels of progression among those in the program do not appear to have translated to those outside of the program, as the number of credits earned and terms enrolled have not consistently risen among high school graduates overall. Similarly, completion rates for high school graduates overall have not risen since the program began.

These results are consistent with national research showing that promise programs where eligibility is aligned with those already likely to attend college—as it has been for the Oregon Promise—do not lead to expanded enrollment. The Oregon Promise’s grade point average requirement (2.5 through 2022-23 and 2.0 thereafter) is closely aligned with those already likely to attend college. In contrast, programs aimed at those less likely to attend college—e.g., those with lower grades, those with low incomes, and returning adults—are more likely to lead to enrollment expansions. Recent changes in the Oregon Promise that reduce the minimum grade point average and raise the minimum award level move in this direction, but the program still mirrors the college-going population, as similarities between college students with and without the grant show.

CONCLUSIONS

Taken together, the results indicate that the Oregon Promise provides needed financial support to a relatively representative cross-section of high school graduates, and these students take high courseloads, stay enrolled,

and earn postsecondary certificates and degrees. While these are key markers of a successful program, a key goal of the Oregon Promise was to open the doors to college wider and draw more Oregonians onto a path of improved economic stability through earning a college credential. To date, the program does not appear to have met this goal. We note it is possible the Oregon Promise has boosted college-going and Oregon's college-going rate would be lower without the program. The program has faced numerous headwinds, including the COVID-19 pandemic, that suppressed college-going nationally and a fixed budget that can impose income caps to eligibility.

Nevertheless, the findings indicate that the program provides needed financial support to those in college but does not necessarily increase the students who are in college. These two conclusions—the positive benefits of the program for those it serves and the lack of evidence for expanded college-going—will likely continue under the current program structure. Without clear pathways for students who have lower college-going rates—students with low-incomes, students of color, students from rural areas, men, returning adults, and students with low grade point averages—the Oregon Promise will likely continue to benefit primarily those who were already planning to attend college. This is unfortunate, as the state needs many more workers with postsecondary credentials, and reaching those who are bypassing college is essential for meeting that need.

ACKNOWLEDGEMENTS

This report is not possible without the efforts of many individuals. We extend our gratitude to our HECC colleagues in the Office of Student Access and Completion, who collaborate with institutions, students, and families to implement the program. We also appreciate the support of our colleagues at the Oregon Department of Education, who supplied data on high schools, as well as those in both high schools and community colleges who partner with HECC staff, students, and families to carry out the program. Lastly, we are deeply thankful to the students, whose dedication motivates us all.

ABBREVIATIONS

EFC	Expected family contribution
FAFSA	Free Application for Federal Student Aid
GED®	General Educational Development
GPA	Grade point average
HECC	Higher Education Coordinating Commission
ODE	Oregon Department of Education
OOG	Oregon Opportunity Grant
ORS	Oregon Revised Statute
ORSAA	Oregon Student Aid Application
OSAC	Office of Student Access and Completion at the Higher Education Coordinating Commission
SAI	Student Aid Index
SB	Senate Bill

1. INTRODUCTION

In 2015, the Oregon Legislative Assembly enacted Senate Bill (SB) 81 (Oregon Revised Statute [ORS] 341.522) to establish a new state financial aid program called the Oregon Promise for recent Oregon high school and GED® test graduates seeking to attend community college. This program provides eligible students with grants that cover up to 12 credits of tuition at any of Oregon’s 17 community colleges. Upon its passage, the Oregon Promise was part of a growing national trend of programs offering community college tuition grants, widely referred to as “College Promise” programs.

Unlike programs that rely on financial need or academic achievement, the primary goal of College Promise initiatives is to create a pathway to postsecondary education and training with reduced or zero tuition for specific students, typically through a blend of federal and state grants.¹ This “last-dollar” funding model uses other public financial aid to cover tuition costs first, with the College Promise award then covering any remaining tuition balance. The Oregon Promise adheres to this last-dollar approach while also guaranteeing a minimum grant, which students can utilize for college expenses beyond tuition if their other public grants fully cover the cost of 12 credits. This minimum amount was increased starting with the 2022-23 academic year.

SB 81 (2015) assigned the responsibility of implementing the Oregon Promise to the Higher Education Coordinating Commission (HECC) and directed the HECC to submit a program report to the Legislature every even-numbered year. This report must include:

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

This report fulfills the reporting requirement for 2024 and focuses specifically on the potential effects of the program on enhancing access to and completion of college for recent high school graduates. This is the third report to analyze the initial credential completion rates of students who have benefited from the Oregon Promise, with eight academic years completed since the program's first cohort of participants. Enrollment and completion rates are key components of measuring the impacts of the Oregon Promise program.

The remainder of this report is structured as follows: In this introductory chapter, we outline the Oregon Promise program, summarize previous research findings, and detail the research questions, data, methodology of this report. Subsequent chapters will present findings related to the characteristics of grant recipients, the program's financial impacts, and the program's impacts on enrollment and completion. We conclude with a summary of the findings and a discussion of their implications for public policy.

¹ Mishory, J. 2018. *The future of statewide college promise programs*. Washington, DC: The Century Foundation.

BACKGROUND ON THE OREGON PROMISE

Oregon Promise Eligibility

The Oregon Promise is available to most new Oregon high school graduates and GED® test graduates. Students had to meet the following eligibility criteria to receive the grant (prior to 2022-23):

- Be an Oregon resident for at least 12 months prior to college attendance
- Be an Oregon high school graduate or a GED® test graduate
- Have graduated with a cumulative GPA of 2.5 or higher or with a score of 145 or higher on all GED® tests
- Have no more than 90 college credits completed or attempted, including credits earned while students are in high school
- Enroll at an Oregon community college within six months of graduation

To apply for the grant, students must complete an Oregon Promise Grant Application along with either a Free Application for Federal Student Aid (FAFSA) or an Oregon Student Aid Application (ORSAA)² by deadlines aligned with their graduation date. They are also required to list at least one Oregon community college on their FAFSA/ORSAA. To retain their eligibility, students need to be continuously enrolled in one of the Oregon community colleges for at least six credits during each of the fall, winter, and spring terms and must demonstrate satisfactory academic progress.

In 2017, the Legislature granted the HECC the authority to use expected family contribution (EFC) as an eligibility criterion if necessary to manage program costs (ORS 341.522). The EFC is an amount computed in the FAFSA/ORSAA that reflects students' family incomes and expenses related to college costs (such as family size). When necessary for a given academic year, the HECC sets EFC limits and applies them only to that year's new cohort. For instance, HECC established an EFC limit of 22,000 for the 2020-21 academic year due to decreased state revenue brought on by the COVID-19 pandemic. New Oregon Promise applicants for the 2020-21 academic year needed an EFC of 22,000 or below to qualify, while students who had previously participated and renewed for 2020-21 were exempt from this limit.³ The EFC requirement was removed for the 2021-22, 2022-23, and 2023-24 academic years.

² The ORSAA is a mechanism for students who are not eligible for federal financial aid (e.g., students who are undocumented, Deferred Action for Childhood Arrivals, and Temporary Protected Status) to apply for state grants and private scholarships managed by the state.

³ Due to the unpredictable impact the COVID-19 pandemic had on both the state budget and community college enrollment, HECC staff needed to establish and then change the EFC based on evolving circumstances. In March 2020, a tentative EFC was set at \$34,000 in anticipation of significant budget cuts for the high school graduates of 2020. Students were notified that the final decision was to be made in July 2020. Returning Oregon Promise students, i.e., those who graduated from high school prior to 2020, were awarded Oregon Promise grants without an EFC limit in June. In July 2020, HECC was notified that the Oregon Promise grant might be cut by \$3.6 million, as one of many line items in a comprehensive state budget. All high school graduates of 2020 who applied for the Oregon Promise grant with an EFC of \$34,000 and higher were notified they would not be eligible for an Oregon Promise grant. HECC

Below is a summary of EFC limits enacted in the Oregon Promise program, by year:

- 2016-17: No EFC limit
- 2017-18: In the fall term, an EFC limit of 18,000 was instituted. After fall term, the EFC limit rose to 20,000, and grants were retroactively awarded to students who had valid applications, had an EFC between 18,000 and 20,000, and had enrolled in at least six credits during fall term
- 2018-19: No EFC limit
 - Additionally, grants were manually awarded to all new Oregon Promise recipients from the prior year (2017-18) who had an EFC greater than 20,000, who attended a community college all year in 2017-18 without an Oregon Promise grant, and who had only been rejected for an Oregon Promise grant because of the EFC limit. These students were awarded grants beginning fall 2018 if they had not reached the 90-credit limit (all attempted prior credits were counted toward the 90-credit limit).
- 2019-20: No EFC limit
- 2020-21: EFC limit of 22,000
- 2021-22: No EFC limit
- 2022-23: No EFC limit
- 2023-24: No EFC limit

In the 2021-22 academic year, Oregon Promise grants ranged from \$1,000 to \$4,131 per year for students taking at least 12 credits, less a \$50 student co-pay per term. Individual grant sizes varied, depending on the amount a student needed to cover the average cost of community college tuition (up to 12 credits) after other state and federal grants had been taken into account. Other state and federal grants are primarily the Oregon Opportunity Grant (OOG) and federal Pell Grant. If the tuition cost was fully covered by other state and federal grants, then the student received the minimum \$1,000 award.

The maximum Oregon Promise award amount is determined by the average cost across the community colleges of 12 credits of tuition. 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 student's tuition is above the average or if a student enrolls in more than 12 credits per term, students are responsible for the greater cost.

also notified 2020 high school graduates with EFCs between \$18,000 and \$33,999 that their Oregon Promise grant may be revoked based on the final state budget cuts. In August, the Oregon Promise was cut by \$3.6 million. High school graduates of 2020 who applied for the Oregon Promise grant with EFCs between \$22,000 and \$33,999 were notified they would not receive the Oregon Promise grant. High School graduates of 2020 who applied for Oregon Promise with an EFC of \$18,000 through \$21,999 were notified they would be funded the Oregon Promise grant.

In 2022, the Legislature passed Senate Bill 1522, which introduced several changes to the program designed to increase equity in college access and success. These changes went into effect in the 2022-23 academic year and include:

- The grade point average requirement lowered to a cumulative, unweighted 2.0, beginning with 2022 high school graduates
- The \$50 per-term co-pay was eliminated
- The minimum award rose to \$2,058 for full-time, full-year students in 2023-24
- The First-Year Experience course was eliminated as a requirement to renew the Oregon Promise grant

This report includes an assessment of the impact of these program changes, including how they affect college access and student success, presenting findings through the 2023-24 academic year. We note that the US Department of Education changed the federal student aid model regarding family contributions in 2024. The transition from Expected Family Contribution (EFC) to Student Aid Index (SAI) aimed to provide a more accurate assessment of a student's financial situation and eligibility for aid.⁴ These changes began in the 2024-25 academic year and are therefore not part of this report.

