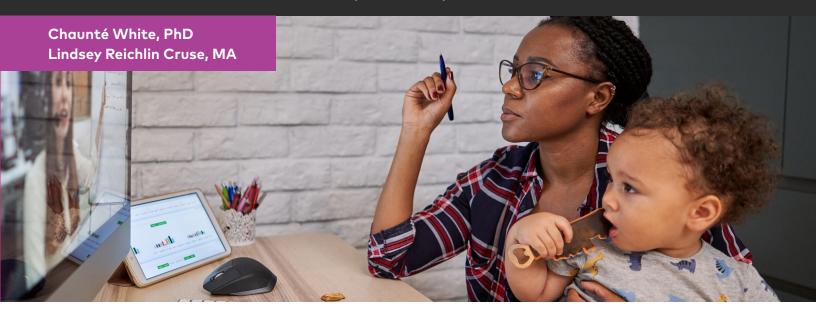


SUPPORTING STUDENT PARENT RECOVERY THROUGH STATE POLICY

LESSONS FROM GEORGIA, TEXAS, AND WASHINGTON STATE



RESEARCH HIGHLIGHTS

- Student parents have experienced compounded challenges triggered by the COVID-19 crisis.¹ Nearly three quarters of student parents (70 percent) are mothers—who, in 2020, experienced significant unemployment, due in part to increased caretaking responsibilities stemming from child care and school closures, causing a loss of income and heightened basic needs insecurity.²
- Student parents sit at the nexus of race, gender, and class equity issues that were exacerbated by COVID-19 given that they are likely to overlap with populations hardest hit by the pandemic. A third of Black college students are raising children as are 29 percent of Indigenous, 30 percent of Native Hawaiian/Pacific Islander, and 21 percent of Latinx students.³ And, 68 percent of student parents live with incomes near or below the federal poverty threshold.
- Student parents are likely to have experienced enrollment declines as a result of conditions created by COVID-19. A 2020 Lumina-Gallup study, for example, found that college students with children were more likely than non-parents to have considered withdrawing from classes during the COVID-19 crisis.⁴
- As of the 2020-2021 academic year, enrollment at community colleges—where the largest share of student parents were previously enrolled—declined by nearly 10 percent.⁵ One community and technical college system found that single parent enrollment declined by as much as 37 percent in fall 2020.⁶

• To ensure an equitable recovery, states must center the needs of student parents and work to expand their access to support. To this end, states should: (1) channel federal stimulus funds toward supporting institutions and services that promote student parents' success (such as child care options, training for workforce reentry, and basic needs support); (2) actively engage in state-level policy reform to improve child care access for student parents; and (3) mobilize state-level action for student parents through campus-based supports and improved data collection across the state higher education system.

INTRODUCTION

Higher education is essential to accessing high-demand jobs with family-supporting wages and improving family financial wellbeing. This was true before the COVID-19 pandemic and is especially true now as the nation continues the process of recovering from one of the worst public health, economic, and social crises in modern U.S. history. Early evidence suggests that the pandemic exacerbated barriers faced by student parents, affecting their college plans. A 2020 Lumina-Gallup study, for example, found that college students with children were more likely than non-parents to have considered withdrawing from classes during the COVID-19 crisis. Another study using data from the U.S. Census Bureau found that more than 50 percent of single parent households with at least one family member with plans to attend community colleges reported cancelling those during the pandemic.

As states contemplate effective interventions to facilitate recovery from the pandemic and its economic ramifications, they must consider steps to reverse these trends and expand educational opportunities for student parents. The influx of substantial stimulus funding presents an opportunity to facilitate their access to supportive educational pathways that lead to living wage employment. In addition to benefitting student parents, these efforts would also contribute to states' goals of improving educational attainment and workforce outcomes and hastening recovery from the economic recession triggered by the pandemic.⁹

To achieve recovery goals, states will need to invest in systemic reform that aims to increase affordable postsecondary opportunities and better service provision for student parents across higher education and workforce sectors. This briefing paper provides insight into some of the policy actions states have taken, both prior to and during the pandemic, that could promote the systemic change needed to increase access to educational opportunities and improve outcomes for student parents. It focuses on three states—Georgia, Texas, and Washington—to describe new and existing policies that impact student parents' access to postsecondary opportunities and supports needed for pandemic recovery and long-run economic stability.

This brief draws upon a review of literature and policy, as well as a series of interviews with state-level experts (see Appendix A for an overview of our methods and Appendix B for a list of experts interviewed). It highlights how applying a student parent lens to policy and decision-making at the state level could benefit recovery among current and prospective student parent families, providing concrete examples from the three states examined. The brief aims to equip advocates and state policy leaders with information needed to design strategic investments that will promote parents' access to education, accelerate economic recovery, and improve the wellbeing of families.

