Multi-Site Evaluation of Foster Youth Programs

Evaluation of the Early Start to Emancipation Preparation – Tutoring Program Los Angeles County, California: Final Report

July 2008

Prepared for:
Office of Planning, Research and Evaluation
And the Children's Bureau
Administration for Children and Families
U.S. Department of Health and Human Services
Washington, D.C.
under contract 233-02-0059

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Acknowledgments

This report of the Multi-Site Evaluation of Foster Youth Programs focuses on impact findings from the Los Angeles Early Start to Emancipation Preparation Program. This report, the second of four, represents many years of hard work and dedication of the Federal Project Officer, Maria Woolverton, and the many staff and administrators in Los Angeles' Department of Children and Family Services and The Community College Foundation. We would also like to thank our previous project officer, Cassandra Simmel. We also want to extend our thanks to Mary Bruce Webb and Naomi Goldstein of the Office of Planning, Research, and Evaluation, who provided substantial input and support as we faced challenges to the evaluation.

We want to acknowledge the professionalism and dedication of our research team. In particular, we want to thank our Los Angeles site survey manager, Diane Preciado. Together with Alma Kuby and Sarah Hughes at the National Opinion Research Center, Diane worked enthusiastically to follow up with foster youth across Los Angeles County. In addition, we wish to thank many researchers who were part of the evaluation team in the earlier years of the study. John Schuerman, formerly with Chapin Hall, was instrumental in the overall study design and presentation of impact findings. Rob Geen, formerly with the Urban Institute, was instrumental in the design of the process study. Sherri Terao and Joseph West, formerly with Chapin Hall, were an integral part of the site visit team in Los Angeles. Cynthia Scarcella and Elizabeth Harbison, both formerly with the Urban Institute, worked diligently collecting and presenting Early Start to Emancipation Preparation Program data. Heidi Johnson, currently with the Urban Institute, has provided extensive support in editing and finalizing this report. Lastly, Marv Eisen, formerly with the Urban Institute, provided and continues to provide invaluable insights and expertise to the evaluation team.

We also want to thank the external advisors who helped us along the way, particularly, the members of the study's Technical Work Group. Your input on site recruitment, evaluation design, measures, and programmatic challenges helped tremendously over the years.

Finally, we want to extend a special thanks to all the youth who participated in the study. Their contributions of time and information over the past several years are greatly appreciated. The views expressed in the report are those of the authors and do not necessarily reflect the official positions of the Administration for Children and Families.

Suggested Citation:

U.S. Department of Health and Human Services,
Administration for Children and Families. (July 2008).
Evaluation of the Early Start to Emancipation Preparation Tutoring Program: Los Angeles County. Washington, D.C.

Table of Contents

Executive Summary **iv**

Description of ESTEP-Tutoring *iv*

The Evaluation *v*

Impact Findings *v*

Lessons for Independent Living Programs *vi*

Chapter 1. Introduction **1**

Introduction *2*

Overview of Legislation and Evaluation Purpose *3*

Program Site Selection *4*

Research Questions *6*

Research Design and Methods *7*
Impact Study 7
Process Study 10

Evaluation Challenges *12*

Report Organization *13*

Chapter 2. Early Start to Emancipation Preparation (ESTEP)-Tutoring Program: Context, Description, and Operations **14**

Context for Evaluated Program *15*

State and Local Demographics *15*
Foster Youth in Los Angeles County 16
Department of Children and Family Services 16
Emancipation Preparation and Independent Living Services 16
The Community College Foundation 18

Early Start to Emancipation Preparation Program Overview *18*

ESTEP-Tutoring Program Description *19*
Contextual Logic Model 19
Program Operations Logic Model 20
Program Staffing 24
Referral, Recruitment, and Assessment Processes 26
Services Provided 27
Programmatic Challenges and Discussion 28

Conclusion *30*

Chapter 3. Evaluation Implementation **32**

Sample Overview and Interview Process *33*

Service Take-Up *34*

Impact of the Evaluation on the Program *37*

Characteristics of the Evaluation Sample *37*
Baseline Characteristics by Overall Sample and Assignment Group 38
Baseline Characteristics by Compliance with Assignment Group 40
Youth Outcomes at Baseline 42

Conclusion *43*

Chapter 4. Impact Study Findings **46**

Analytic Strategy *47*
Differences in Service Receipt and Youth Characteristics 48
Extensions to Intent-To-Treat Analyses 48
Regression Models 49

Significance Levels *50*

Evaluated Outcomes *50*
Service Receipt Among Sample Youths 51

Impact Findings *54*
Outcomes at Second Follow-Up 54
School Grades 55
Educational Attainment 55
School Behavior 56

Conclusion *56*

Chapter 5. Lessons for Independent Living Programs from the Evaluation of ESTEP-Tutoring **59**

References **64**

Appendix A. Evaluation Methodology and Challenges **68**

Introduction *69*

ESTEP-Tutoring Sample *69*

Changes to TCCF Procedures *71*

Response and Out-of-Scope Rates *71*
Retention in Follow-up Interviews 72

Fielding the Youth Survey *73*
Recruiting and Training Interviewers 73
Advance Letters 73
Interviewing Priority 74
Field Period 74
Respondent Payments 74
Telephone Interviews 75
Incarcerated Respondents 75

Evaluation Challenges *75*
Deriving the Study Sample 75
Imposing on Established Procedures at TCCF 76
Adherence to the Random Assignment 76
The Foster Care Population 76
The Interviewing Process 77

Appendix B. Los Angeles County Context **79**

California State Independent Living Policies *80*
Independent Living Eligibility 80
Emancipation Preparation 81

Los Angeles County Independent Living Policies and Services *81*
Permanency Partners Program (P3) 81

Redesigning Emancipation Services in Los Angeles County *82*
Chief Administrative Office 82
Los Angeles County Economy and Efficiency Commission 83
Emancipation Program Design Team 84
Emancipation Program Partnership 87
Collaborative Efforts with Other Organizations 88
Aftercare Services 88

Appendix C. ESTEP-Tutoring Staff Roles and Responsibilities 92

Appendix D. Impact Study – Methodology and Additional Data 94

Intent-to-Treat Analyses and Extensions *95*
Intent-to-Treat 95
Intent-to-Treat Extensions 96

Measurement of Preparedness *97*
Preparedness Scale Items 97

Covariates in Analyses *98*

Additional Data from Impact Analyses *99*

Early Start to Emancipation Preparation (ESTEP)-Tutoring
Executive Summary

Approximately 510,000 children lived in out-of-home care on September 30, 2006, the most recent date for which national estimates are available. In fiscal year 2006, over 26,000 youths remained in care until they were legally "emancipated" to "independent living," usually due to reaching age 18 or upon graduation from high school. On average, these youths have limited education and employment experience, relatively poor mental and physical health, and a relatively high likelihood of experiencing unwanted outcomes such as homelessness, incarceration, and nonmarital pregnancy.

The Foster Care Independence Act of 1999 amended Title IV-E to create the John Chafee Foster Care Independence Program (CFCIP), giving states more funding and greater flexibility in providing support to youth making the transition to independent living. It also required evaluation of such services. The U.S. Department of Health and Human Services' Children's Bureau contracted with the Urban Institute and its partners—the Chapin Hall Center for Children and the National Opinion Research Center at the University of Chicago—to conduct this evaluation. The goal of this study is to determine the impacts of the programs funded under CFCIP in achieving key outcomes for youth. Four programs are being evaluated under this contract, and this report provides results for one of those programs.

Description of ESTEP-Tutoring

The subject of this report is the Early Start to Emancipation Preparation (ESTEP)-Tutoring program of Los Angeles County, California. ESTEP-Tutoring offers a service (i.e., tutoring) that is provided in numerous locations throughout the United States. While ESTEP-Tutoring may present a typical set of services, there are unusual aspects of the program that may provide useful information for other independent living programs. The program offers services beyond tutoring, including a mentoring relationship with the tutor and access to other independent living workshops provided through the ESTEP program. Aside from programmatic aspects, the program was selected because of the large number of youths that it serves (between 400 and 500 annually at the time of the evaluation). At the time of the evaluation, ESTEP-Tutoring was an oversubscribed service, having nearly twice as many youths referred as program participants.

The ESTEP-Tutoring program was created in 1998 to improve reading and math skills of foster youths age 14 and 15 who are one to three years behind grade level in reading or math. The program is also designed to empower youths to use other educational services and resources that may be available to them. ESTEP-Tutoring is offered through 12 community colleges in Los Angeles County by college student tutors. Tutoring is provided primarily in the home of the youth being served. It is based on an individual learning model in which tutors are trained to assess students' skills in math, reading, and spelling. Curriculum materials are supplied at that skill level so that students may learn at their own pace. The tutoring relationship fosters a mentoring relationship between the tutor and the youth. Each youth is eligible for 65 hours of tutoring (this includes 15 hours tutors can use for preparation, mentoring, and other activities).

The Evaluation

The evaluation consists of two components: an impact study involving three in-person interviews over two years and a process study. The sampling frame for the evaluation was all foster youths referred for ESTEP-Tutoring during the study period. Referred youths were assessed by the program. Those deemed appropriate for tutoring were randomly assigned to either the treatment group, referred to as "ESTEP group," or the control group. The analytical sample consists of 445 youth who were referred to the ESTEP-Tutoring program. The response rate exceeded 95 percent, with over 90 percent of the baseline sample interviewed at the end of two years. Overall, 61.8 percent of all ESTEP youth started tutoring and on average, youth received 18 hours of math tutoring and 17 hours of reading (language) tutoring.

The conditions for referral to ESTEP-Tutoring are not always met according to our process study. An examination of referrals shows that a significant portion of youths did not meet the criterion based on the assessments at the time of the referral. A rough estimate based on the youths referred to the study indicates that nearly 14 percent of all youths had both reading *and* math grade-level equivalents greater than three years behind their grade level. Conversely, more than 2 percent were at or above their grade level for both measures.

As in other field experiments involving social services where the evaluation staff's control over program receipt is not complete, some members of the control group received tutoring. In total, 27 control youth (12.3 percent of the control group) received the service. They received 19 hours of reading and 19 hours of math on average, similar to the dosage of the ESTEP group. It is not clear from the process study how the control group youths accessed the service.

Impact Findings

Outcomes evaluated align closely with the program's primary goals of improving reading and math skills and empowering youths to use other educational resources. At each of the three interview waves, youths completed three tests from the Woodcock Johnson Tests of Achievement III (a standard set of measures used in the field): letter-word identification, calculation, and passage comprehension. The unit of measurement was the *age percentile*, which indicates youths' percentile rankings based on a normative sample. In addition, youths were asked about what grades they had received during their last full semester of school attendance, about their highest grade completed, and about their school behavior. Covariates in the analysis included physical and mental health, substance abuse, level of social support, and deviant behavior.

The program had no impacts on educational outcomes. No statistically significant differences were observed between the ESTEP and control groups in any of the outcomes at the second follow-up.

For both the ESTEP and the control groups, there were significant decreases in the age percentile averages between baseline and the second follow-up interview in the Woodcock Johnson letter-word identification and calculation tests. This indicates that the sampled youths lost ground

during this time vis-à-vis their normative age cohort on these measures. There was, however, a significant increase from baseline to the second follow-up in the average percentile score for passage comprehension. There were no significant changes over time in grades for the sample as a whole. Youths reported moderate to low levels of school-related problems.

Youths assigned to the ESTEP group were more likely to have received educational tutoring *at home* than control group youths. Yet youths who did not participate in ESTEP-Tutoring but reported some exposure to other forms of tutoring were more likely to have received *school*-based tutoring.

Lessons for Independent Living Programs

The evaluation provides ample evidence of the continuing prevalence of education deficits among foster youth. Given these deficits, access to tutoring would seem to be a reasonable service to provide foster youth to help prepare them for independent living. However, with respect to the ESTEP-Tutoring program, our impact evaluation did not find compelling evidence that this program had any beneficial impact on the outcomes we assessed.

If the situation in Los Angeles County is typical of other urban areas in the United States, our results suggest that tutoring is now fairly readily available to foster youth. While the process study provided evidence of the need for more tutoring resources for foster youths in Los Angeles, our impact findings indicate that most foster youths identified as being in need of extra help do get some form of tutoring. This has significant implications for the evaluation of tutoring programs targeting foster youths, making it difficult to establish a control group that does not have access to some other tutoring program. Further evaluation of which educational supports work for foster youths is necessary.

ESTEP-Tutoring is based on the assumption that identifying skill deficits and addressing those deficits through tutoring, regardless of the educational program in a youth's particular school, will help a youth succeed in school. Tutors may find it difficult to engage youths in the tutoring process when the youths see little relationship between tutoring activities and the educational material being covered at school. Likewise, tutoring may not have much of an impact on educational performance, particularly in the short term, if it does not directly address the skills being taught at school.

Relatively few tutoring relationships evolved into longer-term mentoring relationships. This calls into question the notion that tutoring, at least tutoring of limited duration such as that offered by ESTEP during this evaluation, is very likely to leave foster youths with long-term adult relationships.

The overall educational trajectories of the ESTEP and control groups over the two-year follow-up period indicate that not enough is done to address the educational needs of foster youths deemed at risk of educational failure. While ESTEP-Tutoring did not have significant impacts on the key outcomes assessed, additional models should be developed and assessed to help foster youths who are struggling in school.

