Passport to College Promise Scholarship

Washington's commitment to students from foster care



December 2011







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2011

WASHINGTON HIGHER EDUCATION COORDINATING BOARD

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Passport to College Promise Scholarship

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Executive Summary

The findings in this report are based on the first three years of the six-year pilot of the Passport to College Promise Scholarship program administered by the Higher Education Coordinating Board (HECB). In 2007, the state of Washington created the Passport program in an effort to increase the number of foster youth participating and succeeding in postsecondary education.

The program is a response to findings that foster youth are less likely to secure the benefits of higher education than either the population as a whole or other disadvantaged groups.

Studies show high school graduates from foster care backgrounds are far less likely than high school graduates in the general population to attend college. Those who do attend have a record of lower degree or certificate completion than their non-foster peers.

The primary purposes of Passport are to:

- Provide former foster youth with financial assistance beyond other state, federal, private, and institutional financial aid for which they are eligible.
- Provide incentive funding to postsecondary institutions that designate campus support staff, and take other steps to recruit and retain former foster youth.
- Establish additional student intervention and retention services to foster youth through the College Success Foundation.

Report Findings

During the program's first two years, the maximum Passport award (based on tuition at the state's highest-priced public university) was \$6,793.

During the third and current academic years, maximum awards were reduced to \$3,000 to allow existing funds to serve an increasing number of students and provide support services.

In 2010-11, students received 92 percent of the maximum award, versus 81 percent the previous year. This indicates Passport is filling the gap not met by other student financial resources.

Assessing educational outcomes for foster youth after high school is difficult, but Passport data do provide a means to assess the educational outcomes of Passport-eligible foster youth, who number between 500 and 600 each year.

Efforts to retain Passport students have increased the number of former foster youth enrolling in higher education and working toward college degrees and certificates.

- Several methods utilized by the Higher Education Coordinating Board the Department of Social and Health Services, and local campuses are now in place to successfully identify eligible students without requiring them to complete lengthy applications disclosing personal information.
- Just over one-third of eligible students enroll in Passport, and the numbers have been increasing each year. About two-thirds of Passport students who enrolled during the program's first two years re-enrolled in Passport for a second year. Approximately three-quarters of Passport recipients attend community and technical colleges.
- Among those who failed to attain a college degree, the majority reported they did not meet satisfactory academic progress requirements. The data suggest that continued work with campuses and the College Success Foundation is needed to improve enrollment and retention of Passport-eligible students.

So far, the Legislature has appropriated sufficient funds to serve existing Passport students and to provide incentive funding to institutions, and additional student support services through the College Success Foundation.

This report recommends that the Legislature make Passport a permanent program in statute and identify a sustainable funding source to support improved enrollment and retention for Washington's most vulnerable students.



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I. Introduction

Foster youth are among America's most disadvantaged groups in terms of their ability to access higher education and achieve the benefits of a postsecondary education. According to the Institution for Higher Education Policy (IHEP):

Foster youth have yet to follow the path of low-income persons, racial and ethnic minorities, women, and students with disabilities in having their need for higher education recognized and having concentrated and effective efforts made on their behalf to ensure their access to higher education and their success in higher education.¹

Nationally, postsecondary enrollment for youth from care is significantly lower than rates for the general population.

A review of studies from 1995 through 2000, showed that approximately 20 percent of foster youth who graduate from high school attend college, compared to 60 percent of high school graduates in the general population.¹

¹ Wolanin, T. R. (2005). *Higher education opportunities for foster youth: A primer for policymakers*. Washington, DC: The Institute for Higher Education Policy

Those who enroll continue to be challenged in persistence and completion.

Foster care alumni, who entered postsecondary education in 1995, and were first-time undergraduates, were as likely to attend four-year institutions as other first time undergraduates – and more likely to be enrolled fulltime. However, they were half as likely to have earned a degree or certificate during the six-year study period as their non-foster peers.² **Tony Phan** is in his second year at **South Seattle Community College** after graduating from Seattle's Chief Sealth High School in 2009.

Tony didn't think college was an option when he graduated from high school. However, he had fond memories of an elementary school teacher who loved his job and treated students with respect.

In the back of his mind, Tony thought teaching might be a good career for him too, if only he could afford the necessary education.

That's when an advisor mentioned the Passport program. Without that financial assistance, which helps pay for text books and other college expenses, Tony figures he'd "probably be living under a bridge someplace, trying to get my math work done."

² Davis, R.J. (2006). *College Access, Financial Aid, and College Success for Undergraduates From Foster Care.* Washington, DC: National Association of Student Financial Aid Administrators.

II. Passport Components: A program to improve educational outcomes for youth from foster care

The Passport to College Promise Scholarship program (Passport) was created in 2007 by the state of Washington to help students from foster care attend and succeed in college. The program is authorized³ as a six-year pilot, and is in its fourth year of serving students in 2011-12.

Passport is a comprehensive program providing support to students from high school through higher education completion. Three primary components are administered by the Higher Education Coordinating Board (HECB): 1) a student scholarship; 2) campus incentive funding to provide recruitment and retention services; 3) a partnership with the College Success Foundation to provide support to students and training and technical assistance to campus staff.

The Department of Social and Human Services (DSHS) manages the Supplemental Education Transition Program (SETuP) to provide support to high school students.

Passport Scholarships

The purpose of the Passport scholarship is to provide students with the financial resources necessary to succeed in postsecondary education – thus removing the belief that higher education is too expensive and therefore unattainable.

Passport combines with other state, federal, private and institutional financial aid to provide sufficient resources to cover all of the student's educational and living expenses, with a minimal "self-help" expectation. The scholarship is designed to ensure the student's financial needs are met, and to reduce reliance on student loans.

Scholarship Eligibility

The definition of "foster youth" for purposes of Passport eligibility is a youth who has aged out of foster care after spending at least one year in foster care after his or her 16^{th} birthday. Higher education institutions are able to search among a list of students who meet the foster youth definition and may be considered for the scholarship. Tracie Truitt is a college senior completing her bachelor's degree in Psychology at St Martin's University. Along with her studies, she works parttime in the Biology department.

Tracie started her academic career at Centralia College, where she was a Running Start Student.

"Staff at Centralia College were extremely supportive. They brought alumni of care together and provided a hot lunch for us every day." Tracie also says, "Schools need a person on campus to create a family and provide personal support."

