

Supporting Achievement: Basic Needs Assistance Program at a Community College

EVALUATION REPORT

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TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
BACKGROUND	2
LA Southwest College and LA College Promise Program	2
BNA Program	3
Theory of Change	4
Timeline of Implementation	5
Program Scale and Eligibility	6
METHODOLOGY	8
Quantitative Approach	8
Data and Indicators	8
Comparison Groups	9
Qualitative Approach	10
Administrator Interviews	10
Short Text-Based Surveys and Online Survey	11
Student Interviews	11
FINDINGS	13
BNA Awardees	13
Demographic Profile and Financial Need	
Academic and Other Supports	15
Program Impact	16
Indicators of Academic Outcomes	
Use of BNA Funds	
Students' Financial Need, Necessity to Work, and Motivation	
Program Implementation	
Challenges of Providing Intensive Student Support	
Limited Resources and Personnel Turnover	
Program Planning and Communication	
Student Views on Program Design	22
CONCLUSION AND RECOMMENDATIONS	24
GLOSSARY	26
REFERENCES	27
ANNEYLIDES	20



Supporting Achievement: Basic Needs Assistance Program at a Community College

EXECUTIVE SUMMARY

The Basic Needs Assistance (BNA) Program provides financial assistance to high-need community college students with the aim of helping them persist through college and achieve their academic goals on time. The program provides \$4700 worth of scholarships to Los Angeles College Promise Program (LACP) students enrolled at Los Angeles Southwest Community College (LASC) in their first year of enrollment.

The goal of the evaluation is to:

- 1. Learn about the BNA Program and needs of BNA Awardees
- 2. Document whether the program was effective in terms of key short-term academic outcomes
- 3. Understand how the program was implemented and experienced by administrators and students

The team at University of Southern California's Pullias Center at the Rossier School of Education and Sol Price Center for Social Innovation designed a mixed-methods evaluation that includes document analysis, interviews with administrators and students, short text-based and online surveys, and student-level transcript data analysis that compares persistence and short-term academic outcomes between two pre-BNA cohorts of Los Angeles College Promise students and the first cohort of BNA Program. This report shares background information about LASC and its Promise Program, the methodology adopted for the evaluation, and findings from the qualitative and quantitative evaluation of the program. The evidence on program evaluation indicates that:

- 1. BNA Awardees have better short-term academic outcomes in terms of credit accumulation, GPA, and full-time enrollment as compared to similar students in prior cohorts of the LA College Promise Program.
- 2. BNA Awardees primarily use the grants and discretionary monthly stipends to pay for educational expenses and basic living expenses like food, rent, and utilities for themselves or their families. Less financial stress, greater motivation to maintain enrollment and GPA requirements, and reduced working hours emerge as the main potential mechanisms through which the BNA Program affects academic outcomes of students.
- 3. The program implementation can be improved through better planning in terms of program outreach and communication, dedicating more administrative and counseling resources for program management, and removing small barriers to student access such as the spring application forms.

The report concludes with a number of recommendations for the development of future financial aid programs by the Leonetti O'Connell Family Foundation.

BACKGROUND

In fall 2021, the Leonetti O'Connell Family Foundation (LOCFF) began implementing a pilot for a new scholarship program at the Los Angeles Southwest Community College (LASC). The program draws its inspiration from several on-going initiatives such as Pritzker Family Foundation's support for the Finish Line Scholars Program¹ that focusses on 34 underserved California Community colleges and provides financial assistance to students close to completing their degree, certificate, or transfer goals; the Emergency Aid Program at Los Angeles Community College District (LACCD) funded by the Leonetti O'Connell Family Foundation², that gave emergency grants to students at high-risk of dropping out; and several universal basic income pilots undertaken by cities such as the Stockton Promise³ in Stockton, California. The aim of the program is to provide high-need students with financial assistance so that they can remain enrolled in college full time and make progress towards earning their desired educational outcomes (e.g., certificate, Associate Degree or transfer to a four-year college). Especially as students are currently facing unprecedented pressures to enroll part-time as a result of a robust job-market, inflationary pressures, and the flexibility of online learning that is still prevalent in community colleges.

The BNA Program focusses on supporting students at Los Angeles Southwest Community College, one of the smallest colleges in LACCD. The two-year Los Angeles College Promise (LACP) program provides a host of wraparound services to full time, first-time-in-college (FTIC) students who maintain satisfactory academic progress (refer to the Glossary for more details). The BNA Program provides the Promise scholars with additional grants of \$4700 in their first year of enrollment. In fall 2021, 74 students started

in the BNA Program and received a \$350 book grant. Of these, 42 students persisted as BNA Awardees in spring 2022 and received another book grant for \$350 followed by four \$1000 monthly installments in February, March, April, and May 2022. The BNA Program is implemented with the combined efforts of the LACP Program staff at LASC and officers at the LACCD Foundation and LOCFF.

This evaluation of the BNA Program focuses on scholars that remained in the program for fall 2021 and spring 2022. The evaluation has a three-fold aim. The first is to develop a better understanding of BNA Awardees and their needs. The second is to determine if and how the BNA Program affected their academic outcomes. The third, to understand if the program implementation can be improved to serve student needs more effectively. We use three sources of data for a mixed-methods evaluation of the program; interviews with students and program administrators, analysis of administrative data, and short-text based and online surveys with BNA Awardees. This report provides contextual details about BNA Program, the methodology adopted for the evaluation, the findings about academic outcomes and program implementation, and our recommendations for improving the program design.

LA Southwest College and LA College **Promise Program**

LA Southwest is the smallest college in LACCD in terms of enrollment. In fall 2020, LASC accounted for close to 5% of the 103,000 students enrolled for credit in the LACCD district (see Table 1). The college serves more minority students, especially Black students, as compared to other LACCD colleges. A large majority of LASC students come from low-income backgrounds and qualify for the CA Promise Grant (erstwhile BOG Waiver, refer to Glossary).

¹ Finish Line Scholars Program supported by Pritzker Foundation. https://foundationccc.org/What-We-Do/System-Support-and-Services/ Finish-Line-Scholars-Program

² Emergency Grants supported by BNAFF. https://BNAff.org/wp-content/uploads/2021/06/USC-Price-Emergency-Response-REPORT-Final.pdf

³ Stockton Promise. <u>https://www.stocktondemonstration.org/about-seed</u>

TABLE 1. Students in Los Angeles Community College District (LACCD) students, LA College Promise Program, and LA Southwest (LASC) in fall 2020

STUDENT CHARACTERISTIC	All stı	ıdents	LA College Promise		
CHARACTERISTIC	LACCD	LASC	LACCD	LASC	
Number enrolled in fall 2020	103,215	5,236	4,622	79	
Receiving CA Promise Grant	53%	57%	72.5%	76%	
Receiving Pell Grant	21%	22%	45.7%	44%	
Latino/a/x	61%	50%	76%	63%	
Black	8%	35%	4%	34%	
White	15%	5%	8%	0%	
Asian	7%	2%	7%	0%	
Other	9%	8%	4%	3%	

Source: LACCD data dashboard4

The Covid-19 pandemic has caused enrollment declines at LASC and created severe hardships for a student population that is already under-resourced and faces multiple challenges in attaining their desired educational outcomes. Students face food insecurity, lack of childcare support, and need for access to laptops, and hot-spot internet connection among others (CCCSE, 2022). In order to retain enrollments, community colleges need to either address these basic needs or connect students to appropriate resources (The Hope Center for College, 2021).

The LA Community College District serves a diverse, urban, and high-need population. In line with several other California districts, the LACCD adopted the Los Angeles College Promise Program (LACP) in fall 2017 in order to improve student outcomes (see Box 1)5. Participation in the LACP program is restricted to first-time-in-college (FTIC) students who commit to stay enrolled full time (take 12 or more credits) and maintain a 2.0 GPA. Due to these conditions only, a small percentage of LACCD students are part of the Promise Program (4% all students enrolled in fall 2020). In comparison with other students at LACCD,

the Promise Program serves students with higher financial need (see Table 1). Latino/a/x students are overrepresented amongst LACP students at LACCD, especially in comparison to other minorities like Black students.

LASC is one the smallest campuses in LACCD in terms of enrollment, consequently its Promise Program cohort is much smaller than other campuses as well. In fall 2020, only 447 of the students 3826 students enrolled at LASC were FTIC. Of these, only 82 students were part of the Promise Program. Given the small scale, LASC's Promise Program is managed by a team of four individuals, a full-time Promise Coordinator and counselor, a full-time career coach, and two part-time Promise Counselors. This team also implemented the BNA Program at LASC in 2021-22.

BOX 1. Los Angeles College Promise

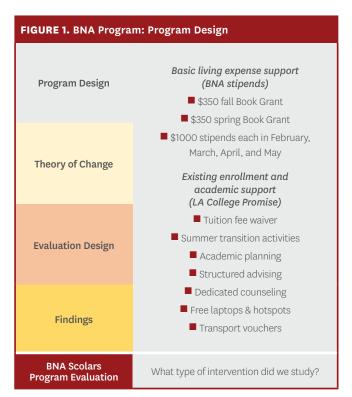
The Los Angeles College Promise, referred to as the Promise Program or LACP, was started in 2017 to help LA community college students improve their academic outcomes. The program provides enrollment support and early registration for students, gives enrollment fee waiver¹ in first year, and requires students to fill out the FAFSA/Dream Act forms so that they can maximize financial aid from other sources. Wrap-around services for the participants include summer transition activities, structured counseling, academic planning, advising, and career coaching. Additionally, LACP students receive a free laptop, hot-spot internet connection, and transport vouchers. The program design assumes that full-time enrollment supported by wrap-around services will help students transfer or complete their credential in two years.