PREVIOUS FINDINGS

National Findings

Promise programs have emerged as a significant strategy in promoting college access and affordability across the United States. These initiatives, which provide financial support for students to attend community colleges or other postsecondary institutions, aim to reduce the financial barriers that hinder enrollment and completion.⁵ All 50 states have some type of promise program.⁶ Across the nation, these programs vary significantly in both scope and design. In terms of scope, some are limited to specific colleges, while others are restricted to high school graduates within certain school districts, and still others are available to graduates from multiple public institutions statewide. Eligibility requirements also differ, encompassing factors such as student residency, high school GPA, application materials and fees, enrollment status, and income thresholds.

In the early years of promise programs throughout the United States, evaluations indicated an increase in college enrollment linked to both local and statewide College Promise initiatives.⁷ However, more recent studies have shown that these programs do not consistently maintain elevated enrollment levels, often due to

⁴ The changes to SAI were designed to make the calculation process simpler, better identify students to qualify for financial assistance, and considers a broader range of financial factors. The changes to SAI are intended to improve equity in the financial aid system and improve access to postsecondary education.

⁵ Perna, L, Wright-Kim, J and Leigh E. (2020). Is a College Promise Program an Effective Use of Resources? Understanding the Implications of Program Design and Resource Investments for Equity and Efficiency. American Educational Association. SAGE Journals: <https://journals.sagepub.com/doi/full/10.1177/2332858420967633> .

⁶ Smalley, Andrew. State College Promise Landscape. National Conference of State Legislatures, May 2023.

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

varying eligibility criteria.⁸ For instance, College Promise programs with criteria aligned with those most likely to attend college have not generated enduring enrollment increases. Moreover, most promise programs in the United States are focused on community college enrollment, and do not include financial assistance to public universities, as is the case currently in Oregon. Anderson (2019) points out many programs geared towards community colleges have merely shifted enrollment patterns, with students who would have otherwise enrolled in universities now opting for community colleges instead.

Prior research has shown limited impacts of College Promise on equity in college access and success. Without considering the impact of eligibility requirements, the College Promise program allocates resources to students already likely to enroll, who are more relatively advantaged. Programs with eligibility requirements that are consistent with the characteristics of those already likely to attend college maintain existing inequities.⁹ Those structured as last-dollar programs show minimal to no improvements in equity.¹⁰

Callahan, Meehan, and Hagood (2020) highlight the importance of equitable design in promise programs. They claim that for promise programs to be effective, state policymakers must consider research-based principles that ensure access for underserved populations. Their analysis emphasizes the need for inclusive program features, such as outreach efforts and tailored support services, to facilitate participation among diverse student demographics in order to both increase the number of students who go on to college and successfully complete college.¹¹ Another study by Perna et al. (2020) also identified sources of student support (such as advising, mentoring, and various educational resources) as a crucial intervening factor. Their research indicated that programs with fewer eligibility requirements, which had shown increased college access for students less likely to pursue higher education after high school, only achieved improved educational outcomes when these supplemental resources were provided.¹²

Smalley (2023) analyzed college promise initiatives across the nation, categorizing the various models and their specific features. This examination revealed a diverse landscape, with programs varying in terms of funding sources, eligibility criteria, and additional supports. Smalley concluded that the last-dollar funding offers some students inadequate financial aid needed to cover costs to attend postsecondary institutions. He writes, “For

⁸ Dowd A. C., Rosinger K. O., Castro M. F. (2020). Trends and perspectives on finance equity and the promise of community colleges. In Perna L. (Ed.), *Higher education: Handbook of theory and research* (Vol. 35, pp. 517–588). Springer. https://doi.org/10.1007/978-3-030-31365-4_7.

⁹ Millett C., Saunders S. R., Fishtein D. (2018). Examining how college promise programs promote student academic and financial readiness. *Education Testing Service Research Report Series*, 2018(1), 1–24.

¹⁰ Perna, L; Wright-Kim, J and Leigh E. (2020). Is a College Promise Program an Effective Use of Resources? Understanding the Implications of Program Design and Resource Investments for Equity and Efficiency. *American Educational Education Association. SAGE Journals*: <https://journals.sagepub.com/doi/full/10.1177/2332858420967633>.

¹¹ Perna, L; Wright-Kim, J and Leigh E. (2020). Is a College Promise Program an Effective Use of Resources? Understanding the Implications of Program Design and Resource Investments for Equity and Efficiency. *American Educational Education Association. SAGE Journals*: <https://journals.sagepub.com/doi/full/10.1177/2332858420967633>.

¹² Callahan, M., Meehan, K., & Hagood, S. (2020). Overview Designing Equitable Promise Programs Research-based Considerations for State Policymakers. *Research for Action*. <https://www.researchforaction.org/wp-content/uploads/2021/07/RFA-DesigningEquitablePromisePrograms-final-002.pdf>.

¹³ Perna, L; Wright-Kim, J and Leigh E. (2020). Is a College Promise Program an Effective Use of Resources? Understanding the Implications of Program Design and Resource Investments for Equity and Efficiency. *American Educational Education Association. SAGE Journals*: <https://journals.sagepub.com/doi/full/10.1177/2332858420967633>.

many students, additional costs of attendance may equal or exceed tuition and fee expenses. Average room and board costs range from \$9,000-\$12,000 per year at public institutions. Books and supplies average \$1,200 per year. Transportation and childcare costs can also strain student budgets. These additional costs, which individually are often less than \$1,000, are a main cause of low-income students failing to complete a degree or credential.¹³

With some form of promise programs in every state, these programs may have greater implications for making college more affordable on a national scale. Granville (2023) indicated that while promise programs are generally beneficial, they must be carefully structured to align with local educational needs and economic conditions. Granville advocates for comprehensive policies that integrate promise programs within a larger framework of educational reform that led to greater and collective economic benefit.¹³ For example, Bartik et al. (2021) assessed the economic benefits and costs associated with tuition-free college initiatives in Illinois. Their research highlights the positive economic implications of such programs, including increased workforce participation and higher tax revenues. The study suggests that the long-term benefits of investing in free college programs may outweigh their immediate costs, reinforcing the argument for broader implementation of promise programs.¹⁴

Collectively, these sources underscore the potential of promise programs to enhance college access and affordability. However, they also caution that successful implementation requires a strategic focus on equity, clear communication, and integration within broader educational frameworks. Ongoing research and evaluation will be essential to optimizing these programs and ensuring they fulfill their intended purpose for all students.

Implementation and Impacts of the Oregon Promise

Previous research on the Oregon Promise program has primarily concentrated on aspects such as program implementation, effects on student enrollment and completion rates, the impact on federal aid available to Oregon students, and considerations of equity.

Following the signing of the legislation in July 2015, the HECC initiated implementation and outreach efforts for the fall application period, which ran from November 2015 to March 2016.¹⁵ While there was a strong awareness of the program, some confusion arose as students and institutional staff familiarized themselves with the program's requirements.¹⁶ By the second year, knowledge about the program and its requirements seemed to stabilize, as the number of applicants remained consistent between the second and third cohorts.¹⁷

¹³ Granville, P. (2023, October 17). How America's College Promise Would Reshape the Free College Landscape. The Century Foundation. <https://tcf.org/content/report/how-americas-college-promise-would-reshape-the-free-college-landscape/>.

¹⁴ Bartik, T., Pittelko, B., Miller-Adams, M., & Timmeney, B. (2021). Economic Benefits and Costs of Tuition-Free College in Illinois. Upjohn Institute. <https://research.upjohn.org/cgi/viewcontent.cgi?article=1271&context=reports>.

¹⁵ Cox, A., et al. December 2016. Senate Bill 81 Legislative Report: The First Term of the Oregon Promise. Oregon: Higher Education Coordinating Commission.

¹⁶ 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.

¹⁷ Cox, Amy G., Elizabeth Martinez, Shiyao Tao, Balaji Rajaram, Betsy Simpkins, Olga Levdnaya, Vern Mayfield, Amy

Previous reports on the Oregon Promise assessed college access and whether the Oregon Promise led to an increase in college enrollment among high school graduates. By examining the college-going rates of recent high school graduates before and after the program's implementation, no evidence was found to support increases in enrollment beyond the first year. College-going rates rose in the initial year of the Oregon Promise but declined over the subsequent five years. The 2020-21 and 2021-22 cohorts of high school graduates finished during the pandemic, a period when college enrollment declined across all age groups nationally, particularly at community colleges.

Additionally, the previous report found no evidence to indicate that equity gaps in college-going narrowed as a result of the Oregon Promise. The differences among racial and ethnic groups remained similar before and after the implementation of the program, and these gaps widened during the two years of the pandemic. The gap in college-going rates between rural and urban high school graduates increased since the inception of the program, with college enrollment rising among students from urban or mixed counties but not among those from rural areas. Moreover, the gap in college-going rates by gender also widened following the program's implementation.

Regarding the students who received Oregon Promise grants, a comparison of their characteristics with those of their high school graduating class and peers enrolled in community colleges and public universities revealed that Oregon Promise recipients were generally representative of their high school graduating class. However, they were somewhat more likely to be women, Latino/a/x/Hispanic, from low-income backgrounds, and from urban areas. As observed in earlier evaluations, most Oregon Promise funding went to students from middle- and upper-income backgrounds, even though nearly half of the recipients were from low-income households.

The analysis also examined the impacts on affordability for both the state and the students. By design, the program aimed to maximize federal financial aid for those receiving Oregon Promise grants. However, federal funding had declined over the past decade, corresponding to a drop in enrollment, especially at community colleges. While the Oregon Promise did not appear to reverse this trend, the Pell grants awarded to Oregon Promise students accounted for only a small portion of the total Pell grants awarded to community college and public university students. For many students, the program slightly reduced the percentage facing unaffordable costs. Nevertheless, nearly two out of five students receiving the Oregon Promise still found it challenging to meet the expected cost of attendance at their college, even with the grant, and almost two-thirds of students from low-income backgrounds were unable to cover the cost of attendance despite receiving the aid.

The analysis also evaluated the degree to which high school graduates completed postsecondary credits, remained enrolled in colleges and universities, and earned postsecondary credentials. No association was found between the Oregon Promise program and the number of terms enrolled or credits earned among recent high school graduates. Furthermore, there were no lasting increases in completion rates coinciding with the implementation of the Oregon Promise program, although the number of cohorts and years available for assessment remained limited. We did not draw conclusions from this trend in the 2022 study due to the significant disruption to enrollment and college-going rates in community colleges due to the COVID-19 pandemic.

PURPOSE AND STRUCTURE OF REPORT

This fifth biennial report to the Legislature uses available data to evaluate the impact of the Oregon Promise on student 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, we organize our evaluation around the following questions:

1. Who are the students using the Oregon Promise grant?
2. What are the financial impacts of the Oregon Promise?
3. Has the Oregon Promise led more high school graduates to enroll in college?
4. Has the Oregon Promise led to more postsecondary momentum and completion?

Data and Methods

Five data sources were used to answer these questions. The first two sources consist of student records supplied by community colleges and public universities, which we analyze to assess enrollment rates, student characteristics, and outcomes. These institutions regularly submit data to the HECC, including detailed information on student demographics, enrollment status, and completion rates. Our analysis focuses on recent Oregon high school graduates enrolled in for-credit courses at community colleges and on Oregon resident undergraduates who were admitted to public universities.

The third data source includes similar student records from private, nonprofit institutions that grant bachelor's degrees, which we also analyze for enrollment rates. These records began being submitted to the HECC in 2020, and we incorporate them in a limited capacity for this report. They consist solely of Oregon resident undergraduates who submitted a FAFSA or ORSAA.