Chapter 1. Introduction

Introduction

Approximately 510,000 children lived in out-of-home care as of September 30, 2006, the most recent date for which national estimates are available (U.S. Department of Health and Human Services [DHHS] 2008). This represents about six children and adolescents per thousand. The vast majority of children and youth will exit care to what are considered permanent placements. Of the estimated 289,000 children who left out-of-home care in the United States during fiscal year 2006, 86 percent went to live with family, were adopted, or were placed in the home of a legal guardian (DHHS 2008). A few (2 percent) were transferred to another public agency, such as a probation or mental health department, and a few (2 percent) ran away and were discharged from care. Nine percent, or 26,517, remained in care until they were legally "emancipated" to "independent living," usually due to reaching the age of majority or upon graduation from high school. In practice, few states allow youth to remain in care much past their 18th birthday (Bussey et al. 2000). About 5 percent (21,834) of all children and youths living in out-of-home care were between 18 and 21 years old.

Research findings suggest that the transition to adulthood for foster youth in the United States is difficult. On average, they have had poor educational experiences, leading them to bring to the transition very limited human capital upon which to build a career or economic assets. They also often suffer from mental health problems that can negatively affect other outcome domains, and these problems are less likely to be treated once youth leave care. In addition, foster youth frequently become involved in crime and with the justice and corrections systems after aging out of foster care. Further, their employment prospects are bleak, and few of them escape poverty during the transition. At the same time, many former foster youth experience homelessness and housing instability after leaving care. Compared with their peers, former foster youth have higher rates of out-of-wedlock parenting. Interestingly, in spite of court-ordered separation from their families, often for many years, most former foster youth rely on their families to some extent during the transition to adulthood, though this is not always without risk (Barth 1990; Bussey et al. 2000; Cook, Fleischman, and Grimes 1991; Courtney et al. 2001; Courtney et al. 2005; Dworsky and Courtney 2000; Fanshel, Finch, and Grundy 1990; Festinger 1983; Frost and Jurich 1983; Goerge et al. 2002; Harari 1980; Jones and Moses 1984; Mangine et al. 1990; Pecora et al. 2005; Pettiford 1981; Sosin, Coulson, and Grossman 1988; Sosin, Piliavin, and Westerfeldt 1990; Susser et al. 1991; Zimmerman 1982).

These poor outcomes suggest the need for services to better prepare foster youth for the transition to adulthood. Two decades ago, there were few such services. Numerous independent living services have been developed since then as federal funding for independent living services has increased. A recent review by Donkoh et al. (2006) found that no rigorous evaluations of such services have been conducted. Rigorous evaluation of various independent living services is needed to inform efforts to improve their effectiveness.

This report presents findings from a rigorous evaluation of the Early Start to Emancipation Preparation (ESTEP)-Tutoring Program in Los Angeles. ESTEP-Tutoring provides up to 50 hours of remedial one-on-one tutoring in reading and math to foster youths ages 14 to 15 who are one to three years behind grade level in either reading or math. The tutoring is provided in the youth's home by tutors who are typically local college students. Other program staff guide the

tutors and assess the youths. Another implicit goal of the program is to build an ongoing mentoring relationship between the youth and the tutor. We examine its implementation and its impact on the youths it serves using a rigorous random-assignment method with a two-year follow-up. This is one of four impact reports from a study required by the Foster Care Independence Act of 1999, funded by the Children's Bureau, and directed by the Children's Bureau and the Office of Planning, Research, and Evaluation in the U.S. Department of Health and Human Services.

This work is important for several reasons. First, the work confirms that youth who age out of foster care are not doing well and need further attention from the systems that have served them before they turned 18 years old. Second, child welfare systems can—and should—rigorously test interventions using the best possible evaluation methods. It is possible to conduct rigorous evaluation in the child welfare system, and it is crucial to do so if the field is to develop services that address the great needs of its children and youth. Finally, it is especially important to do this work now. The field has developed a significant number of new services in the past few decades, but without rigorous evaluation, it is impossible to know what is truly helping the children and families in the child welfare system.

In the remainder of this chapter, we present an overview of the Chafee legislation and the evaluation purpose, as well as describe site selection for the evaluation along with research questions for the study. We also review the research design and methodology for both the impact and process studies. In chapter 2, we describe the ESTEP-Tutoring Program using information obtained as part of the process study component of the evaluation. Chapter 3 provides an overview of the evaluation's implementation, including a discussion of service take-up, sample development, and a description of the sample. Results of the evaluation's impact study are presented in chapter 4. A discussion of process study findings that shed light on the impact findings is also presented in chapter 4. Lastly, chapter 5 provides a discussion of the findings of the evaluation and how it relates to the broader field of independent living programs.

Overview of Legislation and Evaluation Purpose

The Foster Care Independence Act (FCIA) of 1999 (Public Law 106-169) amended Title IV-E of the Social Security Act to create the John Chafee Foster Care Independence Program (CFCIP), giving states more funding and greater flexibility in providing support for youth making the transition to independent living. The FCIA allocates $140 million per year in independent living services funding to states, allows states to use up to 30 percent of these funds for room and board, enables states to assist young adults between the ages of 18 and 21 who have left foster care, and permits states to extend Medicaid eligibility to former foster children up to age 21. State performance is a much higher priority under the FCIA than under earlier iterations of federal policy in this area. DHHS is required to develop a set of outcome measures to assess state performance in managing independent living programs, and states are required to collect data on these outcomes. In addition, the FCIA requires that funding under the statute be set aside for evaluations of promising independent living programs:

> The Secretary shall conduct evaluations of such State programs funded under this section as the Secretary deems to be innovative or of potential national significance. The evaluation of any such program shall include information on the effects of the program on education, employment, and personal development. To the maximum extent practicable, the evaluations shall be based on rigorous scientific standards including random assignment to treatment and control groups. The Secretary is encouraged to work directly with State and local governments to design methods for conducting the evaluations, directly or by grant, contract, or cooperative agreement. (Title IV-E, Section 477 [42 U.S.C. 677], g, 1)

The language in the FCIA requiring rigorous evaluation of independent living programs reflects the acknowledgment by lawmakers that little is known about the effectiveness of these programs. In response to this language, the Department of Health and Human Services' Children's Bureau has contracted with the Urban Institute and its partners—the Chapin Hall Center for Children and the National Opinion Research Center—to conduct an evaluation of selected programs funded through the CFCIP, the Multi-Site Evaluation of Foster Youth Programs. The goal is to determine the effects of independent living programs funded under CFCIP in achieving key outcomes for participating youths, including increased educational attainment, higher employment rates and stability, better interpersonal and relationship skills, fewer nonmarital pregnancies and births, and reduced rates of delinquency and crime.

Program Site Selection

In 2001, the Department of Health and Human Services contracted with the Urban Institute and its partners—the Chapin Hall Center for Children and the National Opinion Research Center—to conduct an evaluability assessment of independent living programs. The goal of this assessment was to identify programs that could be rigorously evaluated and to develop evaluation designs that would meet the requirements of the authorizing legislation. The evaluation team—in coordination with the Children's Bureau and a federally-appointed technical work group—established criteria for selecting sites for the evaluability assessment. The Children's Bureau selected programs to be evaluated.

To be considered for the evaluation, programs were required to exhibit the following:

- Programs should take in sufficient numbers of youths to allow for the creation of a research sample of adequate size.
- Programs should have excess demand for services so that randomly assigning youths to a control group is possible while serving the same number of youths.
- Programs should be reasonably stable.
- Programs should be relatively intensive.

- Programs should have well-developed theories of intervention ("logic models"), linking intended outcomes with intervention activities.

- Programs should be consistently implemented.

- Sites should have available data with which to understand the flow of clients and to follow clients to assess key outcomes.

- Relevant decisionmakers should be willing to support participation in a rigorous evaluation.

- Program sites should be willing to make minor changes needed to accommodate the research and should be able to maintain them for the full research period.

The evaluation team conducted this assessment to identify programs suitable for evaluation between October 2001 and January 2003 and involved the following:

- identifying independent living programs in the United States;

- developing information on critical aspects of these programs;

- categorizing the programs;

- selecting programs for further study;

- visiting the selected programs;

- applying the criteria for evaluability to selected programs; and

- recommending programs for evaluation.

The evaluation team contacted thirty-two states and the District of Columbia and examined 87 different independent living programs. Site visits were conducted with the 23 programs that seemed most promising. Most of the programs did not meet the basic criteria for evaluability; that is, most did not have sufficient program intake to allow the creation of a research sample of adequate size or the excess demand that makes random assignment possible while serving the same number of youths.

Four independent living programs were selected for inclusion in the evaluation, which used a random-assignment design. The selected programs encompass a set of critical independent living services and represent a range of program types. The programs include an employment services program in Kern County, California, modeled on Temporary Assistance for Needy Families work development assistance; an intensive case management and mentoring program in Massachusetts; a tutoring and mentoring program; and a classroom-based life skills training program, both serving youths in Los Angeles County. Note that these four programs are not representative of all of the different types of independent living services available to youth in the

United States. Rather, they represent a range of different interventions independent living programs use. As a result, the findings from the Multi-Site Evaluation cannot be generalized to all independent living programs. It is also important to note that the study team attempted to identify a housing program to evaluate and investigated several different housing programs located throughout the country. However, low numbers of participants in these programs made random assignment difficult and would not provide sufficient samples for the analyses.

The ESTEP-Tutoring Program provides a service (tutoring) that is offered in numerous locations throughout the United States. While ESTEP-Tutoring may provide a typical set of services, unusual aspects of the program may provide useful information for other independent living programs. At the time of the evaluation, the ESTEP-Tutoring Program was offered in 12 community colleges throughout Los Angeles County. The program also offers services beyond tutoring, including a mentoring relationship with the tutor and access to other independent living workshops provided through the ESTEP program. Aside from programmatic aspects, the program was selected because of the large number of youths that it serves (between 400 and 500 youths annually at the time of the evaluability assessment). Finally, ESTEP-Tutoring is an oversubscribed service, having nearly twice as many youths referred as program participants.

Research Questions

The Multi-Site Evaluation addressed the following research questions:

- Program impact: What impact does access to the identified intervention have for youth compared with similar youths who have access to standard services or "services as usual" on key outcomes like self-sufficiency and well-being (e.g., educational skills, interpersonal skills, living skills, employment skills, psychosocial well-being)?

- Program mission: How does the program identify its logic model? Does service implementation follow the logic model and mission?

- Service implementation: How are services implemented? Who performs the service delivery? What is the training and experience of staff delivering services?

- Who is being served: What types of youth are being served? Is there an assessment protocol to determine the types and duration of services needed? Who is excluded? Do the intended populations receive services?

- Program challenges: What are barriers to implementation? How can they be ameliorated or eliminated?

- Policy variables: How might external community or state-level variables contribute to outcomes achieved by program youth?

- Portability of program models: To what extent might these programs be adapted to other locales? How transportable are these services and program models to other programs in other regions?

Research Design and Methods

This evaluation used an experimental design, whereby some youths were randomly assigned to have access to the service being evaluated while others have access to "services as usual," both of which vary by site. Youths assigned to the group with access to the service are referred to as "treatment group youths" or "ESTEP group youths." Youths that were assigned to "services as usual" are referred to as "control group youths." A more detailed description of the random-assignment process and ESTEP and control groups is presented at the beginning of chapter 3. The evaluation consists of two elements: an impact study and a process study. To determine the effects of independent living programs on the key outcomes required by the Chafee legislation, youths in both the ESTEP and control groups were interviewed in person at three points over the course of the evaluation. For the process study, members of the evaluation team visited the sites to observe the programs and conduct interviews and focus groups with youths, staff, administrators, and service providers. A more in-depth description of the evaluation methodology is located in appendix A.

Impact Study

The main source of data for identifying program impacts comes from interviews with foster youths. For the ESTEP-Tutoring evaluation, we randomly assigned youths who had been referred for ESTEP-Tutoring to either treatment, referred to as the "ESTEP group" or control group. Our target was to interview 450 youths across ESTEP and control groups at the baseline. Each respondent was asked to participate in an initial interview as well as two follow-up interviews, with expected first and second follow-up retention rates of 85 and 80 percent, respectively. Each follow-up interview was to take place approximately one year after the previous interview with that respondent.

Sample Overview. The analysis sample consists of 445 youths who were referred to the ESTEP-Tutoring program. Generally, youths, age 14 to 15, are initially assessed on their reading and math skills by an emancipation preparation advisor using The Community College Foundation (TCCF)–devised assessments. These assessments produce grade-level equivalent scores. Those who are assessed as being one to three years behind their school grade level in either reading or math are referred to TCCF for tutoring.

We far exceeded our response rate expectations. Response rates differ only slightly between the ESTEP-Tutoring and control groups. Youths were very cooperative and interested in participating, evidenced by the very small number of refusals. Caregiver refusals accounted for most of the noninterviews. These were referred to as gatekeeper refusals, because caregivers often serve as gatekeepers who provide or limit access to the youths. Forty-six youths (8.7 percent) were found to be out-of-scope. The vast majority of out-of-scope cases were youths who were reunited or living with a legal guardian.

More detailed information on response and retention rates and out-of-scope conditions for the ESTEP sample population is provided in appendix A.