Tracie needs the additional support that Passport can provide. She stresses the importance of having a strong support network on campus.

After Tracie graduates this spring, she plans to earn her graduate degree in Counseling at St. Martin's University.

In order to receive the scholarship, a student must:

- ✓ Be a resident student.
- ✓ Enroll in college at least half-time at an eligible institution in Washington before age 22.
- ✓ Have sufficient financial need for the scholarship.
- ✓ Not pursue a degree in theology.
- \checkmark Not have previously earned a bachelor's or professional degree.
- ✓ Make satisfactory academic progress toward completion of a degree or certificate.

Student Support from Enrollment through Completion

Colleges assist enrolled Passport students to persist and complete their higher education goals. Schools receive incentive payments to recruit, enroll, and retain eligible youth. These efforts are accomplished through a commitment (called the *Viable Plan*) to provide enhanced and focused

student support services to each enrolled former foster youth. Schools name a "Designated Support Staff" person who coordinates the incentive program (see section V Student Support Services). Appendix A provides details on services implemented by institutions through their Viable Plan.

Since 2008-09, the HECB has contracted with the College Success Foundation (CSF) for student intervention and campus support activities. CSF has helped increase awareness of Passport among youth in foster care and those who were determined eligible for Passport, but did not enroll. They have provided direct support to Passport enrollees, coordinated local community services to Passport students, and helped develop a sustainable infrastructure at community and institutional levels.

SETuP Services for High School Youth in Care

The Supplemental Education Transition Program (SETuP) is designed to encourage foster care youth between the ages of 14 and 18 to prepare for postsecondary education. DSHS administers SETuP by contracting with six community-based non-profit organizations located in each of the DSHS regions.

These organizations provide foster youth with information about postsecondary opportunities and financing and promote educational aspiration and When **Crystal Stacey** was a senior in high school, going to college was not exactly a road she wanted to take because money was her biggest concern. "My foster parents did not have the funds to put money away for college."

It wasn't until she met her education advocate from **SETuP** that the doors to college become wide open when Crystal found out about Passport to help pay college expenses.

Crystal graduated from high school with a four-year college plan and moved into the dorms of **Eastern Washington University**. In her first two years of college, she put her Passport to College Scholarship completely towards tuition.

Now in her third year of school, Crystal has run into a few challenges with her financial aid. Both her Passport scholarship and Education Training Voucher grant have been reduced due to the budget cuts. To make up the difference with rising tuition, Crystal took out a student loan.

preparation. Although this report primarily addresses functions administered by the HECB, Appendix D presents information on services provided by SETuP.

III. Proactive Student Identification Creates Access ~ How we identify and serve eligible youth while respecting privacy

Highlights:

• Several methods successfully identify eligible students without requiring students to complete a lengthy application disclosing personal information.

Issues:

- DSHS manually reviews records for many students who are not eligible.
- FAFSA simplification has resulted in the inability to capture students with dependents.
- Identification on enrollment materials has not been necessary to capture eligible students.

Recommendations:

- Continue to review and refine the methods to determine eligibility.
- Discontinue the requirement that schools include question on enrollment materials for identification purposes.

A unique aspect of the Passport program is the ability to identify youth from foster care and verify their eligibility for the scholarship and support services. The program utilizes several methods to minimize student documentation and maintain student privacy rights.

Methods of Student Identification

A unique secure data-share procedure developed by the DSHS Children's Administration and the HECB is used to determine student eligibility. The authorizing legislation anticipated the difficulty of identifying this population due to privacy laws and the sensitive nature of self-disclosure and required early and accurate identification of former foster youth.

Washington law (RCW 117.040) states:

- (1) All institutions of higher education that receive funding for student support services... shall include on their applications for admission or on their registration materials a question asking whether the applicant has been in foster care in Washington state for at least one year since his or her sixteenth birthday.
- (2) The Department of Social and Health Services shall devise and implement procedures for efficiently, promptly, and accurately identifying students and applicants who are eligible for services, and for sharing that information with the higher education coordinating board and with institutions of higher education. The procedures shall include appropriate safeguards for consent by the applicant or student before disclosure.

To comply with the law, four basic methods were developed to identify eligible students.

1. Passport Consent Form

The Passport Consent Form allows students to authorize the HECB to verify eligibility with DSHS. SETuP and other outreach providers provide consent forms to youth who may be eligible for Passport. To date, the HECB has received 563 consent forms. Of these, 55 percent were from students determined eligible. In a given year, the HECB receives about 150 consent forms.

2. The Common Application, used by both the Education & Training Voucher (ETV) and Passport programs

The Education Training Voucher (ETV) program is a federally funded program that awards grants to current and former foster youth to help pay for college and specialized education. Students who apply for the ETV program may also use the application to determine eligibility for Passport. To date, the HECB has received 155 Common Applications with Passport requested, of which 44 percent have been verified as eligible. In a given year, the HECB receives about 65 common applications.

Both the Passport Consent form and the ETV Common Application are included on the website developed for youth from foster care <u>www.independence.wa.gov</u>.

3. The Free Application for Federal Student Aid (FAFSA)

The **FAFSA** form asks applicants to indicate if they were in foster care. The HECB queries FAFSA records for students who indicated they were in care and are within the age range eligible for Passport. The student's signature on the FAFSA application is used as authorization for the HECB to verify Passport eligibility.

Students identified through this filtering process as potentially eligible for Passport are then forwarded to DSHS for further review. As a result, this process allows students to receive a scholarship even if they were not aware of the Passport program.

To date, the HECB has submitted 5,829 FAFSA records to DSHS for manual review. Of these, 15 percent have been verified as eligible for Passport. Another 600 were determined not to be

James Harmon graduated from the University of Washington with a degree in Political Science and Economics. He is now working toward earning his PhD in Political Science.

James found out about the Passport program when the campus' designated support staff alerted him of the scholarship.

"Passport funds made it possible for me to go to school and graduate with a manageable amount of student loans," said James. "It allowed me to have support and share experiences that are taken granted for in the larger community. It helped guarantee that I could always go to school."

James is now an active board member of the University of Washington's Champions Program and intends to continue his work helping create a support network for students from foster care.