Fourth, we draw upon student records of Oregon high school graduates from the Oregon Department of Education (ODE) to examine enrollment, demographic information, and completion rates. These records provide details on the high school graduation year and student characteristics.

The final source includes Oregon Promise application and grant disbursement records, along with related completed FAFSA/ORSAA records. We use these financial aid data to identify students who received the Oregon Promise and to track them throughout our analysis.

We link students across these data sources to compare their characteristics, track outcomes, and estimate the program's impacts. We link student records across the five data sources using social security number where available, name, and birthdate. Because high school student records do not have social security number (though some records include the last four digits), matching data depends largely on name and birthdate. High school graduates in 2022-23 and college/university freshmen in 2023-24 are the most recent year of data.

The analyses that follow investigate the characteristics and outcomes of Oregon Promise recipients in relation to the entire high school graduating class. We assess enrollment and completion not only for community college students receiving the Oregon Promise but also for all high school graduates. We identify program impacts by examining changes across high school graduating classes before and after the program's

implementation. This approach is necessary because we cannot directly compare Oregon Promise recipients with any single group of students, as some high school graduates who might have enrolled in a bachelor's degree program instead opted to start at a community college due to the Promise.

We analyze educational equity based on racial/ethnic and gender identities, geographic origin (i.e., rural-urban status), and income background. Definitions for race/ethnicity and gender vary across sectors. At the high school level, these measures are reported by students or their families, with federal policy mandating that a racial/ethnic identity be reported for all students; if families do not report one, schools are required to provide it.¹⁸ At the postsecondary level, these metrics are self-reported, with an option to opt out from providing an identity. For assessing rural-urban status among high school graduating classes, we utilize a 2018-19 classification of rural high schools from the federal Department of Education applicable to all sectors. Finally, we determine income levels based on the receipt of means-tested federal Pell grants. In 2023-24, Pell Grants were available for students with EFCs below \$6,656 and had an award size of up to \$7,395.

Together, these analyses evaluate the current state of the Oregon Promise program, with focus on completion. It should be noted this report does not explore causal relationships; we did assess for associations between the variables analyzed—which may relate to one another or be influenced by unmeasured external factors.

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> .

2. WHO ARE THE STUDENTS USING THE OREGON PROMISE GRANT?

The HECC Office of Student Access and Completion (OSAC) processes about 15,000 Oregon Promise applications each year to disburse funds to 4,500 to 6,000 new recipients each year. Returning students account for an additional 2,000 to 4,000 additional students each year. Each year, OSAC also assesses these numbers to determine if an EFC limit is necessary to shift available awards to those most in need, and if so, they determine the EFC limit for that year’s starting cohort. For 2020-21, an EFC of 22,000 was implemented due to limitations on the funds from the economic crisis caused by the pandemic. In 2021-22, 2022-23, and the 2023-24 academic years no EFC limit was put on Oregon Promise awards.

Figure 2.1 shows the size of the high school graduating class, the number of students who applied to the Oregon Promise, the number awarded a grant, and the number who accepted the award (i.e., recipients) across the eight years of the program. The number of students applying for, being offered, and receiving the Oregon Promise grant increased in the last two years, after it declined during the pandemic in 2019-20 and 2020-21. In the most recent year, 16 percent of high school graduates received the grant. This fraction is also an increase after a low of 10 percent of the high school graduating class during the pandemic when college enrollment had declined overall. (See Figure 2.1.)

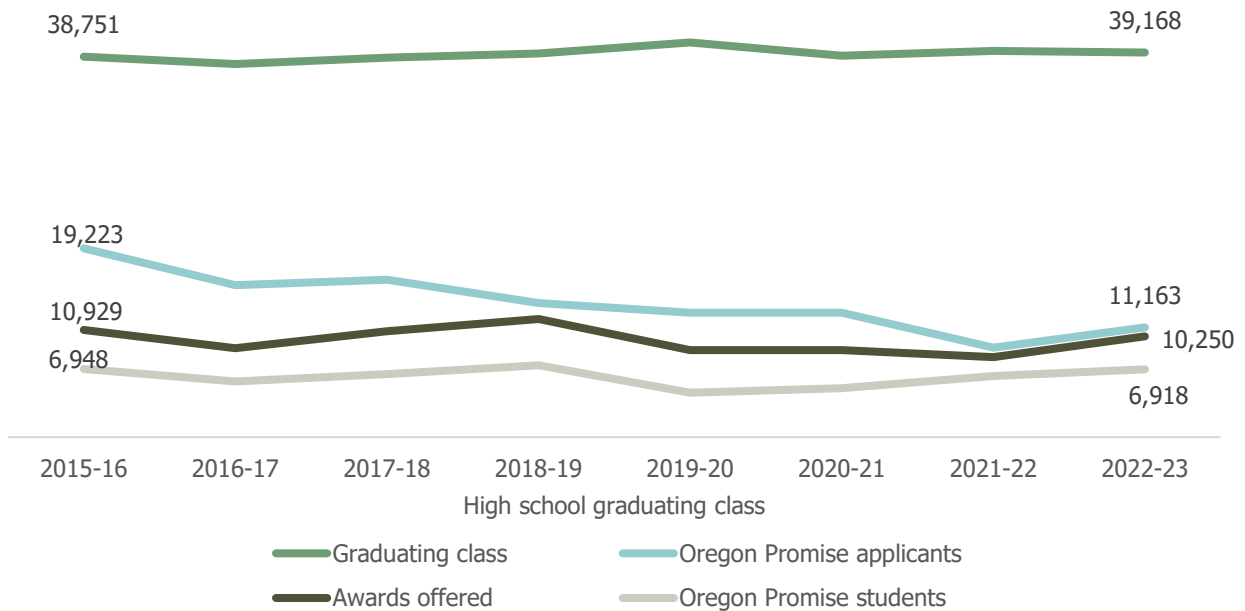


FIGURE 2.1. NUMBER OF OREGON PROMISE APPLICANTS, AWARDS OFFERED, AND ACCEPTED BY YEAR.

In addition to the new high school graduates who receive the Oregon Promise each year, many students return each year for a second or third year with the grant, until they have earned 90 credits. In 2022-23, the total number of students who received an Oregon Promise grant was 10,675, and in 2021-22, it was 9,154. (Appendix A shows the number of new and returning students each year.) In 2022-23, students receiving the Oregon Promise (both new and returning) comprised six percent of all Oregon resident community college students (excluding those still in high school and taking accelerated college credit). They comprised seven

percent of all Oregon resident for-credit community college students and admitted undergraduates at public and private bachelor's degree-granting institutions in the state.

A key objective of Oregon Promise is to broaden access to postsecondary education and increase college-going, particularly for students who are less likely to pursue education beyond high school. To evaluate progress towards this goal, we compare Oregon Promise grant recipients to the overall high school graduating class and to newly enrolled first-year students at community colleges and public universities who enrolled directly from high school.¹⁹ In addition to showing how similar Oregon Promise recipients are to all high school graduates and to new college/university students, this comparison also highlights other potential students who could benefit if program eligibility and funding were extended (e.g., to include high school students with lower grade point averages, enrollment at public universities, or enrollment at private institutions). Our comparisons focus on factors such as race/ethnicity, gender, and geographic background (i.e., rural or urban). For new college and university students who applied for financial aid, we also include income background.

Table 2.1 shows the racial/ethnic distributions, geography, income, and binary gender of all three groups of students: those who graduated from an Oregon high school in 2022-23, Oregon students who began college/university directly after high school in 2023-24, and those who received the Oregon Promise in 2023-24. Students with the Oregon Promise are fairly similar to both the broader high school graduating class and the broader set of new college/university students. New Oregon Promise students in 2023-24 were more likely to be Latino/a/x/Hispanic. They are also somewhat less likely to identify as White than all high school graduates, though the addition of a not reported option at the postsecondary level makes this comparison inconclusive.

¹⁹ This table does not include first-year students at private institutions because data on student characteristics is only available for those who filed a FAFSA or ORSAA.

TABLE 2.1. PERCENTAGE OF HIGH SCHOOL GRADUATES AND FIRST-YEAR COLLEGE AND UNIVERSITY STUDENTS BY STUDENT CHARACTERISTICS, 2022-2023.

	2022-23 High School Graduates	All New College/ University Students, 2023-24	New Students with Oregon Promise, 2023-24
By Race/Ethnicity			
Asian/American	4%	6%	4%
Black/African American	2%	3%	2%
Latino/a/x/Hispanic	24%	23%	27%
Native American/Alaskan Native	1%	1%	1%
Native Hawaiian/Pacific Islander	<1%	1%	<1%
Two or More Races	7%	7%	6%
White	60%	56%	56%
Not Reported		4%	3%
By Gender			
Men	51%	46%	45%
Women	49%	52%	53%
Nonbinary	N/A	1%	1%
Not Reported	N/A	2%	2%
By Income			
Pell Grant Recipients	N/A	45%	46%
Did Not Receive Pell Grant	N/A	55%	54%
By Geography			
Rural	32%	30%	32%
Urban or mixed	58%	63%	56%
Not reported	10%	8%	12%

Note: Percentages may not sum to 100 due to rounding.

This chapter describes the number of students who apply for and receive the Oregon Promise and the characteristics of those who receive the grants. It shows that the number of Oregon Promise grant recipients has remained relatively steady for the eight years of the program (with a slight dip during the COVID-19 pandemic), and that they comprise about seven percent of Oregon undergraduates in the state (admitted students at bachelor’s degree-granting institutions and for credit students at the community colleges, excluding high school students). Oregon Promise students are slightly more likely to identify as Latino/a/x/Hispanic but otherwise generally similar to high school graduates overall and to Oregon undergraduates in terms of race/ethnicity, gender, geographic background, and income background (where available).

3. WHAT ARE THE FINANCIAL IMPACTS OF THE OREGON PROMISE?

The Oregon Promise has financial implications for the state, for communities, for community colleges, and for students and their families. This chapter examines the financial impacts for the state, in terms of federal financial aid brought into Oregon, and financial impacts on the affordability of college for students who receive the grant and for students overall. Appendix B details the financial impacts of the program for community colleges, and Appendix C lists the financial impacts for school districts.

PUBLIC FINANCIAL AID DOLLARS INTO THE STATE

The Oregon Promise program maximizes use of federal and state financial aid available to students. This occurs by requiring applicants to complete the Free Application for Federal Student Aid (FAFSA) or the Oregon Student Aid Application (ORSAA) and take the federal and state grants offered. To the extent that new students complete the FAFSA/ORSAA because of the Oregon Promise, the number of Oregon students obtaining federal grants will also increase.

