



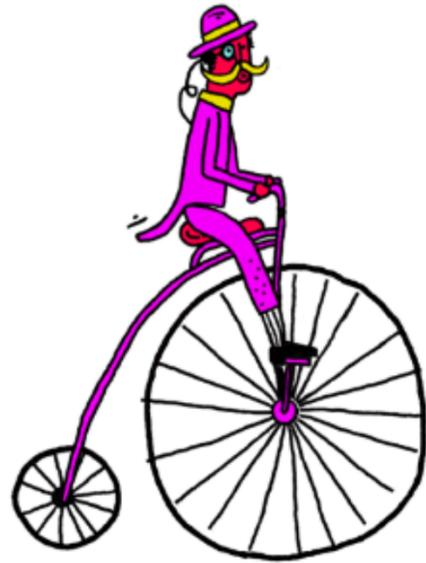
# The College Promise Landscape: A National Perspective

**College Promise Programs and Lower-Income Students:  
Design, Implementation, and Impact**

Federal Reserve Bank of Philadelphia & University of Pennsylvania  
Alliance for Higher Education and Democracy  
May 29, 2019

**Dr. Martha Kanter, Executive Director  
College Promise Campaign**

# What is a College Promise and Why Does It Matter?



**100 years ago we made high school  
available for everyone.**

**This is an update.**

# College Promise: More than a Century in the Making

Baruch  
COLLEGE

RICE  
INSTITUTE



1964 - UH Community Colleges system established with Honolulu, Kapi'olani, Kaua'i and Maui campuses.



The Servicemen's Readjustment Act of 1944 (the "G.I. Bill") provides tuition and living expenses for veterans. By 1956 more than 2 million veterans had attended a college or university and nearly 6 million had attended some form of training program.