Passport eligible but were confirmed as having been in foster care and could be eligible for other sources of financial aid. Each year, DSHS reviews approximately 2,000 FAFSA records.

4. College campuses collect identifying information on their admissions and registration materials.

Participating campuses include a question on enrollment materials that allow students to selfidentify as youth from foster care. For several years, the State Board for Community and Technical Colleges (SBCTC) has identified such students who are in the age range of Passport eligibility and filtered them through the verification site on the HECB secure portal.

Only a small number of students are determined eligible for Passport through this process. It turns out the FAFSA identification process has proven to be the most effective in finding and verifying eligible students. Only the students who are otherwise determined "independent" are missed through the FAFSA process.

In other words, students who have a child are automatically considered financially independent (parental information not required on the FAFSA), and are therefore not provided with the question regarding foster care status in the web-based application. However, the self-identification on enrollment materials can be used to provide support services and information for all students from foster care, not just those eligible for Passport.

Secure Data Exchange

Through the Passport Consent Form, Common Application and FAFSA, the HECB develops a list

of potentially eligible students via its secure web portal, and DSHS accesses the system to indicate whether students are eligible for Passport.

Over 6,500 students identified as potentially eligible for Passport have been processed by DSHS, and over 1,200 have

been determined eligible. The majority of those eligible students were identified through the FAFSA (see Table 1).

Eligibility by Application Type and Academic Year						
Application Type	2008-09	2009-10	2010-11			
FAFSA	369	258	229			
Passport Consent	126	110	74			
Common Application	9	25	34			
Total	504*	393	337			

Table 1 Eligibility by Application Type and Academic Year

*Applications were received from youth who emancipated in both 2007 and 2008, in the first year of serving students.

All three methods of identification have a release of information statement that allows the HECB to verify eligibility with Children's Administration. Campuses are able to view method used to identify Passport-eligible students (see Tables 2 and 3).



Table 2Authorization Language by Application Type

	Source and Consent Language					
FAFSA:	By submitting this application, you are giving your state financial aid agency permission to verify any statement on this form and to obtain tax information for all persons required to report income on this form. State and institutional student financial aid programs may also use the information that you provide on this form to determine if you are eligible to receive state and institutional aid and the need that you have for such aid. Therefore, we will disclose the information you provide on this form to each institution you list.					
Passport Consent:	I authorize DSHS to release and receive information regarding my foster care status, college enrollment, financial aid, and academic standing including grades with the Higher Education Coordinating Board – the agency administering the program, and Passport eligible institutions and colleges. You may be asked for additional information from the HECB.					
Common Application:	I give permission to the Department of Social and Health Services to provide verification of my foster care status with the Higher Education Coordinating Board or any institution to which I have applied, been admitted or I am enrolled.					

For students from foster care not meeting the Passport eligibility, DSHS documents their status as being a dependent of the state. This allows the financial aid offices to verify a student's foster care status through HECB systems rather than collecting court records to document a student's foster care status, which was a known barrier for students.

Table 3 provides a screen-shot of the secure data exchange providing information regarding student eligibility. Campus staff can either enter individual students or upload a file to determine whether any of their students are Passport eligible.

262(unprocessed) - 0(skipped) = 262(remaining)								
<u>SSN</u>	Name	<u>[</u>	DOB	Foster	Youth	Passport El	igible	Source
532-		09/	/1990	Yes	•	Eligible	•	С
535		11/	/1990	Yes	•	Eligible	•	С
324		01/	/1991	Yes	•	Ineligible	•	F

Table 3Secure Student Eligibility Campus Review Screen

Through the various identification methods implemented with Passport, eligible students are easily identified without needing to provide personal and detailed information about their backgrounds. The methods also allow for the development of valuable information concerning the progress of these students through the educational pipeline, from identification through college completion.

IV. Passport Student Progress ~ Students are enrolling, continuing, and completing at higher rates than national averages

Highlights:

- Just over one-third of eligible students receive Passport.
- An additional 19 percent have enrolled in non-state-aid participating campuses.
- The majority of Passport students attend two-year colleges.
- About two thirds of each cohort has re-enrolled in a future year.

Issues:

• The majority of withdrawn students reported they did so because they were not meeting academic progress standards.

Recommendations:

• Continue to work with campuses and the College Success Foundation to improve enrollment and retention of Passport eligible students.

Foster youth graduate from high school at significantly lower rates than their peers. According to a Washington State Institute for Public Policy (WSIPP) report in 2010, the on-time graduation rate for high school 9th grade foster youth was 34 percent – compared with 71 percent for non-foster youth.⁴

Students who are at risk of academic success in secondary education are less likely to continue to postsecondary education. Only 11 percent of the youth in foster care in Washington who were in the high school classes of 2006 and 2007, were enrolled in college during both the first and second year after expected high school graduation.

I am able to have a college experience and make something out of myself. I am so appreciative."

By comparison, 42 percent of Washington State high school students in the class of 2006 enrolled in college during the first year after they were expected to graduate from high school, and 35 percent were enrolled in college during both the first and second year after graduating from high school.⁵

⁴ Foster Youth Transitions to Independence: Options to Improve Program Efficiencies.(2010) Available online at <u>www.wsipp.wa.gov/pub.asp?docid=10-01-3901</u>

⁵ Foster Care to College Partnership: Evaluation of education outcomes for foster youth. Washington State Institute for Public Policy (2009). Available online at: http://www.wsipp.wa.gov/rptfiles/09-12-3901.pdf

Tracking Student Persistence and Completion

Monitoring educational outcomes for foster youth beyond high school has been a challenge.⁶ Improvements could come through a national effort to implement a transition database. In the meantime, Passport data can be used to help to assess the educational outcomes of at least a segment of youth emancipating from foster care.

In addition to the verification of student eligibility, Passport provides a unique opportunity to evaluate the educational pipeline and outcomes of youth from care. Besides the Passport-recipient information received from campuses, additional data exchanges between the HECB and SBCTC, as well as the national Clearinghouse (a database of enrollments nationwide), provide more details about student academic progress.

"This is a great program! Keep up the support for youth that have never had a structured life."

Student Profile

During the 2010-11 academic year, 381 enrolled students received Passport services. Overall, students were young, and more than half were female (62 percent). The average age was almost 19 at the time of FAFSA filing. Almost 8 percent (32 students) had dependents.