STUDENT PARENTS NEED POLICY ACTION

Student parents, who make up nearly a quarter (22 percent) of the nation's undergraduate student population, have experienced compounded challenges triggered by the COVID-19 crisis.¹⁰ Nearly three quarters of the student parent population (70 percent) are mothers, the majority of whom are single mothers.¹¹ In 2020, mothers experienced significant unemployment, due in part to increased caretaking responsibilities stemming from child care and school closures—causing a loss of income and heightened basic needs insecurity.¹²

Student parents are linked to the race, gender, and class equity concerns that were exacerbated by COVID-19 given that they are likely to overlap with populations hardest hit by the pandemic. A third of Black college students are raising children, as are 29 percent of Indigenous and 30 percent of Native Hawaiian/Pacific Islander students.¹³ A significant number of Latinx students are parents as well, with 21 percent of the undergraduate student population having dependent children. In addition, nearly 70 percent of student parents live with incomes near or below the federal poverty threshold (less than 200 percent of federal poverty).¹⁴

Prior to the pandemic, the largest share of student parents (42 percent) were enrolled in community and technical colleges.¹⁵ As of the 2020-2021 academic year, community college enrollment declined by nearly 10 percent.¹⁶ One community and technical college system found that single parent enrollment declined by as much as 37 percent in fall 2020.¹⁷ The decline in submission of the Free Application for Federal Student Aid (FAFSA) suggests that this trend in enrollment may continue into the 2021-2022 academic year.¹⁸

A declining community college sector is troubling for student parents who need affordable opportunities to earn credentials to access jobs that promote family economic stability.¹⁹ Many states depend on community and technical colleges as pathways for workers to earn the training and credentials needed to close gaps in workforce participation and meet the needs of employers.²⁰ In addition to the nearly four million currently enrolled student parents, more than one-third of adults who hold some college credit, but no degree, have children under the age of 18 living with them.²¹ States must then prioritize student parents, who often have higher financial demands and support needs than their non-parenting peers, in strategies aimed at encouraging adults to finish or to start pursuing postsecondary credentials.²²

In addition, the pandemic dramatically decreased the availability of child care for families and was a major source of employment disruption, especially among adults with less than a high school education.²³ Along postsecondary pathways, the child care crisis disproportionately impacted women in college. A report from the National Center for Education Statistics found that, during spring 2020, nearly a quarter (24 percent) of undergraduate women with children under the age of 12 reported difficulty securing safe, reliable child care compared with 14 percent of male undergraduates.²⁴

The heightened effects of the pandemic on already-vulnerable populations of women with children further demonstrate the need to invest in supportive pathways to education. Women seeking to participate in college and workforce training programs need more seamless access to state-managed supports including child care services. Without significant investment in the care infrastructure, child care will continue to act as a barrier both to student parent college enrollment and to an equitable recovery.²⁵

INVESTING STIMULUS FUNDS TO DRIVE STUDENT PARENT SUCCESS

States must develop strategic plans for spending the unprecedented funding that has been distributed by the multiple stimulus packages throughout the pandemic. Several opportunities exist to direct those funds to support student parents in tackling caregiving challenges, achieving educational success, and recovering from the pandemic.

Direct Federal Stimulus Funds Toward Student Parent-Serving Institutions.

State leaders should invest stimulus funds in institutions where student parents are concentrated, such as community colleges, technical schools, and other under-resourced institutions serving marginalized students. The Governor's Emergency Education Relief (GEER) Fund is a federal grant awarded to governors to provide assistance to education-related organizations including higher education institutions.²⁶ Directing GEER funds to institutions and programs that are likely to enroll student parents could enhance their ability to provide support to students with significant financial and support needs, including student parents.

WASHINGTON STATE



Washington provides an example of a state using federal stimulus funds to support its community and technical college systems. Though Washington's higher education budget was cut by \$7 million in FY2020 due to revenue loss related to COVID-19, the state allocated federal GEER funds from the Coronavirus Aid, Relief, and Economic Security (CARES) Act to support higher education, with the majority going to the state community and technical college system.²⁷ By supporting COVID-19 related expenses and helping state community colleges sustain operations during periods of enrollment decline, states help maintain educational pathways for student parents and other underserved groups who may wish to (re)enroll as a result of pandemic-related job loss.

Invest in Post-Pandemic Child Care Access for Student Parents.