However, determining whether the Oregon Promise has resulted in an increase in federal financial aid for Oregon is challenging. Since the 2014-15 academic year, before the introduction of Oregon Promise awards in 2016-17, the amount of federal financial aid allocated to Oregon's students from community colleges, public universities, and private colleges and universities has been on the decline (See Figure 3.1). The total federal grant funding coming into Oregon decreased through 2021-22. The Oregon Promise does not seem to have markedly influenced this trend, in part because recipients of the program represent only seven percent of for-credit community college students and admitted undergraduates at bachelor's degree-granting institutions.²⁰ However, prior to the Oregon Promise, federal financial aid was declining at a faster rate than enrollment, and the rate of decline has been more comparable since the program's initiation. Federal funding in Oregon may have seen an even steeper drop between 2016-17 and 2021-22 without the implementation of the Oregon Promise. Beginning in 2022-23, the amount of federal financial aid in Oregon rose. During the last two years, the federal government raised the size of the Pell Grant (the principal federal financial aid grant) relatively more than in the prior years. Whereas the maximum grant size rose between 0.7 percent and 3.0 percent between 2013-14 and 2021-22, it rose 6.2 percent between 2021-22 and 2022-23 and 7.3 percent the following year. These larger award sizes, combined with a rise in college/university enrollment in 2023-24, underlie the increase in federal financial aid over the last two years.

²⁰ Excluding high school students enrolled in accelerated college credit programs.

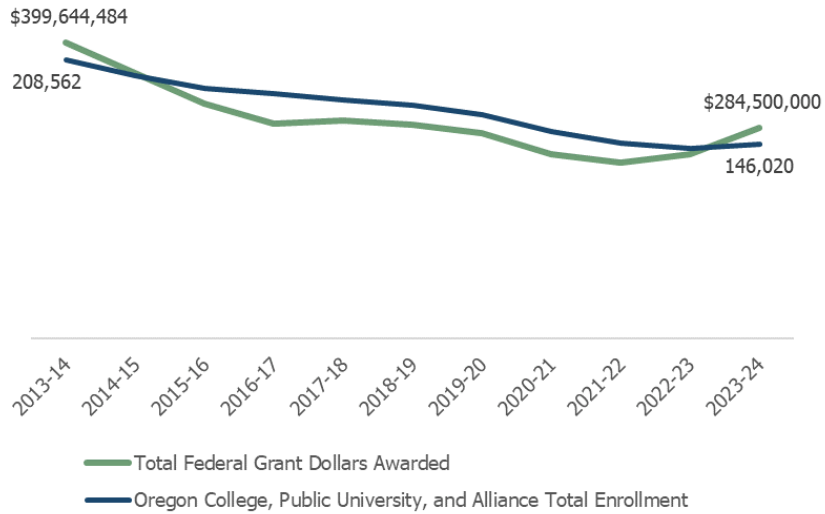


FIGURE 3.1. DOLLARS FROM FEDERAL GRANTS AND STUDENT ENROLLMENT, 2013-14 THROUGH 2023-24.

Recipients of Oregon Promise grants also benefit significantly from federal financial aid. Almost half (46 percent in 2023-24) of Oregon Promise recipients also receive a federal Pell Grant, similar to the share of all new college/university freshmen (45 percent) who filed a FAFSA. In 2023-24, Oregon Promise recipients received \$19.9 million in Pell Grants, 15.7 percent of all Pell Grant dollars received by community college students last year.

TABLE 3.1. AMOUNT OF PELL GRANT DOLLARS DISBURSED TO OREGON PROMISE RECIPIENTS.

Year	Total Pell grant dollars
2016-17	\$11.6M
2017-18	\$18.8M
2018-19	\$18.9M
2019-20	\$20.3M
2020-21	\$16.4M
2021-22	\$13.5M
2022-23	\$15.2M
2023-24	\$19.9M

We note that while students from low-income backgrounds (i.e., those who received a federal Pell grant) comprise almost half of Oregon Promise recipients (46 percent), the last-dollar structure of the program means that only 30% of the program’s grant dollars is awarded to these students. As a “last dollar” program,

the Oregon Promise pays the balance of the average tuition cost after other grants (Pell, OOG) have been applied to the cost of tuition. When other grants cover most or all tuition costs, students receive a minimum Oregon Promise grant to use toward expenses. Students from middle- and upper-income backgrounds who do not have other federal and state grants receive the maximum amount of the Oregon Promise to cover the cost of tuition. This results in most program dollars (70 percent in 2023-24) going to students from middle- and upper-income backgrounds.

FINANCIAL IMPACTS FOR STUDENTS

Fundamentally, the Oregon Promise is designed to make college more affordable for students. Covering the average cost of community college tuition alleviates a significant expense for students and their families. At the same time, tuition is not the only significant expense of continuing education after high school. The total cost of attendance includes tuition and fees, room and board, books and supplies, transportation, and personal expenses. We measure college affordability by calculating whether students' expected resources can cover all of these costs. Students' expected resources include their public grant aid, their expected family contribution from the FAFSA/ORSA, most institutional aid, and an estimate of student earnings. The costs come from the institutions themselves, which publish them for full-time students each year. We pro-rate these costs based on the number of credits in which students are enrolled. We calculate this measure for all community college and public university students who file a complete FAFSA/ORSA and identify the percentage of students who cannot meet the total cost of attendance with their expected resources.

About one-fourth of Oregon Promise recipients (30 percent) could not cover the cost of attendance at their community college in 2023-24, even with the Promise and other state and federal grants, their expected family contribution, and an estimate of their earnings. However, the Oregon Promise does have a sizeable impact on the affordability of college for these students: If the Oregon Promise did not exist, 40 percent of these same students would not have been able to meet the cost of attendance. Students from low-income backgrounds are more likely to face unaffordable costs than students from middle- and upper-income backgrounds, and this is true among Oregon Promise recipients as well. Among Oregon Promise students, 52 percent of those from low-income backgrounds (i.e., received a federal Pell Grant) could not cover the cost of attendance at their institution. However, if the Promise were not in place, 65 percent of these same students would not have been able to cover the cost of attendance at their college. Table 3.2 shows these results for the last two years.

TABLE 3.2. IMPACT OF OREGON PROMISE ON COLLEGE AFFORDABILITY FOR THOSE RECEIVING OREGON PROMISE GRANTS, 2022-23 AND 2023-24.

Year	2022-23	2023-24
Oregon Promise students who could not cover total cost of attendance		
With Oregon Promise	26%	30%
Without Oregon Promise	35%	52%
Low-income Oregon Promise students who could not cover total cost of attendance		
With Oregon Promise	45%	40%
Without Oregon Promise	58%	65%
Middle-/upper-income Oregon Promise students who could not cover total cost of attendance		
With Oregon Promise	7%	9%
Without Oregon Promise	13%	16%
All Oregon students in public institutions who could not cover total cost of attendance		
With Oregon Promise	36%	N/A
Without Oregon Promise	37%	N/A
Low-income Oregon students in public institutions who could not cover total cost of attendance		
With Oregon Promise	49%	N/A
Without Oregon Promise	50%	N/A
Middle-/upper-income Oregon students in public institutions who could not cover total cost of attendance		
With Oregon Promise	22%	N/A
Without Oregon Promise	23%	N/A

Note: "All Oregon students in public institutions" includes Oregon admitted undergraduates at public universities who filed a complete FAFSA/ORSAA and all Oregon for-credit students at community colleges who filed a complete FAFSA/ORSAA.

Because Oregon Promise students comprise only seven percent of all for-credit and admitted Oregon undergraduates, the program’s impact on affordability statewide is limited. Nevertheless, there is an impact. Table 3.2 shows that 36 percent of Oregon admitted undergraduates at the public universities and for-credit Oregon students at the community colleges could not meet the cost of attendance at their institution. If there were no Oregon Promise program, 37 percent of these students would not be able to cover the cost of

attendance. An additional 800 to 900 students can meet the cost of attendance because of Oregon Promise grants.

CONCLUSION

This chapter describes financial impacts of the Oregon Promise for the state and for students. The last dollar nature of the program maximizes the amount of federal financial aid supporting students who receive the grant, and nearly half of Oregon Promise recipients receive a federal Pell grant. However, the number of Oregon Promise recipients comprise only a fraction of Pell Grant recipients in the state, and the total amount of federal financial aid in Oregon has declined over the last decade as college enrollment has declined. For students and their families, the Oregon Promise has significant impacts on affordability. Thirty percent of Oregon Promise students cannot cover the total cost of attendance at their institution, even with the Promise and other financial aid grants, their expected family contribution, and an estimate of their earnings taken into account. However, the Oregon Promise prevents this share from being even higher—one-half.

4. HAS THE OREGON PROMISE EXPANDED COLLEGE ENROLLMENT AND COMPLETION?

The Oregon Promise aims to expand the number of Oregon students who continue their education after high school and eventually complete a postsecondary certificate or degree. By removing one of the major obstacles to college—tuition—the central goal of the Promise is to enable more students to continue their education after high school and earn a certificate or degree that unlocks greater economic stability. In this section, we examine whether and to what extent the Oregon Promise has increased college-going and college completion among high school graduates.

COLLEGE-GOING RATES OF HIGH SCHOOL GRADUATES

Consistent with the requirements of the program, we define college-going as enrolling in a college or university within 6 months of high school graduation. We examine not only enrollment at Oregon community colleges but also at Oregon public universities and private institutions, because the free tuition offered by the Oregon Promise may have influenced students' choices of where to attend. We look at college-going rates before and after the advent of the Oregon Promise to see if the program is associated by a measurable increase in student enrollment.²¹

Figure 4.1 shows the percentage of Oregon high school graduates who enroll in community college, public university, and private bachelor's degree-granting institutions in the fall after a spring high school graduation. It also shows the total overall enrollment of students in any of these sectors (top, green line). As in prior reports, the college-going rate rose in the initial year of the Oregon Promise, by two percentage points, but this increase did not sustain. Within two years after the program began, the percentage of high school graduates attending any Oregon college/university, and the percentage attending community college were the same as before the program. The fifth year of the program corresponded with the COVID-19 pandemic, when college-going plummeted nationally. In Oregon, the college-going rate fell six percentage points that year and an additional percentage point the following year. The most recent two years of data show college-going rising again as the impacts of the pandemic begin to fade. However, rates have not yet returned to pre-pandemic levels and were still below the levels observed before the Oregon Promise began. Taken together, the Oregon Promise does not appear to have led to a sustained increase in the number of high school graduates to enroll in college, though long-run impacts have been clouded by the pandemic's ongoing effects.

²¹ A more precise approach would be to assess the likelihood of postsecondary enrollment among high school graduates' before and after the Promise began, controlling for other factors that might affect students' college-going, i.e., through a multivariate analysis. Unfortunately, lack of statewide data on high school grade point average and other essential factors prevent such an analysis.