Youth Questionnaire. The youth questionnaire is the primary data collection tool used in the study. It provides the foundation for the impact study, but also offers critical information about youths' backgrounds and experiences. The evaluation team designed the youth questionnaire primarily by using questions from existing surveys. The sources were selected to provide questions that had been used extensively and would provide good possibilities to compare with other samples. Four surveys provided the bulk of the questions. The Midwest Evaluation of the Adult Functioning of Former Foster Youth (the "Midwest Study") and the National Survey of Child and Adolescent Wellbeing (NSCAW) provided questions about child welfare and provide comparison samples of foster youths. In particular, the Midwest Study provided a good comparison sample of foster youth aging out of care. The National Longitudinal Survey of Youths, 1997 cohort (NLSY97) and the National Longitudinal Survey of Adolescent Health (AddHealth) provided many of the other questions and allowed comparisons with nationally representative samples of adolescents aging into their 20s. Special attention to the questionnaire design and selection of items was paid so that the core questionnaire could be used with youths referred to independent living services at each selected site and so that the same questionnaire could be used in each round, with minor variations across rounds. ESTEP and control youths were interviewed shortly after referral and random assignment, and follow-up interviews occurred one and two years later.

The questionnaire was designed to take approximately 90 minutes; actual average timings were closer to 100 minutes. Most of the interview was conducted with the interviewer asking the questions and recording the youths' responses on a laptop computer. Some sections of the questionnaire were administered with audio computer-assisted self-interviewing (ACASI), whereby the youth can either read the questions on the computer screen or listen to a recorded voice asking the questions. The computer faces the respondent and the interviewer does not see the youths' responses as the youth enters them directly. Sensitive sections of the interview were conducted with ACASI.[1]

Where required, the questionnaire was adapted to specific program sites. For example, education is a critical part of the ESTEP-Tutoring Program. The questionnaire was tailored to the program by including three tests from the Woodcock Johnson Tests of Achievement III: letter-word identification (test 1), calculation (test 5), and passage comprehension (test 9). Test 1 (letter-word identification) consists of items asking youths to pronounce words and simpler items asking youths to identify letters. Test 5 (calculation) is a measure of the youth's ability to perform calculations. The youth completes a workbook with calculation problems of varying degrees of difficulty. Test 9 (passage comprehension) consists of passages that the respondent reads silently. Each passage has a blank and the youth must complete the sentence. Difficulty varies across items on this test, too, with the simplest items consisting of recognizing words and following verbal instructions.

[1] The sections administered through ACASI were Substance Abuse, Sexual Behavior, Victimization, and Delinquency and Externalizing Behaviors.

Outcome Measures. Sections of the youth questionnaire served to identify the services received, short- and long-term outcomes, and moderating factors that influence the efficacy of the services received. Table 1.1 displays categories of data collection topics (sections of the questionnaire) by their purpose for analysis. These topics were primarily addressed in the surveys, though qualitative data collected during the process study (described below) also shed light on some areas of interest.

- *Population Characteristics.* The framework begins with the characteristics of the population of interest in each evaluation site, their demographics, and fixed factors, such as prior experiences in care and prior victimization.

- *Intervention and Services.* The evaluation tests whether an intervention in the site alters outcomes of the treatment youths compared with youths receiving the usual or typical services. We gathered information on both the focal independent living services (offered only to the treatment group) and the other services received by treatment and control group youths.

- *Moderating Factors.* A set of factors was expected to moderate the effects of the interventions. These factors operate at many levels (the youths themselves, the family constellation, and the community). These are separated from the characteristics of the youths because they may change over time.

- *Short-Term (Intermediate) Outcomes*. Early data collection after the intervention will establish the short-term outcomes of the treatment and control group youths. These outcomes may pick up progress on pathways to the final outcomes of interest (for example, education that will ultimately increase success in the labor market) or behaviors that affect ultimate outcomes (for example, sexual behaviors that affect fertility and health risks).

- *Longer-Term Outcomes*. The ultimate goals of the interventions are related to successful functioning in adulthood. Key areas mentioned for the evaluation in the Foster Care Independence Act include educational attainment, employment, and "personal development." The latter includes physical health, fertility, economic hardship, mental health, incarceration, and victimization.

TABLE 1.1. CONCEPTUAL FRAMEWORK FOR DATA COLLECTION AND ANALYTIC PURPOSES OF QUESTIONNAIRE SECTIONS

Population Characteristics	Intervention and Services	Moderating Factors	Short-Term Outcomes	Longer-Term Outcomes
Demographics	Independent living services of interest	Relationships	Employment and income	Employment and income
Prior experiences in care	Other services	Social support	Education	Education
Prior victimization		Reading ability	Health behaviors	Physical health

TABLE 1.1. CONCEPTUAL FRAMEWORK FOR DATA COLLECTION AND ANALYTIC PURPOSES OF QUESTIONNAIRE SECTIONS

Population Characteristics	Intervention and Services	Moderating Factors	Short-Term Outcomes	Longer-Term Outcomes
		Living arrangements	Substance abuse	Fertility and family formation
		Substance abuse	Sexual behavior	Economic hardship or homelessness
		Pro-social and other activities	Delinquency	Mental health
		Mental health	Mental health	Victimization
		Attitudes and expectations		
		Sense of preparedness		

Process Study

A key component of the evaluation was examining how the programs under evaluation were implemented, commonly referred to as a *process* or *implementation analysis*. The process study played a key role in documenting the nature of the programs, interpreting the findings of the impact analysis, and suggesting directions for refining the impact study's design. Specifically, the process analysis describes and analyzes the programs under evaluation by addressing two broad areas: the current and changing context and the implementation of the services. Each part of the process analysis from the site visits to observational analysis addressed one of these two areas.

Program data have been collected to document the recruitment for and the receipt of services under the evaluation. The extent of the program data collected varies by program. However, it generally includes data on recruitment (e.g., successful and unsuccessful attempts), service participation (e.g., the amount of services that the youths received such as number of classes attended), and crossovers (i.e., control group youths who received the service under evaluation). The process study also sought to collect case-specific data from public child welfare agency workers through a worker survey. The purpose of the worker survey was to collect case-specific information about the foster youths, such as their developmental and placement history, the services they have received, and caseworkers' perceptions of their preparedness for independence. Low initial response rates resulted in the discontinuation of the caseworker survey in Los Angeles County.

To obtain an in-depth understanding of the programs under evaluation and the broader independent living services available to youths in both the control and the ESTEP groups, site visits were conducted for each program under evaluation. During the visits, a number of semistructured interviews were conducted with administrators from the public child welfare agency, private agencies or organizations providing services to youths in the control and ESTEP

groups, and other key stakeholders. To gain a full understanding of services and operations from all relevant perspectives, semistructured interviews and focus groups were also conducted with caseworkers, supervisors, and independent living workers in the public child welfare agency and with staff and administrators of the programs under evaluation. Focus groups were conducted with youths who had and had not received the services under evaluation. In each site, members of the process study team also observed staff working with the programs under evaluation.

Site visits were conducted in Los Angeles in October 2003 and August 2005. Table 1.2 lays out the types and numbers of respondents by qualitative method. Interviews and focus group protocols focused on the following areas (although not all topics were appropriate for all respondents): program planning, operational aspects, service delivery, and program assessment.

During the first site visit in October 2003, six members of the evaluation team spent two weeks in Los Angeles. During this visit, the team met with administrators, supervisors, caseworkers, and independent living coordinators within the Los Angeles County Department of Children and Family Services to understand the broader independent living context in the county. The team conducted semistructured interviews and focus groups with staff from the ESTEP-Tutoring Program operated under contract with Los Angeles County by The Community College Foundation to understand the program under evaluation. Focus groups were conducted with youths who received ESTEP-Tutoring services. Team members were also able to interview five community college program directors, some stakeholders working on emancipation issues in Los Angeles County, and several service providers. Finally, the evaluation team observed training for ESTEP tutors.

For the second site visit, four members of the evaluation team spent a week in Los Angeles. The purpose of the first visit was to understand the broad context of independent living services and the programs under evaluation, and the aim of the second visit was to understand more fully how the programs operate. For this reason, the second visit contained more in-depth interviews with and observations of key program staff. In addition, the team conducted interviews with key Department of Child and Family Services emancipation services staff, transition coordinators, and relevant emancipation stakeholders. Focus groups with foster youths were planned; however, these groups were poorly attended. After the visit, during September and October 2005, team members conducted hour-long individual phone interviews with program staff that conduct outreach for the ESTEP-Tutoring Program.

In preparation for the site visits, TCCF program documents and Department of Child and Family Services policies relevant to independent living were collected and reviewed. This document review continued throughout the duration of the study in Los Angeles.

TABLE 1.2. ESTEP-TUTORING PROCESS STUDY RESPONDENTS

	Type of Respondent	First Site Visit (October 2003)	Second Site Visit (August 2005)	Respondents by Type (*n*)
Individual interviews	DCFS administrators/managers	5	6	**11**
	TCCF program administrators/managers	5	5	**10**

TABLE 1.2. ESTEP-TUTORING PROCESS STUDY RESPONDENTS

	Type of Respondent	First Site Visit (October 2003)	Second Site Visit (August 2005)	Respondents by Type (*n*)
	TCCF program staff	0	21	**21**
	Other stakeholders	14	4	**18**
Focus groups	DCFS supervisors	55	0	**55**
	DCFS workers	54	8	**62**
	TCCF program staff	48	12	**60**
	Youths	5	4	**9**
Observations	TCCF program staff	3	6	**9**
Respondents by site visit (*n*)		**189**	**66**	**255**

Note: DCFS = Los Angeles County Department of Child and Family Services; TCCF – The Community

As discussed earlier, program data were collected to document the recruitment for and receipt of services under the evaluation. Data were collected on recruitment into ESTEP-Tutoring (noting the reasons a youth did not accept the service) and service participation (including how many hours of tutoring youths received). These data were collected for youths assigned to the ESTEP and control groups. Examining program data on control group members has allowed the evaluation team to identify violations of control group status. These data are presented in chapter 3 of this report.

Evaluation Challenges

To better understand the remainder of this report, it is important to briefly discuss some major challenges experienced throughout the evaluation. These challenges will be discussed in greater detail in appendix A, but it is necessary to outline some of them here. First, in any evaluation with an experimental design, there are inherent difficulties using administrative data to randomly assign participants, as well as in maintaining the random assignment (i.e., ensuring that participants in the control group do not receive the service or intervention and that participants in the ESTEP group do). In addition, imposing upon established procedures in a given program is complicated. As discussed at length in chapter 2 and appendix A, the evaluation changed some of TCCF's procedures, which proved challenging. Finally, the evaluation faced significant challenges due to characteristics of the foster care population. Similar in some respects to other disadvantaged populations, youth in the foster care system are highly mobile both when they are in care and once they have been emancipated. These youths also have higher rates of behavioral and mental health issues. These are just a few of the many difficulties that make working with the foster care population challenging.

Report Organization

This chapter has introduced the purpose and intent of the Multi-Site Evaluation and provided an overview of the research design of the evaluation, including outcome measures. While the impact study is the critical part of the evaluation, it is important first to provide a better understanding of the design, context, and structure of the ESTEP-Tutoring program. This information is presented in chapter 2.

Chapter 2. Early Start to Emancipation Preparation (ESTEP)-Tutoring Program: Context, Description, and Operations

This chapter plays an important role in the Multi-Site Evaluation. Describing the Early Start to Emancipation Preparation (ESTEP)-Tutoring program in detail, including program implementation, staffing, referral, recruitment, and services provided, offers an understanding of how the program operates. This information provides background needed to understand the results of the impact study. This chapter begins with an overview of the context within which the ESTEP-Tutoring program operates, including state and local demographics, and local policies and practices for youths aging out of foster care. The discussion then presents logic models for the ESTEP-Tutoring program and the context within which it operates. The chapter turns to a detailed description of the ESTEP-Tutoring program, including staffing, referral, recruitment, and services provided. Finally, the chapter concludes with a discussion of some challenges to service provision.

In examining the program's implementation, it is important to keep in mind that social service programs often change and adapt to changing contexts as necessary. As a result, some descriptions may no longer reflect current operations. The programs may have changed operations, reporting structures, or forms used since the research team collected data. However, although this report points out some recent changes to the programs' operations and structures, the focus is on the implementation and operation of the programs during the evaluation period. In other words, the process study captures the operation of the programs while the youths in the study were involved with them. It is important to understand how the programs were being implemented for the youths in the evaluation. The research team acknowledges that these programs adapt and grow and has noted these developments whenever possible.

Context for Evaluated Program

To understand the ESTEP-Tutoring program and the extent to which it has the intended impact for foster youth, it is critical to understand the context within which the program operates. The ESTEP-Tutoring program operates within the larger context of Los Angeles County, posing a number of challenges that might affect outcomes for youths in the study, as well as program operations and implementation. The county's size (both geographically and in population) and its diverse population are only two of many factors. In particular, it is important to understand the demographics and nature of Los Angeles County, as well as any emancipation services in the county. The following section describes demographic characteristics of the foster youth population in Los Angeles County and discusses other contextual factors that may affect the outcomes of youths in this study. A more in-depth description of the state and local context is provided in appendix B.

State and Local Demographics

California is the most populous state in the nation, with more than 35 million residents in 2004 (table B.2). Slightly more than a quarter (27 percent) of the population are under age 18, and 35 percent are Latino. Just over 80 percent of the population age 25 and older are high school graduates, and 10 percent have less than a ninth-grade education. Nineteen percent of children and 11 percent of families were living below the federal poverty level in 2004, when per capita

income was a little more than $25,000. In June 2006, the unemployment rate was 4.7 percent, and in 2004, 3.5 percent of households were receiving public assistance (i.e., Cal-Works).[2]

Los Angeles County makes up almost one third of the entire state's population. Similar to the state average, 28 percent of the county's population is under age 18, and 47 percent of the population is Latino. Just over 73 percent of the population age 25 and older are high school graduates, and 14 percent have less than a ninth-grade education. Twenty-four percent of children under age 18 and 14 percent of families were living below the federal poverty level in 2004, when per capita income was approximately $23,000. In June 2006, the unemployment rate was 4.9 percent, and in 2004, 4.3 percent of households were receiving public assistance. More specific data on Los Angeles County demographics are contained in table B.2.