Given the major child care disruptions caused by the pandemic, and subsequent impact on working and student parents, federal stimulus funds allotted to states through the Child Care and Development Fund (CCDF) represent a prime opportunity to expand student parent access to child care assistance. States could also consider directing child care stimulus funds to campus-based child care providers, to help the sector recover from the effects of the pandemic. Greater funding for campus child care would also bolster the availability and affordability of campus-based care for parents enrolled in college or those who choose to upskill or retrain in order to reenter the workforce with a better-quality, higher-paying job.

GEORGIA



Georgia leveraged federal funds to enhance access to child care assistance for eligible families during the pandemic by covering provider fees and family co-pays. In 2020, the Georgia Department of Early Care and Learning (DECAL) also stated plans to set aside funds from the Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act specifically to increase access to child care assistance for college student parents in Phase II of its distribution of stimulus funds.²⁸

Facilitate Parents' Workforce Reentry and Access to Training.

Reskilling and upskilling initiatives are essential to helping unemployed individuals, a large share of whom are mothers, return to the workforce in the wake of the pandemic. ²⁹ Investments of stimulus funds in workforce (re)training present opportunities for state leaders to promote educational access among parents who were hard hit by the economic effects of the pandemic. States can target stimulus dollars toward current or prospective student parents to help them cover college costs, in addition to supporting enhanced provision of, or financial assistance for, holistic supports that will help them meet their family support needs.

State leaders have already directed federal GEER funds to institutions to support the development of credential programs that lead to high-demand jobs, as well as to increased financial support for adults interested in seeking postsecondary credentials.³⁰ While these efforts to date have largely not targeted support for student parents, they could serve as a vehicle for doing so moving forward.

TEXAS



Texas provides a model for utilizing GEER funds to assist those who need it most—and presents an opportunity for targeted support for parents. Supported by a portion of the \$175-million allocation to the Texas Higher Education Coordinating Board (THECB) from the GEER Fund, the THECB Reskilling Support Fund Program will provide financial assistance to cover the tuition and fees of students who have been most severely impacted by COVID-19.31 The grants are designed to help displaced Texas workers attain high-value credentials that enable entry into growing, in-demand occupations, including providing support to students who have previously stopped out of postsecondary education—many of whom are likely parents. While these grants to do not currently target funding or other support to displaced workers with children, they represent a prime opportunity to integrate parent-focused support.

Invest in Programs that Support Student Parents' Basic Needs.

States can intentionally serve student parents who require support to meet their family's basic needs, especially in light of the pandemic, by working across systems and agencies to develop policies and programs that center them as a priority group for services. In determining the most impactful ways to use stimulus funds, state leaders should center student parents by considering their unique needs across multiple intersections (i.e., race, gender, and class) when developing strategic plans for pandemic recovery, poverty alleviation, postsecondary attainment, and other identified state priorities. By centering student parents and partnering with employers, service providers, community organizations, and postsecondary leaders, policymakers can direct their pandemic response to those impacted the most.

WASHINGTON STATE



In Washington, the state's Poverty Reduction Work Group (PEWG) provides an example of cross-sector coordination across state departments of Commerce, Employment Security, and Social & Health Services, in partnership with tribal and urban Indians, state racial and ethnic commissions, employers, community-based organizations, legislators, advocates, and philanthropy.³² While developed independent of the COVID-19 pandemic, the state's strategic plan, "Blueprint for a Just and Equitable Future: 10 Year Plan to Dismantle Poverty in Washington," sets goals for meeting the basic needs of all state residents. Uniquely, the plan notes the importance of parental education to alleviating intergenerational poverty and identifies student parents as a priority population.³³ The plan outlines intentional steps that the state should take to improve conditions for student parents, including increasing the availability of affordable child care and housing for student parents on or near college campuses. Though this strategy was enacted prior to the pandemic, it provides a useful model for state leaders to strategically engage stimulus funds to hasten pandemic recovery and create enhanced opportunities for educational and economic success for student parents in the long run.

STATE REFORM TO IMPROVE CHILD CARE ACCESS

State leaders can help student parents gain access to affordable, high-quality child care and other necessary family supports by enacting strategic child care policy reform and thoughtfully drawing down on available federal-state human services programs.

Engage in Student Parent-Focused Child Care Policy Reform.

Policy reform and investments in child care and early learning access can help student parents enter and persist within postsecondary pathways.³⁴ States can take the lead in creating change for student parents by removing systemic barriers to child care access, such as unnecessary work requirements for receiving state child care assistance. Such change would hasten family recovery from pandemic-related economic disruptions in addition to paving the way for long-run family economic progress, child wellbeing, and the achievement of statewide priorities related to postsecondary attainment and economic progress.