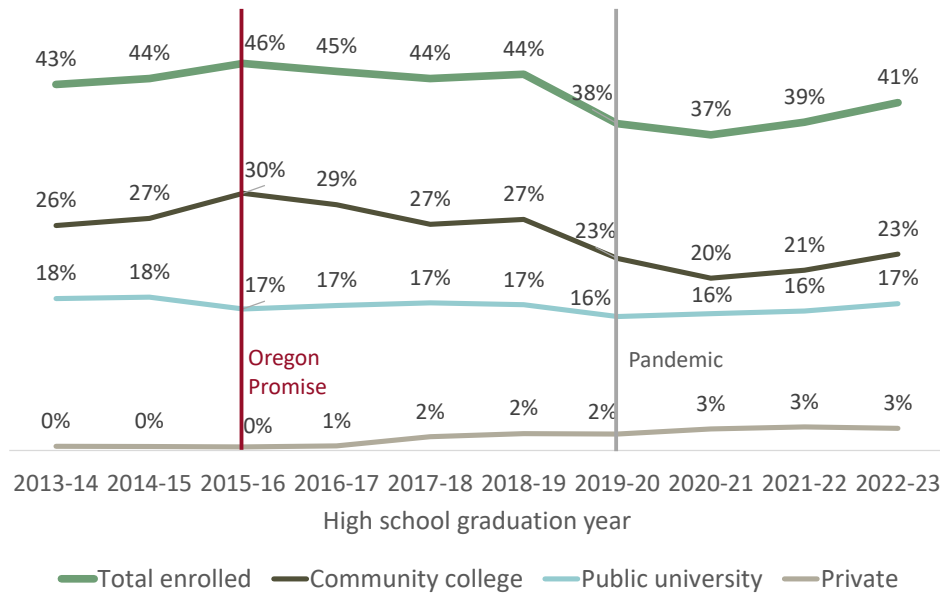


FIGURE 4.1. PERCENTAGE OF HIGH SCHOOL GRADUATES WHO ENROLLED IN AN OREGON COLLEGE OR UNIVERSITY IN THE FALL AFTER SPRING HIGH SCHOOL GRADUATION, BY SECTOR AND HIGH SCHOOL GRADUATION YEAR.

Most of the changes in college-going can be attributed to changes in the rates of high school graduates attending community college. The share of students who enrolled in community college after high school graduation rose more than other sectors in the first year of the program and fell more than other sectors in the following years. Because the Oregon Promise grant is limited to enrollment at the community colleges, one concern has been that it would draw enrollment away from bachelor’s degree-granting institutions toward the community colleges. The initial drop in the share of high school graduates who enrolled in the public universities (the first year of the program) lends some support to this possibility. However, the falling share of students enrolling at community colleges in the following years, combined with the relatively stable share enrolling at public universities and the rising share enrolling at private institutions, indicates the Oregon Promise does not appear to have affected students’ choice of institution in a significant or sustained way.

Even if the Oregon Promise did not lead to sustained expansion in the number of high school graduates enrolling in college/university, the program may have had other effects on college-going, namely in narrowing disparities in college-going that exist across race/ethnicity, geography, and gender. Figure 4.2 below shows the percentage of high school graduates in different racial/ethnic groups who enrolled in an Oregon community college, public university, or private institution the fall after graduating high school. It shows that racial/ethnic gaps in college-going have remained similar before and after the program. College-going fell for all groups during the pandemic, and the gap across groups widened. In the most recent two years, college-going rose for all groups and the gap across groups narrowed. However, the racial/ethnic gap in college-going remains nearly the same for the 2022-23 high school graduating class as it was for the 2013-14 class.

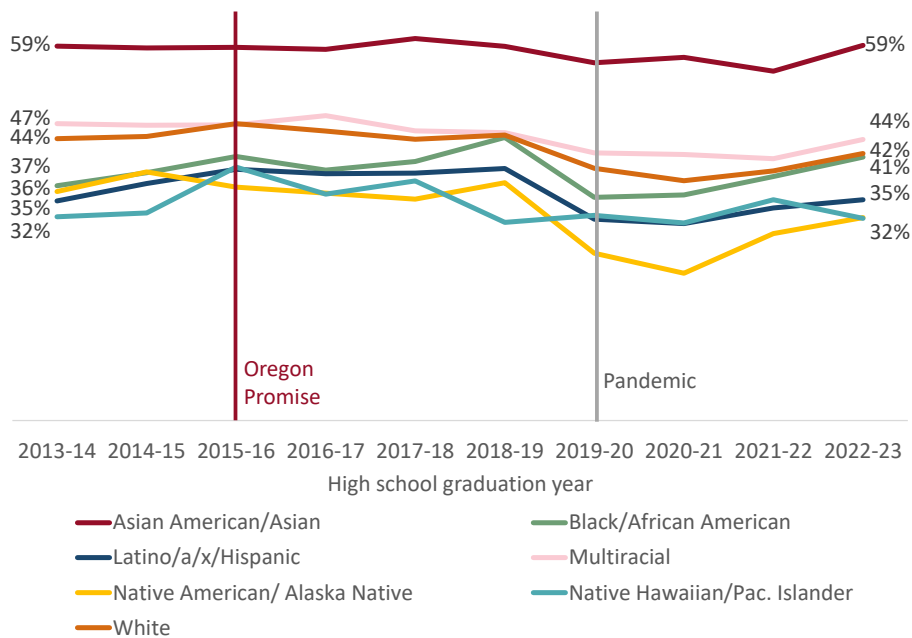


FIGURE 4.2. PERCENTAGE OF HIGH SCHOOL GRADUATES WHO ENROLLED IN AN OREGON COLLEGE OR UNIVERSITY IN THE FALL AFTER SPRING HIGH SCHOOL GRADUATION, BY RACE/ETHNICITY AND HIGH SCHOOL GRADUATION YEAR.

Below we examine the program’s potential impact on the gap between rural and urban students’ likelihood of going to college (Figure 4.3). Students from urban high schools are more likely to continue their education after high school than students from rural high schools. When the Promise began, college-going rose for both groups, but in the following years, it fell more steeply among rural students than among urban ones, widening the gap. This continued during the pandemic, as rural students’ college-going fell further than urban students’. Rates have risen in the most recent two cohorts for both groups at similar rates. As a result, today the gap is wider than before the Promise.

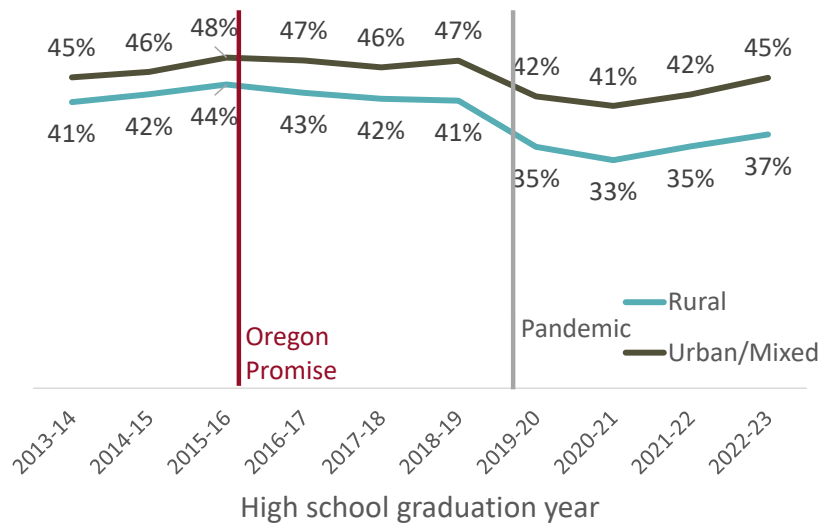


FIGURE 4.3. PERCENTAGE OF HIGH SCHOOL GRADUATES WHO ENROLLED IN AN OREGON COLLEGE OR UNIVERSITY IN THE FALL AFTER SPRING HIGH SCHOOL GRADUATION, BY GEOGRAPHIC ORIGIN AND HIGH SCHOOL GRADUATION YEAR.

In addition to race/ethnicity and geography, educational attainment varies by gender, with men being less likely to enroll in college than women. As with other groups, college-going rose for both men and women when the program began, but the rise did not sustain for men, and the gap widened. (See Figure 4.4.) Post-pandemic, college-going rose for both groups, but the gap is still slightly greater than before the Promise.

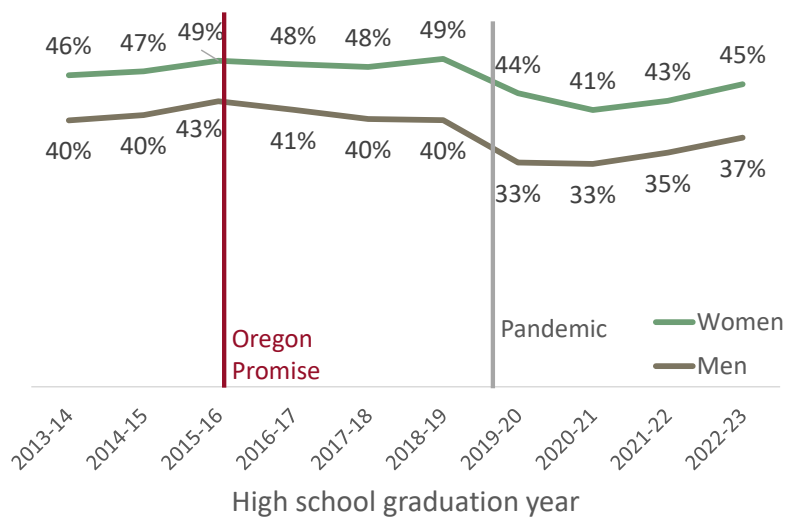


FIGURE 4.4. PERCENTAGE OF HIGH SCHOOL GRADUATES WHO ENROLLED IN AN OREGON COLLEGE OR UNIVERSITY IN THE FALL AFTER SPRING HIGH SCHOOL GRADUATION, BY GENDER AND HIGH SCHOOL GRADUATION YEAR.

Taken together, we do not find evidence that the Oregon Promise has expanded the college-going of high school graduates in a sustained way. Though rates rose in the first year, they declined thereafter and remain lower today than before the program began. We also do not find evidence that the Oregon Promise has closed equity gaps by raising college-going among particular groups. For most students of color, rural students, and men, all of whom are less likely to continue their education than their counterparts, college-going rates are as low or lower today than before the program began. Finally, we note that the COVID-19 pandemic pushed rates down further and has confounded any potential impact of the Oregon Promise.

EDUCATIONAL PROGRESSION

As noted previously, the Oregon Promise includes enrollment requirements intended to maintain students' progression toward completing a certificate or degree. These requirements include enrollment in at least six credits per term and continuous enrollment across terms to maintain eligibility for the grant. The program includes an exception policy where students can ask for temporary suspension of these obligations without penalty because of exceptional circumstances. In this section, we examine both enrollment requirements, asking whether students with the Oregon Promise are able to meet the requirements and whether they have had an impact on the educational progression of high school graduates enrolled in college/university overall.

Looking first at the number of terms enrolled, we find that nearly all students with the Oregon Promise grant remained continuously enrolled fall, winter, and spring terms of their first year. For students who began in fall term, the average number of terms in which students enrolled their first year was 2.9 out of a maximum of three terms at the community colleges (see Table 4.1 below). This high level of continuous enrollment exists across racial/ethnic, geographic, and gender groups.

TABLE 4.1. AVERAGE NUMBER OF TERMS ENROLLED IN FIRST YEAR OF COLLEGE AMONG OREGON PROMISE RECIPIENTS, BY YEAR.

Year	Terms Enrolled
2016-17	2.9
2017-18	2.9
2018-19	2.9
2019-20	2.9
2020-21	2.8
2021-22	2.9
2022-23	2.9
2023-24	2.7 ²²

²² The decrease in the most recent year is likely the result of having only a single year of data to match high

Students also must be enrolled for at least six credits per term to maintain their eligibility for the grant. Across the three terms at the community colleges, this means students must be enrolled for at least 18 credits in the year. The grant pays the average community college tuition for up to twelve credits per term, or 36 credits per year. Students with the Oregon Promise took an average of 34 credits in their first year at the college, as shown in Table 4.2 below. This high number of credits maintains across racial/ethnic, geographic, and gender groups. It indicates that students are making full use of the tuition relief offered by the Program.