BNA Program

The BNA Program draws all its participants from the LA College Promise Program. The BNA Program is designed with the assumption that combining supports of an

⁴LACCD Data Dashboard. https://www.laccd.edu/Departments/FPIE/Research/Dashboards/Pages/default.aspx

⁵ https://lacollegepromise.org/



established program like LACP with financial assistance will lead to improvements in persistence and academic outcomes for high-need students. As shown in Figure 1, BNA Awardees receive support in two key forms. First, students receive fee waivers, counseling and career planning services, and academic support through LACP. Second, students receive \$4700 worth of financial assistance to cover educational and basic living expenses.

In 2021-2022, most of the BNA grant amount was disbursed in the spring term of the first year of enrollment. This was done to ensure that the resources were only invested in students motivated enough to persist with full-time enrollment in both fall and spring terms. In fall 2021, 74 BNA Awardees received one book grant worth \$350 each. In the spring term, 42 students who had persisted with full-time enrollment into the spring term were given an additional book grant of \$350 followed by four monthly stipends of \$1000 each (in February, March, April, and May 2022). BNA administrators determined that \$350 per term was sufficient for students to cover books and supplies and the \$1000 grants each month in spring would contribute towards basic living expenses of students.



Theory of Change

The implicit theory of change of the BNA Program is that the crucial financial support provided to Promise Scholars will help them focus on their academic progress, maintain full-time status, and maintain GPA requirements necessary to re-enroll for the second and last year of the Promise Program. Figure 2 captures how the two elements of program design are related to the theory of change.

Supports already provided by LACP program form an important part of the BNA Program design. By working with LACP students, the BNA Program benefits from the recruitment process, eligibility requirements, and dedicated administrative staff of an already established program that has had a positive effect on student retention and success. Many aspects of the Promise Program, such as tuition support tied to academic expectations, academic planning, success coaching, and other integrated supports are known to have a positive effect on student retention and progress in community colleges (Bailey et al., 2015; Bettinger & Baker, 2014; Hallberg et al., 2022; Scott-Clayton, 2011b).

Students are currently facing unprecedented pressures to enroll part-time as a result of a robust job-market, inflationary pressures, and the flexibility of online learning that is still prevalent in community colleges. The fact that students have access to a last-dollar award or basic income that can be used at their discretion is unique and probably critical to help the students remain enrolled. Financial assistance can affect academic outcomes through three mechanisms. Firstly, the financial incentive can affect their motivation to maintain enrollment and GPA requirements (Scott-Clayton, 2011b). Secondly, BNA stipends can help students meet educational expenses, living expenses, and fulfill obligations towards dependents without needing to work part time or full time. Working more hours has been associated with worse academic outcomes for students (Scott-Clayton, 2011a; Stinebrickner & Stinebrickner, 2003). Lastly, financial and academic support programs positively affect psycho-social outcomes like financial stress, students' sense of belonging on campus, and academic self-efficacy that lead to better academic outcomes (Fong et al., 2017; Melguizo et al., 2021; Swanson et al., 2021).

Evidence from programs in other settings (like the One Million Degrees in Chicago and PASS project at the University of Nebraska) suggests that any positive impact of the BNA Program should be reflected in measures

of student persistence and academic outcomes such as student retention from fall to spring term, retention from first to second year, attempting 12 credits in each term, and maintaining a 2.0 GPA. Student progress along these indicators of academic momentum are associated with higher rates of on-time credential completion in community colleges (Adelman, 1999, 2006; Attewell et al., 2012).

Timeline of Implementation

As a newly piloted program, the timeline of BNA Program implementation is critical to understanding its impacts. Figure 3 highlights key milestones in the management of the program through the academic year, delays in communication about the BNA Program, and loss of critical personnel.

The college recruitment and outreach for the LACP program occurs over spring and summer terms, and includes recruitment events, summer bridge activities, and student orientations. As the BNA Program was designed over spring and summer 2021, students were only informed about it in fall 2021 when most of the LACP recruitment and orientation events had already occurred. Thus, the incoming 2021 cohort of LACP students at LASC were not fully aware of the BNA Program, its benefits, and eligibility requirements.

FIGURE 3. Timeline of BNA Progra	FIGURE 3. Timeline of BNA Program Implementation				
Spring and Summer 2021	LACP recruitment done in high schools. BNA Program designed and ready for implementation by end of summer.				
August 2021	LACP students receive emails to fill online BNA application after LACP fall orientations and summer bridge activities are over				
September 2021	74 out of 82 Promise Scholars apply for BNA. Award email for the \$350 book grant includes information about \$4350 worth of grants in spring and eligibility requirements. No further communication about BNA Program sent to students in fall 2021				
End of fall 2021	LACP Coordinator at LASC leaves				
January 2022	Fall BNA Awardees emailed about the spring application and opportunity to receive \$4350 in grants over the term				
Early February 2022	Reminder emails, phone calls by counselors to encourage students to apply				
Late February 2022	BNA Awardees spring cohort of 42 students finalized. Students receive \$350 book grant and the first \$1000 stipend				
Late March, April, and May, 2022	In the last week of each month, 42 students receive the \$1000 monthly stipends				

In August 2021, LACP students were invited over e-mail to fill an online application to participate in the BNA Program, informing them about the \$350 grant for books and supplies. Due to a low response rate, Promise Counselors at LASC reached out to students using text messages and phone calls to fill the application. They successfully recruited 74 (92.5%) of the Promise cohort to apply for BNA Program. The initial challenges faced in communicating with students and ensuring they take the right action persisted during the later stages of the program as well as the program evaluation efforts.

By 14th September 2021, 74 Promise scholars received one email informing them about their selection into the BNA Program. The email mentioned that students would receive a book grant in fall 2021 and further awards in spring 2022 if they fulfilled certain conditions for remaining eligible for the BNA Program (an example of the email is attached in Annexure 1). Through fall 2021, BNA Awardees continued receiving the counseling and support services usually provided to all Promise scholars. However, information about the BNA Program or the spring benefits was not communicated again during their sessions or via email through the remainder of fall term.

Towards the end of fall 2021, the LASC Promise Coordinator administering the program left LASC. This position holder was responsible for actively reaching out to BNA Awardees, planning program activities, and coordinating between various administrative departments. The remaining LACP team had two part-time counselors and one career success coach. They had not been involved in designing the program, were not very familiar with eligibility conditions or amounts of BNA grants to be awarded in spring 2022. They were also engaged in providing intensive advising and arranging all other recruitment and support activities for about 160 students in the first and second year of the LA College Promise Program⁶.

The spring outreach for the program began on 14th January 2022, all fall BNA Awardees were sent an email with the spring application link and information about the \$4350 worth of grants available in spring 2022. It is important to note that all the details collected in this application could be deduced from student records. Due to low numbers of applications received, reminder emails were sent on 1st and 4th February 2022 and Promise counselors reached out to students using phone calls and texts.

The final determination about student eligibility based on full-time enrollment status could only be made after the add-drop period for the spring term ended on 22nd February 2022. At this point, 42 students had already registered for full-time enrollment, maintained a 2.0 GPA, and filled the spring application. By 24th February 2022 these students received a \$350 book grant and the first installment of \$1000. The second, third, and fourth installments of \$1000 grants were sent on 28th March, 26th April, and May 25th, 2022. For the purposes of this evaluation, only 42 students are considered to be 'BNA Awardees' as they received the full extent of benefits of the BNA Program.

Program Scale and Eligibility

Community college students face many academic challenges and a lack of resources off campus which makes student retention and persistence a challenge. Programs such as LACP and BNA Awardees are designed to support students through these challenges and ensure higher rates of enrollment from fall to spring and from the first to second year of enrollment. As shown in Table 2, only half of the FTIC students starting in the fall term enroll either full-time or part-time in the spring term. In comparison, more Promise students from fall 2021 (73%) remained within the program (that is, full-time enrollment in spring with GPA of 2.0).

⁶ Academic advisors in programs such as Accelerated Study in Associate Programs (ASAP) that provide similar wrap-around services for students maintain a caseload of 150 students per advisor (What Works Clearinghouse, 2019). In addition to advisers, administrative staff manage all other aspects of the ASAP program. In LASC, the team of Promise Counselors administers the entire program in addition to providing on-going advising for students.

TABLE 2. LASC students: FTIC, LA Promise Scholars, BNA Awardees in fall 2021

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	Fall	Spring	Fall to spring persistence
FTIC students starting in fall 2021	447	214	48% (full/part time enrollment)
Promise scholars fall 2021	82	61*	74% (within program)
BNA Awardees fall 2021	74	42	57% (within program)

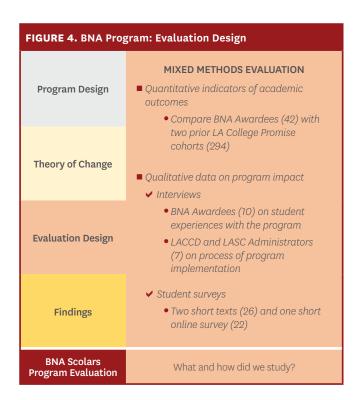
Source: LACCD administrative data, *LASC Promise administratorsv

On the surface, both the LACP and BNA Program have the same requirements. They need students to remain enrolled for 12 or more credits in fall and spring terms, maintain an overall GPA of 2.0, and maximize their grants from other sources by filling out the FAFSA/California Dream Act forms. However, the BNA Program had a lower within-program persistence rate (57%) from fall 2021 into spring 2022, compared to LACP. This is mainly because BNA Program follows a stricter timeline and requirements for keeping students in the program. Firstly, all BNA Awardees were required to fill an application to become part of the program in spring. This appears to be an unnecessary barrier for retaining students in the program as the application does not collect any information useful for determining program eligibility.