# The Nation's Challenges

**99%**



**new jobs awarded to  
workers with some  
college**

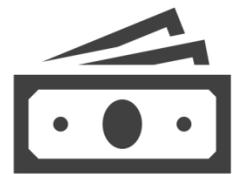
**7 M**

**unfilled jobs**



**12x**

**cost of college over  
the past 30 years**



**\$1.6 T**

**\$1,600,000,000,000**

**student debt**

**14%**

**community college  
students are  
homeless**

**13th**

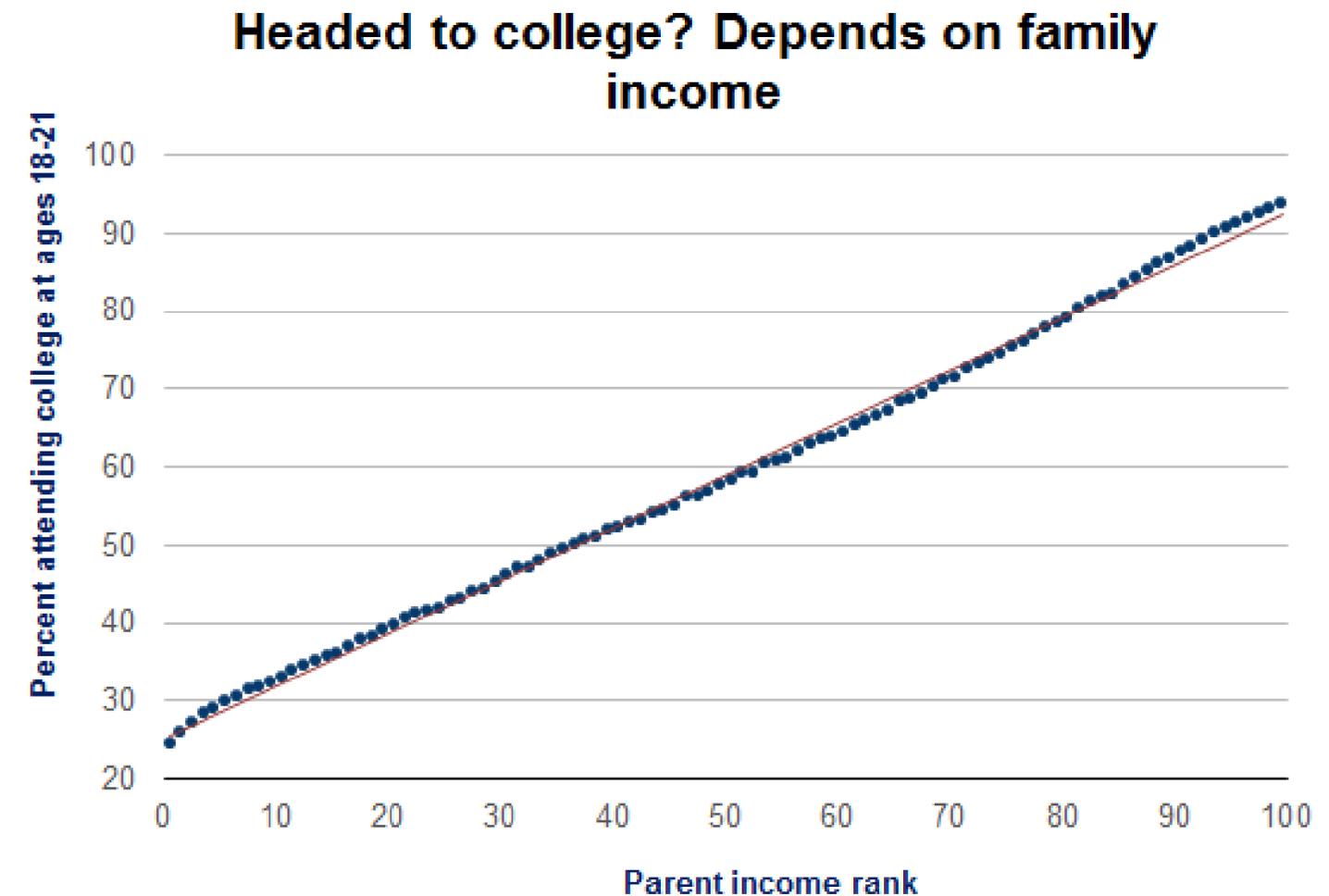


**U.S. world degree  
attainment**

# Income Inequality, Opportunity & Attainment Inequities

## EQUITY, ACHIEVEMENT & SOCIOECONOMIC GAPS IN EDUCATION

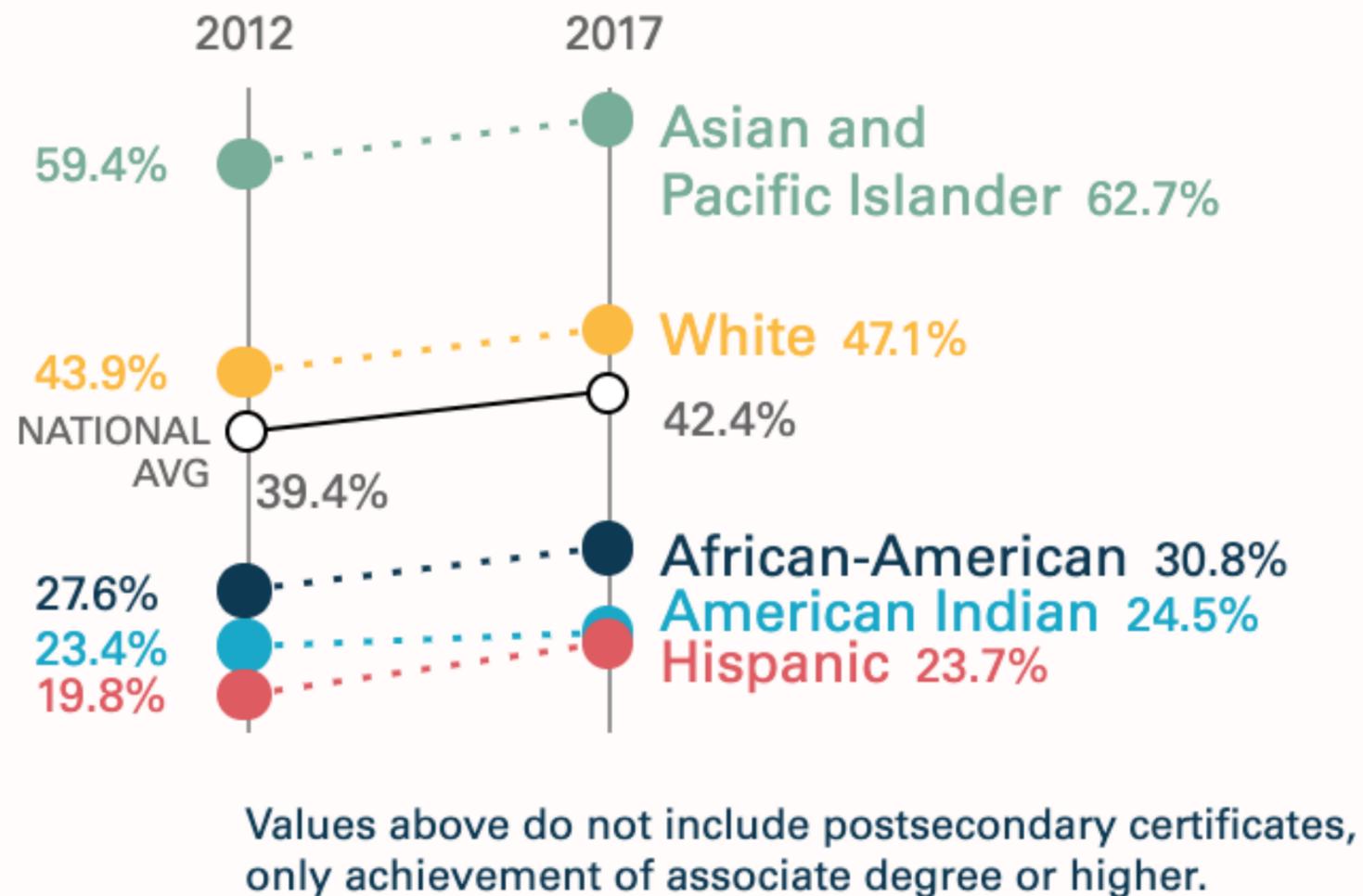
- Low-income students often fail to access college, and if they do make it to college, many struggle to afford it.
- 30% of families do not have emergency savings
- The net price low-income families pay is 56% of their income at a public 4-year and 44% at public 2-year institutions
- Just 14% of low-income students earn a bachelor's degree, compared to 87% high income students ([Dynarski](#)).
- The graduation rate for Pell students is 18% less than non-Pell students ([Third Way](#))



Source: Chetty et al., "Where is the land of opportunity? The geography of intergenerational mobility in the U.S."

# Racial Inequities

## PERSISTING RACIAL GAPS IN POSTSECONDARY EDUCATION



- Even as the nation makes progress, educational attainment remains unequal across racial and ethnic groups.
- Today, opportunity depends on learning beyond high school, these persistent inequities harm us all as Americans.
- Postsecondary degree completion as of 2017
  - 30.8% of African Americans
  - 24.5% of American Indians
  - 23.7% of Hispanic

# College Promise Vision

In the 21<sup>st</sup> Century, a high school education is not enough to lead Americans to a good job and a decent quality of life.

