Supporting College Students Transitioning Out of Foster Care
A Formative Evaluation Report on the Seita Scholars Program

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Building an evidence base for postsecondary education programs for young people transitioning out of foster care is more important than ever. Economic trends have made postsecondary education increasingly important to self-sufficiency, but research suggests that far too many young people in foster care will not have the educational credentials needed to succeed in this economy without additional supports. These young people need programs that will help close the gap in postsecondary educational attainment between them and their peers.

Young people in foster care enroll in college at lower rates than their peers (Geiger and Beltran 2017) and are less likely to persist through the end of their first year when they do enroll (California College Pathways 2015; Day et al. 2011; Frerer, Sosenko, and Henke 2013). For example, one study of young people transitioning out of foster care in three Midwest states found that only 24 percent were enrolled in college at age 19 compared with 55 percent of 19-year-olds in a nationally representative sample (Courtney et al. 2007). That study also found that only 47 percent of young people in foster care who had enrolled in college by their mid-20s persisted through their first two semesters compared with 77 percent of a nationally representative sample of first-generation college students with low incomes (Okpych and Courtney 2019).

To address this educational attainment gap, a provision in the Fostering Connections to Success and Increasing Adoptions Act of 2008 gave states the option to extend federally funded (Title IV-E) foster care up to age 21 for young people who meet certain eligibility criteria. One of those criteria is enrollment in a postsecondary education program.
The Chafee Foster Care Program for Successful Transition to Adulthood

Young people transitioning out of foster care and into adulthood need many supports to navigate the challenges they face. Over the past three decades, federal child welfare policy has significantly increased the availability of those supports. In 1999, the Foster Care Independence Act amended Title IV-E of the Social Security Act to create the Chafee Foster Care Independence Program (the Chafee Program), the primary source of federal funding for services to support young people in foster care during their transition to adulthood. The Family First Prevention Services Act renamed the program in 2018; it is now the Chafee Foster Care Program for Successful Transition to Adulthood.

The Foster Care Independence Act requires that a small percentage of Chafee Program funding be used to rigorously evaluate independent living programs that are “innovative or of potential national significance.” In 2003, the Administration for Children and Families (ACF) contracted the Urban Institute and its partners, Chapin Hall at the University of Chicago and the National Opinion Research Center, to conduct the Multi-Site Evaluation of Foster Youth Programs. Of the four programs evaluated using a randomized controlled design, only one had a statistically significant effect on youth outcomes.

Two decades after the Chafee Program was created, we still know little about which programs for young people transitioning out of foster care are effective and which program components are essential to their effectiveness. To continue building an evidence base for programs that serve young people transitioning out of foster care and into adulthood, ACF contracted the Urban Institute and its partner Chapin Hall to carry out formative evaluation activities that could lead to future rigorous evaluations. This brief describes results from the formative evaluation of a program that aims to help young people with foster care experience succeed in college. A forthcoming companion brief describes results from a formative evaluation of two employment programs for young people with experience in foster care.

Students who have experienced foster care with wraparound services and supports to help them succeed in school and graduate. Many of these students have a history of child abuse or neglect, family separation, unstable living arrangements, multiple caregivers, and frequent school changes. As a result, they enter college with a unique set of needs that college success programs are designed to address.

Most of these programs are affiliated with a single college or university, but some operate statewide. Some receive state funding, but many are funded, in whole or in part, by private philanthropy. Programs also vary with respect to their selectivity. Some require students to apply and select the students that they serve; others serve all eligible students who want to participate. Although each is unique, programs typically address some combination of financial, academic, housing, and social-emotional needs (Dworsky and Perez 2010).

**BOX 2**

**Formative Evaluations**

Formative evaluations examine whether programs are being implemented as intended, whether expected outputs are being produced, and whether short-term outcomes are trending in the right direction. This information can be used to provide feedback to program managers about program functioning, and to determine whether a program is ready for a more rigorous summative evaluation. Our formative evaluation addressed four main questions:

- Does the program have a coherent logic model?
- Is the program being implemented with fidelity to its logic model?
- Does the program have data to measure the services it provides and their intended outcomes?
- Is it likely that an evaluation would be able to detect impacts under present conditions?