Secondly, the BNA Program only includes students who fulfilled all enrollment conditions by 22nd February 2022. The Promise Program puts students on probation for the entire term if they fall below 12 credits or the GPA cutoff. Students continue to be in the program as they take accelerated courses or additional credits to maintain their enrollment status, or academic standing, or resolve administrative problems with FAFSA, enrollment, or other records. Due to less stringent time limits and requirements, the Promise Program is able to support more students for a longer period of time.

METHODOLOGY

The aim of the BNA Program evaluation is threefold, 1) to investigate the association of the program on student outcomes, 2) to understand the potential mechanisms through which the program affects student outcomes, 3) to analyze the implementation of the program and suggest improvements in the process. Given the varied aims of the evaluation, we use mixedmethods approach for a holistic evaluation of the BNA Program (Tashakkori & Teddlie, 2021). The quantitative aspect of the study tracks first-year academic outcomes of the participants in the program using transcript-level data from LACCD. The qualitative aspect describes the process of implementing the program and explores the potential mechanisms through which outcomes are affected using inputs from interviews and short surveys with students. Figure 4 summarizes the sources of data used for this evaluation.



Quantitative Approach

The quantitative approach for the evaluation uses student level transcript and demographic data received from LASC to measure student progress across a range of indicators that are expected to be affected by the BNA Program.

Data and Indicators

The analysis of student outcomes is based on detailed administrative data shared by the LA Community College District. The data used in our evaluation includes details on student demographics such as gender, race, age, student-aid and Promise participation status. Our dataset includes course-level information on student enrollment status, grades, classes and subject attempted, by each term. The dataset includes information on student enrollment from summer 2017 to spring 2022.

Using this data, we compare the demographic profile of BNA Awardees with other students at LASC and LACCD. More importantly, we assess the impact of the BNA Program by comparing key academic indicators for BNA Awardees with comparable student groups at LASC over time. They include:

- Percentage of students attempting 12 credits and completing 12 credits in Term 1
- Percentage of students attempting and completing any college English and college math credits in
- Percentage of students attempting 24 credits and completing 24 credits in Year 1
- Percentage of students attempting and completing any college English and college math credits in Year 1
- Percentage of fall starters enrolling full-time and part-time in subsequent spring term
- Term 1 and Year 1 Grade Point Average

The academic indicators chosen for the comparison have been associated with greater academic momentum and ontime credential completion by community college students (Adelman, 1999, 2006; Attewell, Heil, and Reisel, 2012). Though Term 1 GPA and spring term enrollment were used as criteria for selection into the BNA Program, we include them as key indicators because the existence of the BNA Program may have affected student decisions to maintain higher GPAs in the fall term or enroll for more credits in the spring term.

Comparison Groups

In order to understand the potential impacts of the BNA grants, the above indicators will be compared with continuously enrolled students from two prior cohorts of LA College Promise students (fall 2019 and fall 20207). Continuous enrollment is defined as enrollment in both fall and spring terms of a particular academic year. BNA Awardees differ from all other student groups on campus, not just because of the BNA grants received, but also because of their FTIC status, full time enrollment, and wrap around support they receive. The natural comparison group for BNA Awardees would be LACP students from prior years who did not receive the BNA grants but did receive the full scope of the LACP services through two terms of enrollment. Both prior cohorts of 2019 and 2020 have also experienced some level of exposure to the Covid-19 pandemic. Any significant positive deviations in academic momentum indicators from prior cohorts suggests a positive association with the BNA Program.

We exclude non-BNA LACP 20218 students from the comparison for two main reasons. First, some of these students received the fall BNA book grant while others did not, causing within group variations in treatment. Second, some of the indicators tracked in the evaluation (fulltime spring enrollment and GPA) also determine ongoing student participation in the BNA Program. Students remaining in BNA in spring 2022 would, by definition, perform better at these indicators than those who did not qualify for the program. The differences shown in such a comparison would overestimate the positive association between improvements in academic outcomes and participating in the BNA Program. Table 3 below shows the two main comparison groups used in this analysis.

TABLE 3. Compariso	n Group for Qu	uantitative Ana	ılysis
	LACP 2019-2020*	LACP 2020*	BNA 2021-2022
Number of students	161	60	42
% Female	65%	70%	60%
Race: Black	19%	30%	36%
Race: Latino/a/x	75%	67%	57%
Race: White	0%	0%	0%
Race: Asian	1%	0%	0%
Race: AIPI	0%	0%	0%
Race: Other	5%	3%	7%
% Pell	57%	50%	67%
% BOG	85%	80%	93%
% Age under 20	98%	93%	67%
% Age 20-24	2%	5%	17%
% Age 25 or over	0%	2%	17%

Source: LACCD administrative data. *The LACP fall 2019 cohort had 216 students while LACP fall 2020 cohort had 79 students. Including only continuously enrolled students (enrolled in both fall and spring terms of first year) limited the comparison group to 75% of the LACP cohort in each year.

⁷ The 2017 and 2018 cohorts of Los Angeles College Promise are not included in the comparison for two reasons. First, the LACP program started in 2017 and was still getting established in 2018. Second, various LACCD campuses implemented a developmental education reform, AB 705, over 2017 and 2018. This reform resulted in changes in student placement in college-level courses and subsequent course-taking patterns. Due to the variations caused by the two factors, 2017 and 2018 LACP cohorts do not form an appropriate comparison group for the BNA Awardees.

⁸ In fall 2021, 82 students were a part of the LACP program. Of these, 74 students received the BNA fall grant. The cohort of BNA grantees was reduced further to 42 students in spring as some LACP students did not fill the application or fulfill the conditions for participating in the program (full-time enrollment in spring and GPA). This implies that 40 students started in LACP in fall 2021 but did not receive the full scope of BNA benefits and would form a potential comparison group for BNA Awardees in the same year.

The BNA Awardees cohort is slightly different from prior cohorts of LACP students (that persisted to spring term). This cohort not only serves a much larger proportion of Black students (similar to their proportion in the larger LASC student body), it also includes many more lowincome students that qualify for Pell grants and feewaivers. Additionally, the BNA cohort includes many more students above the age of 20 than prior LACP cohorts.

The BNA Program requires good academic standing, keeping track of program emails, and timely action to ensure all requirements are met by the program deadlines. Older students may keep up with the requirements due to better organization skills while low income students may have greater financial motivation to do so. Similarly, financial needs or family responsibilities may have led some highly motivated students to delay entering college by a few years. When they do enroll in college, they may be in a better position to apply for and remain enrolled in programs like BNA Awardees.

Qualitative Approach

The qualitative approach to the evaluation uses data from three different sources. First, administrator interviews which focused on the design and challenges of implementing the BNA Program. Second, two short text-based surveys and one online survey collected data from students about their financial needs and use of BNA Grants. Third, student interviews centered on the needs of BNA Awardees and potential mechanisms through which the BNA funds affect their academic progress. The qualitative data provides important contextual details about the program design and implementation processes that is not reflected in the quantitative analysis of student outcomes.

Administrator Interviews

In order understand the BNA Program's design as well as management, we conducted interviews with seven present and former administrators at LACCD and LASC. These individuals are closely associated with the design and implementation of the BNA Awardees' program. The list of interviewees and the interview protocol are included in Annexure 2. The interviews were conducted over zoom and lasted about an hour.

The interviewees were purposely sampled based on preliminary conversations with nine LACCD and LASC administrators in February 2022. The administrators were engaged in the management of the College Promise Program at the district and college levels. Additionally, the evaluation team collected written documentation related to the BNA Program such as student award letters, application forms, etc. The initial conversations and documentary analysis yielded useful insights about the structure of the LACP program, support services received by the students, exact timeline of BNA Awardees implementation, processes of student recruitment and enrollment, and key individuals involved in the Promise and BNA scholar program implementation.

The initial administrator interviews were also critical in informing our evaluation design. For instance, we discovered that Promise Program/BNA Program students are not responsive to communications sent over email; they are more likely to respond to texts and phone calls from LACP counselors. Consequently, the evaluation was modified to incorporate the use of text messages to recruit students for the interviews and to conduct the short textbased surveys. Tailoring communication to the specific needs and preferences of the students allowed us to get a better response rate.

Short Text-Based Surveys and Online Survey

The difficulties faced in recruiting students for the program suggested that student recruitment for program evaluation would also be a challenge. Rather than relying solely on hour-long interviews with a small number of BNA Awardees, the evaluation team cultivated a low-touch approach to collect data from a larger proportion of BNA Awardees. After obtaining consent, students were sent two short text-based surveys and one short online survey through the spring term. The surveys were sent to students approximately three weeks after they received the second, third, and fourth installments of funds in spring 2022. Each survey round remained open for a week and students were sent three text reminders before the surveys were closed.

TABLE 4. Su	TABLE 4. Survey Details and Respondents								
	Respondents	Latino/a/x	Black	Other	Dates				
Survey Text 1 (1 question)	26	54%	38%	8%	20th-28th April '22				
Survey Text 2 (1 question)	26	54%	38%	8%	18th-23rd May '22				
Qualtrics survey (8 questions)	22	55%	36%	9%	6th-10th June '22				
BNA Awardees	42	57%	36%	7%	_				

Table 4 summarizes the survey response rate and demographic details of respondents. The survey respondents were broadly representative of the BNA cohort in terms of racial composition (of the 42 BNA Awardees 57% were Latino/a/x, 57% were Black, and 7% were of other or unknown race/ethnicity). More women responded to the surveys (70%) even though they form only 60% of the BNA Awardees cohort. In general, more reminders were needed to recruit or get responses from male students for surveys and interviews.