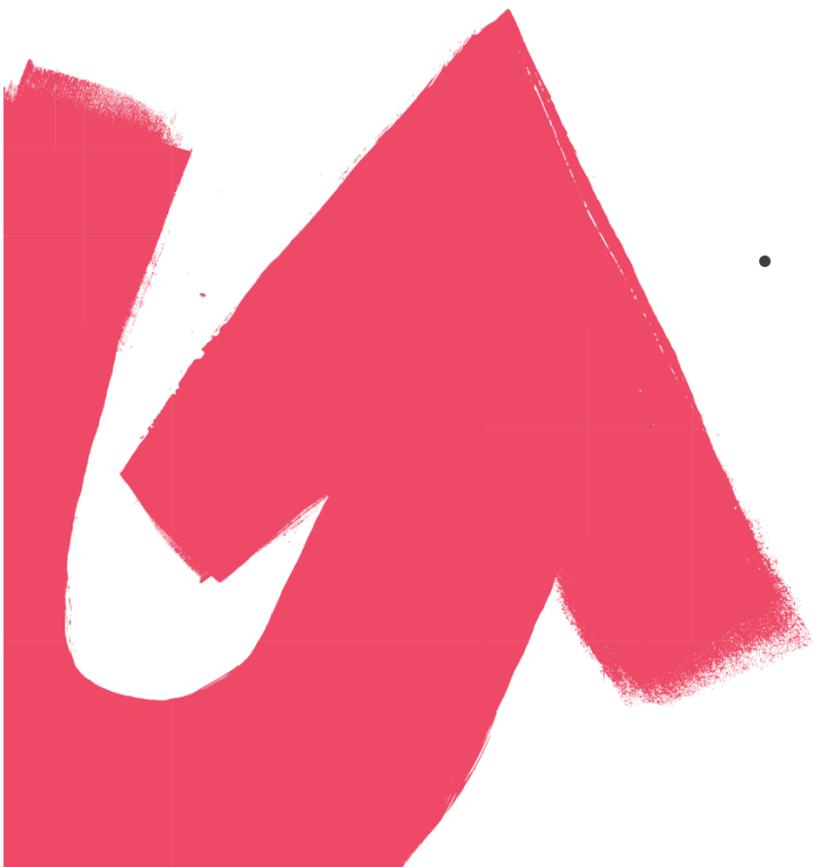
Every student should have the opportunity to attain an accessible, affordable, quality college education, regardless of income, race, ethnicity, geography, background, or culture.

The College Promise Campaign seeks to increase the social, economic, and civic mobility of students by advancing College Promise programs in communities and states, starting in America's community colleges.



# What is a College Promise?

- **A COMMITMENT** to fund a college education for every eligible hardworking student advancing on the path to earn a college degree, a certificate, and/or credits that transfer to a four-year university, starting in America's community colleges.
- **A PROMISE** to prepare students for the 21st Century workforce and the pursuit of the American Dream without the burden of unmanageable college debt.
- **A TRUST** to make the first two years of community college – at a minimum – as universal, free, and accessible as public high school has been in the 20<sup>th</sup> Century.