TABLE 4.2. AVERAGE NUMBER OF ENROLLED CREDITS IN FIRST YEAR OF COLLEGE AMONG OREGON PROMISE RECIPIENTS, BY YEAR.

Year	Enrolled Credits
2016-17	35
2017-18	35
2018-19	34
2019-20	34
2020-21	33
2021-22	34
2022-23	35
2023-24	32 ²³

In addition to examining the extent to which students with the Oregon Promise are able to fulfill these enrollment requirements, we also ask whether they have an impact on the educational progression of new college students in general. Oregon Promise students comprise only seven percent of all new Oregon college/university freshmen, but as seen here, they have high levels of educational progression. Figure 4.5 below shows the average number of terms in the first year among all Oregon high school graduates who enrolled in college or university after high school. On average, Oregon Promise recipients are enrolled for more terms and earn more credits in their first year of college compared to high school graduates overall. However, average credits among all high school graduates did not change with the introduction of the Oregon Promise. The high average among Oregon Promise recipients does not appear to be great enough to have raised these averages for all high school graduates.

school student records with college student records and not the result of an actual decline in terms enrolled or credits earned.

²³ The decrease in the most recent year is likely the result of having only a single year of data to match high school student records with college student records and not the result of an actual decline in terms enrolled or credits earned.

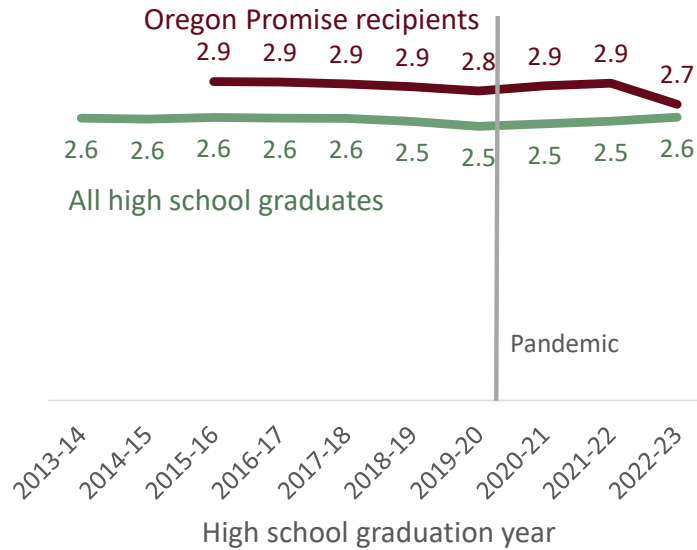


FIGURE 4.5. MEAN NUMBER OF ENROLLED TERMS IN FIRST YEAR OF COLLEGE/UNIVERSITY FOR OREGON PROMISE RECIPIENTS AND ALL OREGON HIGH SCHOOL GRADUATES, BY YEAR.

Results are similar for the number of enrolled credits. Oregon Promise students were enrolled in more credits, on average, than high school graduates overall, as shown in Figure 4.6 below. The number of credits for high school graduates overall does not appear to have been affected by the Oregon Promise program. The overall average did not rise until two years after the Oregon Promise began, and it rose in a year when the average for Oregon Promise recipients fell slightly.

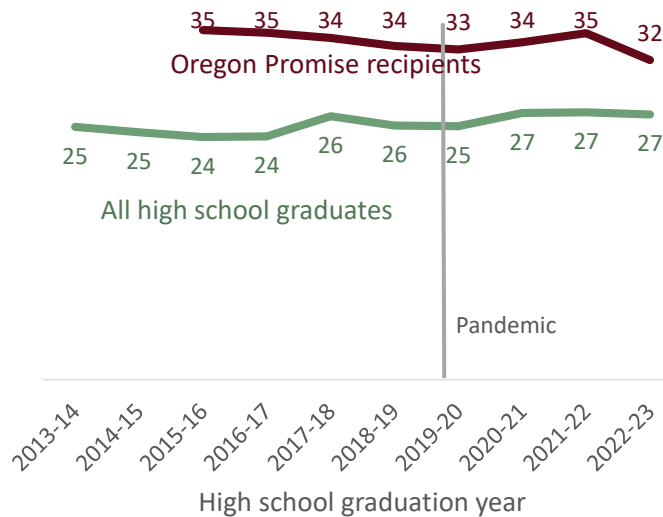


FIGURE 4.6. MEAN NUMBER OF ENROLLED CREDITS IN FIRST YEAR OF COLLEGE/UNIVERSITY FOR OREGON PROMISE RECIPIENTS AND ALL OREGON HIGH SCHOOL GRADUATES, BY YEAR.

Taken together, these results indicate that the program’s enrollment requirements are being met by nearly all recipients and across cohorts and groups. At the same time, these high enrollment progression among Oregon Promise recipients does not appear to have affected students not in the program, as averages for high school graduates overall have not risen with the introduction of the Oregon Promise.

CREDENTIAL ATTAINMENT

Perhaps the ultimate goal of the Oregon Promise is to increase the number of Oregon high school graduates who earn a postsecondary credential. If college access can be expanded and momentum maintained, the design is that students will complete their program of study and enter employment with the greater stability and higher wages that postsecondary certificates and degrees enable.

The number of students completing a certificate or degree is dependent on many factors, including the number of students who continued their education after high school. For this reason, we look at the percentage of Oregon Promise recipients who earned a credential and the percentage of all high school graduates who earned a credential, rather than at total numbers. We look at the percentage who earned a credential within two windows of time: four and six years. Four years allows time for the completion of all undergraduate credentials (short-term certificates, associate degrees, and bachelor’s degrees), while providing outcomes for several cohorts of students. Examining multiple cohorts allows for a more thorough view of program outcomes. In addition, many students will take longer than four years to complete bachelor’s degrees, and six-year outcomes provide this longer view. Table 4.3 shows the cohorts with four-year and six-year outcomes and the years of those outcomes.

TABLE 4.3. ACADEMIC YEAR OF FOUR-YEAR AND SIX-YEAR OUTCOMES, BY COHORT.

High School Graduation	First Year in College	Four-Year Outcomes	Six-Year Outcomes
2015-16	2016-17	2019-20	2021-22
2016-17	2017-18	2020-21	2022-23
2017-18	2018-19	2021-22	2023-24
2018-19	2019-20	2022-23	
2019-20	2020-21	2023-24	
2020-21	2021-22		
2021-22	2022-23		
2022-23	2023-24		

Figure 4.7 shows four-year and six-year completion rates for Oregon Promise grant recipients and for all Oregon high school graduates who enrolled in college/university in the fall after graduation. The two rates are cumulative; all students who had earned a credential within four years are also included in the counts of students who completed within six years. The four-year rates are shown with dashed lines, and the six-year

rates are shown with solid lines. The four-year rates are very similar for both groups. The first two cohorts of Oregon Promise students have slightly higher completion rates and the last two cohorts have slightly lower completion rates as high school graduates overall. The six-year completion rates are slightly lower (by three to five percentage points) for Oregon Promise students as for high school students overall. While consistent, these results are not conclusive. In addition to being only three cohorts, many Oregon Promise students transfer to a public university or private, bachelor’s degree-granting institution after their time at the community college, and transferring can slow graduation. At the same time, the results here do not support the idea that Oregon Promise increases graduation. Combined with the finding that college-going rates are not higher as a result of the program, the findings here suggest that the Oregon Promise has not led to more students earning credentials.

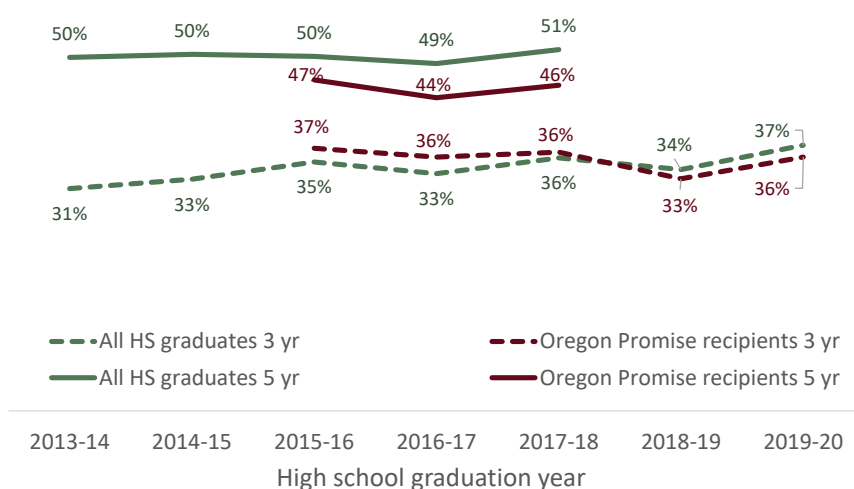


FIGURE 4.7. PERCENTAGE OF OREGON PROMISE RECIPIENTS AND ALL HIGH SCHOOL GRADUATES WHO COMPLETED A POSTSECONDARY CERTIFICATE OR DEGREE WITHIN THREE AND FIVE YEARS AFTER HIGH SCHOOL GRADUATION, BY HIGH SCHOOL GRADUATION YEAR.

CONCLUSION

This chapter examines the Oregon Promise program’s potential impacts on college-going, progression, and completion, as well as the progression and completion of students with the grant. The results indicate that the Promise is not associated with an increase in college-going among high school graduates overall, nor is it associated with narrowing gaps in college-going by race/ethnicity, geography, or gender. For progression, findings show high levels of credits taken and continuous terms of enrollment—two requirements of the program—by Oregon Promise students. These high levels of completion among those in the program do not seem to have translated to those outside of the program, however. Finally, regarding completion, we find that Oregon Promise students have similar outcomes four and six years after high school as high school graduates overall. They are about as likely as high school graduates in general to earn a postsecondary certificate or degree.

5. CONCLUSIONS AND IMPLICATIONS

This report describes the Oregon Promise financial aid program, the financial impacts it makes, and the students it serves and their outcomes. Oregon Promise grant recipients comprise about seven percent of Oregon undergraduates (i.e., admitted students at bachelor’s degree-granting institutions and for-credit students at community colleges, excluding high school students). Except for being slightly more likely to identify as Latino/a/x/Hispanic, Oregon Promise students are generally similar to the broader high school graduating class and to new Oregon undergraduates with regard to race/ethnicity, gender, geographic background, and income background.

The program is structured as a last-dollar grant program that maximizes the amount of federal financial aid coming into Oregon to support students receiving the grant, and nearly half of Oregon Promise recipients receive a federal Pell grant. The program has significant impacts on affordability, as twenty percent of Oregon Promise students would not be able to cover the total cost of attendance at their institution without the grant. The Oregon Promise provides needed financial support to help cover the high cost of college and minimize student loan debt. This has implications not only for students who receive the grant but for the state, which benefits from a citizenry unburdened by debt.