The first two surveys comprised of a single short question about how the student used the previous \$1000 BNA Awardees stipend. Students were offered a \$15 gift card for responding to each survey. The last survey included eight multiple choice questions and was hosted online on Qualtrics. The link for the survey was texted to students. This survey collected details on student's financial obligations, work status, use of the BNA stipends, impact of BNA stipends, and suggestions for improving the program design (see Annexure 4 for survey protocols). Students were given a \$25 incentive for responding to the third survey.

As the surveys covered more than half of BNA the scholars and the broad areas covered were similar to the student interviews, the survey responses were useful in triangulating data collected from interviews. The results from both methods are discussed in the findings section of the report.

Student Interviews

An interviewer with substantial experience in interacting with the community college student population conducted hour-long interviews with 10 out of 42 BNA Awardees who were a part of the program in fall and spring terms. The structured interviews were designed to gather information on how the BNA Program is helping students achieve their academic goals (protocol included in Annexure 3). The interviews were held between 10th of May and 6th of June 2022, after students had received at least three of the four BNA Awardees stipends. A representative sample of interviewees was drawn on the basis of gender and race of the BNA cohort of 42 students (see Table 5).

TABLE 5. Demographic Profile of BNA Awardees and Interviewees						
	BNA Awardees	Interviewees				
Female Latino/a/x	31%	30%				
Female Black	26%	30%				
Female Other	2%	0%				
Male Latino/a/x	26%	30%				
Male Black	10%	10%				
Male Other	5%	0%				
	42	10				

Source: LACCD administrative data

Students were texted and emailed about the interviews and offered a \$50 gift card for their participation. As recruiting participants for the surveys had already posed a challenge,

requests for interview participation were first sent to survey-respondents rather than non-respondents. When students could not be recruited for some demographic groups (like males of Other ethnicities), survey nonrespondents were also contacted but this did not result in any interviews. As shown in Table 5, systematic recruitment efforts resulted in fair representation of all racial and gender groups amongst the BNA Awardees interviewees.

The audio interviews were held online over Zoom at a time that suited the student and interviewer. The interview recordings were transcribed for analysis and thematically coded using a qualitative analysis

software (Nvivo). Interview protocol informed the initial coding scheme that was modified based on responses from interviewees. Codes included broad categories like 'student background', 'non-BNA support', 'BNA experience', and 'improvement suggestions'. Each code was further disaggregated into sub-codes. For example, BNA experience included a code for 'impact' which was further broken into 'use of funds', 'impact on work', 'other', and 'condition in absence of BNA funds'. The codes were aggregated to find key themes and findings were triangulated with survey responses, and quantitative analyses.

FINDINGS

The BNA Program leverages the wrap-around services provided by the Los Angeles College Program and provides Promise scholars with crucial financial support in the form of monthly stipends and book grants. The implicit theory of change of the BNA Program is that the combination of academic and financial support will help students re-enroll for the second and last year of the Promise Program. Access to a last-dollar award or basic income that can be used at student's discretion is probably critical in helping students maintain full time enrollment and good academic standing required to remain in the Promise Program.

FIGURE 5. BNA Prog	ram: Findings
Program Design	■ Increases in credits attempted and credits completed higher GPAs and rate of full-time enrollment
Theory of Change	 Fewer students work full time, and feel financial stress Students use stipends for education expenses, food, rent, and utilities
Evaluation Design	 Better communication strategy for BNA More administrative resources for implementation
Findings	Removal of unnecessary barriers Leverage strengths of Promise program
BNA Scolars Program Evaluation	What did we find?

We find that BNA Awardees are high financial needs students that benefit from multiple academic and nonacademic supports provided to them through the BNA Program and participating in the LA College Promise Programs (LACP). As summarized in Figure 6, quantitative analysis of academic indicators shows that BNA Awardees tend to have stronger academic outcomes than their

peers in the two prior cohorts of the LA College Promise Program. BNA Awardees attempt a few more credits and earn many more credits in comparison with other students. Importantly, they also maintain a higher GPA through their first year of enrollment. BNA stipends are critical for these students in covering basic living costs like food, educational expenses, and rent. The BNA Program could be affecting academic outcomes by helping students cover basic expenses, reducing their financial stress, motivating them to stay enrolled and maintain a 2.0 GPA, and reducing their need to work in order to cover living expenses.

Both LASC and LACCD administrators share a strong enthusiasm for implementing the BNA Program and the BNA Program benefits from its association with the LA College Promise Program. However, there was also wide agreement that the program implementation can be improved through better planning in terms of program outreach and communication, dedicating more administrative and counseling resources for program management, and removing small barriers to student access such as the spring application forms.

BNA Awardees

The following profile of BNA Awardees and their financial needs is based on the administrative data available on all BNA Awardees, survey responses from 22 students, and detailed interviews with 10 students and interviews with LASC and LACCD program administrators.

Demographic Profile and Financial Need

LASC serves a larger proportion of Black and Latino/a/x students than other campuses of LACCD. BNA Awardees at LASC include fewer female and white students and more Latino/a/x students than the broader cohort of first-timein-college students (see Table 6). The racial composition of LACP program is similar to that of BNA Awardees. Students with high financial needs form a much larger part of the BNA Program than the Promise Program or FTIC student population at LASC. As shown in Table 3, A large proportion

of BNA Awardees, even more than Promise scholars, qualify for the fee waiver through CA College Promise Grants9. Similarly, Promise Scholars are also far more likely to qualify for Pell Grants than other student groups at LASC. The Promise Program and BNA Program are targeted towards high-need students.

TABLE 6. Demographics of different student groups at LASC in fall 2021

	All enrolled students*	First time in college	LACP	BNA Scholars
Number	3826	447	82	42
Race: Latino/a/x	55%	43%	55%	57%
Race: Black	38%	38%	39%	36%
Race: White	2%	9%	0%	0%
Race: Asian	1%	1%	1%	0%
Race: American Indian/Pacific Islander	0%	0%	0%	0%
Race: Other	4%	3%	5%	7%
Female	69%	59%	63%	60%
Pell recipient	21%	41%	61%	67%
CA College Promise Grant recipient	40%	68%	84%	93%
Age: Under 20	26%	52%	77%	66%
Age: Under 20-24 years	20%	10%	13%	17%
Age: Over 25 years	55%	32%	10%	17%

Source: LACCD administrative data, *includes all students enrolled in any classes at LASC in fall 2021

On average, the BNA Awardees cohort is older than Promise cohort but has more people under the age of 20 than all first-time-in-college students and all enrolled students at LASC. All the students interviewed (10) for the evaluation lived with and assisted their families in covering living expenses and 40% had dependent children. Similarly,

82% of survey respondents (22) supported their family with expenses and 32% had dependent children.

BNA Awardees had varied types of financial needs. Among survey respondents, 41% had faced unexpected emergency expenses such as car repairs, replacement of home utilities, etc. in the fall or spring terms. About 32% of the respondents experienced housing and food insecurity in both terms. Students also paid for emergency medical expenses for themselves or family members (14% in fall and 23% in spring). These findings are especially important as high-need students often do not have the financial cushion to fund unexpected expenses. Most interviewees in this study also reported being averse to taking student loans, consistent with evidence of greater loan aversion amongst Hispanic students, Asian students, and students whose parents did not attend college (Boatman et al., 2017). Loan aversion and limited access to other financial aid puts such students at high risk of dropping classes or dropping out of college altogether in order to work to cover emergency expenses.

Furthermore, the COVID-19 pandemic has worsened the already precarious financial situation of most community college students. Most interviewees (90%) had applied for some form of emergency aid during COVID and 60% received one-time grants of \$400-\$850 in either fall 2021 or spring 2022 terms¹⁰. In the face of acute and unmet financial needs, BNA grants totaling up to \$4700 over two terms, provided substantial financial support to most of the students in the program. Even so, about 30% of interviewees reported struggling with basic living expenses. Students with dependent children or family members with health concerns were especially vulnerable and expressed the need for more consistent financial supports across all four terms of enrollment.

⁹ Need-based grant for qualifying California residents that waives the enrollment fee (see Glossary for more details). https://icangotocollege. com/financial-aid/california-college-promise-grant

¹⁰ Federal and state governments as well as philanthropic organizations have been providing one-time emergency relief grants to low-income students throughout the Covid-19 pandemic. For example, students could apply for grants under the CARES Act, the Coronavirus State Fiscal Recovery Fund, or programs such as BNAaid Emergency Grant by Leonetti O'Connell Family Foundation and California College Student Emergency Support Fund by Mission Asset Fund.

BOX 2. Cost of Attendance and Financial Aid Coverage

LA community college students face the high cost of living in an urban metropolis that has been exacerbated by inflation and increase in fuel prices. Even if students receive tuition fee waivers, they need a mix of flexible financial aid and assistance in order to persist through college. According to the cost of living attendance estimates of LACCD for 2021-22, California residents living at home need about \$15,700 to cover the tuition and fees, books and supplies, room and board, transportation, and personal expenses while attending college. These estimates increase to \$24,400 for California residents living away from home and \$31,300 for non-residents.

About 93% of BNA Awardees received the CA College Promise Grant that waives the \$48 per credit enrollment fee for community colleges (total of \$576 for a fulltime student). As shown in Table 6. Demographics of different student groups at LASC in fall 2021, only 67% of BNA Awardees qualify for Pell grants which are capped at a maximum of \$6500 per academic year. Student interviews suggest that the coverage of other grants in uneven and smaller in magnitude. Only 40% of interviewees received any type of Cal Grants (\$1700 per year) and only 20% students received other types of scholarships (varying between \$500-\$1000 per award). Thus, even California residents that stay at home and receive funding from all possible state and federal sources can expect additional yearly expenses of \$5500-\$6500 if they stay in school fulltime.

While it is evident that the financial assistance provided through the BNA Program was of critical importance for most BNA Awardees, interviews indicated that student progress was also closely supported by the LA College Promise and other support programs.