As shown in Figure 1, about 16 percent of Passport students were African American and 13 percent were Hispanic in 2010-11.



Figure 1: Racial/Ethnic Background of 2010-11 Passport Students

⁶ Foster Youth Transitions to Independence: Options to Improve Program Efficiencies.(2010) Available online at www.wsipp.wa.gov/pub.asp?docid=10-01-3901

Enrollment and Retention

The number of emancipated youth estimated to be eligible for Passport is about 500 to 600 students per year. Just over one-third of eligible students enroll each year. About 60 percent of eligible youth express an intention to enroll by submitting an application (completing the FAFSA or the Passport consent form). Of those who express intent, more than half ultimately enroll in that year (see Table 4).

In each year, a portion of new students enroll who have delayed college entry and emancipated with a previous cohort. Based on only three years of data, it is a challenge to predict the percentage of each emancipating cohort that will enroll and the number that will delay enrollment.

Cohort	2008-09	2009-10	2010-11		
Eligible Youth	608	643	525		
Submitted Release	504*	393	337		
New Enrollees on Passport Campus**	157 (31%)	216 (54%)	182 (54%)		
Delayed Enrollment as Percent of New	30%	38%	68%		

Table 4 Enrollment by Cohort of Emancipated Passport Eligible Youth

* In the first year of the program emancipated youth from 2007 and 2008 could apply.

** Unduplicated Passport enrollments

Enrollments have increased during each of the first three years the program has served students (see Table 5). To continue receiving Passport benefits, students must re-enroll each year. The reenrollment rate for the first cohort of students was 69 percent and 66 percent for the second cohort.

Table 5 Enrollment by Cohort of Emancipated Passport Eligible Youth						
Sector 2008-09 2009-10 20						
Research	9	14	22			
Comprehensive	15	30	41			
Private Four-Year	10	18	22			
Community & Technical Colleges	119	244	297			
Private Career	4	12	6			
Total	157	318	381			

. .

More than half of the 200 continuing students in 2010-11 have been enrolled for two or more years. About 41 percent of persisting students continued from the previous year, 37 percent have attended for two years, and the remaining 23 percent have attended all three years. It is important to note the program served students in 2008-09 who had already begun their college attendance and did not receive Passport supports at the start of their postsecondary career.

In the 2010-11 academic year, more than three quarters of Passport recipients attended a community or technical college in Washington (see Figure 2). And more than half of all students were in their freshman year. See Appendix E for campus specific enrollment information.



Figure 2: Attendance by Sector 2010-11

Enrollments without Passport Services

The HECB matched all data to national enrollments for students determined eligible for Passport who have not received the scholarship award or support services. Of the 689 eligible students not reported as receiving Passport, 178 students were identified as attending higher education in 2010-11. This is a 19 percent increase to the previously known enrollment of Passport recipients. Of these students, 40 were attending institutions out-of-state or an ineligible institution within the state. Of the remaining 138 in-state attendees, 93 percent were attending community and technical colleges.

A data exchange with the SBCTC also indicated that many of these Passport eligible students were not eligible for financial aid, because they were taking basic education or GED coursework, or they were at less-than-halftime enrollment.

Two-Year College Outcomes

In the community and technical college sector, more than half of Passport students enrolled with the intent to transfer. Table 6 indicates the career cluster for the 234 Passport recipients who have enrolled in workforce programs such as business management, human services, legal services, and health care.

Table 6Workforce Enrollments by Programfor Public Two-Year College Students

Career Type	Headcount
Agriculture, Food, and Natural Resources	2
Architecture and Construction	5
Arts, A/V and Communications	5
Business, Management and Administration	18
Education and Training	6
Health Services	15
Health Technology	7
Hospitality and Tourism	8
Human Services	17
Information Technology	11
Law, Public Safety, Corrections and Security	15
Manufacturing	8
Marketing, Sales and Services	6
Nursing	20
STEM (Science, Tech, Engineering, Math)	1
Transportation, Distribution and Logistics	13
Unknown	77
TOTAL	234

Of the 227 students enrolled in community and technical colleges in Fall 2010, 58 percent were still enrolled in Spring 2011. This compares to 66 percent of low socio-economic status students overall. The SBCTC also reported 70 students completed a certificate or degree as of Spring 2011.

In addition, more than 50 percent of two-year college students made achievement gains in 2010-11, as measured by the SBCTC's Student Achievement Project momentum points. Of the 337 students enrolled in 2010-11, just over 50 percent took developmental, pre-college level courses in English or math over the course of the academic year.

Barriers to Success

A recent survey of campus staff who work with Passport students showed that students who were unsuccessful in their attainment of a college degree faced a variety of personal and academic issues. The survey data reported that 69 percent of students who attempted but were unsuccessful were unable to meet satisfactory requirements for academic progress. However, five percent of students who appeared to have dropped out of college actually completed a short-term job training or certificate programs.

Colleges also reported that 10 percent of students failed to re-enroll because of other criteria such as relocation out-of-state or transferring to a different institution. Four percent faced legal issues or were incarcerated during the academic year. An additional 3 percent of students were faced with childcare issues or had other family commitments that interfered with academic progress. Josie Davis is finishing up her associate degree and plans to transfer to a fouryear college to earn her bachelor's degree in social work.

When first attending college, Josie was anxious about enrolling in academically rigorous classes and working to support herself at the same time. "My scholarship provided me with extra money so that I didn't have to work. I was able to focus only on school and did very well academically."

Josie is now accustomed to the challenges of juggling college and work. She has said "Passport assisted me with transitioning into independence. I am now successfully managing a job and school. Before Passport, I was driven by fear. Now I am driven by passion."



Figure 3: Barriers to Success as Reported by Campus Staff

V. Affordability ~ Investing in students who traditionally are the most underrepresented in higher education

Highlights:

- Most aid to Passport students consists of grants and scholarships.
- The \$3,000 award amount appears to combine with other aid to serve students well.
- About half of Passport students also receive federal ETV.

Issues:

• Timing of eligibility information has been an issue for financial aid administrators.

Recommendations:

 Implement use of the HECB WAFAX system to share information across programs that serve foster youth.

The Passport scholarship supplements federal, institutional and private financial aid including several programs that are directed to youth from foster care. Although the award amounts in Passport have been reduced, it appears the level has reached a balance that leverages other programs while minimizing the amount of work and borrowing for students.