Examining the program’s potential impacts on college access, progression, and completion yields results that fall into two groups: impacts of the program for Oregon Promise students and impacts for high school graduates overall. For Oregon Promise students, the findings are positive. Those with the grant take high levels of credits and enroll for continuous academic terms—two requirements of the program. They also go on to complete their academic programs and earn credentials at rates similar to high school graduates overall.

The impacts for high school graduates overall, i.e., for having a broader impact on postsecondary enrollment and completion, are not positive. Results indicate that the Oregon Promise is not associated with an increase in college-going among high school graduates, nor is it associated with narrowing gaps in college-going by race/ethnicity, geography, or gender, though we note that the COVID-19 pandemic has clouded interpretation of these results. The program also does not appear to have raised completion rates more broadly. These results are consistent with national research showing that promise programs where eligibility is aligned with those already likely to attend college—as it has been for the Oregon Promise—do not lead to expanded enrollment. The Oregon Promise’s grade point average requirement (2.5 through 2022-23 and 2.0 thereafter) is closely aligned with those already likely to attend college. In contrast, programs aimed at those less likely to attend college—e.g., those with lower grades, those with low incomes, and returning adults—are more likely to lead to enrollment expansions. Recent changes in the Oregon Promise that reduce the minimum grade point average and raise the minimum award level move in this direction, but the program still mirrors the college-going population, as similarities between college students with and without the grant show.

Taken together, these results indicate that the Oregon Promise provides needed financial support to a relatively representative cross-section of high school graduates and that these students take high course loads, stay enrolled, and earn postsecondary certificates and degrees. While these are key markers of a successful program, a primary goal of the Oregon Promise was to open the doors to college wider and draw more Oregonians onto a path of improved economic stability through earning a college credential. To date, the program does not appear to have met this goal. We note it is possible the Oregon Promise has boosted college-going and Oregon’s college-going rate would be lower without the program. The program has faced

numerous headwinds, including the COVID-19 pandemic that suppressed college-going nationally and a fixed budget that can impose income caps to eligibility.

Nevertheless, the findings indicate that the program provides needed financial support to those in college but does not necessarily increase the students who are in college. These two conclusions—the positive benefits of the program for those it serves and the lack of evidence for expanded college-going—will likely continue under the current program structure. Without clear pathways for students who have lower college-going rates—students with low-incomes, students of color, students from rural areas, men, returning adults, and students with low grade point averages—the Oregon Promise will likely continue to benefit primarily those who were already planning to attend college. This is unfortunate, as the state needs many more workers with postsecondary credentials, and reaching those who are bypassing college is essential for meeting that need.

APPENDIX A. NUMBER OF OREGON PROMISE STUDENTS

TABLE A.1. NUMBER OF STUDENTS RECEIVING OREGON PROMISE BY NEW OR RETURNING STUDENTS AND YEAR

Academic Year	New Students	Returning Students
2016-17	6,948	
2017-18	5,672	3,782
2018-19	6,434	4,095
2019-20	7,317	4,306
2020-21	4,525	4,422
2021-22	4,971	2,786
2022-23	6,211	2,943
2023-24	6,918	3,757

APPENDIX B. FINANCIAL IMPACTS ON COMMUNITY COLLEGES

TABLE B.2. NUMBER OF STUDENTS RECEIVING OREGON PROMISE AND OREGON PROMISE GRANT DISBURSEMENTS (ALL COHORTS COMBINED), BY COLLEGE, 2022-23 AND 2023-24.

	2022-23		2023-24	
	Number of students	Total dollars	Number of students	Total dollars
Blue Mountain	170	\$417,120	151	\$351,825
Central Oregon	698	\$1,614,626	802	\$1,967,081
Chemeketa	1,713	\$3,656,480	114	\$4,065,657
Clackamas	634	\$1,551,915	795	\$2,061,607
Clatsop	107	\$224,302	106	\$207,372
Columbia Gorge	79	\$143,808	89	\$167,832
Klamath	163	\$330,914	186	\$367,161
Lane	920	\$2,063,577	1,070	\$2,441,747
Linn-Benton	643	\$1,603,408	866	\$2,112,548
Mt. Hood	504	\$1,164,644	657	\$1,573,015
Oregon Coast	38	\$73,020	58	\$127,539
Portland	2,492	\$5,478,177	2,872	\$6,703,074
Rogue	458	\$873,758	624	\$1,298,358
Southwestern	178	\$424,735	194	\$451,260
Tillamook Bay	35	\$63,251	51	\$102,393
Treasure Valley	76	\$169,501	69	\$166,372
Umpqua	277	\$605,537	321	\$749,679
State	9,185	\$20,458,773	10,725	24,914,520

APPENDIX C. FINANCIAL IMPACTS ON SCHOOL DISTRICTS

TABLE C.1. NUMBER OF STUDENTS RECEIVING OREGON PROMISE WITH PELL GRANT DISBURSEMENTS AND OREGON PROMISE GRANT DISBURSEMENTS (ALL COHORTS COMBINED), BY SCHOOL DISTRICT, 2022-23 AND 2023-24.

School District	2022-23			2023-24		
	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars
ADRIAN SD 61	*	\$18,231	\$5,334	*	\$13,985	\$9,665
ALSEA SD 7J	*		\$3,440	18	\$43,697	\$36,765
AMITY SD 4J	18	\$36,015	\$36,115	*		\$7,047
ASHLAND SD 5	41	\$88,255	\$85,736	57	\$124,844	\$122,439
ASTORIA SD 1	45	\$69,839	\$117,222	54	\$103,439	\$128,449
ATHENA-WESTON SD 29RJ	*	\$3,984	\$1,334	*		\$4,215
BAKER SD 5J	50	\$54,471	\$115,782	63	\$65,067	\$142,264
BANDON SD 54	*	\$21,177	\$17,281	*	\$10,855	\$14,110
BANKS SD 13	14	\$18,299	\$31,793	17	\$22,642	\$44,176
BEAVERTON SD 48J	416	\$655,584	\$923,323	506	\$863,452	\$1,219,919
BEND-LAPINE ADMINISTRATIVE SD 1	245	\$343,256	\$609,483	309	\$498,803	\$782,323
BETHEL SD 52	94	\$148,520	\$190,085	102	\$165,481	\$240,408
BLACHLY SD 90	*	\$11,638	\$10,192	*	\$4,921	\$10,897
BROOKINGS-HARBOR SD 17C	22	\$24,464	\$58,456	25	\$42,433	\$54,306
BUTTE FALLS SD 91	*		\$4,128	*	\$13,092	\$11,645
CAMAS VALLEY SD 21J	*	\$8,945	\$7,833	*	\$9,004	\$6,089
CANBY SD 86	91	\$107,306	\$229,900	102	\$168,101	\$264,254
CASCADE SD 5	59	\$84,822	\$142,344	62	\$84,478	\$171,023
CENTENNIAL SD 28J	97	\$190,475	\$205,538	108	\$233,327	\$258,029
CENTRAL CURRY SD 1	13	\$34,430	\$31,977	15	\$30,693	\$33,945
CENTRAL LINN SD 552	12	\$16,664	\$28,889	12	\$21,274	\$27,209
CENTRAL POINT SD 6	50	\$81,120	\$112,452	67	\$159,365	\$160,550
CENTRAL SD 13J	42	\$70,912	\$95,177	50	\$107,335	\$122,243
CLATSKANIE SD 6J	*	\$6,742	\$9,511	*	\$5,012	\$2,058
COLTON SD 53	*	\$2,009	\$8,150	*	\$8,232	\$9,072
CONDON SD 25J	*	\$5,967	\$2,840	*	\$11,365	\$3,430
COOS BAY SD 9	23	\$44,463	\$50,844	38	\$116,365	\$78,018
COQUILLE SD 8	*	\$11,601	\$11,020	*	\$6,573	\$17,278
CORBETT SD 39	23	\$32,783	\$60,053	22	\$23,035	\$55,515
CORVALLIS SD 509J	89	\$181,378	\$223,313	102	\$191,832	\$257,927
COVE SD 15	*		\$3,760	*	\$6,282	\$2,058
CRESWELL SD 40	21	\$37,504	\$48,138	21	\$46,903	\$47,575

School District	2022-23			2023-24		
	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars
CROOK COUNTY SD	55	\$96,046	\$110,674	45	\$115,372	\$89,882
CROW-APPLEGATE-LORANE SD 66	*	\$2,020	\$5,796	*	\$6,080	\$11,262
CULVER SD 4	22	\$74,499	\$44,796	12	\$45,884	\$22,583
DALLAS SD 2	51	\$57,936	\$111,242	44	\$73,308	\$118,868
DAVID DOUGLAS SD 40	104	\$287,927	\$211,308	117	\$316,707	\$240,259
DAYTON SD 8	19	\$30,449	\$41,781	20	\$40,766	\$49,860
DOUGLAS COUNTY SD 15	*	\$15,519	\$12,070	*	\$3,831	\$1,372
DOUGLAS COUNTY SD 4	104	\$159,479	\$234,652	*	\$15,539	\$18,311
DUFUR SD 29	*	\$5,822	\$13,462	113	\$200,669	\$295,615
EAGLE POINT SD 9	36	\$74,989	\$78,380	*	\$8,350	\$10,822
ECHO SD 5	*	\$8,244	\$2,000	65	\$150,675	\$146,151
ELGIN SD 23	*	\$5,639	\$3,340	*	\$7,046	\$7,474
ELKTON SD 34	*		\$1,278	*		\$12,049
ENTERPRISE SD 21	*	\$2,742	\$7,962	*		\$16,671
ESTACADA SD 108	52	\$62,821	\$124,696	65	\$90,678	\$152,716
EUGENE SD 4J	272	\$346,763	\$613,073	322	\$491,978	\$744,922
FALLS CITY SD 57	*	\$483	\$2,180	*	\$672	\$1,029
FERN RIDGE SD 28J	23	\$36,078	\$59,801	30	\$38,541	\$73,023
FOREST GROVE SD 15	105	\$225,841	\$203,222	120	\$299,325	\$237,902
FOSSIL SD 21J	*		\$1,340	*	\$10,492	\$13,674
GASTON SD 511J	*	\$1,839	\$11,675	26	\$70,311	\$51,364
GERVAIS SD 1	27	\$32,719	\$69,401	41	\$57,478	\$96,131
GLADSTONE SD 115	32	\$45,585	\$81,747	*	\$24,498	\$11,927
GLENDALE SD 77	*	\$10,008	\$6,681	15	\$29,960	\$33,682
GLIDE SD 12	15	\$28,913	\$33,083	122	\$235,435	\$278,476
GRANTS PASS SD 7	84	\$176,557	\$170,857	244	\$430,078	\$552,023
GREATER ALBANY PUBLIC SD 8J	166	\$233,947	\$403,843	241	\$427,890	\$542,946
GRESHAM-BARLOW SD 10J	215	\$366,422	\$488,560	*	\$9,215	\$20,418
HARNEY COUNTY SD 3	*	\$9,838	\$18,799	*	\$12,868	\$10,278
HARNEY COUNTY UNION HIGH SD 1J	*	\$6,495	\$2,000	*	\$6,742	\$6,162
HARPER SD 66	*		\$2,067	21	\$56,962	\$54,681
HARRISBURG SD 7J	18	\$29,368	\$41,641	*	\$3,477	\$4,182
HELIX SD 1	*	\$7,681	\$9,036	37	\$68,477	\$92,358
HERMISTON SD 8	34	\$49,033	\$91,224	447	\$664,179	\$1,161,046
HILLSBORO SD 1J	377	\$497,440	\$882,737	85	\$173,295	\$172,790
HOOD RIVER COUNTY SD	82	\$157,539	\$145,485	*	\$9,500	\$2,058