WASHINGTON STATE



In Washington State, the Fair Start for Kids Act (SB 5237), signed into law in 2021, removed the 20-hour work requirement for full-time students with children to receive Washington Child Care Connections (WCCC) child care subsidies, in addition to allowing student parents who are pursuing up to an associate's degree to be eligible for support. Previously, Washington was one of only three states that required student parents to work as much as 20 hours per week to be eligible for assistance. Given that working more than 15 hours per week is associated with lower attainment rates, and that access to affordable child care may improve persistence and attainment, enabling student parents to reduce their work hours and access child care assistance could increase their chances of graduating on time. In addition, allowing student parents to pursue associate's degrees, especially those that facilitate transfer to four-year institutions, can promote their lifetime earning potential.

GEORGIA



In 2018, Georgia changed the eligibility rules for the state's child care assistance program—Childcare and Parent Services (CAPS)—to count one hour of education and training towards two hours of the activity requirement to account for study time. This change makes it easier for student parents to access child care assistance without having to work excessive hours while enrolled in school.³⁸ Georgia's attention to—and investment in—the needs of parenting college students for accessible, affordable, and quality child care as a lever for increased educational persistence and completion will benefit the state's efforts to help families recover from pandemic-related insecurity and bolster their chances of economic mobility moving forward.

Increase Support Accessibility in Education and Training Programs.

States can support student parents' ability to meet their basic needs when pursuing postsecondary pathways by ensuring that education and training programs provide family-oriented supportive services. Leveraging funding from federal-state programs like Temporary Assistance for Needy Families (TANF) and Supplemental Nutrition Assistance Program (SNAP) Education and Training (E&T) can lead to innovative interventions that help parents meet basic needs while pursuing workforce training. SNAP E&T funding, for example, can be used to help eligible student parents access affordable child care, as well as other supportive services that could help them persist. SNAP E&T is a federal program that offers grant opportunities for states, including "50-50" funds, which are uncapped federal dollars available for reimbursing states for up to half of certain costs, including the costs of supportive services, that enable participants to access education and training programs.³⁹

WASHINGTON STATE



In the state of Washington, the Basic Food Employment & Training (BFET) program leverages SNAP E&T funds to help SNAP recipients access education and training that leads to living-wage careers. 40 BFET participants receive financial support for the direct costs of college and coursework, as well as for supportive services like child care, transportation, and case management, to enable their participation and completion of education and training credentials. The Washington Student Achievement Council supports BFET services by engaging in efforts to generate awareness around the true cost of college and the availability of resources provided by the BFET program. 41 BFET is collaborative effort, including the state's Department of Social and Health Services (DSHS), the State Board for Community and Technical Colleges, the Employment Security Department, three tribal institutions, and several community organizations. 42

STATE ACTION FOR STUDENT PARENTS IN HIGHER EDUCATION SYSTEMS

States can take action that improves support for student parents directly on college campuses and enables state higher education systems to better understand and serve them.

Improve Campus-Based Supports for Student Parents.

There are several ways that states can improve the provision of supports and resources for student parents on college campuses. Greater collaboration between state agencies and higher education institutions can help create tailored support by leveraging existing resources and capacity. For example, improving coordination between state child care programs and academic institutions can enable both to enhance student parents' access to information about available services and resources and help them access needed support:

GEORGIA



Since 2016, Georgia has implemented a two-generation strategy, promoting cross-sector alignment among early learning and higher education systems to promote family success. As a part of these efforts, the Georgia Department of Early Care and Learning (DECAL) has partnered with the Technical College System of Georgia, the University System of Georgia, and the Workforce Division to improve educational attainment rates among parents with low incomes and secure their access to quality, affordable child care and learning opportunities for their children. This cross-sector effort has included the training of college-level navigators in available child care and financial support; strengthening of linkages between student-facing staff on campuses with child care resources; and awareness-building efforts to amplify the experiences and needs of student parents—and the benefits of supporting them and their families.

TEXAS



States like Texas have seen recent attempts to improve student parents' access to information and support on public campuses through legislative action. In 2020 and again in 2021, Texas State Representative Penny Morales Shaw, in partnership with advocates, introduced legislation that would require institutions to provide student parent liaisons in all public colleges and universities, providing an example of how state policymakers can support interventions intended to improve cross-sector alignment in Texas higher education. If passed, HB 3462

(TX 2021) would have required Texas colleges and university campuses to employ a staff person to deliver critical information on academic and social service resources to student parents to help them succeed and obtain their degrees.⁴⁴

Collect State Higher Education System Data on Student Parents.