Academic and Other Supports

Interviews with administrators indicate that many of the BNA Awardees are the first-generation of college goers and cannot rely on their family for guidance in navigating college. Such students need a lot of counseling support and career coaching in order to navigate the academic and administrative processes of enrolling, registering, and accessing services in college. They also need help in accessing the right campus resources depending on their specific needs and eligibility. The importance of these programs and the wrap-around services they provided was also evident in student interviews.

All the BNA Awardees received support from the LA College Promise Program and mentioned being in regular contact with the Promise counselors. Most interviewees associated BNA's book grants and monthly stipends as a benefit related to the LA College Promise Program and did not identify BNA as a separate program. This may be due to the lack of clear and consistent communication about the benefits of the BNA Program in the fall term that was noted by students as well as program administrators.

Promise counselors are important in helping students create academic plans, choose appropriate classes, make decisions about majors, and evaluate transfer options. Crucially, Promise counselors also direct students to other campus resources and support programs available to them. This includes programs such as Extended Opportunity Programs and Services (priority registration, advising, tutoring and workshops, book grants, and transfer assistance), Disabled Student Programs and Services (specialized support for students with learning difficulties),

¹¹ Interviewees could not clearly associate the benefits they received with different programs. For instance, they mainly associated the Promise program with Promise counselors and waiver of their enrollment fees at the college and not with other program benefits such as laptops, hotspots, etc. Importantly, students did not distinguish the California College Promise Grant or the BNA grants from the Promise Program.

and tutoring (academic support). LASC also operates a Gateway program (for students facing housing challenges) and food pantry (to address food insecurity).

Amongst students interviewed for the evaluation, 30% availed on-going support, counseling services, or book vouchers from the EOPS program. Another 30% mentioned that they were eligible for EOPS but had not interacted with the program yet and were not aware of the resources they provided. About 20% of the students had applied but not qualified for the program¹². One interviewee had accessed and found support from the Math Tutoring Center to be helpful.

Program Impact

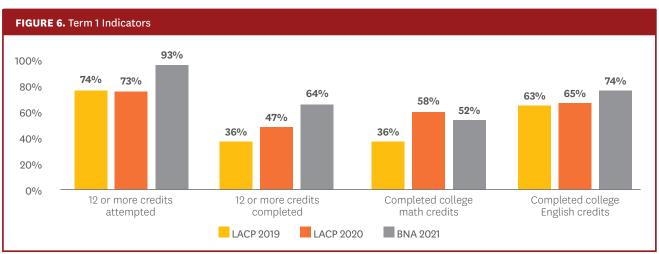
Program administrators and implementors in charge of BNA Program unanimously agree that LASC requires such a program to help deserving students cover their basic living expenses. They strongly believe that the BNA Awardees are persistent students who can succeed in achieving their academic goals with the appropriate support. In this section, we present the quantitative evidence on academic outcomes of BNA Awardees, analyze the evidence on how

students use the BNA stipends, and explore mechanisms through which the BNA Program could have affected the academic performance of BNA Awardees.

Indicators of Academic Outcomes

This evaluation compares the academic outcomes of BNA Awardees in the first term and first year with students from two prior LACP cohorts that were enrolled in college in both fall and spring terms. By and large, we find that BNA Awardees tend to have better academic outcomes than the prior cohorts of LACP students for both the first term and first year of enrollment.

Attempting and completing 12 credits in the first term of enrollment is considered an important milestone for firsttime-in-college students and their likelihood of graduating with a credential on time (Adelman, 1999, 2006; Attewell, Heil, and Reisel, 2012). The credits in this indicator include both transfer-level and developmental education credits. Figure 6 shows that when compared to continuously enrolled students from the previous two cohorts of LACP students, more BNA Awardees are considerably more likely to attempt 12 or more credits in their very first term



Source: LACCD administrative data. N is 161 (LACP 2019), 60 (LACP 2020), 42 (BNA 2021)

¹² EOPS support is given to full-time students eligible for California College Promise Grant who have not earned an AA/AS degree or completed more than 70 credits.

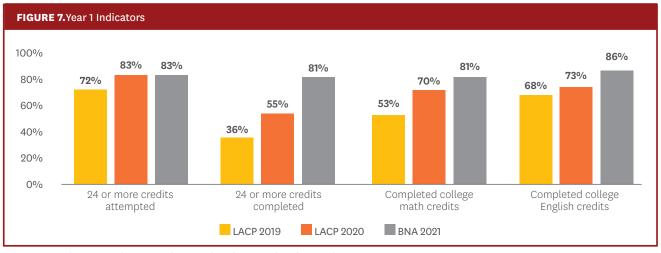
of enrollment. 13 The differences in the proportion of BNA Awardees vs prior cohorts completing 12 or more credits is even larger. As many as 64% of the BNA cohort accumulate 12 credits by the end of the first term. This suggests that the course success rate of BNA Awardees is higher than that of prior LACP students. For details on average number of credits attempted by the comparison groups, please refer to Annexure 5.

Looking at completing college or transfer-level credits, 6% fewer BNA Awardees completed college math credits than one prior cohort (2020) . However, this difference may just reflect shift in the timing of taking the math course between two cohorts (more students taking math courses in spring term instead of the fall term). More (9%) BNA Awardees earn college English credits than comparable students in prior LACP cohorts.

While looking at Term 1 indicators, it is important to remember that most of the BNA Program benefits were not available till the spring term. By the end of the fall term, the only treatment that BNA Awardees had received as compared to prior LACP cohorts was a \$350 book

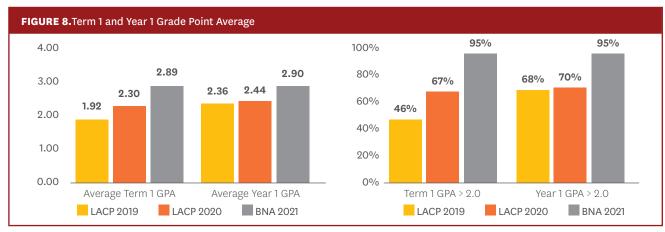
grant disbursed in September 2021 and information about potential grants available in spring 2022. In spring 2022, students received a bulk of the total BNA grants (\$4350 out of \$4700). As most of the treatment was concentrated in the spring term, any effects of the BNA Program on academic performance would be likely reflected in the Year 1 indicators.

Year 1 indicators reflect that BNA Awardees are slightly more likely to attempt 24 credits by the end of their first year of enrollment (see Figure 7). More importantly, 26% more of the BNA Awardees cohort completes 24 credits as compared to the LACP 2020 cohort. This indicates a large difference in terms of student course success rate and academic momentum between BNA Awardees and prior LACP cohorts. Average credits attempted and completed across cohorts illustrate the same point. Though students in prior LACP cohorts did attempt many credits (average of 26.5 for 2019 cohort and 30.4 credits for 2020 cohort), the credits completed were much lower (20 for 2019 and 24 credits for 2020). In comparison, in the first year BNA Awardees attempted 32.1 credits and earned 29.8 credits on average.



Source: LACCD administrative data. N is 161 (LACP 2019), 60 (LACP 2020), 42 (BNA 2021)

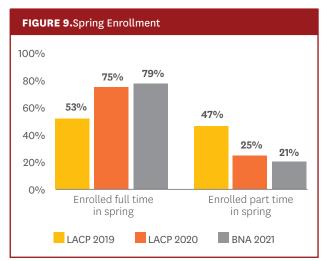
¹³Though all BNA Awardees and LACP students are expected to be enrolled for 12 or more credits in all terms to maintain their program eligibility, some students may take credits for counseling courses, first-year experience courses, year-long courses, etc. that are not entirely captured in administrative records. Students may also decide to take a course for one or two fewer credits midway through a term. As a result, their records for credits attempted may drop slightly below 12 but may not materially jeopardize their fulltime enrollment status.



Source: LACCD administrative data. N is 161 (LACP 2019), 60 (LACP 2020), 42 (BNA 2021)

Similarly, a greater proportion of the BNA Awardees cohort earns some college level English credits by the end of the first year. The poorer performance of BNA Awardees in completing college math credits in the first term reverses in the first year, suggesting that more BNA Awardees may have taken math courses in the spring term rather than fall term. This could be due to many factors such as more availability of math courses in fall, changes in advising regarding sequence or timing of math course-taking, etc.

As illustrated in Figure 8, students in the BNA cohort consistently have a higher GPA when compared to continuously enrolled students in the prior LACP cohorts. Amongst the BNA Awardees, 95% of the cohort had a



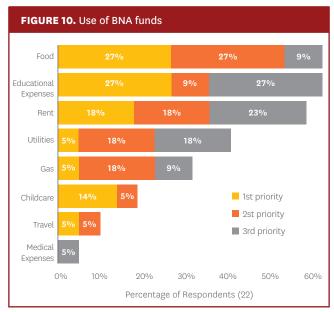
Source: LACCD administrative data. N is 161 (LACP 2019), 60 (LACP 2020), 42 (BNA 2021)

GPA of 2.0 or more in both the first term and first year. This proportion was 25% or more lower for LACP 2020 and LACP 2019 students. The average first year GPA of BNA Awardees is 2.9, about 0.46 points higher than LACP 2020 and 0.54 points higher than LACP 2019 cohort. This higher GPA is seen despite the larger course load that BNA Awardees attempt as compared to prior cohorts. For example, on average BNA Awardees complete 5.8 more credits in the first year compared to the LACP 2020 cohort and 9.9 more credits than LACP 2019 cohort.

Both BNA Program and LACP programs expect students to maintain full time enrollment in the spring term. However, not all students that start in the programs are able to maintain full-time enrollment through the spring term. Spring re-enrollment rates depicted in Figure 9 shows that BNA Awardees are slightly more likely to enroll full time when compared to LACP 2020 students.