**Project Goals and Program Selection**

Despite these efforts, little progress has been made in building the evidence base for programs that improve the postsecondary educational outcomes of transition-age young people in foster care. In fact, we are not aware of any postsecondary educational programs for transition-age young people in foster care that have been rigorously evaluated. Thus, the goals of our formative evaluation activities were to learn more about the implementation of college success programs and assess whether those programs could be rigorously evaluated in the future.

One lesson learned from the multi-site evaluation was that many programs serving Chafee-eligible young people lack clearly articulated logic models or are not implemented as intended. Undertaking formative evaluation activities first increases the likelihood that any programs ultimately selected for a rigorous summative or impact evaluation would be ready.
To identify strong candidates for our formative evaluation activities, we conducted telephone interviews with representatives from 18 college success programs. During those interviews, we gathered information about when the programs began, the number and characteristics of the students they serve, the services and supports they provide, and the sustainability of their funding. Based on that information, we selected the Seita Scholars program at Western Michigan University (WMU) as the focus of our formative evaluation activities.

We begin by describing the methodology we used to conduct our formative evaluation. Next, we provide a brief overview of the Seita Scholars program. We then explain how we tested components of the program’s logic model and what we concluded from those tests. We end by discussing the implications of our findings for future evaluations of college success programs and for program developers.

Methodology

We engaged in two sets of activities for the formative evaluation. First, we conducted a pair of site visits. The purpose of these site visits was to learn about (1) the program’s logic model; (2) the way program leaders, frontline staff, program partners, and other stakeholders understand the program; (3) program participants’ experiences with the program; and (4) program or administrative data we could use. During the site visits we interviewed program leaders, frontline staff, university partners, and other stakeholders and conducted focus groups with student participants. Second, we analyzed program and administrative data on the characteristics of program participants, the services they receive, and their academic outcomes. The program data came from a database maintained by the Seita Scholars program that includes demographic information about each student in the program and information about all the contacts between students and campus coaches. The administrative data came from WMU’s University Research Administration (URA) and includes information about students’ academic performances. We used these data to answer questions about the characteristics of Seita Scholars, interactions between Seita Scholars and campus coaches, and Seita Scholars’ academic outcomes.

The Seita Scholars Program

The Seita Scholars program has been providing Western Michigan University (WMU) students who are or were in foster care with comprehensive supports since the 2008–09 academic year. It was developed in response to the disparity in college enrollment between young people in foster care and their peers despite similar levels of college aspirations and evolved over time based on the experiences of students in the early cohorts. The program is overseen by the director of WMU’s Center for Fostering Success, which aims to increase successful transitions from foster care to college and college to career.

Students admitted to WMU are eligible for the Seita Scholars program if they are 17- to 25-years-old, have experienced foster care, and qualify for the Educational Training Voucher (ETV) or the Michigan Education Trust Fostering Futures Scholarship (FFS). Students must apply to the program upon admission to WMU. On average, approximately 40 students apply each year. Students learn about the
program from various sources including child welfare caseworkers, foster or adoptive parents, and current or former Seita Scholars (including siblings). The program also engages in outreach activities.

Seita Scholars program staff include the program director, a group of certified campus coaches, a Michigan Department of Health and Human Services (DHHS) liaison, an administrative assistant, a graduate student assistant, and peer mentors for new students. Support for the program is provided by various entities across campus including the Financial Aid Office, Student Affairs, Residence Life, the Student Counseling Center, the Center for Academic Success, WMU AFSCME (dining services, facilities management, and other) volunteers, and WMU faculty who serve as professional mentors.

Seita Scholars receive a $5,000 scholarship each semester to cover their cost of attendance, which includes housing. To be eligible for the scholarship, students must live on campus and be enrolled full time. Most Seita Scholars also receive the Fostering Futures Scholarship from the Michigan Education Trust, Education and Training Vouchers (ETV), and Pell Grants.² ³ Seita Scholars receive an additional scholarship from Kalamazoo Promise if they graduated from Kalamazoo public schools.⁴

Besides the scholarship(s), Seita Scholars receive one-on-one coaching provided by campus coaches using the Fostering Success Coaching model.⁵ Coaches, who typically have a caseload of approximately 25 students, focus on the seven life domains adapted from the Casey Family Programs’ It’s My Life framework (2001; i.e., academics and education, housing, finances and employment, physical and mental health, social relationships and community connections, personal and cultural identity, and life skills) and refer students to campus- and community-based services and supports as needed. Coaches have regularly scheduled meetings with students, are available via text message, email, and phone, and provide 24/7 on-call support year-round.