Passport Award Amounts

The maximum Passport award in 2008-09 was set at the highest priced public four-year college tuition amount of \$6,793, and the average award was \$3,900. In 2009-10, the maximum award was held constant, yet average awards increased to \$4,400 likely as a result of tuition hikes. In the third and fourth year of serving students, student scholarships were reduced to a maximum award of \$3,000 to serve increasing numbers of enrolling students and accommodate support services expenditures with existing funds.

In 2010-11, students received 92 percent of the maximum award each term, compared to 81 percent of the maximum in the previous year (see Table 7). This indicates Passport is filling the "gap" not met by other gift sources, and \$3,000 appears to be an appropriate maximum award for students on average. However, the level of work, borrowing and part-time enrollment should be monitored to determine if tuition increases outstrip the available financial aid to meet the needs of these students.

Average Term Award by Year						
2008-09 2009-10 2010-11						
Max. Term Award	\$2,264	\$2,264	\$1,000			
Avg. Term Award	\$1,593	\$1,841	\$ 922			

Table 7

The total annual amount received by students on average is affected by the number of terms attended. Summer term may provide an award greater than \$3,000 based on a funds available basis. To date, 145 students have received Passport in the summer term. The 2009-10 average award increased due to tuition increases, despite the maximum award remaining flat (see Table 8).

Average Annual Passport Award by Sector					
Sector	2008-09	2009-10	2010-11		
Research	\$5,792	\$7,644	\$3,433		
Comprehensive	\$4,560	\$5,344	\$2,576		
Private 4-Year	\$6,759	\$6,372	\$2,955		
Community/Technical	\$3,340	\$3,879	\$1,981		
Private Career	\$3,963	\$4,104	\$2,294		
Overall Average	\$3,817	\$4,336	\$2,195		

Table 8Average Annual Passport Award by Sector

A Note About "Zero Awards"

When a student does not have room in the financial aid package for the scholarship, campuses are encouraged to provide Passport support services to the eligible student and may still receive the incentive funding for these retention services. This allows students to receive guidance and support regardless of their financial aid package, and provides the HECB with information regarding enrollment and persistence. There were 38 students receiving Passport services without scholarship funding in 2010-11 (9% of total enrollments).

Federal, State and Institutional Aid Received

The majority of Passport recipients also received federal Pell Grant (96 percent) for an average of nearly \$4,000 and State Need Grant (77 percent) for an average of about \$2,200. Passport students' aid packages overwhelmingly consist of gift aid (grants, tuition waivers and scholarships) as shown in Figure 4.



Figure 4: Total Aid Received by Type 2010-11 Passport Recipients

Passport students receive the majority of their aid from federal and state sources (see Figure 5). However, they receive significant amounts of institutional and private aid.



Figure 5: Average Aid Received by Source 2010-11 Passport Recipients

About 15 percent of Passport students borrowed in 2010-11 for an average amount of \$4,634, an increase of \$600 from the previous year. About 7 percent of Passport students participated in work-study.

Federal Chafee Education and Training Voucher Program

The Federal Chafee Education and Training Voucher (ETV) program, implemented in Washington in 2003 and administered by Children's Administration (CA), offers financial assistance to current and former foster youth to attend accredited institutions of higher education. Since the inception of Passport, the HECB and CA have worked closely to coordinate outreach efforts. This work has contributed to increased college enrollment by youth from foster care.

In the first year of Passport (2008-09), ETV experienced a 65 percent increase in student enrollment and awarded a total of 332 students. As a result of more students applying, both Passport and ETV have been forced to reduce maximum award amounts. ETV was reduced from \$5,000 to \$3,000 in the 2011-12 academic year, and Passport was reduced from nearly \$6,800 to \$3,000 in 2010-11.

In the 2010-11 academic year, a total of 368 students received ETV assistance; 181 students were funded by both Passport and ETV. Thus, 49 percent of students received funding from both programs. The reasons that some Passport students may not receive ETV include age restrictions or lack of remaining financial need. Eight Passport eligible students also received provisional funding from ETV early in the academic year. This funding acted as a bridge to help students cover the cost of tuition until financial aid awards were made.

Governors' Scholarship for Foster Youth

The Governors' Scholarship for Foster Youth, administered by the College Success Foundation, helps youth who are dependents of the state, or under a dependency tribal court order, obtain a higher education. The program is supported by Governor Chris Gregoire, former Governor Gary Locke, and other past governors of Washington.

The program is funded privately through proceeds from an annual golf tournament and provides awards to approximately 40 new scholars each year. Scholarship amounts range from \$2,000 to \$4,000 depending on the student's college choice.

To date, just over half of the 222 Governor's Scholars have received Passport funding. In 2010-11, 76 percent of the 41 Governor's Scholars received Passport funding, and 7 percent of Passport- eligible students received a Governor's Scholarship.

Initiative to Share Information for Multiple Programs with Campuses

Passport eligibility is shared with campuses through the HECB's secure portal. Both the College Success Foundation and Children's Administration use separate systems to communicate with financial aid administrators.

The Passport Advisory Committee identified an issue of the timing of information received from multiple program administrators for the same students. As such, the HECB will work with the organizations responsible for the primary aid programs for youth from foster care to utilize an information exchange tool developed by the HECB, called WAFAX.

This system was developed to enable campuses to share information regarding students who have enrolled in multiple institutions in a given term. The tool can easily be modified to share infor-mation and better serve students from foster care. Victoria Knight, a sophomore at Central Washington University, is studying accounting. She hopes one day to land her first professional job in Washington.

When Victoria graduated from Renton's Hazen High School, college wasn't immediately on the horizon. After her emancipation from the foster care system, she didn't believe college was possible for her. She became discouraged and "basically hung out" for a time.

Eventually, she explored financial aid options and learned about the Passport program. Her decision to enroll at **Highline Community College** was made at the last minute, a week before classes started. She graduated from Highline with an Associate Degree.

Victoria didn't have a relationship with her birth parents until she was 18. While many foster parents are dedicated and caring, some foster youth still lack the strong and consistent guidance that other youth receive from their families. They have to start making their own decisions earlier than many of their peers.