# College Promise Common Features & Goals

Place-based

- A college, city, region, or state

Guaranteed Financial Support for College

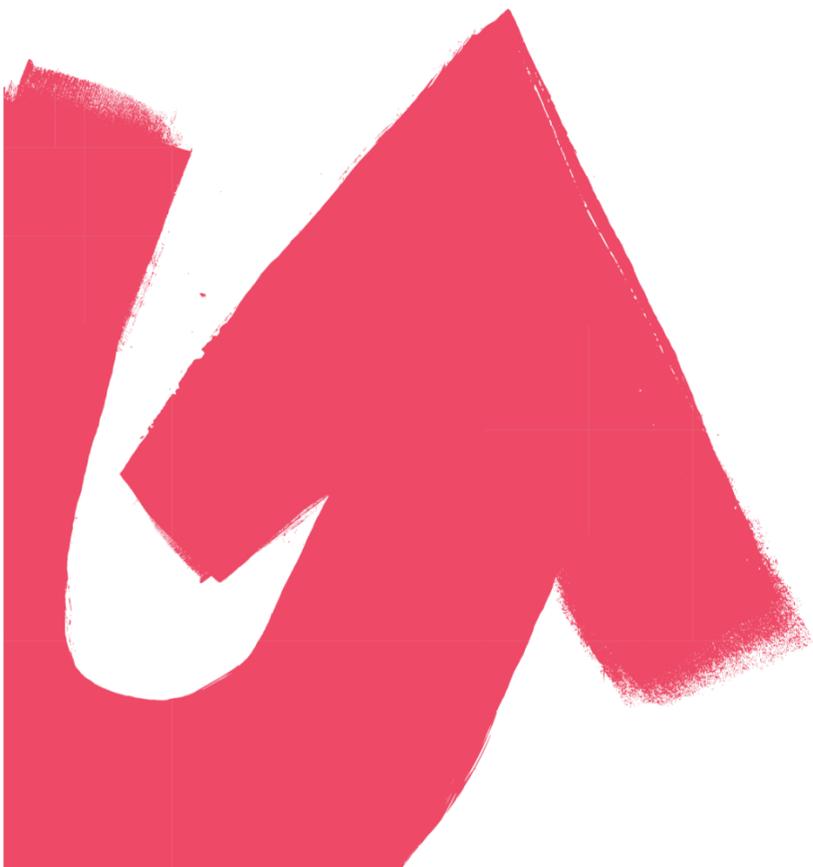
Wrap-Around Student Supports

Evidence & Performance-Based

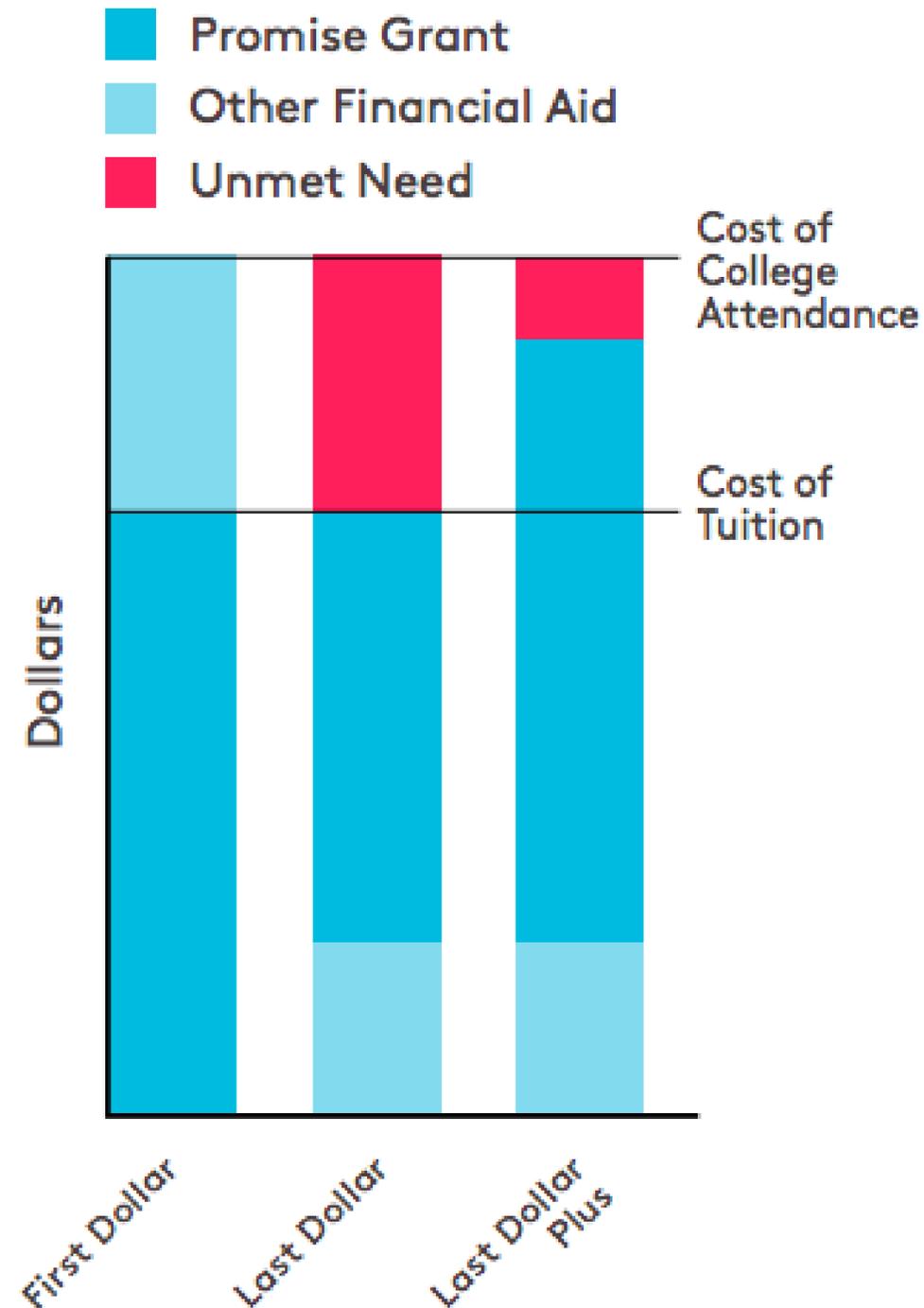
Financially Sustainable

Cross-Sector, Sustainable Leadership

Robust Infrastructure



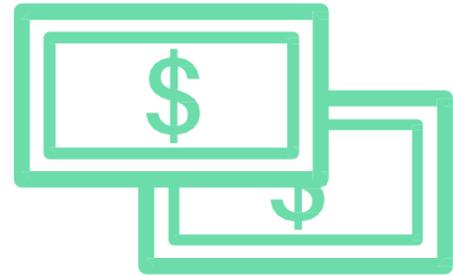
# College Promise Designs & Funds Vary



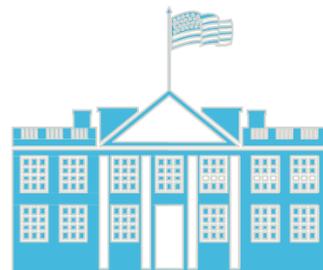
- From Universal to Targeted
  - What institutions and students are eligible and for how many years
  - Full-time and/or Part-time
  - Universal, Need, and/or Merit-based
  - Youth and/or Adults
  - Special populations served?
- Funding Model
  - First Dollar
  - Last Dollar
  - Last Dollar Plus

# Funding the Promise

Each College Promise Program is funded by leveraging available resources, including one or more of the following:



**local government and/or education funding**



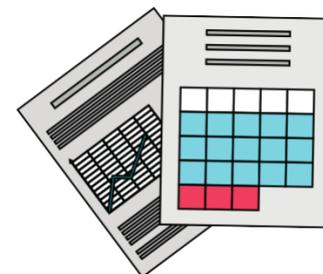
**state appropriations**



**federal student aid**



**philanthropic gifts**



**business investments**

# Aligning & Integrating Financial Resources

## Funding Sources:

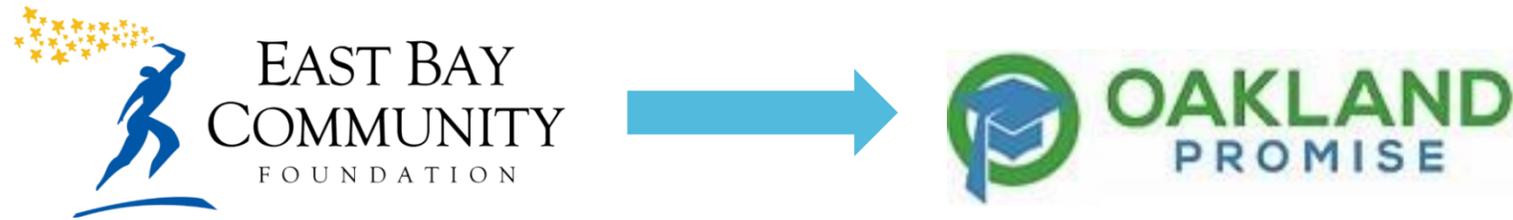
- Federal Student Financial Aid (e.g., Pell, SEOG, Work Study)
- State Financial Aid
- County/City Operating Budgets
- Local Ballot Measures
- Special Federal Allocations
- Special State Allocations
- Individual Donors
- Foundations
- Business & industry (CSR)
- Native American Tribal Funds
- College Operating Budgets
- College Foundations
- K-12 School District Budgets