The number of students the program can serve depends, in part, on the number of coaches for which the program has funding. Between 2008, the year in which the program began, and 2017, the most recent year for which we had data, the size of the Seita Scholars cohorts ranged from a low of 26 students to a high of 57 students.

In addition to meeting regularly with their campus coach, Seita Scholars are required to participate in Summer Early Transition (SET) Week and Welcome Week for incoming students; the first-year experience seminar; and the graduation preparation seminar. They also agree to live on campus and give permission for their coaches to communicate with their professors and review their grades.

Seita Scholars are eligible for year-round on-campus housing, professional mentoring, and emergency funds (if needed). During Welcome Week, they receive welcome packs containing toiletries, linens, and other essential items. They may also participate in identity groups, social events, peer mentoring, or other leadership activities and take advantage of employment opportunities.

Consistent with WMU’s academic standards, Seita Scholars are required to maintain a minimum 2.0 GPA. They are also required to be enrolled full time. However, the program recognizes that a Seita Scholar’s academic performance can be impacted by many factors, including the student’s trauma history, and does make exceptions to these requirements in consultation with the student’s campus coach.
The Seita Scholars Extended Support Program (ESP) supports WMU students who have experienced foster care but are not eligible for the scholarship or one-on-one coaching. These are typically students who exited foster care before they were old enough qualify for a federally funded Education and Training Voucher (ETV) (age 14) or the state-funded Fostering Futures Scholarship (FFS) (age 13). They may also include students who were eligible for an ETV or FSS but chose not to participate in the Seita Scholars program.

Michigan DHHS funds one campus coach and the DHHS liaison. The DHHS liaison helps students in both the Seita Scholars program and the Extended Support Program (ESP) access ETVs, Youth in Transition (YIT) funds (for students not receiving ETVs), independent living stipends (for students in the Young Adult Voluntary Foster Care program), the Supplemental Nutrition Assistance Program (SNAP—formerly food stamps), and Medicaid. The DHHS liaison also facilitates communication with students’ caseworkers if they are still in foster care.

Testing the Program’s Logic Model

Target Population

The Seita Scholars program is intended to serve WMU students who were in foster care on or after their 13th birthday. The program does not collect any information about the foster care histories of the Seita Scholars. However, we do know something about their demographic characteristics and prior academic performance from the program and administrative data that were shared.

From 2008 to 2017, 454 students participated in the Seita Scholars program. Six out of 10 of those students were female and 8 out of 10 were either African American (42 percent) or white (38 percent). The Seita Scholars are more racially diverse than WMU’s student population. In fall 2017, 69 percent of all WMU students identified as white and only 11 percent identified as African American (National Center for Education Statistics, n.d.). The average age of Seita Scholars at program enrollment was 18.9 years old. Most students first enrolled as WMU freshman (78 percent), but some enrolled in the program after transferring to WMU (22 percent).

The mean high school GPA of Seita Scholars was 3.0, and their mean composite ACT score was 18.4 (out of a possible 36). By comparison, 50 percent of students who first enrolled at WMU in 2017 scored between 20 and 26 on the ACT, 25 percent scored 27 or above, and 25 percent scored 19 or below (National Center for Education Statistics, n.d.). These data suggest that Seita Scholars may, as a group, be less prepared for college-level work than the average WMU student and could therefore benefit from the many supports the program provides.

Outputs

Coaching is central to the Seita Scholars model. Coaching is a helping approach that emphasizes partnership, goal setting, and motivation to engage in college and make progress toward graduation and career. Coaches help students acquire the knowledge, skills, and insight needed to navigate the...
transition to early adulthood. Students are expected to meet regularly with their campus coach, who is supposed to provide support in the seven life domains (i.e., academics and education, housing, finances and employment, physical and mental health, social relationships and community connections, personal and cultural identity, and life skills).