The Passport program helps makes college decisions easier by guaranteeing financial support to young adults like her, Victoria said. Because of Passport, she can worry less about money and stay focused on her studies.

VI. Student Support Activities ~ Student engagement and support services encourage success

Highlights:

- Campuses provide necessary individualized retention support services to Passport students.
- The College Success Foundation has successfully provided student intervention and campus professional development services.

Issues:

• CSF could not initially contact Passport students due to privacy concerns, which were later addressed with a separate release for support services.

Recommendations:

• Continue both the campus incentive and support contract as permanent program features.

Campus Viable Plans

Passport eligible students receive intensive support services from the institutions they attend and from the College Success Foundation. Institutions play a key role in supporting student engagement and success, and in improving retention rates. Forty-nine institutions participate in the Passport "viable plan" offering intensive support services and designating a staff to work directly with students.

There are five components of a viable plan to support students enrolled in college:

- 1. Add a question to the college's admission or registration materials to help with the identification of alumni of foster care.
- 2. Designate a campus support staff member.
- 3. Provide students with a full financial aid package.
- 4. Strive to create a lasting institutional commitment to serve alumni of foster care.
- 5. Connect with social services and independent living providers.

As Passport students progress each term, institutions receive \$500 (\$750 per semester) incentive payments. The allowable uses of incentive dollars were defined in the budget proviso. The incentive funding helps institutions develop innovative programs and services (see Appendix A for more details).

Highlights of services provided include:

- Emergency loan fund
- Wages for work-study, mentors, graduate student assigned to work with Passport students
- Textbooks, and lending library
- College Survival Backpacks and school supplies
- Meals, healthy snacks, food bank and personal hygiene articles
- Individualized tutoring and mentoring
- Entrance placement tests, graduate school exams and admission fees
- Recruitment event at a four-year college
- Housing deposits
- Medical bills
- Financial planning seminars
- Transportation assistance

Mariah Hottel transferred to Gonzaga University, where she is double majoring in French and Sociology.

Mariah credits the Passport program and her designated support staff for involving her in activities on her college campus. "Passport has given me opportunities to be part of a community, speak out about my experience and has helped make me more confident."

In January 2012, Mariah will study abroad in Paris, France. She plans to continue her education and earn a master's degree.

College Success Foundation

The Higher Education Coordinating Board contracted with the College Success Foundation to provide outreach, student intervention, and community integration services beginning in 2009-10. The CSF has worked to increase college retention of Passport students by implementing their intrusive support model—an alert system that identifies six hurdles students from foster care face (see Appendix C). The CSF also provides campuses with regular support and assistance in further developing their viable plans.

The CSF holds consortium meetings with education professionals and social service providers in each region to coordinate services to youth from foster care. In addition, CSF works with institutions to share best student services practices and meets directly with Passport students during campus visits. Campus visitations facilitate open dialogue between the CSF staff and Passport recipients, which is crucial to identifying needed areas of support.

Initially, CSF was not able to receive record level information about students due to privacy concerns. However, this was resolved through the development of a support service authorization in every award letter. Passport students may opt to receive support services from CSF and provide the HECB and institutions with permission to share information regarding eligibility, enrollment, and academic outcomes.

CSF is expanding its student services to include a campus-based peer mentoring program for Passport students. The mentoring program, called Peer Navigators, will begin assisting students during the winter 2012 term, and will be piloted on 11 campuses throughout the state.

Outreach and Training

Since 2007, the College Success Foundation has worked with state and private agencies to provide child welfare and education professionals with information, resources and training to enhance work with Passport students.

In 2011, CSF convened a total of nine planning meetings as part of its integration strategy, as well as regional summits in Centralia, Edmonds and Moses Lake. The summits offered nearly 270 professionals, of which 80 represented viable plan colleges, with training and networking opportunities.

Make it Happen! – a program developed by CSF staff, is a four day college campus experience for students from foster care. Passport students who are entering their senior year in high school or their freshman year in college are invited to experience campus life by attending workshops that help inform them about the steps needed to attend college and learn about sources of financial aid.

"The Passport to College is a huge help in supporting my dreams."

See Appendix B for more details regarding the CSF support services contract.

VII. Funding ~ Legislature supports unique program to educate students from foster care

Highlights:

• The Legislature has provided sufficient funding for scholarships and support services.

Issues:

• The Foster Care Endowed Scholarship funding was a temporary resolution and Passport needs a dedicated fund source.

Recommendations:

- Make Passport a permanent student financial aid program supporting youth from foster care.
- Identify a sustainable funding source for Passport.

Passport Funding History

The Passport to College Promise six-year pilot program was created by the 2007 Washington State Legislature with initial scholarship payments beginning in the 2008-09 (FY 09) year. The 2007-2009 program allocation was based on very broad estimates of potentially eligible students to be served. After a review of actual enrollments and program expenditures the HECB found that the estimates had been too high and returned \$1.6 million out of \$2.686 million appropriated for the biennium.

The 2009 Legislature requested that the HECB partner with a non-profit organization to implement strategies to improve retention and success of Passport students. The HECB contracted with the College Success Foundation to provide campus support and community infrastructure services.

The maximum Passport award in 2008-09 was set at the highest priced public four-year college tuition amount of \$6,793. In 2009-10, the maximum award was held constant to accommodate new student enrollments and retention. In the 2010-11 academic year, awards were reduced to \$3,000 to support the increasing number of students enrolling in college, as well as allow for additional support service expenditures within the existing appropriation.

The 2011 Legislature redirected funds from the Foster Care Endowed Scholarship (FCES) for purposes of Passport. FCES was created in 2005 prior to Passport and had not yet served students since the private funds had not been raised. The Legislature transferred \$400,000 from FCES to the general fund and provided an equal amount to Passport for the 2011-13 biennium.

Multi-Year Program Expenditures

The major components of the Passport program budget are HECB administration, student scholarships, campus incentive funding, and the support service contract with the College Success Foundation.

Table 9 Program Expenditures						
Components	2008-09	2009-10	2010-11			
HECB Administration	178,063	113,444	106,230			
Student Scholarships	536,627	1,281,885	801,596			
Campus Incentive	192,750	311,925	400,750			
Support Service Contract	0	416,835	300,000			
Total	\$907,440	\$2,124,089	\$1,608,576			
Students served	157	318	381			

Future Funding Needs

The findings of this report are based on three years of the six-year pilot program. The program has accommodated the enrollment of former foster care youth entering postsecondary education and the retention of students previously enrolled. The resulting program expenditures and the need to fulfill the support services contract have created increased demand on scholarship and incentive funding.