**Most College Promise Programs use multiple funding sources.**



# Funding the Promise

## Philanthropic Support for College Promise



## Elected Officials Support for College Promise



West Sacramento Mayor Chris Cabaldon

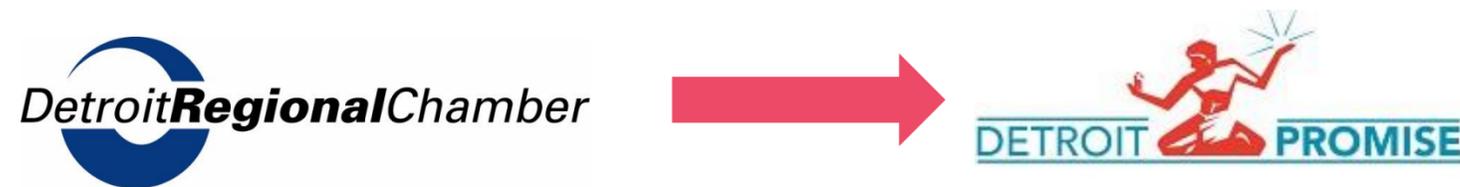


Rhode Island Governor Gina Raimondo

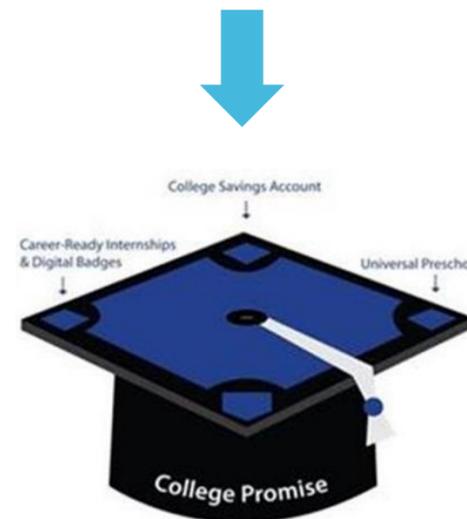


Tennessee Governor Bill Haslam

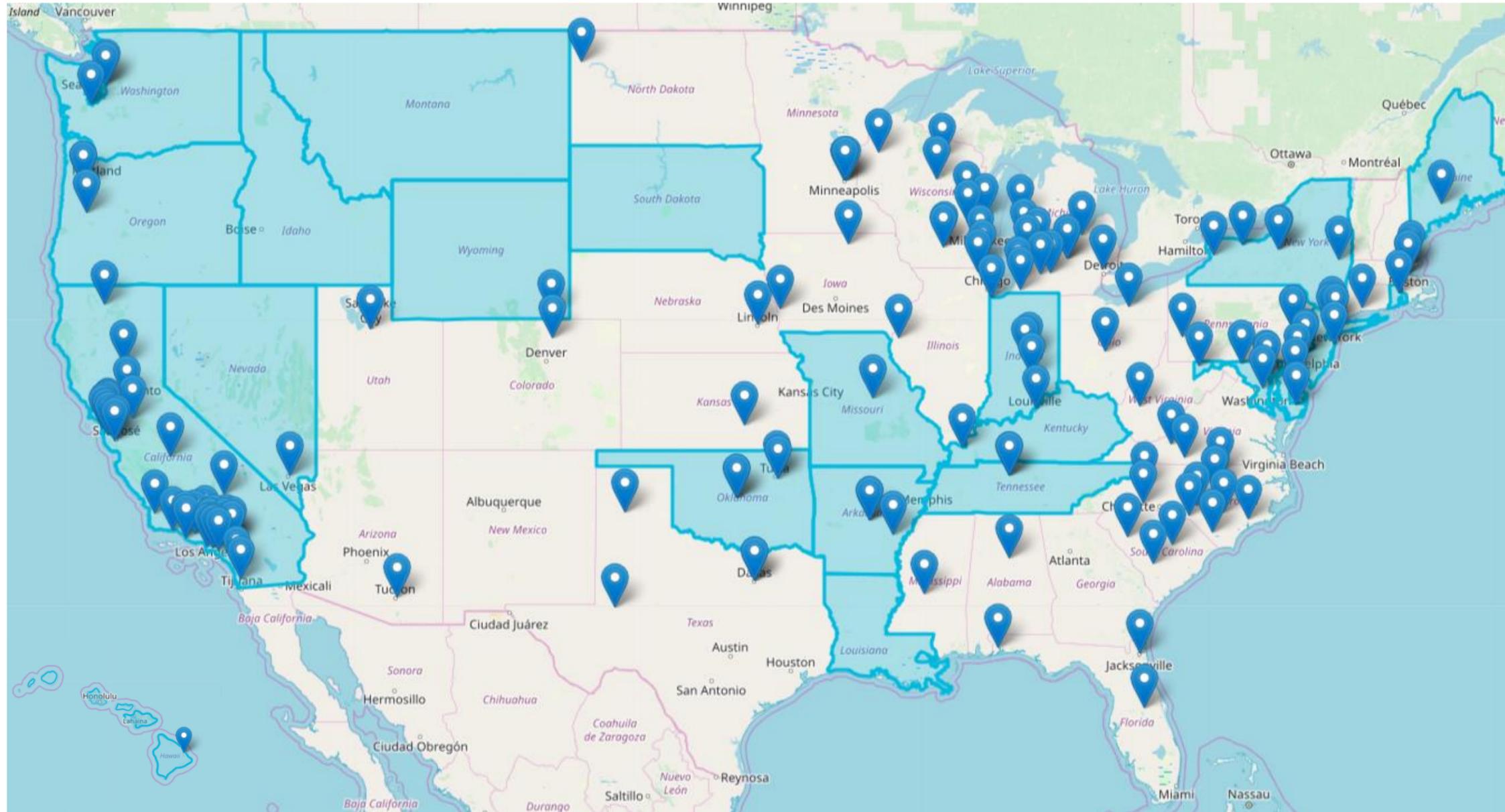
## Business Support for College Promise



LOS ANGELES AREA CHAMBER OF COMMERCE



# College Promise Local Impacts



From 53 programs in  
2015



To 300+ programs in 44  
states by 2018

**In 3 years, from 1 to 24 statewide Promise programs, with more state launches on the horizon!**

# College Promise State Impacts



April 24, 2019

## National Landscape Statewide Promise Programs



State	Governor	Promise Program
AR	Asa Hutchinson	Arkansas Future Grant
CA	Gavin Newsom	California College Promise Grant
DE	John Carney	Student Excellence Equals Degree (SEED)
HI	David Ige	Hawai'i Promise
ID	Brad Little	Direct Enrollment
IN	Eric Holcomb	Workforce Ready Grant and 21st Century Scholars
KY	Matt Bevin	Work Ready Scholarship
LA	John Bel Edwards	Taylor Opportunity Program for Students (TOPS)
MD	Larry Hogan	Maryland Promise
MN	Tim Walz	Minnesota State Reconnect
MO	Mike Parson	A+ Scholarship
MT	Steve Bullock	Montana Promise Act
NC	Roy Cooper	NC Promise and Career and College Promise
NJ	Phil Murphy	New Jersey Promise
NV	Steve Sisolak	Nevada Promise
NY	Andrew Cuomo	Excelsior Scholarship
OK	Kevin Stitt	Oklahoma Promise
OR	Kate Brown	Oregon Promise
RI	Gina Raimondo	Rhode Island Promise
SD	Kristi Noem	Build Dakota
TN	Bill Lee	Tennessee Promise and Tennessee Reconnect
WA	Jay Inslee	College Bound Scholarship and Washington College Promise
WV	Jim Justice	West Virginia PROMISE Scholarship Program and West Virginia Invests
WY	Mark Gordon	Hathaway Scholars