Foster Youth in Los Angeles County

While the population of interest for ESTEP-Tutoring is 14- and 15-year-olds in foster care, the data for this age group are only available in the larger grouping of youths age 11 to 15. Administrative data from 2003 show that 10,246 youths age 11 to 15 were in supervised foster care placements in Los Angeles County (Needell et al. 2006). This number declined in 2004 (to 9,569 youths) and 2005 (to 8,830 youths). In terms of the target population for the Chafee program (youths age 14 to 21), a total of 11,757 youths were offered Independent Living Program services in 2003–2004, including employment, housing, independent living skills, and educational goals, along with many other services.[3] Of the youths offered services, just over 7,400 youths received any.

Department of Children and Family Services

The Department of Children and Family Services (DCFS) is the child protection agency in Los Angeles County. DCFS, along with its community partners, provides a number of services to children and families in Los Angeles County, including child care, child abuse prevention and treatment, family preservation, substance abuse assistance, and services for young parents. DCFS currently has offices located throughout the county in each of the eight service planning areas. DCFS had a $1.49 billion budget in fiscal year 2006, a slight increase from the $1.39 billion budget in fiscal year 2004 (County of Los Angeles Strategic Plan Coordinator 2004, 2006).

Emancipation Preparation and Independent Living Services

The ESTEP-Tutoring program does not operate in a vacuum. There are a number of services available and programs in place that assist youths as they age out of foster care in Los Angeles County. As such, it is important to understand these different services and programs to provide context for the impact study findings, particularly since these services make up "services as

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[2] All demographic data in this section are from U.S. Census Bureau; American Community Survey, 2004 Summary Tables, generated by Erica H. Zielewski using American FactFinder (http://factfinder.census.gov). All unemployment rate data in this section come from California Employment Development Department; Labor Force and Unemployment Data, 2006. Obtained from http://www.labormarketinfo.edd.ca.gov/cgi/databrowsing.

[3] More information on the Independent Living Program's services to youth is listed in detail later in this summary and in appendix B.

usual" for youths in the control group. In Los Angeles County, emancipation preparation begins when a youth in foster care turns 14 years old or when a youth comes into foster care at the age of 14 or older. At that time, the county uses an internal assessment and referral form to identify and assess each youth's needs and develop a Transitional Independent Living Plan (TILP). Both the youth and the caregiver must sign the plan, indicating their commitment to fulfilling it. For youths on probation, a similar procedure occurs in the Probation Department with the probation officer. The TILP is updated every six months by the case-carrying social worker or to coincide with the status review hearing date and is included in the initial case plan or case plan update. The TILP includes services needed to enable the youths to successfully transition to living independently; needs related to school, training, employment, socialization, health, finances, housing, reading and writing skills, or other independent living skills; goals and future objectives, including the steps necessary to help achieve these goals; and reconciliation of the case plan with any other treatment plans pertaining to the youths.

Independent living services are offered to youths age 14 to 21 in child welfare and probation custody through the Emancipation Services Division, which has an annual budget of roughly $18 million. It should be noted that Los Angeles County differs from the state by offering independent living services to youths beginning at age 14 (table B.1). As mandated by the state, the county has provisions to accommodate youths who have spent time in detention centers and physically or mentally disabled youths who are not currently eligible for the program but may receive a referral for the program. Youths who reside outside of the County of Los Angeles can receive independent living services as a courtesy from the host county or as arranged by a Los Angeles social worker.

Some of the functions of the Emancipation Services Division include referrals to life skills programs, assistance with college entrance, vocational training opportunities, provision of aftercare services, housing services, drop-in service centers or transition resource centers (TRCs), and a number of events and activities for youths. In addition to the ESTEP, ESTEP-Tutoring, and Life Skills Training programs, DCFS contracts with several community-based agencies to provide vocational skills training and job preparation to eligible youths.[4] This training is offered throughout the county and teaches such skills as job searching, interviewing techniques, and resume writing. These skill centers also provide job placement and 120-day follow-up services. Appendix B contains a full listing of independent living services available to foster youths at the time of the study.

DCFS provides aftercare services to youths emancipated from foster care through its transition resource centers (TRCs). The TRCs are a major part of improving service delivery and outreach to youths and are designed to provide independent living services to eligible former foster youths or youths preparing to emancipate. As of July 2005, there were nine TRCs. Hours and days of operation vary, but generally the centers are open during regular business hours on weekdays. The centers provide college and vocational tuition assistance; clothing stipends; transportation assistance; employment counseling, preparation, and referral; and information and referral

[4] The Early Start to Emancipation Planning (ESTEP) program was developed in 1996 in response to an LA County Superior Court Committee recommendation that emancipation planning start at an earlier age. The program is designed to teach foster and probation youths age 14 and 15 the skills necessary for emancipation. Youths served by the ESTEP program are referred to ESTEP-Tutoring where appropriate.

services (housing, health services, legal issues, etc.) (DCFS n.d). A full listing of aftercare services is located in appendix B.

The Community College Foundation

The ESTEP-Tutoring program is administered by The Community College Foundation (TCCF) through a contract with DCFS. TCCF, established in 1983, is a nonprofit organization committed to excellence in education and the enhancement of communities. With over 800 employees throughout the state of California, TCCF's programs support educational technology, internship, scholarship, and at-risk youth initiatives. The annual portfolio of youth programs supports and trains 5,000 student interns and more than 40,000 foster youths. TCCF has a Human Development and Youth Services (HDYS) division that provides education and training to at-risk youth, foster and relative care providers, and health and human agency workers. The Human Development and Youth Services division of TCCF offers programs at 49 community colleges throughout the state, 19 of which are in Los Angeles County, and reaches more than 14,000 youths and adults annually. HDYS is California's largest provider of Independent Living Programs for foster youths age 14 to 21. HDYS provides direct program services including ESTEP, Independent Living Program, the Campus Peer Mentoring Program, and a Workforce Investment Act Out-of-School Youth Program. The organization also offers training and educational opportunities to adults, including the Fostering Education Program, foster parent training, and a preparation and support program for kinship caregivers.

Early Start to Emancipation Preparation Program Overview

Before discussing the ESTEP-Tutoring program, it is important to understand its parent program, Early Start to Emancipation Preparation (ESTEP). The ESTEP program's mission is to teach youths age 14 and 15 the skills necessary for emancipation. The program provides workshops and practicums that address key emancipation preparation areas. ESTEP is provided to foster and probation youths in out-of-home care through a partnership between TCCF and 12 Los Angeles County community colleges. In contract years 2003–2004 and 2004–2005, TCCF was expected to assess 1,650 youths and provide 144 workshops and 72 practicums to 792 foster and probation youths each year (DCFS 2002a). The typical budget for ESTEP for a year, including both the ESTEP workshops and the ESTEP-Tutoring program, was $2,387,565.

TCCF subcontracts with each community college to provide three series of workshops. Each series or module includes four on-campus, four-hour workshops and two off-campus, four-hour practicums (for a total of six sessions in each series). The workshops provide an introduction to the emancipation process; how youths can get what they need in high school; professional and personal relationships; and personal health, coping skills, and lifestyle choices. The practicums serve as hands-on learning for the material presented in the workshops—for example, taking youth grocery shopping. Youths who complete the ESTEP program (attend four of the six sessions in a module) receive $50. Transportation for the youths to and from the workshops and practicums is not standard. Many tutors from the ESTEP-Tutoring program will transport youths to and from workshops. In contract year 2003–2004, the county provided buses to a few community colleges to transport some of the youths.

ESTEP-Tutoring Program Description

In 1998 (two years after the ESTEP program was implemented), the ESTEP-Tutoring program was created to improve reading and math skills of foster youth, age 14 and 15, who are one to three years behind grade level in reading or math. The program is also designed to empower youth to use other educational services and resources that may be available to them. TCCF offers the ESTEP-Tutoring program through its Human Development and Youth Services Division, under contract to DCFS. Both the ESTEP and ESTEP-Tutoring programs are voluntary. The goals of the ESTEP-Tutoring program are to improve participants' basic educational skills; have participants continue their education; and for relationships to develop between tutors and youths so they have better attitudes toward learning, improve their ability to relate to adults, and can advocate for themselves.

While the impact study provides evidence as to whether the ESTEP-Tutoring program had the intended impact on youth, the process study provides important information about the nature of the program, including implementation, staffing, services provided, and the referral processes. It is not enough to know whether the program had the intended impact. Rather, it is also important to understand the program (e.g., what was the program under evaluation). The following description aims to explain how the ESTEP-Tutoring program operates.

Contextual Logic Model

The earlier discussion of Los Angeles County portrayed the larger context for the ESTEP-Tutoring program. However, other contextual factors may affect the outcomes of youth participants. The evaluation team developed a logic model describing the context for the program (figure 2.1). This model contains three distinct pieces—factors, inputs, and outcomes.

- Factors. Many contextual factors in Los Angeles may affect the outcomes for youths participating in ESTEP-Tutoring. Some of these factors, described in more detail above and in the appendices, relate directly to the child welfare system, and others relate to the county more generally. These factors include the employment market for workers with limited skills, demographics, budgetary conditions, and federal and state child welfare laws and initiatives.

- Inputs. The factors described above directly link to the inputs in the contextual logic model. The first input is the youth's characteristics and participation in the service, which includes age, placement setting, mental and emotional health, learning disabilities, physical disabilities, motivation level, and language issues. Each of these characteristics could affect youths' outcomes. The services offered directly and by contract through DCFS are another input. These include independent living/emancipation services, emancipation planning (using the transitional independent living plan), contracts with the Skills Centers, the availability of TRCs, financial and educational support for youths, and housing assistance/programs. The services youths are offered and receive from DCFS and its contractors are clearly linked to outcomes for youths.

The ESTEP program receives referrals from DCFS social workers and refers eligible youths to ESTEP-Tutoring. ESTEP also provides life skills–building workshops to youth. Understanding how the ESTEP program assesses and refers youths to ESTEP-Tutoring is important because the ESTEP staff determine eligibility for ESTEP-Tutoring. The ESTEP program is described in more detail below. Finally, tutoring services and other educational assistance youths may receive through the school systems or other providers may also affect the outcomes for youths in the study. There are numerous tutoring services available throughout Los Angeles County offered in schools, churches, and community centers; however, the evaluation team is not aware of any similar program that offers one-on-one tutoring in the home to foster youths. To address some of the challenges that may arise when a foster youth changes schools (or school systems, as can happen in Los Angeles County), the Foster Youth Services (FYS) program was created in 1998. FYS provides support and services to foster children in group homes by creating a centralized database with educational information regarding foster youth in group homes, establishing collaborative working relationships with some of the group homes in the county, providing job and education services to youths in Los Angeles, providing training for care providers, and advocating for the rights of foster youth.

- Outcomes. Each input is directly linked to the targeted outcomes in the contextual logic model. The Foster Care Independence Act of 1999 listed eight outcomes as goals for the funds appropriated under the legislation. These outcomes include receiving a high school diploma, continuing educational attainment, avoiding nonmarital childbirth, avoiding high-risk behaviors, avoiding incarceration, gaining employment, attaining self-sufficiency, and avoiding homelessness. The ESTEP-Tutoring program has also set participation in its Life Skills Training program as an outcome/goal for youth.

Program Operations Logic Model

Figure 2.2 presents the logic model for the ESTEP-Tutoring program created by the evaluation team in collaboration with TCCF. The logic model includes resources, activities, outputs, and targeted outcomes. They are described below.

- Resources. In the contract years 2003–2004 and 2004–2005, the tutoring program was expected to serve 496 foster youths and provide 24,800 hours of tutoring per year.[5] In the 2005–2006 year, the contract was only extended for nine months; therefore, the program was expected to provide only 18,600 hours of tutoring to 372 youths. Undergraduate and graduate students are hired as tutors and master tutors. These staff receive initial and ongoing training and professional development provided by TCCF. This includes the assistance and support that master tutors provide to tutors. These three resources link directly to most of the activities described below. Finally, the last resources are the curricula the tutors use with the youths. These include the SRA reading and Houghton-

[5] The DCFS contract for ESTEP-Tutoring only requires that TCCF "serve" youth, but there is no clear definition in the contract of what it means to "serve" a youth. Further, the contract measures compliance in the number of youths served but it does not have a means of evaluating the quality of services.

Mifflin math and spelling/vocabulary curricula. These resources are directly linked to the tutoring that occurs under activities.

- Activities. Once a youth is referred to ESTEP-Tutoring, the master tutor matches the youth with a tutor based on gender, proximity, availability of the tutor, and the youth's needs. Once assigned, the tutor calls the youth and caregiver and schedules a home visit. During the first visit, the tutor meets the youth, and possibly the caregiver, and each signs a tutoring contract. This activity is directly linked to one of the outputs described below. At the second visit, the tutor assesses the youth on reading, math, and spelling to determine the curriculum levels to use with the youth. The tutor and youth meet in the home twice a week for a two-hour session, for a total of four hours a week. This activity is bolded in the model because it is the main activity likely to affect outcomes for youth. If the youth chooses to participate, the tutor may also transport the youth to the ESTEP workshops on the community college campuses. These last two activities, the weekly tutoring and transporting the youth to the workshops, are directly linked to the targeted outputs for the program.