The Higher Education Coordinating Board recommends that the Legislature make Passport a permanent program in statute and identify a sustainable funding source to support improved enrollment and retention outcomes for Washington's most vulnerable students.

Washington has invested in the children assigned to its care and should continue this investment by funding the Passport to College Scholarship Program. Such an investment will help these young people—who often faced unimaginably difficult circumstances as children—become productive and contributing adults in their communities throughout the state.

Appendix A

Institutional Incentive Funding Uses Summary

The institutional incentive payment program leverages and supports colleges' efforts to serve enrolled students. This is accomplished by schools agreeing to the Viable Plan tenets for providing enhanced and focused student support services to enrolled former foster youth.

Schools receive incentive payments for recruitment, enrollment, and retention of eligible youth. In 2010-11, 49 schools agreed to provide these enhanced services. The following briefly summarizes a variety of ways services were provided using incentive funding.

General Incentive Fund Uses

- Emergency loan fund
- Wages for work-study, mentors, graduate student assigned to work with Passport students
- Textbooks, and lending library
- Computers and assistance with technology needs
- Resource loan library including laptops and calculators
- College Survival Backpacks and school supplies
- Gift cards for grocery stores, gasoline, transit passes, transportation costs to specific events
- Student incentives for meeting academic goals
- Meals, healthy snacks, food bank and personal hygiene articles
- Warm clothes, including socks, hats, boots and gloves
- Individualized tutoring and mentoring
- Creation of a social networking site and blog
- Entrance placement tests, graduate school exams and admission fees
- Materials and services for campus club dedicated to supporting former foster youth
- Outreach and recruitment materials
- Administrative staff, attendance Passport meetings and trainings, staff supplies
- Overnight recruitment event at a four-year college
- Travel for a student to participate in a conference in Washington DC
- Housing deposits
- Medical bills
- T-shirts for Passport students (designed by a Passport student) intended to help students identify one another and campus advocates

Targeted services to students

- Student programs including campus visit and tour of four-year colleges
- Pre-enrollment, academic, personal, financial, and career services
- Special orientations and welcome functions
- Admission into TRiO services
- Financial planning seminars
- Passport designated computer lab, private study area
- Quarterly meetings and celebrations
- Opportunity for hands on learning with a registered dietician

The designated support staff on campuses report the incentive funding has been invaluable to improve the coordination and involvement with community based programs. They note building a rapport with Passport students early is essential and will especially help during a time of crisis.

The incentive funding has allowed designated support staff to offer food with activities, and provide resources that are unique to these students.

Appendix B

College Success Foundation 2011 Support Services Contract Excerpt

Purpose

The purpose of this contract is to continue employing strategies to increase retention and postsecondary success of Passport students through student intervention and community integration.

The Passport to College Promise six-year pilot program for youth from foster care, RCW28B.117, was authorized in 2007 to encourage current and former foster care youth to prepare for, attend, and successfully complete higher education; and to provide them with the educational planning, information, institutional support, and direct financial resources necessary to succeed.

The 2009 Legislature and Governor affirmed the importance of getting more foster youth into higher education. In the 2011-13 biennial operating budget, the HECB was requested to work with a non-profit organization whose mission is to serve low-income high potential students and foster youth for the purpose of implementing strategies to increase retention and post-secondary success of Passport students.

The College Success Foundation (CSF) is well positioned to provide services to youth from foster care. The CSF has experience working to improve educational outcomes of students from foster care including administering the Governors' Scholarship and *Make it Happen!*, and as a founding partner of the Foster Care to College (FCTC) partnership, a statewide initiative to improve education services to youth in care and alumni.

Scope of Work

1. Student Intervention Activities

- a) Provide Passport students personal and professional development opportunities through CSF programming.
- b) Provide retention support to Passport students in coordination with colleges signed on to the Passport "Viable Plan" and community partners.
- c) Provide emergency funds to Passport students as appropriate.

Performance Measurements

- a) Increase Passport yearly retention rate by 10%
- b) Provide individual and personal support to a minimum of 150 (at least 75 non-CSF scholars) Passport Scholars who have submitted information releases during the academic year.
- c) Of those who have submitted releases, increase Passport student participation at CSF events by 15% over participation in the 2010-2011 contract year

2. Campus Support Activities

- a) Develop and implement the Passport Navigator mentoring program. The Passport Navigator selection process will be conducted by CSF in collaboration with the college. The campus DSS will provide daily support for the Navigators, however official supervision will be the responsibility of CSF staff. All background checks, training, payroll, and student employee evaluations will be the responsibility of CSF.
- b) Assist colleges in accomplishing one to two priority program development goals identified in the campus assessment at the 2011 Passport Summit.

Performance Measurements

- a) Engage a minimum of 60% of enrolled Passport students, attending participating campuses, in the Passport Navigator mentoring program.
- b) Engage a minimum of 50% of institutions of higher education that have agreed to have a viable plan for supporting students from foster care in regional meetings and trainings

3. Community Integration

- a) Provide support to child welfare, education and judicial professionals to help improve cross-agency coordination.
- b) Provide opportunities for professionals across systems to network and address issues related to Passport students.

Performance Measurements

- a) Engage a minimum of 150 direct service providers through training opportunities and meetings.
- b) Coordinate the annual Passport Summit and a minimum of two community integration meetings per region.

Appendix C

College Success Foundation Intrusive Support Model

The Intrusive Support Model developed by College Success Foundation staff is a guide for evaluating and categorizing Passport Scholar challenges in order to provide very specific case management. Staff recognize the most emergent challenges that Scholars face that impedes their ability to succeed in higher-education. The goal of this model is to provide support, referrals to appropriate service providers, and follow up when these challenges present themselves.

As a direct result of this process, staff are well equipped to evaluate a student's needs and develop personal and educational plans to assist the student in meeting their educational goals. Reevaluation of student needs throughout this process allows CSF staff to adjust services and eventually students will be moved out of the critical need classification. High-need students are receiving the supports they need to remain in college even when challenges arise, resulting in increased retention.