## Recent Promise Legislation

**New Promise:**  
AZ, CT, DC, FL, IA, IL, MA, MS, ND, NM, PA, SC, TX, UT, VT

**Expansion:**  
CA, HI, IN, MD, NJ, NY, OR, RI, WA, WY

# College Promise Evidence

## ENROLLMENT < PERSISTENCE & COMPLETION IMPACTS



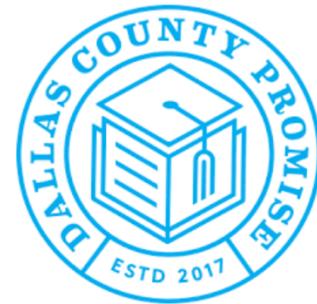
62%

Increase in persistence rate (fall to spring)



80%

High school graduation rates, increase from 63% in 2005



95%

High school seniors now pledge to attend higher education, an increase from below 30% historically



33%

Increase in college completion rate



25%

More high school graduates attend college



16%

Increase in community college retention rate

# College Promise Evidence

## EQUITY IMPACTS

- **Pittsburgh Promise:**
  - 12% Increase in high school graduation rate, and 8% shrink in racial graduation gap
- **Detroit Promise:**
  - 90% students of color
- **Dallas County Promise:**
  - 80% of Promise students are low income, 90% were students of color.
  - 67% FAFSA completion rate, and a 40% increase in enrollment.
- **San Diego Promise:**
  - Increased from 186 students to over 2,000, 84% are students of color and 72% have financial need
  - 9% increase in credits accumulated and GPAs of 3.0 or higher

14 - Bachelor's Degree Completion within 6 years by Race and Gender (2006-2012)

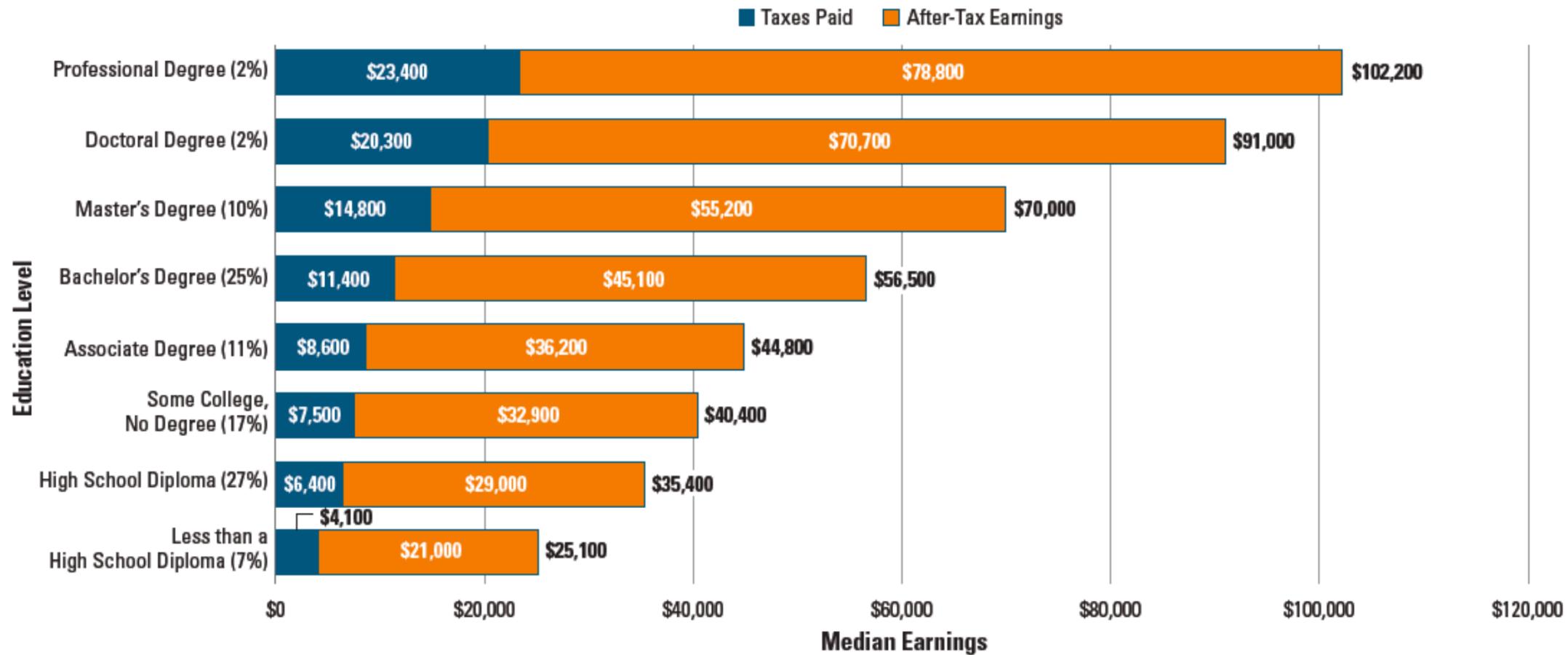
Race/Gender	% Eligible for Promise	6-year completion rate for all students	6-year completion rate for Promise eligible
<b>All Students</b>	87%	28%	31%
<b>Female</b>	87%	31%	34%
American Indian	73%	27%	38%
Black	85%	16%	18%
Asian/Pacific Islander	77%	59%	67%
Hispanic/Latino	87%	17%	19%
White	90%	48%	52%
<b>Male</b>	86%	24%	27%
American Indian	73%	13%	9%
Black	84%	9%	10%
Asian/Pacific Islander	88%	47%	50%
Hispanic/Latino	85%	11%	12%
White	89%	39%	42%

Source: The Kalamazoo Promise, updated February 2019

# Why Invest in the College Promise?

**FIGURE 1.1**

Median Earnings and Tax Payments of Full-Time Year-Round Workers Ages 25 and Older, by Education Level, 2011



The bars in this graph show median earnings at each education level. The blue segments represent the estimated average federal, state, and local taxes paid at these income levels. The orange segments show after-tax earnings.