Use of BNA Funds

The student surveys (online surveys with 22 respondents and short text surveys with 26 respondents) as well as interviews (10 respondents) asked students about how they spend the BNA stipends. Evidence from multiple data collection instruments shows that the use of BNA funds is directed at basic living and educational expenses.



Source: Qualtrics survey, based on 22 responses

The online survey asked students to rank where they spent BNA stipends in order of priority (see Figure 10). For most students, spending on food was a first or second priority (55%). Spending on educational expenses and rent were the next important areas of expenditure (first or second priority for 36% of students). Other main areas where students spent the funds included utilities, gas and childcare. Travel and medical expenses had been a priority for very few students.

Student interviews uncovered differences in expenditure by age and responsibilities of students. Students under 20 years of age and living with their families tend to spend on their own educational or personal expenses (like books, laptops, personal care, etc.) and contribute less to family expenses such as utilities, groceries, internet bill, etc. However, older students or young students with dependent children or parents primarily used the funds for rent and educational expenses. Some young students (30%) were also saving funds for their transfer to four-year colleges, as they expected it to be more expensive.

Almost all students interviewed for the evaluation found the \$350 book grants each term very helpful in defraying costs of books and supplies.

Students' Financial Need, Necessity to Work, and Motivation

Interviews with Promise counselors indicated that reduction in part-time or full-time work off-campus may be the main mechanism through which BNA Awardees' academic performance would be affected. The data collected from students through surveys and interviews shows a more nuanced relationship between students' financial needs, need to work, and academic performance.

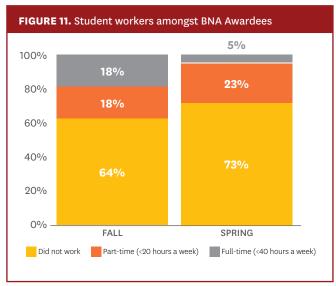
Working through community college is a common way for students to pay for their educational and living expenses. As many as 44% of first-time-in-college students attending community colleges work through their first year of enrollment, 11% working part time and 33% working full time (Velez et al., 2018). While working allows students to support themselves financially, it can also act as a deterrent in enrolling full time, building academic momentum, devoting time for academic work, and persisting from one term to the next. Moreover, the high hourly-wages buoyed by worker shortages after Covid-19 have created an even more enticing alternative for students enrolled in school.

The incidence of working was much less common amongst BNA Awardees than the national average, especially in the spring term. Of the students interviewed, 10% were working full time. Another 20% had worked part-time in the past year and were actively looking for work opportunities. The income earned through work was necessary for these students. Either they did not qualify for federal/state financial aid, or the aid they received was not enough to support their dependent parents or children. Only 10% of interviewees were working an on-campus job as a part of their financial aid package¹⁴.

¹⁴ The Federal Work Study program allows students to work on-campus jobs and earn money for their expenses. Eligibility and amount of funding is determined based on student's FAFSA form. Student workers in on-campus jobs tend to have more flexible working hours and job expectations. Additionally, the income earned does not affect their eligibility for financial aid.

Of the online survey respondents, 86% found the BNA Program useful because the stipend let them cover basic living expenses for themselves and their family. A close second (82%) was reduction in financial stress that allowed students to concentrate on academic work. The grant also motivated many students to remain full time (68%) and maintain a 2.0 GPA (68%). About 60% of interviewees echoed the sentiments that BNA stipends had relieved them of financial stress of paying monthly bills and allowed them to concentrate on school.

Interestingly, only 14% of the survey respondents considered the need to work fewer hours at jobs as an effect of the BNA Program. Yet, 30% of interviewees mentioned that they would have dropped out of college entirely if they had not received the BNA funds. Another 60% mentioned that they would have taken a part-time job and reduced the number of credits in college in the absence of the BNA grant. Furthermore, a summary of online survey responses in Figure 11 shows that the share of students working full time dropped from 18% to 5% in the spring term, when BNA stipends were disbursed. Though a few more students were working part time in spring (23% compared to 18% in fall), many more were not working any jobs (73% compared to 64% in spring).



Source: Qualtrics survey, based on 22 responses.

The mixed responses about student work suggest that from the point of view of the students, the ability to cover living expenses and reduction in financial stress are the most visible direct effects of the BNA Program. However, further analysis of the responses shows that reduction in working hours and greater sense of academic motivation may be the mechanisms through which full-time enrollment and academic performance of students is positively affected. The students that still need to work full time despite receiving BNA stipends are highly vulnerable to financial hardship and certainly need further interventions to support them through additional years of community college enrollment.

Program Implementation

The BNA Program was implemented over fall 2021 and spring 2022 terms. An earlier section (see Figure 1) covers the timeline of implementation. In this section, we share findings from interviews with administrators and student feedback about the program design.

The hour-long interviews with seven present and former LASC and LACCD administrators provided useful insights about challenges faced by program administrators in implementing the program and areas where program performance can be improved. Providing support to LACP/ BNA Awardees is a resource and time-intensive process. Timely and planned communication about the program with students as well as the stability of the team managing the program emerge as critical factors for effective implementation. Additionally, removing small barriers such as the spring application are critical in giving more students access to the program.

The student experience with the program was largely positive and they did not report facing any challenges in applying for the BNA Program or accessing the BNA funds. However, many of them felt that earlier and clearer communication about the program would have been beneficial.

Challenges of Providing Intensive Student Support

The LA College Promise students and BNA Awardees are mostly young, first-time-in-college, first generation students that have a varied academic and financial needs. Though these students are motivated, they require intensive support in navigating college, maintaining their eligibility for the Promise Program and accessing support resources.

Student recruitment and onboarding. Starting from the very beginning of the academic year, Promise Program as well as BNA Program face similar administrative challenges in terms of ensuring student participation. The counseling staff needs to ensure that student details from their high school systems, FAFSA forms, admission forms, and state records from other sources (such as state residency) reconcile with each other so that they are enrolled without any holds on their student records. The process of finding inconsistencies, reconciling details, and making students take timely action can run well into the fall term. Assisting students with course registration adds another layer of complication to this process. As a result, student eligibility for Promise Program (and programs like BNA) can remain unclear for several weeks into a term.

Communication and outreach. Effectively communicating with students is, in itself, a timeconsuming aspect of program management at LASC. FTIC students are new to managing college and work schedules, and keeping up with email correspondence. Getting in touch with students and ensuring that they take timely action on critical issues has emerged as a central feature of BNA Program implementation as well as evaluation. Students need to be approached several times through multiple modes of communication in order to disseminate information and induce action. Student fatigue with online interactions and email communication also adds to this challenge.

Student retention in programs. Counselors devote a lot of their time ensuring that students come in for regular academic counseling, do not drop classes or go part-time without consultation, and finish reporting/evaluation requirements for programs like College Promise and BNA Awardees. Every additional requirement or student action (like filling the spring application for BNA Program) requires multiple follow ups from the counselors and increases the chances of some students dropping from the program. In all, ensuring that maximum possible number of students enroll and remain eligible for programs like LACP/BNA requires a lot of administrative effort, time, and resources. Small and resource-poor campuses like LASC face acute challenges in achieving these goals.

Limited Resources and Personnel Turnover

At LASC, the LA College Promise Program was managed by a team of four in fall 2021; a full-time LACP Coordinator and counselor, two part-time Counselors, and one Career Coach who joined fulltime in 2021. Program administrators believe that this team is severely under resourced as the members are responsible for managing the annual outreach, recruitment, enrollment, onboarding, on-going academic and career counseling, scheduling events/workshops, and providing referrals for other resources for all first- and second-year Promise Scholars. Apart from negotiating the challenges in program management mentioned earlier, Promise counselors are also expected to meet each student at least once or twice every term to create academic plans and track their progress. While the 2020 and 2021 cohorts were smaller (80 or so students due to the effects of the COVID-19 pandemic on enrollment), prior LASC cohorts consisted of 200-240 students each. Thus, one counselor could be expected to support anywhere between 50-150 students through multiple contact hours, follow-up emails, and calls every term.

A critical aspect of BNA Awardees implementation was the departure of LASC's full-time College Promise Coordinator in late fall 2021. The Coordinator had been active in designing the program, was responsible for recruiting BNA Awardees, planning program activities, and coordinating services between various administrative departments. Their departure led to disruption in coordination with the LACCD Foundation managing the BNA Program as well as communication with students regarding the Program in spring 2022. This may have resulted in student disengagement with the BNA Program. Notably, as a result of slow hiring processes at LASC, the position of Promise Coordinator had not been filled even by the end of spring 2022 term. Any future efforts to institute a program like BNA Awardees would require a more well-resourced team of program administrators with stable leadership.

Program Planning and Communication

The BNA Program was not fully designed and implemented till the beginning of fall 2021. Many LACP students were not aware of the program and required repeated outreach to apply for the program. About 45% of the online survey respondents (22 responses) agreed that earlier outreach and orientation for BNA Awardees in the summer before college starts would have been helpful.

Interviews with administrators indicate that part-time promise counselors and BNA Awardees may not have been fully aware of the requirements and benefits of the BNA Program until spring 2022. Additionally, document reviews confirm that students received only one email about the BNA Scholar book award and possibility of spring awards in fall 2021. This suggests that BNA Program did not have explicit communication and outreach plan in fall 2021 which could have led to student disengagement from the program.

Online surveys (22 responses) show that about 36% of students only became aware of the program requirements when they received communication about it in January 2022. Most students (77%) would have liked more consistent communication about the program in the fall term. The proportion of students caught unawares by the program expectations may be even higher amongst students who did not persist in the program from fall to spring due to various reasons.

Student Views on Program Design

The use of mixed-methods evaluation gave us a unique opportunity to highlight student views on program implementation and design. While some student views overlapped with those of program administrators, others differed significantly.