Six areas CSF staff have identified as potential barriers to success				
 1. ACADEMICALLY BELOW COLLEGE LEVEL Reverse transfers Time management English or math issues First term transfer to university Financial aid cancelation or probation (SAP) Study skills 2. FAMILY Dependents and/or siblings 	 <i>4. PERSONAL</i> Legal issues Domestic violence Low self-esteem and/or lack of motivation Lack of campus connections Transportations Increased independence Behavioral issues Undecided career / study track Lack of navigation skills 			
Illness Expectations Neglect / Abuse Relationship problems Obligations Relocation	<i>5. HOUSING</i> No campus housing Risk of homelessness Family relocation Roommate issues			
3. HEALTH Substance abuse Physical Under-insured Mental	6. FINANCIAL Sending money to family Expected Family Contribution Financial aid cancelation or probation (SAP) High debt to income ratio Work too much			

Intrusive Support

Appendix D

Passport Enrollment in 2010-11

Institutions by Sector	Number of Students Enrolled
RESEARCH	
Washington State University*	9
University of Washington*	13
REGIONAL	
Central Washington University*	14
Eastern Washington University*	17
The Evergreen State College*	1
Western Washington University*	8
PRIVATE FOUR-YEAR	
Gonzaga*	1
Northwest University	1
Pacific Lutheran University*	1
St Martin's University*	4
Seattle Pacific University*	3
Seattle University*	10
Whitman College	1
Whitworth University*	1
PRIVATE CAREER SCHOOLS	
Academy of Gene Juarez	1
Art Institute of Seattle*	1
Everest College – Renton*	1
International Air and Hospitality Academy*	1
Perry Technical Institute*	2

*Participating Viable Plan institution

Passport Enrollment in 2010-11 (cont.)

	Number of Students
Institution by sector	Enrolled
COMMUNITY/TECHNICAL	
Bates Technical College*	1
Bellevue College*	6
Bellingham Technical College*	1
Cascadia Community College*	3
Centralia College*	15
Clark College*	14
Clover Park Technical College*	12
Columbia Basin College*	17
Edmonds Community College*	5
Everett Community College*	23
Grays Harbor College*	4
Green River Community College*	11
Highline Community College	5
Lake Washington Technical College*	2
Lower Columbia College*	4
North Seattle Community College*	8
Northwest Indian College	1
Olympic College*	9
Peninsula College*	2
Pierce College*	11
Renton Technical College	1
Seattle Central Community College*	10
Seattle Vocational Institute	4
Shoreline Community College*	7
Skagit Valley College*	15
South Puget Sound Community College	4
South Seattle Community College*	5
Spokane Community College*	24
Spokane Falls Community College*	29
Tacoma Community College*	19
Walla Walla Community College*	1
Wenatchee Community College	2
Whatcom Community College*	9
Yakima Valley Community College*	18

*Participating Viable Plan institution

Appendix E

DSHS Supplemental Education Transition Program (SETuP)

The Supplemental Educational Transition Planning (SETuP) program was created as part of the Passport to College program and is administered by DSHS. SETuP is designed to help current and former foster youth prepare for, attend, and successfully complete a postsecondary education.

SETuP provides information about postsecondary education and training opportunities for foster youth enrolled in high school or a GED program. It offers foster youth, ages 14 through 18, assistance with pre-college readiness, financial aid, college admissions applications, transportation, and housing resources.

DSHS reported that, in the 2010 fiscal year, SETuP served 469 youth and received \$430,000 in state funding. DSHS has contracted with six private entities throughout the state to provide these services.

Spokane – Volunteers of America
Yakima – Catholic Family and Children Services
Mount Vernon – YouthNet
Seattle – YMCA
Tacoma – Pierce County Alliance
Olympia – Community Youth Services



About one-third of students served were younger than 17, and 57 percent were female. Nearly half of the youth served were students of color (see Table E-1).

Table E-1

SETuP Demographics		
SETuP 2009-10 Students - Race/Ethnicity		
41%	Caucasian	
21%	African American	
14%	Hispanic/Latino	
3%	Asian/Pacific Islander	
5%	Native American	
16%	Other	

In 2009-10, 85 percent of students served through SETuP advanced to the next high school grade level or graduated. Of those who advanced, 18 percent graduated from high school, and four percent completed their GED.

Of those who completed their high school diploma or GED, 43 percent were determined eligible for a Passport scholarship and attended college (see Table E-2).

Table E-2 **SETuP Clients High School Completion** and Postsecondary Enrollment Rates

State Area	2011 SETuP Graduates Who Attended College
Region 1	41%
Region 2	23%
Region 3	35%
Region 4	64%
Region 5	28%
Region 6	25%



STATE OF WASHINGTON HIGHER EDUCATION COORDINATING BOARD

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RESOLUTION NO. 11-25

WHEREAS, The Legislature, through RCW 28B.117, authorized the Passport to College Promise program to help encourage foster care youth to prepare for, attend, and successfully complete higher education; and

WHEREAS, The Legislature requested a status report on the extent to which foster youth are participating and persisting in postsecondary education; and

WHEREAS, Higher Education Coordinating Board staff have developed a report that includes:

- Information on Passport student identification, college enrollment, persistence and completion;
- A review of affordability, Passport award amounts, and other aid sources for students from foster care;
- An overview of student support activities including institutional support services and contracted services with the College Success Foundation; and
- Program funding needs; and

WHEREAS, Report findings regarding Passport include successful student identification methods, strong recruitment and persistence rates, well-rounded financial aid packages, and solid support services through campuses and the College Success Foundation; and

WHEREAS, In collaboration with the Passport advisory committee, staff have identified areas for improvement and offered programmatic and funding recommendations in the report; and

WHEREAS, Higher Education Coordinating Board staff recommend that Passport become a permanent financial aid program supporting youth from foster care, and that a sustainable funding source be identified.

THEREFORE, BE IT RESOLVED, That the Higher Education Coordinating Board adopts the staff report on the Passport to College Promise Scholarship program, and authorizes staff to convey the report to the Legislature.

Adopted: November 17, 2011 Attest:

Ethelda Burke, Chair

Earl Hale, Vice Chair





Passport Students

"Everyone is being hit hard financially so every penny helps us to better our lives.

We appreciate all of the time, energy and money that goes toward our futures."