NOTE: The numbers in parentheses on the y-axis indicate the percentage of all full-time year-round workers with each education level in 2011. Taxes paid include federal income, Social Security, Medicare, state and local income, sales, and property taxes. Percentages may not sum to 100 because of rounding.

SOURCES: U.S. Census Bureau, 2012, Table PINC-03; Internal Revenue Service, 2010; Davis et al., 2013; calculations by the authors.

Source: College Board, *Education Pays 2016: The Benefits of Higher Education for Individuals and Society*, 2016

# Why Invest in the College Promise?

## College Graduates

- 24% higher probability of being employed
- 74% less like to be out of the labor force (neither employed nor unemployed)
- Utilize about 39% fewer government resources (e.g., emergency assistance and jails)
- Report having “good” or “very good” health - 44% more than high school graduates report
- Nearly 5 times less likely to be jailed or imprisoned than those with no college experience.
- Contribute hundreds of thousands of dollars more over a lifetime in local, state and federal taxes.

# College Promise Campaign

The College Promise Campaign is a national, non-partisan initiative to build broad public support for accessible, affordable, quality College Promise programs that enable hardworking students to complete a college degree or certificate, starting in America's community colleges.



# Our Work



We convene leaders from **business, philanthropy, government, and education** sectors



We share the **latest research** and **best practices** to promote **high impact policy designs** and build **financially sustainable models**



We promote and scale **Promise solutions** for **students, families, communities, and states**

# College Promise Campaign

## 3 Years of Outcomes

- Promoted & enabled dramatic increases in local & statewide College Promise programs
- Built national public awareness about the educational, economic, and social need for College Promise programs
- Supported the inclusion of access, quality, and completion metrics in local and state College Promise program design
- Showcased local, state, and national research on the impacts of College Promise programs
- Identified & supported local and state Promise leaders
- Tracked Promise movement growth and reported findings through earned and digital media

# College Promise Campaign Highlights

- 300+ local & state College Promise programs in the searchable, accessible College Promise Database, growing exponentially
- A growing College Promise literature (e.g., College Promise publications available on the website to illustrate evidence-based Promise designs, reports, articles, chapters, and policy briefs)
- College Promise City & County Playbook for local and state leaders on best practices for designing quality programs built for equity
- College Promise Research Network advising on quality metrics and models necessary for the postsecondary and workforce success of students, especially underserved and disconnected populations
- College Promise Rural Network to connect rural Promise leaders
- Financial Sustainability 1.0 Report available & 2.0 in design

# College Promise Campaign's Work Ahead

## Expand Reach & Impact

**Leverage Promise Research to Improve Policy & Practice**

**Build Widespread Understanding about the Value & ROI**

**Increase Quality College Promise Programs  
in Communities, Regions & States**

# How Do We Better Serve the Diverse Range of Promise Students & Achieve Better, More Equitable Outcomes?

## **EDUCATION & WORK: Pre-K through Postsecondary & Workforce**

- Engage & motivate students & families toward education, workforce & community success goals
- Increase high school and college graduation rates
- Decrease remediation
- Shorten time to postsecondary degrees & certificates of value
- Expand paid internship & employment opportunities
- Promote year-round K-12 & Postsecondary Education

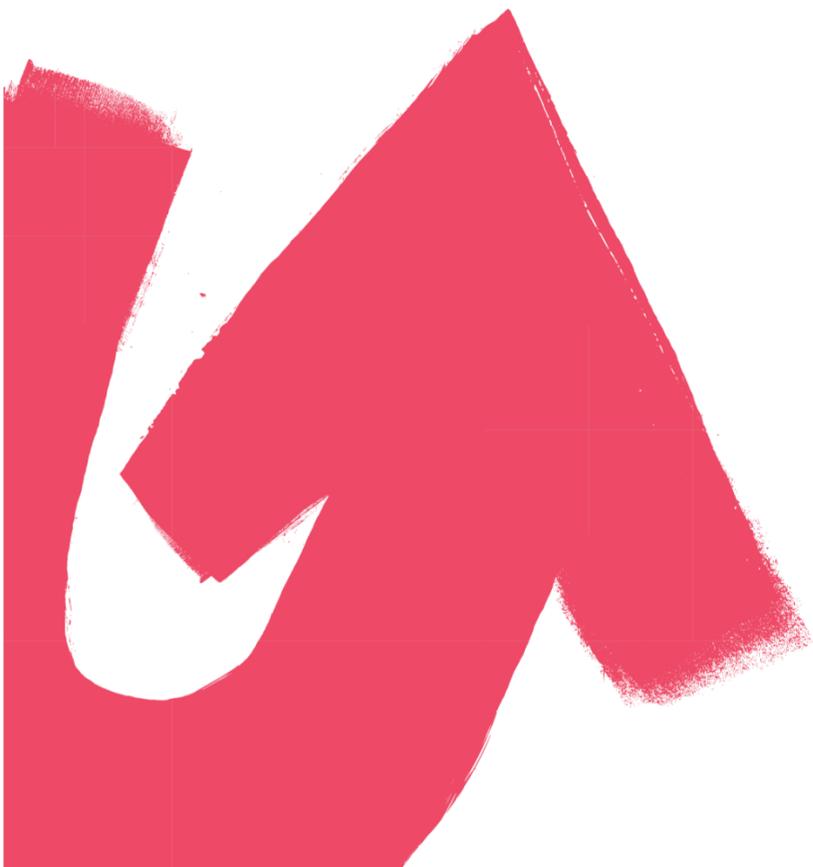
## **FINANCIAL SUSTAINABILITY**

- Lower students' tuition and non-tuition college expenses
- Implement sustainable financing models
- Integrate funding streams
- Reduce financial inefficiencies & barriers

# How Do We Design for Impact & Improvement?

## **EDUCATION & FINANCE LEADERS**

- Leverage Promise research and evaluation to identify what works and ways to increase college opportunity and student success for adoption and scale
- Embed research and evaluation components into College Promise designs to track student enrollment, persistence, and completion
- Contribute to the growing College Promise evidence base to inform local, state, and federal policy and practice
- Use data to improve the College Promise over time
- Promote Promise integration and data sharing at and across institutional, community and state levels.