**FIGURE 1**

Seita Scholars Life Domains

The seven life domains were adapted from the Casey Family Programs It’s My Life framework. Education is the central focus of the Seita Scholars program, but the other life domains are also critical to an understanding of what students with experience in foster care need to succeed in college.

We used data the program routinely collects to examine the frequency, type, and content of communications between Seita Scholars and campus coaches. Both the average number of communications students had with their coaches and the average number of hours students spent communicating with their coaches was highest during students’ first year in the program (table 1).

**TABLE 1**

Communications between Seita Scholars and Coaches

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of hours</th>
<th>Number of communications</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>12.8</td>
<td>26.4</td>
</tr>
<tr>
<td>Two</td>
<td>11.0</td>
<td>22.4</td>
</tr>
<tr>
<td>Three</td>
<td>11.0</td>
<td>23.4</td>
</tr>
<tr>
<td>Four</td>
<td>10.4</td>
<td>21.4</td>
</tr>
</tbody>
</table>

Source: Data collected by the Seita Scholars program.
The majority of communications between Seita Scholars and their coaches were face-to-face meetings (figure 2). Texting was the next most common form of communication.

**FIGURE 2**
Type of Communication between Seita Scholars and Coaches

![Communication Types Chart](chart.png)

*Source:* Data collected by the Seita Scholars program.

*Notes:* Values for each year add up to 100 percent.

Approximately 60 percent of in-person communications between Seita Scholars and campus coaches were related to education or relationships (figure 3).

**FIGURE 3**
In-Person Communications between Seita Scholars and Coaches

![In-Person Communications Chart](chart.png)

*Source:* Data collected by the Seita Scholars program.

*Notes:* Values for each year add up to 100 percent. However, Seita Scholars are most likely to text with their campus coaches about life skills (figure 4).
To gain a fuller understanding of the content in the communications between Seita Scholars and campus coaches, we randomly selected 30 coaching notes entered into the coaching database by each of the 12 campus coaches who have worked for the program since its inception and analyzed the resulting sample of 360 coaching notes. Our analysis indicates that campus coaches perform a wide range of functions. Campus coaches use in-person meetings with students to provide encouragement, share information, teach, help, praise, evaluate progress, ask guiding questions, and listen empathetically. They use texts to find out why students missed check-ins or were absent from class, remind students about upcoming events and application deadlines, and motivate or inspire students. Campus coaches also spend time with students at program events.

Altogether, these data suggest that coaches are an important resource for Seita Scholars and that the support they provide goes far beyond help with academics or other education-related concerns.

Outcomes

The Seita Scholars program aims to achieve numerous short- and long-term outcomes related to retention (i.e., students persist to the end of their first year), grade point average (i.e., students maintain a minimum GPA of 2.0), and graduation (i.e., students graduate with a bachelor's degree). We used administrative data to measure each outcome.

One key measure of college success is the retention rate or percentage of students who return to the same school. Of the 329 students who enrolled in the program between 2008 and 2016, 86 percent returned for the spring semester of their first year and 70 percent returned for the fall semester of their
second year. The latter is lower than the 78 percent of WMU undergraduate students who first enrolled in fall 2016 and returned in fall 2017 (National Center for Education Statistics, n.d.).

Another key measure of college success is the graduation rate. Thirty-two percent \((n = 60)\) of the 192 Seita Scholars who first enrolled between 2008 and 2012 graduated from WMU within six years (figure 5).\(^{10}\) This is considerably lower than the 54 percent six-year graduation rate for full-time undergraduates who entered WMU in fall 2009 (National Center for Education Statistics, n.d.).

FIGURE 5
Six-Year Graduation Rate
*Seita Scholars graduated at a lower rate than all WMU undergraduates*

![Six-Year Graduation Rate Chart](chart.png)

*Source: Data collected by the Seita Scholars program.*

One factor contributing to the low graduation rate is that 39 percent \((n = 74)\) of the 192 Seita Scholars who first enrolled between 2008 and 2012 transferred to another postsecondary institution (figure 6). This is higher than the 30 percent transfer rate for full-time undergraduates who entered WMU in fall 2009 (National Center for Education Statistics, n.d).