Echoing the views of Promise Counselors, at least 20% of the interviewees noted that LASC's counseling support systems (both at the Promise Program as well as the regular counseling department) are understaffed. Students struggle to get counseling appointments when they need them, cannot easily access information about on-campus resources, or take timely actions as needed. About 30% of student interviewees mentioned that more mental health supports at LASC would be welcome and help students navigate the stresses of college in these challenging times. Some students also felt that adding financial literacy training to the BNA Program orientation would be helpful (32% of online survey respondents).

Most BNA Awardees were comfortable with the monthly frequency of receiving funds. About 30% of survey respondents thought that lump-sum grants in the beginning of the term would be better than a monthly stipend. Many more students wanted the BNA support to be more consistent. Most survey respondents would like more support through winter and summer terms (73%) and more financial support in the fall term (68%). In the interviews, a fifth of the students were concerned about managing full-time enrollment in 2022-23 academic year if support from the BNA Program was discontinued.

The student survey gave some indication of unmet financial needs of BNA Awardees. About a quarter of students found the \$1000 per month stipends to be sufficient while 18% students wanted the stipend to increase to \$1100-\$1200 and \$1200-\$1400 per month. Many more (41%) believed a monthly stipend in the range of \$1400-\$1600 would help them remain enrolled full time and persist through college.

Contrary to the suggestions made by the program administrators, none of the online survey respondents agreed that removing the requirement to fill out a spring application would improve the program a lot. It is likely that students who filled out the short application in spring were better organized or more motivated and did not find the application to be a hurdle. However, the reflections of program managers were based on follow-ups with those students who did find the application to be an unnecessary barrier and lost their eligibility for BNA because of it.

CONCLUSION AND RECOMMENDATIONS

Inspired by other programs that provide last-dollar assistance to students close to completing credentials, the BNA Program is unique in the combination of supports it provides to high-need community college students. The first feature that sets BNA Awardees apart are the discretionary monthly stipends to highneed students to cover basic living expenses. The other distinguishing aspect is that the program works with students and administrators of an existing academic and enrollment support program, the LA College Pomise (LACP). At a time when students face rapidly rising cost of living, especially in metropolitan urban areas, and community colleges face unprecedented enrollment declines, the BNA Program Evaluation provides timely evidence that the right combination of financial and academic supports can help high-need students in achieving their academic goals on time.

The BNA Program serves a high-need student population. A considerable portion of BNA Awardees have faced housing insecurity, food insecurity, and emergency expenses during their first year of enrollment at LASC. A majority of students qualify for federal and state financial aid which is often insufficient to cover their cost of attendance. Despite being limited to first-time-in-college students, BNA Program serves more adult learners (students over the age of 20) than the LACP program. Due to family responsibilities and lack of financial cushion, adult and low-income students are at a greater risk of dropping out of college in the absence of financial supports like the BNA Program. Most BNA Awardees live with their families and primarily utilize BNA stipends to cover their own educational expenses, or to support their families with rent, food, and utility bills.

The LACP program was designed to provide academic supports and fee waivers to high-need first-time-in-college community college students that commit to staying enrolled full time and maintaining a GPA of 2.0. The LACP supports are crucial in keeping students enrolled in college, staying on an academic plan, remaining on track for transfer or degree completion, and accessing other resources on campus. The BNA Program benefits from leveraging the established recruitment and advising practices and administrative support of the LACP. Monthly stipends included as a part of BNA Program further boost its capacity to improve academic outcomes of high-need students.

Our evaluation suggests that students participating in the BNA Program have had stronger academic outcomes than comparable LACP students in prior years. Not only do BNA Awardees complete many more college credits in the first year of college, they do so while maintaining a higher average GPA. Both indicators have associations with on-time credential completion. Our study identifies a few potential mechanisms through which the BNA Program has positive effects on student outcomes. We find that the BNA stipends motivate students to maintain full time enrollment and a 2.0 GPA. Recipients also feel less financial stress. Importantly, the total number of students working part-time or full time reduces in the term when most of the BNA stipends are provided. Even so, the number of BNA Awardees that continue to work full-time and part-time are a cause for concern and indicate the extent of unmet financial needs not covered by federal aid, state aid, or programs like BNA Awardees. Especially as COVID-related emergency relief funding reduces and inflationary pressures increase, the cost of attending community colleges will only become more prohibitive for high-need students like BNA Awardees.

Despite the evidence of positive effects on academic outcomes of participating students and beneficial association with the LACP Program, there is scope for improvement in the implementation of the BNA Program. Due to the delayed start of implementation in fall 2021 and infrequent communication with the students, many Promise and BNA Awardees were not clear about the benefits and eligibility requirements of the program. Additionally, LASC lost a key Promise program administrator that destabilized and stressed the administrative set up that was meant

to support the implementation of BNA Program. Unnecessary barriers like the spring application may have also limited access to the program. These challenges contributed to lower student engagement and association with the program. The following recommendations can help in improving the effectiveness of the BNA Program in the future:

- Early outreach and effective communication: Outreach and recruitment efforts for the BNA Program can be made earlier in the academic year (spring and summer terms when the LACP recruitment events occur at high schools). This will attract more students to the program. Similarly, students will benefit from more consistent communication throughout the fall term about the program benefits and expectations.
- Removal of unnecessary barriers: The need for the including a spring application for program should be reevaluated as it creates an unnecessary barrier for students in accessing the BNA Program. BNA Awardees are young, first-time-in-college students that are still learning to navigate college and establishing timemanagement and communication habits. They are more likely to miss any communication from college, especially during the transitional phase between terms.
- More financial support in fall term: The number of students that continue to work despite BNA support shows the extent of unmet financial needs. Further. students and program administrators indicate that providing grants worth \$350 in fall 2021 followed by \$4350 worth of grants in spring 2022 constitutes a very sudden and large change from one term to the next.

- Adopting alternate designs that provide more financial support during the fall term and more financial assistance overall may help improve persistence from fall to spring terms. It can also reduce the number of students working through college in the fall term and retain more students in the BNA Program.
- Continued association with LA College Promise: Basicincome based programs have a greater chance of succeeding in improving academic outcomes when students also have access to fee waivers, advising, and non-academic supports available through the LA College Program. However, the Promise program on the campus needs to be well resourced and stably staffed in order to make this partnership work effectively.

This evaluation of the BNA Program suggests that financial assistance in the form of discretionary monthly stipends has a positive impact on the academic outcome of high-need community colleges students. However, further research is required on the mechanisms and strength of association between the financial assistance and academic outcomes. New implementation and evaluation designs should include variations in the term, timing, amount, and duration of support provided through BNA stipends. Testing these variations can help in creating an optimal design for BNA Program that maximizes the reach and positive impact of the assistance provided. Additionally, setting the program in campuses that serve demographically different student populations and have different management set ups for LA College Promise can shed light on the effectiveness of the financial aid for students in varied institutional settings.

GLOSSARY

California College Promise (CPP): A state program established through AB 19 in 2018-19, the California College Promise program provides funds to many college districts to waive some or all tuition fees for a subset of full-time and first-time-in-college students. This program is separate from the California College Promise Grant (CCPG) in that some students may qualify for both the CCPG fee waiver and funds for other programs through the College Promise Program. AB 19 provides the districts the discretion to decide whether fee waivers or other resources are the best means of supporting their students.

California College Promise Grant (CCPG): CCPG (known as Board of Governor's Fee Waiver before fall 2018) is a state funded program that waives the \$46 per credit enrollment fee for all community colleges students that are eligible California residents or exempt from non-resident fees under the California Dream Act. Students qualify based on household income, details for which are reported either in Free Application for Federal Student Aid (FAFSA), California Dream Act Application (CADAA) or the fee waiver application as a part of the online California Community College Apply form. To remain eligible students must maintain a cumulative GPA of 2.0 or higher and have a cumulative completion rate of more than 50 percent of the coursework attempted, there are no requirements for full time enrollment or being first-time-in-college. This program serves over one million California residents.

Cal Grants: Grants are provided to eligible California residents and students exempt from non-resident fees under the California Dream Act. Eligibility is based on family income. Cal Grants A are given to UC (\$12,570 per year), CSU (\$5,742 per year), and qualifying private college (\$9,220 per year) students with 2.4 college GPA or 3.0 high school GPA. Cal Grants B (\$1,648 per year) are given to Community College students with 2.0 high school GPA. Cal Grant C do not have any GPA requirements and are provided to students pursuing Occupational or Technical programs (\$1,094 at community colleges and \$3,009 at other institutions).

Los Angeles College Promise Program (LACP): LA College Promise Program is open to all first-timein-college, full-time students at the nine colleges of LA Community College District. The program helps students by providing free tuition for two years, priority enrollment and registration, financial resources for books, food or transportation, free laptop and hotspots for first-year LACP students, dedicated academic, counseling, and financial aid services, and education plan assistance. To remain in the program, students must commit to maintaining a GPA of 2.0 and staying enrolled full time through fall and spring terms. The program started in 2017-18 and was founded through a partnership between the Los Angeles Mayor's Office, the Los Angeles Community College District, the Los Angeles Unified School District, and the Los Angeles Chamber of Commerce.

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ANNEXURES

ANNEXURE 1. BNA AWARDEES AWARDS EMAIL

Dear Student First Name.

Congratulations! You have been selected for the BNA Program! We are thrilled to welcome you into this unique program designed to illustrate the incredible work ethic and determination of Los Angeles Southwest College students.