- Outputs. The first output is that the youth will improve in reading, math, or spelling upon reassessment by the tutor. That the youth improves basic skills and grades/achievement in school is the next output. By having the tutor in the home working with the youth, the caregiver may become more involved in the youth's education. The next output is that the tutor and youth develop a rapport and that a mentoring relationship grows from the individual attention the youth receives from the tutor. Once tutoring is completed, the tutor and the youth may maintain monthly phone or in-person contact to continue building on the rapport developed during tutoring. Through the youth's improvement in the basic skills, the youth builds self-esteem and self-confidence. By developing rapport with the tutor, the youth may also build trust in and develop other healthy relationships with adults. Finally, since the tutors are usually undergraduate or graduate students, the youth is aware that college is an option by seeing someone like them (e.g., same race, ethnicity, and possible foster care history) go to college. Each of these targeted outputs is directly linked to the targeted outcomes.

- Outcomes. The targeted outcomes are cited in the Foster Care Independence Act of 1999 as outcomes of interest for youth who transition out of foster care. These include the youths receiving a high school diploma and continuing educational attainment, which are the outcomes that will most likely be affected by a youth's participation in ESTEP-Tutoring. The other outcomes, which are less likely to be directly affected by ESTEP-Tutoring, could be seen in the long term. These include avoiding nonmarital childbirth, avoiding high risk behaviors, avoiding incarceration, gaining employment, attaining self-sufficiency, and avoiding homelessness.

FIGURE 2.1: ESTEP-TUTORING CONTEXT LOGIC MODEL

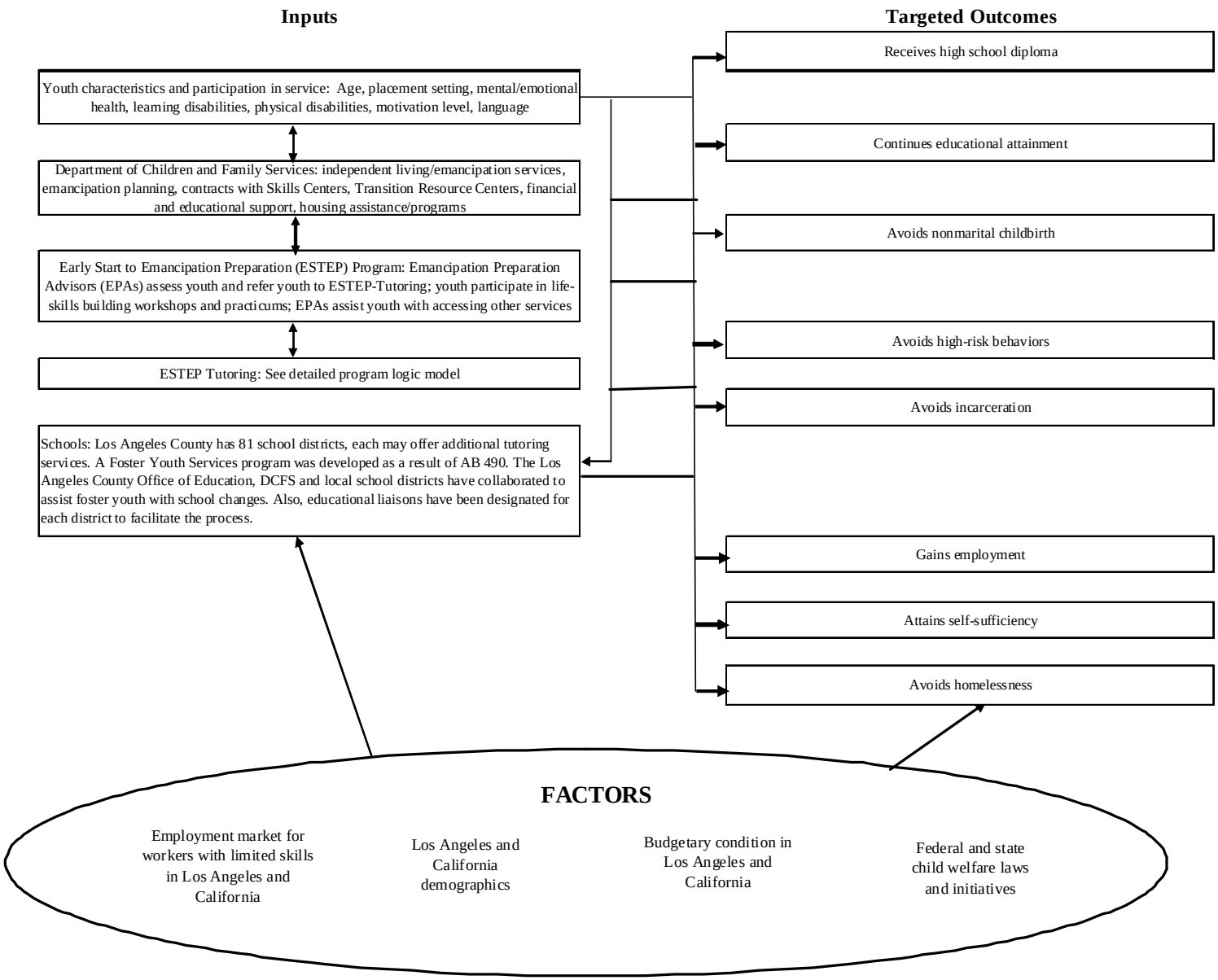
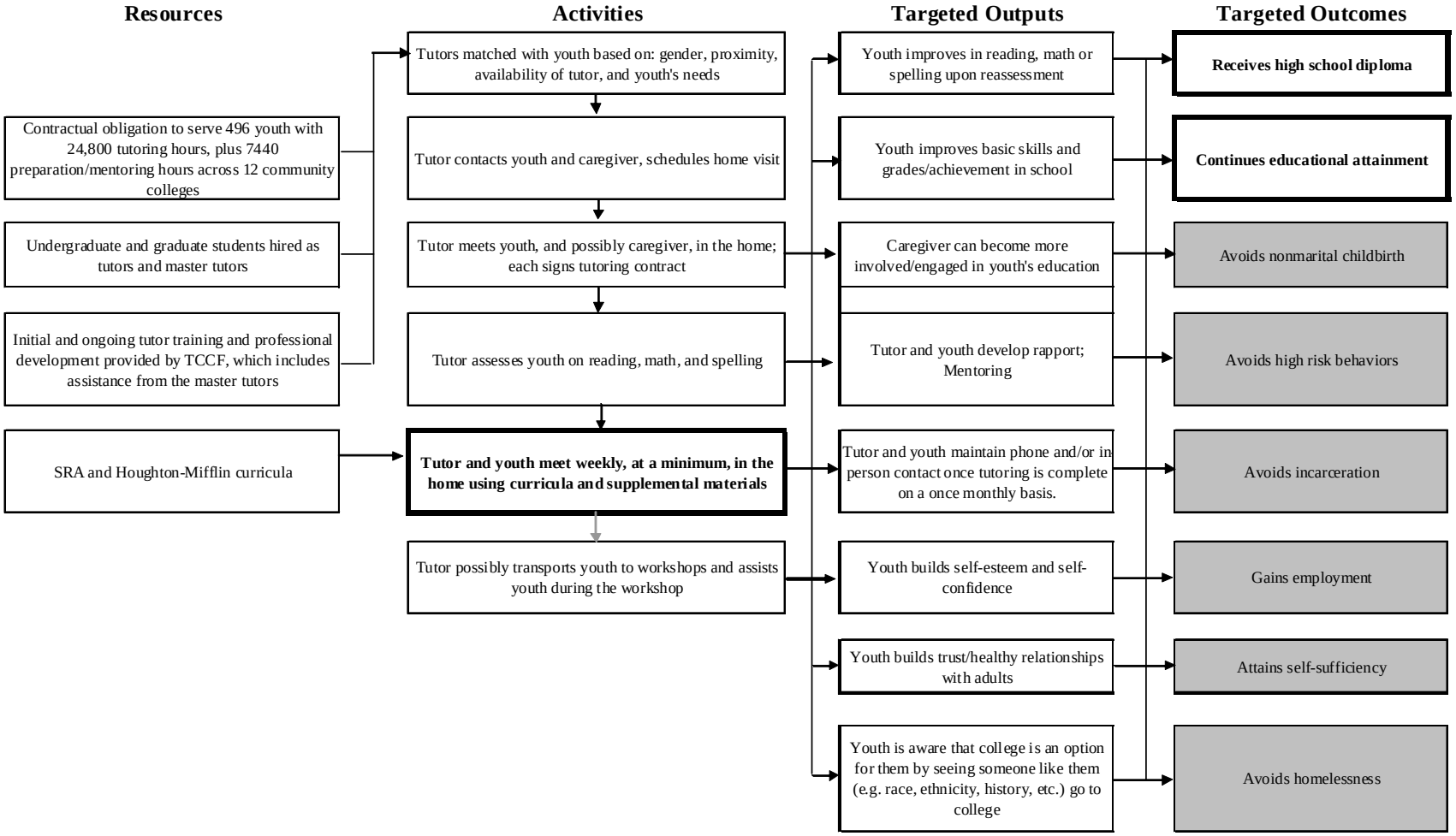


FIGURE 2.2: ESTEP-TUTORING LOGIC MODEL



Program Staffing

Four different types of staff members participate in the ESTEP-Tutoring program. These include emancipation preparation advisors (EPAs), master tutors, tutors, and peer counselors. In addition, some staff members from the ESTEP program interact with the ESTEP-Tutoring program. Appendix C includes a table outlining the roles and responsibilities of these different staff members (TCCF 1999). The qualifications and training for each ESTEP-Tutoring staff position are described below.

Emancipation Preparation Advisors. In general, the EPAs are responsible for assessing youths referred to the ESTEP program to determine if they are appropriate for tutoring. Other responsibilities include: motivating youths and caregivers to engage in the emancipation planning process, introducing and facilitating the planning process, and identifying links to appropriate services for the youth. EPAs must have a Bachelor's degree, at least two years of experience working with high-risk youth, and experience working or volunteering at the community level to identify resources in the community. TCCF hires the EPAs.

Master Tutors. Master tutors are assigned to each of the 12 community colleges in which tutoring is offered. Each master tutor supervises a team of 6 to 12 tutors and serves as a liaison between the tutors and the TCCF office (DCFS 2002a). Master tutors also interview potential tutors with the program managers, but according to the 12 master tutors interviewed, they do not have the final decision on hiring or firing a tutor. To be eligible to be hired as a master tutor, the tutor must have at least six months of experience as a tutor II—a position open to tutors after six months of experience. In addition to these responsibilities, master tutors were required to attend the majority of each series of ESTEP workshops or practicums offered at their college in contract years 2003–2004 and 2004–2005. In contract year 2005–2006, master tutors were no longer required to attend the workshops or practicums offered at their college for cost-saving purposes. Master tutors report to the program and deputy program managers who are based in TCCF's Los Angeles office.

Tutors. Tutors assist youth with academics and serve as mentors to them. Tutors work individually with one to five youth for up to 50 hours of tutoring per youth in math, reading, or spelling (using the Houghton-Mifflin and SRA curricula). In addition, tutors can charge 15 hours per youth for tutoring preparation, youth mentoring while tutoring, tutor training, and transportation to the ESTEP workshops. One change in responsibilities that tutors noted was an increase in the hours of tutoring that they were allowed to spend with each youth. Beginning in the 2004–2005 contract year, tutors were able to request and receive an additional 20 hours of tutoring (for a possible total of 70 tutoring hours) for some youth.[6] According to tutors who participated in focus groups, tutors are not required to have contact with the youths' schools because the tutoring program has its own curriculum and focus. Most tutors indicated that they had not had any involvement with the schools.

[6] Youth may request to get an additional 20 hours of tutoring hours. This is possible because many youths do not use their 50 tutoring hours. In the future, the program managers plan to create a utilization review committee, made up of the program managers and master tutors, to review requests and examine the youth's files to understand what is happening with the youth and why the youth needs additional hours.

Tutors complete the 1950V form to document contact with youths and share information with DCFS about the tutoring process. Tutors complete the form once a youth finishes tutoring, noting the youth's progress from the beginning of tutoring to the end. Any additional needs the youth may have, basic perceptions of the youth, and a description of the relationship between the youth and caregiver are also reported on the form. This includes noting that the youth may need additional tutoring. The 1950V is also completed if the tutor had face-to-face contact with a youth but the youth did not finish tutoring.

Tutors are usually college students with at least 15 semester credits and grade point averages higher than 2.5 (DCFS 2002a). Program staff agreed that tutors need certain characteristics, namely time management, organizational skills, patience, good listening skills, ability to work and connect with youth, reliability, and the ability to discuss issues the youth may raise about abuse. The program offers tutors upward mobility through progression from a tutor I to a tutor II. Tutors can also apply for vacant master tutor positions after working as a tutor II for six months.

Other program staff. There are other positions within the ESTEP program, including workshop instructors and peer counselors. Workshop instructors are responsible for teaching the ESTEP workshop curriculum to youth and are hired by the individual community colleges. TCCF has provided the community colleges with guidelines for the basic qualifications of instructors. Instructors must have a social service or related college degree as well as experience working with high-risk youth. Instructors should also be experienced in using nondidactic teaching methods. Each community college that offers ESTEP also has two peer counselors who mentor youth by acting as role models and are generally youths who have either completed or are in the process of completing ESTEP or Life Skills Training and are at least 16 years old.