# How Do We Design for Impact & Improvement?

- Access (e.g., eligibility for youth & adults; sliding scale for Promise scholarships, prioritizing low-income students; simplify requirements; eliminate barriers)
- FAFSA completion, comparison tools for college selection & award letters, make multiple funding sources clear and transparent
- Wrap-around services specifically geared for student subgroups (emergency funds, textbooks, transportation, flexible childcare options, tech support)
- Advising, counseling, mentoring, and coaching services (schedule management, work/student habits, family support)

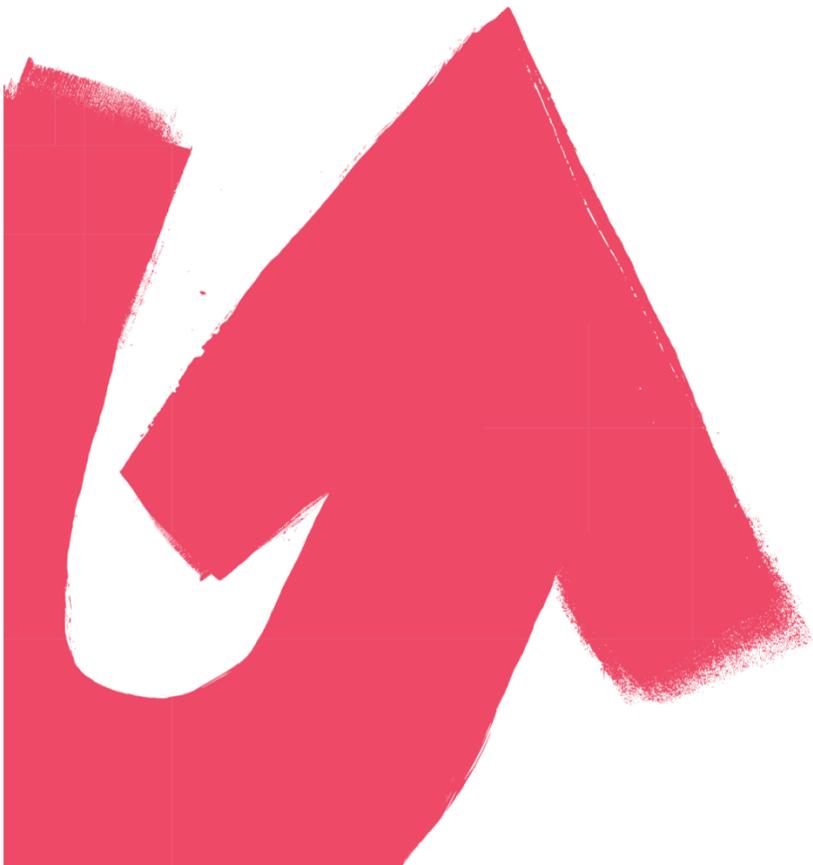
# How Do We Design for Impact & Improvement?

- Messaging about the availability, impacts and potential of College Promise programs
- Curriculum & Scheduling (evening, weekend, and distance learning courses, including prior learning assessments, in clear guided pathways to help Promise student navigate work, education, and family responsibilities).
- Campus, community and state awareness and sensitivity regarding student needs and specific challenges they face (professional development, strategic diversity plan)
- Cross-sector leaders who implement evidence-based policies and practices based on “what works” research

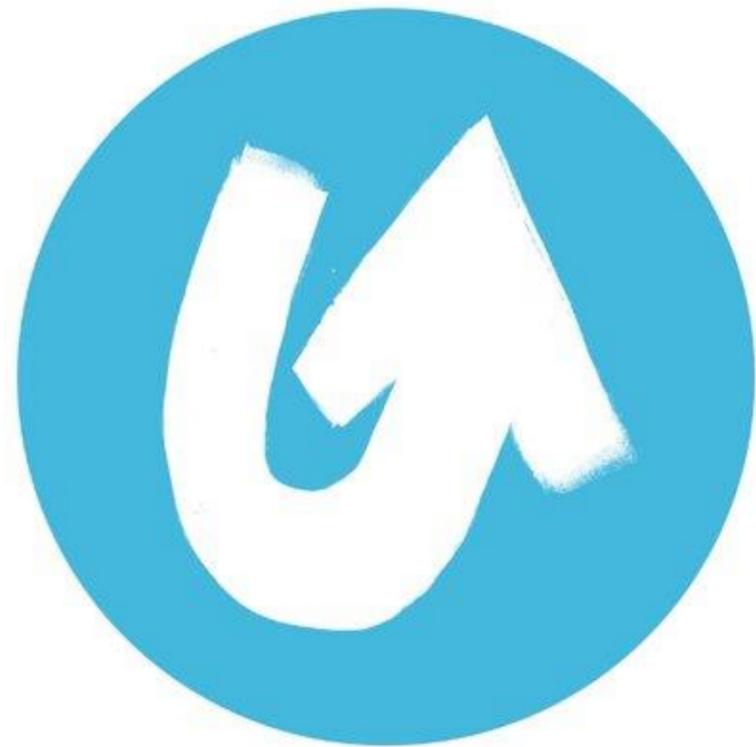
# College Promise Goals for the 21<sup>st</sup> Century

Build and sustain our nation's human capital, economic prosperity, social inclusion, and productive civic life

- Increase high school and college graduation rates
- Close achievement gaps
- Ensure equity, supporting students and communities historically excluded from the benefits of college opportunity and success.
- Provide sustainable funding
- Implement smart design



# Moving Forward



**Together, we can  
make the dream of  
postsecondary  
education,  
workforce, and  
community success a  
Promise for all.**