To date, most institutions and state higher education systems do not systematically collect data on student parents.⁴⁵ Better data on student parents can improve the ability of state agencies, academic institutions, and researchers to understand the reach of services, highlight gaps or bias in access to postsecondary pathways and supportive services, and reveal trends in student parent family outcomes. Collection of data on student parent-related metrics, including parent status and age and number of children, would enable states to track progress toward achieving key goals, such as those related to pandemic recovery efforts, postsecondary attainment, and economic advancement.

College systems in Washington and Georgia provide examples of how to collect system-wide information on whether students are parents. These data increase system-level understanding of the student parent population, their support needs, and their educational outcomes. State leaders should encourage—or require—college and university systems to collect student parent metrics and make them publicly available to researchers and advocates.

WASHINGTON STATE



Washington State's Board of Community and Technical Colleges collects data on family status. Program registration forms capture whether a student identifies as a single parent, couple with children, or neither/other. Uses of student parent data metrics include support for advocacy and policy reform that will benefit student parents. For example, advocates working with policymakers in Washington State utilized the data to encourage the removal of stringent work requirements that prevented parents in college from accessing child care assistance.

These data can also be utilized to conduct research about student parents at Washington's community and technical colleges. The Washington State Education Research and Data Center (ERDC) serves as a hub for longitudinal education and workforce data from multiple state agencies, institutions, and organizations. ⁴⁶ The ERDC uses cross-system data to conduct research that spans the education and workforce pipeline. Since the state has data on student parents attending community and technical colleges, the ERDC and outside researchers have the ability to study student parent outcomes and shed light on key questions related to their access to and success in postsecondary education.

GEORGIA



The Technical College System of Georgia (TCSG) collects data on student parents using a voluntary question about single parent status on college entrance surveys tied to annual Perkins grant reporting requirements.⁴⁷ System leaders use these data in conjunction with data from the Free Application for Federal Student Aid (FAFSA) to help identify the full population of students with dependents. Data are used to supplement outreach efforts by college staff who connect with student parents to share information on available resources that can promote their persistence. TCSG also reviews educational outcomes for single parents on an annual basis and reports them alongside outcomes and benchmarks for other student groups as part of the system's Perkins grant reporting process.

CONCLUSION

State-level policy and resource investment play a vital role in shaping student parents' access to assistance and supports across systems and making college more affordable—both of which are essential to family and state recovery from COVID-19. This brief provides a snapshot of immediate and medium-long term policy in three states to represent models for or opportunities to promote student parents' educational attainment and family economic wellbeing as we emerge from the height of the pandemic. To maximize recovery efforts, states must make parents in need of postsecondary credentials a priority population and work to leverage stimulus funds and state policy to expand their access to support. In summary, we provide the following considerations for state leaders, advocates, and other stakeholders:

Invest stimulus funds to support student parents' success post-pandemic by:

- Directing funds toward student parent serving institutions
- Investing in post-pandemic child care access for student parents
- Facilitating parents' workforce reentry and access to training and supportive services
- Investing in cross-sector programs that support student parents' basic needs and access to supports

Engage in state-level reform to improve child care access for student parents by:

- Engaging in student parent-focused child care policy reform
- Increasing child care accessibility in education and training programs

Employ state-level action for student parents at the campus- and system-levels by:

- Improving the availability of tailored, campus-based supports for student parents
- Collecting state higher education system data on student parents

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Photo Credit: FluxFactory/Getty Images.

APPENDIX A. SUMMARY OF METHODS

This brief is based on an extensive review of literature and policy, as well as a series of state-specific expert interviews on COVID-19 related policy developments in three states—Georgia, Texas, and Washington. Interviews were also conducted with state experts from Florida, though the authors decided to focus the final brief on just these three states. The states and expert interviews were selected through convenience sampling methods using IWPR's network of policy advocates and practitioners. Representing various sectors (i.e., postsecondary education, child care and early learning, and workforce development), the interviews explored multiple themes related to COVID-19 recovery (i.e., college access and affordability, education and training, and child care) and broader state policies that impact student parents. The brief draws upon themes from the interviews, as well as IWPR desk research and policy review, to identify and describe policy examples and opportunities that represent potential levers for promoting student parent-focused state-level policy change.

APPENDIX B. LIST OF EXPERTS INTERVIEWED

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Southern Policy and Advocacy Manager Young Invincibles

Joel Ryan

Executive Director

Washington State Association of Head Start and Early Childhood Education and Assistance Program

Heather Hudson

Director of Policy & Planning Washington Student Achievement Council

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