Tutors and master tutors receive one-day training on conducting the initial needs assessment, using the curriculum materials, and methods to engage youth upon employment with TCCF. The one-day training emphasizes the holistic nature of tutoring, including counseling and mentoring the youths. The one-day training and continuous tutor meetings stress the plurality of learning styles, encouraging tutors to experiment with abstract and specific concepts as well as with visual aids and other learning devices. The tutors receive a tutor handbook that mostly focuses on the paperwork that needs to be completed and implementation of the curricula. However, the handbook also includes brief information on engaging and developing rapport with youth.

All of the 30 tutors that participated in focus groups noted that they received training when first hired and continue to receive additional training during the year (two or three times a year). These trainings cover case management and how to resolve issues and overcome obstacles, as well as provide group support and understanding of the challenges and successes with youth. In addition, there are two annual trainings for all campuses where relationship-building and attachment/therapeutic issues are discussed. Further, there is a tutor and youth forum at the end of each year that allows the program to get feedback from tutors and youth, and informs tutors on how to deal with certain issues as they are working with youth. Finally, all staff receive training on child abuse and neglect because they are mandated reporters, and tutors must submit their fingerprints for clearance through the child abuse registry and criminal background checks before they can begin working with youth.

While respondents noted that there has been little turnover with the master tutors, there appears to be regular turnover with the tutors and the EPAs. The effect that staff turnover, particularly with EPAs and tutors, has on program operations is unclear. Some respondents noted that despite turnover among tutors, tutors could help youth even if only tutoring for a short time. Turnover among EPAs, however, had larger implications for program operations, as they are responsible for handling referrals. When EPAs leave, there is infrequently an immediate replacement to handle referrals and new EPAs do not carry a full caseload during their first few months on the job.

Referral, Recruitment, and Assessment Processes

To understand the referral process for the ESTEP-Tutoring program, it is important to understand how youth are filtered into the ESTEP program and, subsequently, the ESTEP-Tutoring program. As noted earlier, in Los Angeles County, emancipation preparation begins when a youth in foster care turns 14 or a youth age 14 or older comes into foster care. At that time, the county uses an internal assessment and referral form to identify and assess each youth's needs and develop a transitional independent living plan (TILP). The TILP is completed and implemented by the DCFS social worker or probation officer (DCFS 2002b).

If the social worker feels that the youth will benefit from independent living assistance, the social worker refers the youth to ESTEP. The social worker discusses the youth's needs with the emancipation preparation advisor and develops a plan with the advisor to facilitate open communication and cooperation. The social worker should also monitor the progress of the youth in the program by obtaining documentation from the EPA regarding the results of the initial assessment of the youth and maintaining contact thereafter (DCFS 2001).

ESTEP referrals are distributed to the EPA in the appropriate region, who then calls the household to schedule an assessment. EPAs usually contact the referrals in the order in which they are received except for cases that are given priority, such as an older youth. During the home visit, the EPA completes a TILP, an emancipation goal contract, an educational assessment, and a tracking sheet. The tracking sheet contains general information about the youth, including his or her name, address, phone number, social worker, and DCFS file number.

The EPAs also have the youths complete a reading and math assessment to determine their current reading and math levels. If the youth is one to three years behind grade level in reading or math, the EPAs are supposed to refer the youth to ESTEP-Tutoring. If the youth is more than three years behind, the EPA is supposed to refer the youth back to DCFS for DCFS to address the youth's academic needs. A youth must first be assessed by an EPA before being referred to ESTEP-Tutoring. To meet the requirements of the ESTEP program, EPAs must complete 17 assessments of youths each month. Youths can be reassessed to meet this quota. During the evaluation, assignment to the treatment (ESTEP) group or control group occurred after EPAs assessed and referred youth to ESTEP-Tutoring. Once youths were randomly assigned, those in the ESTEP group were referred to a master tutor for matching with a tutor.

The EPA assessment includes a six-month goal-setting agreement, one page of the DCFS TILP, and an ESTEP educational assessment. The educational assessment measures the youth's current

skill level through a review of academic grade(s) earned, cumulative school record, attendance record, behavior in school, anticipated graduation date, course of study undertaken, current educational placement, and status of any current remedial action prescribed or taken. It also includes three pages of reading comprehension assessment (three short stories at the fourth-, sixth-, and ninth-grade levels), a 20-question math assessment (which begins with basic math and becomes more difficult), and six to eight multiple-choice questions. The EPAs give youths between 15 and 35 minutes to complete the educational assessment; however, one third of the EPAs interviewed said they do not time the youth because it becomes clear that youth are either struggling to complete the assessment or not taking it seriously. The EPAs also allow the youth to skip questions or not complete the assessment in its entirety. If the youth is one to three years behind grade level on reading *or* math, the EPA is supposed to refer the youth to ESTEP-Tutoring. The EPAs estimated that they spend 30 to 90 minutes completing the entire assessment with each youth.

Services Provided

Once a referral for tutoring is received from the EPA, the deputy program manager assigns the case to the appropriate master tutor based on proximity to a particular community college. The master tutors match youth with tutors and prioritize assignments based on several factors. Tutors may also decline to be matched with a youth because of distance or safety reasons. While there are no specific requirements for assignment and matching, various program staff noted the following:

- proximity to tutor;
- youth's gender;
- youth's interest in tutoring;
- EPA or social worker suggestion to prioritize youth;
- youth's age (older youth are given preference);
- youth's educational assessment, assigning youth who are furthest behind their grade level first;
- youth's attendance at workshops, first assigning youth who are attending workshops;
- whether or not a tutor is already working with other youth in the home;
- tutor's strengths and youth's weaknesses; and
- tutor and youth have already developed a rapport in the workshops.

Once they begin working with the youth, the tutors complete a more in-depth assessment. They also complete and sign a tutoring agreement with the youth and caregiver that lays out the goals, duties, and responsibilities of each for tutoring to be successful. To monitor progress, youth complete a weekly reading assessment and a routine check every two to three weeks. Along with pre- and post-tutoring tests, there is a test at what the tutor believes is the midpoint for tutoring with each individual youth. This midpoint test can show the youth and tutor the areas in which the youth has progressed and those that need improvement.

TCCF provides standardized curricula for the tutors to use with youth. Tutors use the SRA Reading 3A curriculum and the Houghton-Mifflin curricula for math, spelling, and vocabulary.

The curricula were chosen by the program manager because they each span a range of grade levels (3rd to 10th grade) and allow for pre- and post-assessments.

For each tutoring session, tutors are supposed to document the curriculum materials used, what level the youth is on, and any additional materials used during each tutoring session. On the daily tracking sheet for each session, the tutor notes what was reviewed, progress made, and personal issues discussed. In addition, tutors supplement the curriculum by using math and phonics flash cards provided by TCCF, locating materials on the Internet, purchasing games and other materials from local education stores, and sharing materials provided by the master tutors. Tutors and master tutors reported that they are reimbursed by TCCF for up to $50 a month for materials.[7]

A continued mentoring relationship when tutoring ends is one of the implicit goals of the ESTEP-Tutoring program. Tutors and master tutors noted that they discuss a variety of subjects with youths as they work to develop a rapport with them. The program data on mentoring contacts after tutoring shows that this relationship does not continue for the majority of youth. In the second follow-up interview, youth were asked if they had ever had ESTEP-Tutoring. For those who said yes, we asked, "Have you been in contact with your tutor since you completed the tutoring?" Of the 119 youths who got this question, only 18 (15 percent) said yes, while 99 (83 percent) said no and 2 (2 percent) were still receiving tutoring at the date of the interview. On average, these mentoring contacts continued for seven months after tutoring ended. Many tutors commented that they might call youth once a month after tutoring has ended; however, the tutors were also clear that the onus is on the youth for the relationship to continue.

Once tutoring is completed, tutors leave each youth with an individual tutoring plan, which outlines a strategy for the youth to continue gains made during tutoring. This plan may include a trip to a university (or local community college) or a discussion with a guidance counselor about financial aid. Some tutors also reported that they leave materials for the youth to work on after tutoring is completed. In addition to tutoring, some tutors have assisted youth with getting necessary vital information and documents, such as birth certificates, Social Security cards, and nondriver identification cards. Tutors do not typically directly refer youth to any services, but will note on the DCFS's 1950V form (which is returned to DCFS) that the youth needs additional tutoring.

Programmatic Challenges and Discussion

The process study developed a fairly detailed understanding of how the ESTEP-Tutoring program operates. The study identified places where practice may deviate from written policy, as well as challenges that the ESTEP-Tutoring program faces in serving foster youth. The following discussion examines some places where policy and practice within the ESTEP-Tutoring program may diverge, highlights challenges that the program faces, and considers implications for other tutoring programs. The discussion also describes ways that the Multi-Site Evaluation affected program operations.

[7] This was not confirmed by the program managers or found in the program materials.

Adherence to the Logic Model. Much of the written program materials and most of the staff stated that youths age 14 to 15 who are one to three years behind grade level in math or reading are eligible for tutoring. Most tutors and master tutors reported that many, if not most, of the youths that they tutored were more than three years behind grade level in at least one subject. Results from the series of Woodcock-Johnson tests administered during baseline interviews with youth supported their assertions, as 14 percent of youths referred to tutoring by the EPAs were more than three years behind grade level in both reading *and* math.[8] Further, less than 3 percent of youths were at or above grade level on both tests, meaning they were also outside of the target population (although in a positive direction). These findings raise a key question about the program's ability to improve outcomes for youth when the program is serving many youth who are not in the target population. In addition, it is not clear that tutors are trained or have the necessary materials to address the needs of youth who are more than three years behind grade level.

The TCCF contract with DCFS states that EPAs are supposed to refer youth back to DCFS to address youths' academic needs when youth are more than three years behind. Half of the EPAs interviewed mentioned referring youths to tutoring even if they are not in the target population—including youth who are further behind based on the cursory assessment proctored by the EPAs—because the EPAs believe that all youth can benefit from tutoring. Very few EPAs talked about referring youth to other resources, including referring back to DCFS, or noted that this was what they were supposed to do in cases where youth were not within the target population for ESTEP-Tutoring.

Aside from knowledge of the grade level at which the youth is functioning in reading and math, program eligibility does not appear to take into consideration a youth's learning disabilities. While the referral form indicates whether the youth is receiving special education, there is no clarification on the youth's individual needs, nor are tutors trained to deal specifically with the different learning challenges youth may present. Several master tutors and tutors noted that program managers have told them to continue tutoring a youth even when the youth does not fall within the target population. To accommodate youth with learning disabilities, one master tutor noted that she assigns these youth to more experienced tutors. The program managers view the referrals before passing them on to the master tutors. If the referral is outside of the targeted range after the EPA's initial assessment, the EPA will note that the youth could benefit from tutoring and passes the referral on to the master tutors. The program will deny tutoring if the referral is clearly inappropriate for other reasons, such as an autistic youth, a youth out of the target age range for the program (age 14 to 15), or a youth who lives in a group home. Program managers recognized there may be problems with targeting but noted that it is difficult to deny tutoring services to a youth once the tutor has already been in the home. The historical response has been to allow these youth to receive tutoring.[9]

Challenges to Service Provision. During focus groups and interviews with program staff, the process study asked respondents specifically about challenges to service provision. In speaking

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[8] These percentages are based on the Woodcock-Johnson results for Tests 1 and 5 for both ESTEP and control youths who were randomly assigned.

[9] Confirmation of the youth's reading and math abilities is not made until the tutor goes into the home and fully assesses the youth.

with many stakeholders involved with the ESTEP-Tutoring program, several key challenges emerged. It is important to describe these challenges because many of them may be present in or relevant to other life skills programs. The following discussion will outline some of the challenges for the ESTEP-Tutoring program specifically, as well as challenges that may occur in other tutoring programs.

First, many DCFS and program staff felt there was not enough tutoring available in Los Angeles County for all referred youths. DCFS administrators and staff stated that there is no tutoring available through DCFS. Further, group homes are supposed to provide tutoring. However, youth do not always receive tutoring from the group home, so staff felt that having ESTEP-Tutoring available would be beneficial to these youth. Second, for youths who do get the service, interviewees believed that they may have to wait three months to be assigned to a tutor (this was confirmed with program data as noted in chapter 3). Third, many respondents, including EPAs, master tutors, tutors, and youth, felt that there are not enough tutoring hours, even for youths who received the additional 20 hours. It is not known how many tutoring hours per week are needed to show improvement in youth achievement. While 50 hours seems like a lot of time, many program staff felt that this was not enough.

Caregivers were identified as the greatest challenge for the program by all levels of program staff. ESTEP-Tutoring does not require anything from the caregivers other than their presence in the home during tutoring, but their participation is encouraged. According to the 12 tutors interviewed, not all caregivers read and sign the contract during the initial meeting between the youth and the tutor, and some are not even present when the tutor is in the home. Some foster parents and relative caregivers are resistant to allowing the EPA in the home to complete the assessment, to transporting the youth to the workshops, letting the tutor assist the youth, or adjusting their schedules to accommodate tutoring. Some caregivers do not see the need for tutoring, or they believe that the tutor is there to check up on how they are caring for the youth. Respondents, however, noted that some caregivers encourage youths to participate in the workshops or tutoring and provide transportation to the workshops. Many interviewees believed if the caregiver is encouraging, the youth will most likely participate.