FIGURE 6
Transfer Rate
*Seita Scholars transferred at a higher rate than all WMU undergraduates.*

![Transfer Rate Chart](chart.png)

*Source: Data collected by the Seita Scholars program.*

Student success can also be measured using GPA. Figure 7 shows both the average semester GPA and average cumulative GPA for Seita Scholars who first enrolled between 2008 and 2014 in each of their first eight semesters. Their average semester GPA increased from 2.2 in the fall semester of their
first year to 2.7 in the spring semester of their fourth year; their average cumulative GPA increased from 2.2 in the fall semester of their first year to 2.9 in the spring semester of their fourth year. Additionally, 54 percent of these students were on academic probation for at least one semester during their first four years because their cumulative GPA had fallen below 2.0.

FIGURE 7
Semester and Cumulative GPAs: All Non-Transfer Students from 2008 to 2012
Seita Scholars’ GPAs rose on average

Source: Data collected by the Seita Scholars program.

One explanation for the steady increase in GPA over the first four years Seita Scholars were enrolled at WMU is that students who were less prepared for college either transferred to another school or “stopped out.” Figure 8 is similar to Figure 7 except that it excludes data for students who stopped out or transferred during their first four years. When these students are excluded, less variation exists in both the average semester GPA and average cumulative GPA over time. Average semester GPAs for students who persisted for the first four years ranged from 2.6 to 2.8, and their average cumulative GPAs ranged from 2.8 to 2.9. Also, 27 percent of these students were on probation for at least one semester during their first four years.

FIGURE 8
Semester and Cumulative GPAs: Students Who Persisted for the First Four Years
Less variation in GPA exists when excluding students who dropped out or transferred

Source: Data collected by the Seita Scholars program.
These data suggest the Seita Scholars program is achieving, or has the potential to achieve, its goals. On average, students in the program are maintaining a GPA well above 2.0. Although their retention and graduation rates are lower than rates for WMU students more generally, the Seita Scholars had lower average ACT scores, which may indicate that they were less academically prepared. Moreover, the graduation rate for Seita Scholars is higher than graduation rates reported in the literature for college students with foster care experience (Geiger and Beltran 2017; Okpych and Courtney 2019). What is not clear from the data is whether the graduation rates were higher than they would have been in the absence of the program.

Assessment of Potential for Rigorous Evaluation

A major goal of our formative evaluation was to determine whether the Seita Scholars program has the potential to be rigorously evaluated in the future. Based on what we learned about the program from our site visits and other communications with the program’s leadership, we believe that (1) the program could reasonably be expected to achieve its intended outcomes; (2) the program’s implementation is largely consistent with its logic model; and (3) the data needed to measure service provision and key outcomes are available. At the same time, other criteria for conducting a rigorous evaluation of the Seita Scholars program would be difficult to meet. Specifically, we believe that identifying a sufficient number of students who are eligible for but not participating in the Seita Scholars program and not receiving similar services from another program (i.e., Extended Support Program) would be extremely difficult. In other words, no clear comparison or control group exists whose outcomes can be compared with those of Seita Scholars. Consequently, we have concluded that it would not be feasible to rigorously evaluate the Seita Scholars program at Western Michigan University.

However, that does not mean a rigorous evaluation of the Seita Scholars model could not be designed. One option would be to replicate the program at another college or university where similar services are not currently available and conduct an individual-level randomized controlled trial (RCT). For this to be a viable approach, the number of students who had been in foster care would need to be large enough to create both a treatment group of students who participate in the program and a comparison group of students who do not.

An alternative approach would be to replicate the model at multiple colleges or universities and then use a quasi-experimental design that would involve comparing the outcomes of students who enrolled before the program was implemented with outcomes of students who enrolled after the program was implemented at each participating school. Although this approach is probably more feasible than an individual-level RCT, it would still require significant investments of time and resources. Additionally, while it may be possible to replicate individual program components, such as the scholarship or one-on-one coaching, replicating the commitment of program leadership, staff, and the larger institution may not be as easy.
Lessons for the Field

Our formative evaluation of the Seita Scholars program offers lessons for both program developers and evaluators.