School District	2022-23			2023-24		
	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars
IMBLER SD 11	*		\$5,087	42	\$123,435	\$87,132
IONE SD R2	*	\$8,699	\$7,462	20	\$27,802	\$46,291
JEFFERSON COUNTY SD 509J	33	\$73,547	\$76,114	*		\$3,894
JEFFERSON SD 14J	14	\$22,444	\$36,192	*	\$8,071	\$14,152
JEWELL SD 8	*	\$1,226	\$5,150	*	\$5,916	\$4,794
JOHN DAY SD 3	*	\$4,079	\$9,665	21	\$15,112	\$48,368
JOSEPH SD 6	*	\$1,751	\$8,389	102	\$265,991	\$227,440
JUNCTION CITY SD 69	24	\$24,826	\$61,581	49	\$184,754	\$89,970
KLAMATH COUNTY SD	85	\$211,382	\$187,401	10	\$27,380	\$20,783
KLAMATH FALLS CITY SCHOOLS	44	\$124,525	\$80,815	*	\$13,834	\$18,113
KNAPPA SD 4	13	\$23,413	\$24,382	*	\$15,827	\$14,072
LA GRANDE SD 1	*	\$9,347	\$5,462	77	\$55,512	\$218,426
LAKE COUNTY SD 7	*	\$7,332	\$20,815	89	\$157,393	\$234,265
LAKE OSWEGO SD 7J	75	\$54,868	\$211,109	73	\$114,619	\$163,132
LEBANON COMMUNITY SD 9	68	\$93,622	\$184,222	*	\$6,245	\$2,058
LINCOLN COUNTY SD	64	\$142,349	\$135,289	*	\$10,279	\$18,572
LONG CREEK SD 17	*	\$6,129	\$2,000	*	\$5,079	\$1,715
LOWELL SD 71	*	\$16,129	\$22,463	*	\$3,098	\$10,130
MARCOLA SD 79J	*	\$3,240	\$2,347	*	\$7,888	\$5,952
MCKENZIE SD 68	*		\$1,376	118	\$201,523	\$252,122
MCMINNVILLE SD 40	119	\$224,018	\$236,720	225	\$451,778	\$494,211
MEDFORD SD 549C	162	\$314,440	\$328,584	*	\$10,583	\$10,831
MILTON-FREEWATER UNIFIED SD 7	*	\$12,557	\$14,766	47	\$71,506	\$120,048
MOLALLA RIVER SD 35	40	\$64,855	\$80,714	*	\$20,049	\$16,042
MONROE SD 1J	*		\$2,752	21	\$47,440	\$43,977
MORROW SD 1	25	\$44,620	\$45,568	14	\$31,287	\$45,158
MT ANGEL SD 91	11	\$29,298	\$22,474	*	\$1,379	\$515
MULTNOMAH ESD	*	\$3,831	\$1,167	*	\$14,952	\$20,545
MYRTLE POINT SD 41	*	\$4,563	\$6,180	*	\$13,883	\$23,186
NEAH-KAH-NIE SD 56	*	\$7,505	\$11,936	15	\$52,836	\$25,102
NESTUCCA VALLEY SD 101J	10	\$37,554	\$16,904	86	\$119,883	\$216,185
NEWBERG SD 29J	90	\$109,877	\$205,870	47	\$64,828	\$115,085
NORTH BEND SD 13	48	\$76,998	\$114,814	269	\$416,304	\$668,008
NORTH CLACKAMAS SD 12	260	\$360,361	\$617,805	*	\$5,669	\$18,792
NORTH DOUGLAS SD 22	*	\$11,911	\$13,333	*	\$3,677	\$6,669
NORTH LAKE SD 14	*	\$9,872	\$2,500	40	\$72,750	\$99,370

School District	2022-23			2023-24		
	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars
NORTH MARION SD 15	46	\$107,626	\$95,754	*	\$5,284	\$4,158
NORTH POWDER SD 8J	*	\$6,752	\$5,327	74	\$86,715	\$184,869
NORTH SANTIAM SD 29J	61	\$74,268	\$159,699	39	\$88,690	\$84,232
NORTH WASCO COUNTY SD 21	30	\$51,907	\$67,751	12	\$51,255	\$24,684
NYSSA SD 26	12	\$38,016	\$22,885	25	\$60,301	\$53,518
OAKLAND SD 1	18	\$27,648	\$36,238	12	\$43,156	\$23,098
OAKRIDGE SD 76	*	\$22,494	\$17,466	*	\$10,846	\$2,229
ODE YCEP DISTRICT	*	\$5,363	\$2,282	22	\$72,518	\$44,709
ONTARIO SD 8C	30	\$88,334	\$61,284	156	\$188,553	\$448,743
OREGON CITY SD 62	128	\$88,531	\$337,642	83	\$106,042	\$219,725
OREGON TRAIL SD 46	65	\$89,034	\$167,735	*		\$4,178
PARKROSE SD 3	38	\$55,713	\$79,748	47	\$94,692	\$113,579
PENDLETON SD 16	43	\$70,287	\$105,825	52	\$96,880	\$118,414
PERRYDALE SD 21	*	\$10,244	\$19,222	*	\$12,549	\$23,154
PHILOMATH SD 17J	21	\$26,020	\$56,645	22	\$39,913	\$56,087
PHOENIX-TALENT SD 4	45	\$97,713	\$78,639	34	\$84,674	\$55,810
PILOT ROCK SD 2	*	\$19,976	\$5,795	*	\$11,339	\$3,601
PINE EAGLE SD 61	*		\$3,006	*	\$8,381	\$5,478
PLEASANT HILL SD 1	14	\$11,858	\$33,540	18	\$14,075	\$56,671
PORT ORFORD-LANGLAIS SD 2CJ	*	\$1,357	\$1,833	*		\$2,832
PORTLAND SD 1J	545	\$849,559	\$1,237,096	599	\$1,102,891	\$1,406,689
POWERS SD 31				*	\$6,497	\$5,940
PRAIRIE CITY SD 4	*		\$1,180	*	\$7,968	\$2,058
PROSPECT SD 59				*	\$3,821	\$7,188
RAINIER SD 13	*	\$9,040	\$9,902	*	\$6,731	\$9,138
REDMOND SD 2J	85	\$130,157	\$166,106	93	\$163,424	\$218,732
REEDSPORT SD 105	13	\$18,607	\$22,781	*	\$3,287	\$15,762
REYNOLDS SD 7	99	\$219,186	\$199,064	120	\$241,806	\$254,176
RIDDLE SD 70	*	\$2,309	\$5,778	*	\$5,669	\$8,440
RIVERDALE SD 51J	*		\$4,128	*		\$4,602
ROGUE RIVER SD 35	*	\$28,102	\$20,256	10	\$16,566	\$18,768
SALEM-KEIZER SD 24J	856	\$1,575,077	\$1,883,986	903	\$1,893,132	\$2,040,276
SANTIAM CANYON SD 129J	74	\$98,443	\$176,349	77	\$138,870	\$186,853
SCAPPOOSE SD 1J	38	\$47,246	\$91,066	45	\$76,707	\$113,600
SCIO SD 95	*		\$23,884	19	\$23,262	\$48,380
SEASIDE SD 10	49	\$94,945	\$111,461	52	\$101,897	\$108,804
SHERIDAN SD 48J	15	\$13,775	\$35,982	16	\$36,702	\$29,053

School District	2022-23			2023-24		
	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars	Number of Students	Total Pell Dollars	Total Oregon Promise Dollars
SHERMAN COUNTY SD	*		\$16,402	*	\$6,129	\$11,604
SHERWOOD SD 88J	72	\$35,230	\$192,026	72	\$40,368	\$195,650
SILVER FALLS SD 4J	108	\$145,342	\$270,547	123	\$196,632	\$316,583
SISTERS SD 6	20	\$54,379	\$45,276	16	\$34,480	\$43,190
SIUSLAW SD 97J	*	\$14,763	\$16,968	*	\$20,611	\$18,017
SOUTH LANE SD 45J3	41	\$79,249	\$90,303	59	\$135,296	\$124,282
SOUTH UMPQUA SD 19	19	\$51,945	\$43,755	18	\$42,752	\$41,015
SOUTH WASCO COUNTY SD 1	*	\$10,103	\$9,184	*	\$7,661	\$2,058
SPRAY SD 1	*	\$431	\$4,359	*	\$3,819	\$4,843
SPRINGFIELD SD 19	151	\$206,780	\$337,805	176	\$290,504	\$403,716
ST HELENS SD 502	34	\$25,595	\$74,873	40	\$45,412	\$103,343
ST PAUL SD 45	11	\$4,846	\$27,463	12	\$5,642	\$34,189
STANFIELD SD 61	*	\$19,887	\$14,257	*	\$7,888	\$4,108
SUTHERLIN SD 130	32	\$44,316	\$75,424	50	\$93,222	\$123,807
SWEET HOME SD 55	25	\$30,047	\$59,239	24	\$50,205	\$56,178
THREE RIVERS/JOSEPHINE COUNTY SD	58	\$113,992	\$106,997	62	\$152,304	\$135,805
TIGARD-TUALATIN SD 23J	200	\$274,226	\$463,185	209	\$288,346	\$507,727
TILLAMOOK SD 9	27	\$67,802	\$60,988	37	\$89,880	\$77,219
UKIAH SD 80R	*	\$5,976	\$2,000	*	\$6,742	\$2,058
UMATILLA SD 6R	*	\$26,375	\$10,377	*	\$27,263	\$13,288
UNION SD 5	*		\$8,256	*	\$1,640	\$11,532
VALE SD 84	*	\$31,152	\$17,463	*	\$15,904	\$7,710
VERNONIA SD 47J	*	\$6,129	\$16,448	*	\$8,887	\$19,404
WALLOWA SD 12	*	\$15,064	\$5,333	*	\$8,125	\$4,631
WARRENTON-HAMMOND SD 30	23	\$32,192	\$47,099	18	\$43,910	\$34,850
WEST LINN-WILSONVILLE SD 3J	88	\$94,347	\$216,141	148	\$178,191	\$388,952
WILLAMINA SD 30J	*	\$8,540	\$24,562	14	\$11,724	\$33,237
WINSTON-DILLARD SD 116	13	\$33,231	\$26,893	21	\$80,671	\$37,539
WOODBURN SD 103	101	\$257,162	\$188,832	105	\$308,314	\$208,640
YAMHILL CARLTON SD 1	11	\$25,088	\$19,437	12	\$28,140	\$27,146
YONCALLA SD 32	*	\$10,449	\$4,474	*	\$5,098	\$7,928
UNKNOWN/BLANK	987	\$1,836,665	\$1,981,644	1,321	\$2,695,088	\$2,797,176
Total for Oregon	9,154	\$15,239,592	\$20,458,085	10,675	\$19,882,671	\$24,910,626