While tutoring is under way, tutors will inform the caregiver of the youth's progress in tutoring, but many tutors found that some caregivers are not aware of the child's educational status. Caregivers also cancel tutoring sessions. Tutors disagreed on whether there are differences between foster parents and relative caregivers in terms of support for tutoring and facilitating a learning environment. It is unclear how other tutoring programs address the issue of caregivers and whether caregiver involvement is a challenge for them. Yet the overwhelming assessment that caregivers posed a challenge for the ESTEP-Tutoring program may point to the broader issue of how tutoring programs work with caregivers. It is likely that other tutoring programs face similar challenges.

Conclusion

In order to examine a program's impact on a specific population, it is first necessary to gain an in-depth understanding of how the program operates. Chapter 2 provides an in-depth description

of the ESTEP-Tutoring program during the time of the evaluation. This description, which included program staffing, the referral and recruitment processes, service provision, programmatic challenges, and adherence to the logic model, all serve to provide an important background for the impact study (chapter 4). The information provided in this chapter is meant to be primarily descriptive in nature. While there are places where the process study identified key challenges for the ESTEP-Tutoring program, the main purpose of this chapter was to describe the program rather than provide specific recommendations about areas for improvement. The chapters that follow (chapters 3 and 4) provide more specific data about the evaluation, youths' participation in ESTEP-Tutoring program, and the impact that the program had on key outcomes for youth in the evaluation.

Chapter 3. Evaluation Implementation

This chapter builds on the previous two chapters by describing how the Multi-Site Evaluation was implemented for the ESTEP-Tutoring program, as well as providing data on the youths in the study. This chapter begins by describing the sample and interview process, including sample development. This discussion is followed by an examination of program participation rates, referred to as service take-up, and a discussion of the factors which may have affected take-up rates among ESTEP and control group youth. Finally, the chapter concludes with a comparison of the characteristics of assignment and take-up groups at baseline (i.e., first interview), including the baseline values for most evaluated outcomes. An examination of differences between assignment and take-up groups in the level of tutoring receipt (from both ESTEP-Tutoring and other sources) at the second follow-up interview is deferred until the next chapter.

Sample Overview and Interview Process

A total of 445 youths who were referred to the ESTEP-Tutoring program participated in the study. The youths were in out-of-home care placements under the guardianship of the Los Angeles Department of Child and Family Services (DCFS). In order to be referred to ESTEP-Tutoring, youths age 14 and 15 are initially assessed on their reading and math skills by an emancipation preparation advisor (EPA) using assessments devised by The Community College Foundation (TCCF). These assessments produce grade-level-equivalent scores. Those who are assessed as being one to three years behind their school grade level in either reading or math are referred to TCCF for tutoring. As noted in chapter 2, EPAs must assess 17 youths per month. Youths may be reassessed to meet this quota.

The conditions for referral are not held firm. Frequently when there are foster youth of different ages living in the same placement or when an EPA believes a youth outside the prescribed range could benefit from tutoring, the EPA may make a referral. An examination of TCCF's referrals shows that a significant portion of youth did not meet the criteria based on the TCCF assessments at the time of the referral. A rough estimate based on the youths referred to the study indicates that nearly 14 percent of all youth had both reading *and* math grade-level equivalents greater than three years behind their grade level, as measured by TCCF's internally designed assessment.[10] Conversely, less than 3 percent were at or above their grade level for both measures. These data suggest that roughly 17 percent of the youth were out of the "target" group for the program. Some of the subsequent analyses will take into account that some youth were out of the target range for the intervention and will focus on "targeted" youth.

Table 3.1 shows the development of the sample. The goal was to complete 450 baseline interviews. Out of a total of 529 referrals received, 465 youths were deemed eligible (in scope) for the evaluation. Baseline interviews were completed with 463 youths, which exceeded initial goals. However, tutoring records received in 2006 indicated 18 youths who had received tutoring before random assignment. These youths were deemed out of scope, lowering the number of final completed interviews with eligible youths to 445, slightly below the initial goal. This final baseline response rate exceeded 95 percent. Of those youth interviewed at baseline, nearly 94

[10] It is not clear if this estimate is generalizable to all 12 colleges. EPAs differed substantially in how tightly they adhered to the rule.

percent were interviewed at the first follow-up, and over 90 percent were interviewed at the second follow-up. Response rates differed only slightly between the ESTEP and control groups.

TABLE 3.1. ESTEP-TUTORING SAMPLE DEVELOPMENT

	ESTEP Group		Control Group		Total	
	n	%	n	%	n	%
Randomly assigned	277		252	47.6	529	
Percent of total		52.4				
Out of scope	31	11.2	33	13.1	64	12.1
Percent of randomly assigned						
In-scope	246	52.9	219	47.1	465	
Percent of total						
Interviewed at baseline	236		209		445	
Percent of randomly assigned		85.2		82.9		84.1
Percent of in-scope		95.9		95.4		95.7
Interviewed at first follow-up	220		197		417	
Percent of randomly assigned		79.4		78.2		78.8
Percent of in-scope		89.4		90.0		89.7
Percent of interviewed at baseline		93.2		94.3		93.7
Interviewed at second follow-up	212		190		402	
Percent of randomly assigned		76.5		75.4		76.0
Percent of in-scope		86.2		86.8		86.5
Percent of interviewed at baseline		89.8		90.9		90.3

Although the intent was to interview youth for the second follow-up two years (730 days) after the baseline interview, the average time between the two interviews was somewhat longer, a mean of 805 days, with a minimum of 716 days and a maximum of 1,058 days. A delay while waiting for court approval for the evaluation accounts for about 4 to 6 weeks of this difference. There were no significant differences between ESTEP and control cases in length of time between interviews ($p < .10$).

Service Take-Up

Before discussing service take-up, it is important to clarify some of the terminology around it. Youths were randomly assigned to treatment and control groups, with the expectation that (a) youths assigned to the treatment group, referred to as "ESTEP group," would receive services consistent with the design of the program and (b) youths in the control group would not receive any services from the program being evaluated, although they might have received similar services from other sources. For the most part, youth followed their assignment, that is, youths in the ESTEP group participated in the service, while youths in the control group did not receive the service. These youths that followed their assignments are referred to as compliers.

However, as in other experimental evaluations of social services, there were some violations of the assignment protocol. That is, some members of the control group received services (e.g., received tutoring), while some members of the ESTEP group did not. The latter group is referred to as no-shows. The members of the control group who received the service are referred to as crossovers.

For the purposes of this discussion, the reference terms in table 3.2 will be used.

TABLE 3.2. GROUP REFERENCE TERMS			
Experimental Assignment	**Program Take-Up**	**Reference Terms**	
		Violation	**Assignment by Violation**
Control group	No	Compliers	Control group compliers
ESTEP group	Yes	Compliers	ESTEP group compliers
Control group	Yes	Violators	(Control group) crossovers
ESTEP group	No	Violators	(ESTEP group) no-shows

Table 3.3 shows the service take-up rates for youths assigned to the evaluation. For youths assigned to the ESTEP group, the service take-up rate refers to the percentage of youths who actually enrolled, attended, or graduated from the program. Overall, 61.8 percent of all ESTEP group youths started tutoring.

TABLE 3.3. EXPERIMENTAL ASSIGNMENT BY ESTEP TAKE-UP					
Assignment Group	**Total**	**Participated in ESTEP-Tutoring**		**Did *Not* Participate in ESTEP-Tutoring**	
	n	**n**	**%**	**n**	**%**
Control group	219	27	12.3	192	87.7
ESTEP group	246	152	61.8	94	38.2

Notes: The 152 youths who received tutoring includes 5 youths who received mentoring and not language or

According to data provided by TCCF, on average 15 weeks (or almost 4 months) passed between the time of referral and meeting with a tutor (table 3.4). As shown, 66 percent of youths received the service within 12 weeks (3 months) of the referral to tutoring. Interviews with program staff raised possible reasons for the variance including differences in when EPAs turn in referrals, the availability of master tutors to process the referrals, and the availability of tutors to take the case. In addition, a tutor may be assigned quickly, but scheduling conflicts with the caregiver or youth or incorrect contact information may delay the actual receipt of service.

TABLE 3.4. TIME TO SERVICE FOR ESTEP GROUP YOUTHS		
	Number of Youths	**%**
Total number of ESTEP youths tutored	152	100
Average time to service (in weeks)	15.3	--
Time from assignment to tutoring start date		
0 to 4 weeks	18	12
4 to 8 weeks	45	30
8 to 12 weeks	37	24
12 to 16 weeks	13	9
16 to 20 weeks	14	9
20 to 24 weeks	5	3
24 weeks to 2 years	20	13

There are several different things that may explain the take-up rate for the ESTEP-Tutoring program. First, there is a gap in time between the EPA assessment and service receipt that may affect the program's ability to engage youth. As shown above, the average time to service for ESTEP-Tutoring was 15.3 weeks. While the majority of youths received tutoring 4 to 12 weeks

after assignment, a significant number (13 percent) waited between 24 weeks and two years between assignment and the start of tutoring.

Not surprisingly, the largest group that did not get tutoring failed to receive the services because the youth was no longer in the foster or relative home listed on the tutoring referral. Teenagers in foster care tend to have multiple placements. Fifteen weeks between service referral and service receipt is enough time for youth to have changed placements. Still other youth were not motivated to participate, and some youth were not reached because contact information was incorrect or because the youth or caregiver did not return phone calls. Master tutors and tutors mentioned returning referrals with incorrect information back to the EPA (or someone else within TCCF), and someone within the TCCF office would call the DCFS social worker to get the correct contact information. Very few tutors mentioned calling the social worker directly for new contact information or for assistance in getting the youth or caregiver to return calls. None of the 30 tutors interviewed discussed calling social workers to assist in engaging the youth and caregiver when calls were not returned.

Once assigned, the tutor contacts the caregiver and the youth to schedule a time to visit the home, though, as noted above, there may be considerable delays between the referral and the tutor's initial visit. Once a youth accepts tutoring, sessions are supposed to last two hours and occur twice a week for a maximum of 50 tutoring hours. However, the actual amount of tutoring youths receive varies. Analysis of program data (table 3.5) highlights that, on average, youths received 18 hours of math tutoring and 17 hours of reading (language) tutoring. Twenty-eight percent of youths received a total of no more than 20 hours of tutoring, 33 percent received between 21 and 40 hours of tutoring total, and the remaining 38 percent received more than 40 hours of tutoring (the percentages do not total 100 because of rounding). In addition, youths received tutoring over 22 weeks on average. According to these data, it appears that many youths received less than the four hours of tutoring a week that the program's guidelines suggest. The number of tutoring hours a youths receives varies for several reasons, including tutor/youths schedules, a youth's placement stability, the caregiver's support for tutoring, and a youth's interest in continuing tutoring.

TABLE 3.5. NUMBER OF HOURS OF TUTORING FOR ESTEP GROUP YOUTHS

	n	%
Total number of ESTEP youths tutored	152	100
Average number of hours spent		
Math	17.8	--
Language	17.0	--
Mentoring	5.0	--
Hours spent on language and math combined		
0–10	20	13
11–20	23	15
21–30	29	19
31–40	22	15
41–50	25	16
51–168	33	22

As indicated in table 3.2, some control youths were able to access the service even with the gate-keeping functions in place. In total, 27 control youths (12.3 percent of the control group) received 19 hours of reading and 19 hours of math on average, similar to the ESTEP group.

Control group youths spent 24 weeks or almost 6 months with a tutor, and an average of 37 weeks passed between the time of assignment to a particular community college and tutoring receipt.[11] It is not clear how the control group youths accessed the service. One possible explanation emerges from discussions with over 40 tutors and master tutors. These program staff suggested that some youths may receive tutoring before being assessed by an EPA if the tutor is already in the home working with another youth. Some discussed tutoring a youth before the EPA had turned in the referral to the ESTEP-Tutoring program managers. In these cases, control group youths may have been newly placed in a home where a tutor was already working with another youth. The tutor would not have been aware of the youth's status in the study and, by not following the protocol for referrals, would have violated the assignment.

Impact of the Evaluation on the Program

Throughout the evaluation, the study team attempted to have as minimal an impact on program operations as possible. However, in a few instances, the random assignment research design required changes in practices. There were numerous changes that occurred in the ESTEP-Tutoring program so that better data could be gathered. Many master tutors expressed that the evaluation created more structure and accountability in the program. This allowed the master tutors to evaluate tutors and easily access data on a youth and tutor, including tracking the number of tutoring hours a youth has received so that sessions can end when the youth has completed the maximum number of hours.

Most EPAs stated they were not affected by the implementation of the evaluation. At the outset of the evaluation several EPAs had concerns about randomization and equity, but once EPAs acknowledged that there is not enough tutoring available for all eligible youths they understood that random assignment did not create inequity. Some EPAs did note that they have changed the language they use to discuss the tutoring program with youth to make it clear that when a youth is referred there is no guarantee that the youth will receive the service. The program managers and some of the master tutors believe there was a drop in the number of referrals to tutoring because of the random assignment process. We were unable to obtain data on the exact number of referrals before the evaluation to confirm a drop in the number of the referrals after random assignment. It is important to remember, however, that the demand for ESTEP-Tutoring exceeded the supply even after the randomization process.