Lessons for Program Developers

College students with foster care experience need assistance not only with academics, but also with other aspects of their lives. Seita Scholars spoke highly of their relationships with campus coaches. These students felt they could talk openly with their coaches about any problems they were experiencing—whether personal or academic—and credited their coaches for much of their success at WMU. Program developers should consider incorporating coaching into college success programs using a model like Fostering Success Coaching, which focuses not only on education, but on a range of life domains.

Although financial assistance is not the only support young people with foster care experience need to enroll and succeed in college, our conversations with Seita Scholars indicated that it can make a big difference. The students we spoke with acknowledged they could not have afforded to attend a school like WMU without the $5,000 scholarship they receive each semester. Program developers should think about offering a scholarship as part of their college success program to attract potential students who might not otherwise apply to their school.

Having institutional support—both financial and otherwise—from the highest level of the college or university administration is essential to any college success program's sustainability. It also signals the college or university is committed to helping program participants succeed. Our conversations with members of the WMU community made it clear that the Seita Scholars program enjoys a significant amount of institutional support. Program developers should cultivate institutional support by, for example, encouraging faculty and staff to serve as mentors or volunteer for special events and in advisory capacities for their programs. They should also seek input from campus community members who can help guide decisionmaking about program development. Finally, program developers should take steps to ensure that participating in the program does not have unintended negative consequences. For example, some Seita Scholars told us that classmates sometimes assume they were only admitted to WMU because they had experienced foster care (even though students must be admitted to WMU before they can apply to the program) or questioned why other groups of students (e.g., first-generation college students, students from immigrant or migrant families) are not eligible for the program. If students feel stigmatized or defensive as a result of these experiences, they may be less likely to participate in the program or engage in program activities. Similarly, Seita Scholars are required to live on campus in student housing as a condition of their scholarship. Some students we spoke with were critical of this requirement because it isolates them from their peers who are free to live off campus. Program developers should take care not to establish program requirements that preclude participants from making choices available to other students.
Lessons for Evaluators

College success programs like Seita Scholars are inherently difficult to evaluate. Most colleges and universities do not enroll a large number of students with foster care experience, and college success programs typically want to serve as many eligible students as they can. Consequently, it will be difficult, if not impossible, to identify a comparison group of students who are eligible for but not participating in the program nor receiving other similar services. This means that evaluators who wish to measure the impacts of these programs will need to consider designs other than the traditional individual-level randomized controlled trial.

Additionally, to ensure that programs can be evaluated, evaluators should begin working with program developers from the beginning rather after the program has been designed and implementation has begun. This will allow evaluators to provide input on the data programs are collecting about their students and the services and supports their students receive. Evaluators can then work with program developers to ensure programs have the capacity to manage those data. Evaluators can also identify any data that will be needed from the college or university to measure outcomes of interest.

Notes

1 WMU students may also be eligible if they are the sibling of a Seita Scholar.
2 The Michigan Education Trust funds the Fostering Futures Scholarship (FFS), which can be used to pay for tuition, fees, room and board, books, and supplies or equipment required for enrollment. Students are eligible for FFS if they were in foster care because of abuse and/or neglect on or after their 13th birthday and are attending a community college or four-year college or university in Michigan at least half time.
3 In Michigan, young people are eligible for an ETV if they were in foster care on or after their 14th birthday.
4 Kalamazoo Promise provides students who graduate from Kalamazoo public schools with tuition to any public college or university in Michigan.
6 High school GPA data were missing for 65 students, and high school ACT data were missing for 81 students. Transfer students accounted for 60 percent of the students missing ACT scores and 77 percent of the students missing high school GPAs.
7 A program year would begin in the fall and end the following summer.
8 The program aims to achieve numerous other outcomes that cannot be measured with the administrative data. These include that students feel part of a community; students are engaged in the program and in campus life; students become peer leaders; and students are employed or pursuing a graduate degree within six months of graduation.
9 Because transfer students could have enrolled in the Seita Scholars program at any point after their first year, we focus our outcomes analysis on the Seita Scholars who began their postsecondary education at WMU.
10 Four students graduated after seven or more years.
The term “stopped out” is typically used to describe students who leave college temporarily but eventually return. Setia Scholars uses the term more broadly to describe students who leave college regardless of whether they return or not.

Nevertheless, the program expects to reduce the number of students served per year from 150 to 75 by 2022–23 because of budgetary constraints.

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