Our goal is to help you achieve your dreams, or at the very least, make the path to get there a little bit easier. Your first grant of \$350 will be disbursed within the next 10 days. We know that attending school can be a time when everyday expenses tend to increase. It is our hope that this added support will reduce stress, improve your ability to focus on school, and help enable you to successfully complete your program of study. First, let us describe the program:

As a BNA Scholar, you are eligible to receive the following six (6) grants during the 2021- 2022 academic year:

- Grant 1: \$350 at the beginning of the fall 2021 term
- Grant 2: \$350 at the beginning of the spring 2022 term
- Grants 3-6: \$1,000 per month during the spring 2022 term (February, March, April, May)
- You are also eligible to receive an internet hotspot with six (6) months of pre-paid internet.

Second, to remain eligible to receive each grant you must:

- Continue to be a Los Angeles College Promise student throughout the fall 2021 and spring 2022 terms. This means that you must be enrolled full-time at Southwest College (at least 12-units) during both terms and be in good academic standing (GPA for 2.0 or higher).
- Complete a short, online application for each grant, as well as for your hotspot (your Promise Counselor can assist you with this).

As a BNA Scholar, you will receive a total of \$4,700 for your participation in this program. Finally, we need your help. Our goal with this project is to show the world what extraordinary students attend LASC and to encourage more supportive programming at your school. To do this, we need you to pay it forward. You can do this by:

- Opting-in to participate in the program evaluation.
- Responding to surveys and/or requests for interviews in a timely manner.

You will be contacted by the evaluation team to participate in interviews and/or surveys. They may reach out to you to ask about your experience with the program, or with school in general. It is expected that you respond in a timely manner. All students who participate in interviews will be compensated for their time. Please reach out to your Promise Counselor if you have any questions. We are excited to partner with you for this program and look forward to seeing all your success.

Sincerely,

Leonetti/O'Connell Family Foundation

ANNEXURE 2. ADMINISTRATOR INTERVIEWS, LIST OF INTERVIEWEES AND **INTERVIEW PROTOCOL**

List of Interviewees

- Director of Institutional Advancement at LACCD Foundation
- Foundation Development Officer at LACCD Foundation
- Former Promise Coordinator at LASC
- Two LACP counselors at LASC
- Career Coach at the LACP Program at LASC
- Financial Aid Technician in charge of financial aid issues for LACP students

Interview protocol: Administrators

- 1. What is your position and how long have you been in this role?
 - a. What are the main roles of someone in your position?
 - i. Probe supporting students
 - ii. What are your responsibilities within the BNA Program?
- 2. How would you describe the students that attend Southwest College?
 - a. What are common financial circumstances?
 - b. What are common needs among the student population?
 - c. What are common resources sought by students?
 - i. Do you refer students to resources? If so, please explain which resources and how you refer them.
- 3. What kind of students do you think would benefit from the support that a program like the BNA Awardees program provides?
- 4. What has been your experience in administrating the BNA Program?
 - a. How does the college disseminate information about the BNA Program?

- 5. The BNA Program has requirements regarding GPA and units that you must meet in order to remain eligible for the stipend. How do you feel about these requirements?
 - a. How easy has it been for students to meet and keep these requirements?
 - i. What suggestions do you have for how the BNA Program can be improved?
 - ii. Tell me about any challenges, if any, you faced as an administrator for the program?
 - b. Are there any other ways in which the program could be improved, so it can help more students, as well as more effectively helping those students who apply?

ANNEXURE 3. INTERVIEW PROTOCOL: STUDENTS

Educational Background

- 1. I'm going to start by asking you about your educational and family background. Tell me about your experience growing up, where you grew up.
 - a. Where did you go to high school?
- 2. How long have you been a student at Southwest College?
 - a. Did you come straight from high school? If not, are you a transfer student? And/or are you attending classes at more than one community college?
 - b. Have you declared a major and/or are you following an Associate Degree of Transfer (ADT) and/or Certificate? If so, what are you studying? If not, what major or career pathway interest you?
- 3. When you're not in school, what else do you do? This can include work, extracurricular, activities at home....
 - a. Do you have home responsibilities?
 - i. Do you help support your family?
 - ii. Do you have any care-taking responsibilities? (e.g., care-taking responsibilities for minors, and/or guardian/ family member, cooking/cleaning/driving or other home-related responsibilities)?
 - iii. What is your housing situation like (e.g., live with guardian or family member/s, share house with extended family member/s or friends, rent a room, other)?
 - b. Do you work?
 - i. If so, tell me about your current job
 - ii. How many hours per week do you work?
 - Does the money you earn from working go to educational costs, living costs or something else?

Support

4. How do you fund your education?

- a. Do you receive any financial support from your parents, family or friends?
 - i. Do you receive any other resources that help support your education from your parents or family members?
- b. Tell me about any other forms of financial aid you receive
 - i. Probe: grants/scholarships (e.g., CA or LA College Promise/BOG, Pell Grant, Calgrant)? and loans, (e.g., Federal Perkins, Federal Work-study?)
- c. What is the breakdown of your funding? What share of your funding is each source?

5. Do you receive any other financial support to pay for school- that we have not covered? If so, what kind of financial support?

- a. How did you hear about the BNA Program?
- b. How easy was to find information about the program?

BNA Program Experience

6. What motivated you to apply to the BNA Program?

- a. Tell me about your experiences applying for it
 - i. Probe for emotional responses
- b. Were there any reasons why you thought about not applying?
- c. Did you apply for emergency financial aid during the COVID-19 pandemic?
 - i. Probe: how was your experience applying for emergency aid

7. How has receiving the stipend from the BNA Program impact your life?

- a. What would you have done if you did not receive this stipend?
- 8. The BNA Program has requirements regarding GPA and units that you must meet in order to remain eligible for the stipend. How do you feel about these requirements?
 - a. How easy has it been for you to meet and keep these requirements?

9. Tell me about other resources or benefits you access here at Southwest

- a. Did you get referred to any additional services or resources through the BNA Program (e.g., Calworks, Extended Opportunities Program and Services (EOPS), Disable Student Program and Services (DSPS), Financial Aid Technology, Foster and Kinship Care Education, Health Services, Cal Fresh, other)?
 - i. If so, which ones? Which resources were most helpful?

10. If you were to make any improvements to the BNA Program, what would you change and why?

- a. Did you have any challenges with receiving the stipend? Please explain.
- b. Are there any other ways in which the program could be improved, so it can help more students, as well as more effectively helping those students who apply?

11. Do you need any other type of assistance to support your student experience that you currently do not have?

a. For example: financial, material, transportation, emotional....

ANNEXURE 4. STUDENT SURVEYS

First Text: Informed Consent

Dear BNA & Promise Scholar, we are requesting you to participate in three short surveys this term to improve the program's design.

The surveys take less than five minutes to respond to. Your responses will remain confidential and you will be compensated with \$15-\$25 for each survey.

Please review the survey details here: {attach image}

If you agree to respond to three surveys between now and June 2022, please reply with Y.

First survey text

Hi [STUDENT NAME]! It's Jesse with the BNA Awardees team, reaching out to ask how you or your family used the last installment.

Indicate three most relevant categories for you: A) Rent B) Utilities C) Food D) Childcare E) Gas F) Parking G) Medical I) Travel J) Other.

Respond with three letters and get a \$15 gift card in your email!

Response

Thank you for your response, your gift card will be emailed to you shortly! And watch out for our next text survey in May 2022!

Second survey text

Hi [STUDENT NAME]! Please take a moment to let the BNA Awardees team know how the last installment was of use to you.

Indicate three categories most relevant for you: A) Rent B) Utilities C) Food D) Childcare E) Gas F) Parking G) Medical I) Tax J) Other.

Respond with three letters and get a \$15 gift card in your email!

Response

Thank you for your response, your gift card will be emailed to you shortly! And watch out for our next text survey in June 2022!

Third survey text

Hi [STUDENT NAME]! Congratulations on making it to the end of term! Please let the BNA Awardees team know how to improve the BNA Program.

You can respond to 5 short questions online: www.yyyyy.com

You will be emailed a \$25 gift card for your participation once you finish the survey.

QUALTRICS SURVEY INSTRUMENT

1.1 Please tell us about yours	elf		
		YES NO	
Do you support your family wit	h expenses?		
Do you have any dependent cl	you have any dependent children?		
1.2 Did you work during the s	spring and fall s	emesters?	
DID N	OT WORK	PART-TIME (<20 hours a week)	FULL-TIME (>40 hours a week)
F.II.			
Fall semester			
Spring semester	g challenges at a	any point during this acaden	nic year?
	g challenges at a	any point during this acaden	nic year?
Spring semester			
Spring semester 1.3 Did you face the following			
Spring semester 1.3 Did you face the following Housing insecurity Food insecurity You or a family member			
1.3 Did you face the following Housing insecurity			

	lease rank	the top three		-						
	Childcare	Educational expenses	Food	Gas	Medical expenses	Parking	Rent	Travel	Utilities	Other
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2nd										
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2.2 H	low was th	e BNA grants	helpful to	you? (ple	ease check a	ll that app	ly)			
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	Helped cov	er basic expens	ses for me	/my family	/					
	'	'		, , ,						
	Reduced fir	nancial stress a	nd suppor	ted me to	continue stud	dying				
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ANNEXURE 5: ACADEMIC OUTCOMES OF BNA AWARDEES

Table A1. Term 1 and Year 1 Academic Outcomes

	LACP 2019	LACP 2020	BNA 2021-22
Number of students	161	60	42
Term 1: Average credits attempted	12.08	11.85	13.24
Term 1: Average credits completed	9.03	9.63	12.26
Term 1: Average College math/statistics credits completed	1.39	2.35	2.14
Term 1: Average College English credits completed	1.89	1.95	2.21
Year 1: Average credits attempted	26.56	30.42	32.11
Year 1: Average credits completed	19.96	23.98	29.83
Year 1: Average College math/statistics credits completed	2.54	3.25	4.00
Year 1: Average College English credits completed	3.06	3.60	4.50

Source: LACCD administrative data