Characteristics of the Evaluation Sample

The ESTEP-Tutoring program is targeted at youths age 14 and 15 that are in the foster care system and reside in different placement types. One data source, the baseline youth survey, provides information about the characteristics and experiences of youths included in the evaluation, in both the ESTEP and control groups. The baseline survey data were collected during the youth's first interview in September 2003 to June 2004, and the administrative data

[11] Assignment to the ESTEP (treatment) group or control group occurred after EPAs assessed and referred youths to ESTEP-Tutoring. Once youths were randomly assigned, youths in the ESTEP group were referred to a master tutor for matching with a tutor.

were extracted in Spring 2006. It is important to note that the tables in this section provide information about two slightly different samples of youth. Specifically, some data are reported for the entire sample of youths who participated in the baseline interview (N = 445), and some data are reported for the group of youths who were interviewed at baseline, as well as the second follow-up point (N = 402). This latter group represents the analytic sample used to examine outcomes reported in chapter 4. The data reported in this chapter, however, come primarily from the baseline survey. The data presented are not necessarily representative of all youths served by the ESTEP-Tutoring program before and after this period, nor do they necessarily represent all foster youths in Los Angeles County. Rather, they are representative of the youth who participated in the Multi-Site Evaluation's study of the ESTEP-Tutoring program.

It is also important to note that ESTEP-Tutoring is intended for youth who are between one and three years behind in either math or reading. According to the scores of the Woodcock-Johnson math and reading tests administered during the baseline interview, approximately 28 percent (113) of youths included in these analyses fell outside the stated target window.[12] To examine this possibility that ESTEP-Tutoring would be less effective for youth, the analyses described in chapter 4 use both the full sample and a subgroup of targeted youth.[13] Baseline characteristics of the targeted youths by overall sample, assignment group, and compliance with assignment group are included in appendix D.

Baseline Characteristics by Overall Sample and Assignment Group

Data from the baseline survey of all 445 youths in the sample indicate that there were no significant differences across experimental assignment groups—that is, ESTEP group versus control group—with respect to most of the characteristics of youth described in these data, including youths' demographics and measures of mental health and behavior (table 3.6).

Administrative DCFS records provided additional child welfare case history information about youth in the study sample. Among the 445 youths included in the analysis, 97 percent had been removed from home. On average, they were 7 years old when first placed in out-of-home care, had been removed 1.3 times, lived in six different placements, and were out-of-home for 10 years. Two-fifths (40 percent) of youths were still in care as of August 1, 2007, and 5 percent were adopted at some point.

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12 Fifty-five youths (13.7 percent) received grade equivalencies *more than three years* behind their current grade level on all three Woodcock-Johnson tests (i.e., letter-word recognition, calculation, and passage comprehension), 24 (6.0 percent) received grade equivalencies *less than one year* behind their current grade level on all three tests, and 34 youths (8.3 percent) received a mix of grade equivalencies below and above the target range.

13 The term "targeted" is used throughout the rest of the report to describe those youths who were one to three years behind on one or more of the baseline Woodcock-Johnson scores. We have chosen to use the Woodcock-Johnson assessment to create the analytical subset as it was administered in an objective and consistent method across the entire sample. It is important to note that ESTEP uses a different assessment system to determine if youths are one to three years behind in math or reading and may result in a different classification than the one made here.

TABLE 3.6. BASELINE CHARACTERISTICS BY OVERALL SAMPLE AND ASSIGNMENT GROUP

Characteristic	Overall Sample (*N* = 445)		Control Group (*N* = 209)		ESTEP Group (*N* = 236)		Sig.
Male (n/%)	203	45.6	95	45.5	108	45.8	
Age (mean/s.d.)	14.5	0.8	14.6	0.8	14.5	0.7	
Race[14] (n/%)							
Black	269	60.4	129	61.7	140	59.3	
Other	66	14.8	30	14.4	36	15.3	
Unknown	1	0.2	0	0.0	1	0.4	
White	137	30.8	63	30.1	74	31.4	
Hispanic (n/%)	155	34.8	74	35.4	81	34.3	
Mental health/behavior (n/%)							
Youth self-report (borderline/clinical)							
Internalizing	135	30.3	58	27.8	77	32.6	
Externalizing	115	25.8	55	26.3	60	25.4	
Total problem	135	30.3	63	30.1	72	30.5	
Any subscale	209	47.0	91	43.5	118	50.0	
Post-Traumatic Stress Disorder (n/%)	29	6.5	15	7.2	14	5.9	
Delinquency scale (mean/s.d.)	0.99	1.6	0.94	1.5	1.03	1.8	
Has children or is currently pregnant (n/%)	5	1.1	3	1.4	2	0.9	
Social support (mean/s.d.)	5.7	5.7	5.5	4.7	5.9	6.5	
Educational status (n/%)							
Participates in special education program	156	35.1	71	34.0	85	36.0	
Learning disability	116	26.7	60	25.4	56	26.8	
Substitute care history (n/%)							
Prior group home/residential care	89	20.0	38	18.2	51	21.6	
Prior runaway	74	16.6	37	17.7	37	15.7	
Re-entered	90	20.2	50	23.9	40	16.9	
Time in care (in years) (mean/s.d.)	9.7	5.5	9.7	5.4	9.8	5.6	
Current placement type (n/%)							
Non-kin foster home	224	50.3	111	53.1	113	47.9	
Home of kin	207	46.5	91	43.5	116	49.2	
Group home/residential placement	11	2.5	5	2.4	6	2.5	
Other	3	0.7	2	1.0	1	0.4	

Note: statistical significance is measured between ESTEP and control groups.

* $p < .05$; ** $p < .01$; *** $p < .001$.

[14] Please note that in the survey, the categories for race are not mutually exclusive. That is, some youths noted that they were more than one race. As a result, the frequencies for race exceed the total number of youths in the sample.

Baseline Characteristics by Compliance with Assignment Group

As discussed earlier in this chapter (table 3.2), there were instances in which the youths in the study did or did not follow their assignment group. More specifically, there were both ESTEP group and control group compliers who followed their assignment and either did (ESTEP group) or did not (control group) receive the service. However, there were also no-shows in the ESTEP group who did not participate in the ESTEP-Tutoring program, as well as crossovers from the control group who did participate. While table 3.5 above portrayed the baseline characteristics of the entire ESTEP sample by assignment, it is also important to examine the characteristics of those youth who did and did not comply with their assignment. This enables the evaluation to identify any significant differences in baseline characteristics of youths between the groups, particularly those that might have an effect on the impact findings.

The following tables (tables 3.7 and 3.8) describe baseline characteristics by compliance with assignment for the control group and ESTEP group. Notably, the tables only contain data for those youths in the study who also received a second follow-up interview (*n* = 402). There were few significant differences across service take-up groups. Among the ESTEP group, ESTEP group no-shows were found to be slightly older (14.6 years), on average, than ESTEP compliers (14.4 years) (table 3.7). ESTEP group compliers also spent significantly more time in care than the no shows (table 3.7). These compliers were also significantly less likely to have spent time in residential care or a group home prior to the interview than the ESTEP group no-shows. Among the control group, a smaller proportion of crossovers (4.0 percent) scored in the borderline/externalizing range on the Youth Self Report (YSR) externalizing subscale than control compliers (21.2 percent) (table 3.8).

TABLE 3.7. BASELINE CHARACTERISTICS OF ESTEP GROUP YOUTH

Characteristic	Compliers (*N* = 131)		No-Shows (*N* = 81)		Sig.
Male (n/%)	64	48.9	37	45.7	
Age (mean/s.d.)	14.4	0.7	14.6	0.8	*
Race (n/%)[a]					
Black	70	53.4	54	66.7	
Other	22	16.8	9	11.1	
Unknown	2	1.5	2	2.5	
White	45	34.4	23	28.4	
Hispanic (n/%)	46	35.1	27	33.3	
Mental health/behavior					
Youth self-report (borderline/clinical) (n/%)					
Internalizing	29	22.1	14	17.3	
Externalizing	17	13.0	11	13.6	
Total problem	24	18.3	15	18.5	
Any subscale	42	32.1	23	28.4	
Post-Traumatic Stress Disorder (n/%)	10	7.6	4	4.9	
Delinquency scale (mean/s.d.)	1.07	2.0	0.89	1.2	

TABLE 3.7. BASELINE CHARACTERISTICS OF ESTEP GROUP YOUTH

Characteristic	Compliers		No-Shows		Sig.
Has children or is currently pregnant (n/%)	0	0.0	2	2.5	
Social support (mean/s.d.)	5.73	5.1	6.27	8.8	
Educational status					
Participates in special education program	47	35.9	28	34.6	
Learning disability	32	24.4	20	24.7	
Substitute care history (n/%)					
Prior group home/residential care	23	17.6	21	25.9	
Prior runaway	14	10.7	19	23.5	**
Re-entered	22	16.8	17	21.0	
	10.4	5.4	8.8	5.7	*
Current placement type (n/%)					
Non-kin foster home	59	45.0	41	50.6	
Home of kin	69	52.7	36	44.4	
Group home/residential placement	2	1.5	4	4.9	
Other	1	0.8	0	0.0	

Note: This table only includes youths who received a baseline interview and a second follow-up interview.

* $p < .05$; ** $p < .01$; *** $p < .001$

TABLE 3.8. BASELINE CHARACTERISTICS OF CONTROL GROUP YOUTH BY COMPLIANCE

Characteristic	Compliers (*N* = 165)		Crossovers (*N* = 25)		Sig.
Male (n/%)	77	46.7	13	52.0	
Age (mean/s.d.)	14.5	0.7	14.4	0.8	
Race[a] n/%					
Black	105	63.6	14	56.0	
Other	23	13.9	4	16.0	
Unknown	2	1.2	0		
White	48	29.1	9	36.0	
Hispanic n/%	54	32.7	12	48.0	
Mental health/behavior					
Youth self-report (borderline/clinical) (n/%)					
Internalizing	29	17.6	4	16.0	
Externalizing	35	21.2	1	4.0	*
Total problem	30	18.2	2	8.0	
Any subscale	51	30.9	6	24.0	
Post-Traumatic Stress Disorder (n/%)	15	9.1	0	0.0	
Delinquency scale (mean/s.d.)	0.92	1.5	0.76	1.2	
Has children or is currently pregnant (n/%)	2	1.2	0	0.0	

TABLE 3.8. BASELINE CHARACTERISTICS OF CONTROL GROUP YOUTH

Characteristic	Compliers (*N* = 165)		Crossovers (*N* = 25)		Sig.
Social support (mean/s.d.)	5.82	5.0	3.87	2.2	
Educational status (n/%)					
Participates in special education program	59	35.8	8	32.0	
Learning disability	42	25.5	7	28.0	
Substitute care history (n/%)					
Prior group home/residential care	27	16.4	3	12.0	
Prior runaway	23	13.9	7	28.0	
Re-entered	38	23.0	5	20.0	
Time in care (in years) (mean/s.d.)	9.6	5.4	10.0	5.2	
Current placement type (n/%)					
Non-kin foster home	86	52.1	14	56.0	
Home of kin	74	44.9	10	40.0	
Group home/residential care	3	1.8	1	4.0	
Other	2	1.2	0	0.0	

Note: This table only includes youths who received a baseline interview and a second follow-up interview.

* $p < .05$; ** $p < .01$; *** $p < .001$

Youth Outcomes at Baseline

The following discussion provides information on the baseline outcomes for youths in the ESTEP sample. With regards to the three Woodcock-Johnson Assessments administered to the youths (letter-word identification, calculation, and passage comprehension), the following baseline outcomes for all youths in the sample are presented below.[15]

Test 1: Letter-Word Identification. Youths in the study scored below average on test 1 (letter-word identification). The median age at which a youth performed was 12.3 years. Considering each youth's age and score, the median performer was in the 27th percentile. The median grade equivalent was grade 6.7. It is important to consider the age equivalents in light of the youths' actual ages since the study sample spans a range of ages (although most are concentrated between the ages of 14 and 16). The median difference between a youth's age equivalent and their actual age was 2.3 years, indicating the average youth in this sample is performing 2.3 years behind his or her same-age peers. This is in line with the program's target group (e.g., youths who are one to three years behind grade level in reading or math).

Test 5: Calculation. The median age at which youths performed on the calculation test was also 12.3 years. The median age percentile was the 21st percentile, and the median grade equivalent was grade 6.7. Examining the median difference between youths' actual ages and the age equivalents at which they are performing indicates that the average youth in the sample is performing at a level 2.3 years behind his or her same-age peers. Again, this is in line with the

[15] The data presented on the ESTEP sample's baseline Woodcock-Johnson scores includes 463 youths, including 18 youths who were later determined to be out of scope. The final report will include the 445 in-scope youths.

program's target group (e.g., youths who are one to three years behind grade level in reading or math).

Test 9: Passage Comprehension. Test 9 (passage comprehension) scores were the lowest across the three tests. It is important to note that this was also the third test administered, thus these particularly low scores should be interpreted in light of other variables such as respondent fatigue and frustration. The median youth performed at the level of someone age 9.8. The median age percentile was in the 13.5th percentile and the median grade equivalent was grade 4.5. The median difference between actual age and age equivalent was 4.7 years; therefore, our average respondent is performing 4.7 years behind his or her same-age peers on this test.

Comparisons of youths' performance on the Woodcock-Johnson tests with their current grade indicate that the median scores on test 1 (letter-word identification) and test 5 (calculation) were more than 2 years behind current grade levels. The median score on test 9 (passage comprehension) was actually lower than the ESTEP-Tutoring eligibility criteria, at 4.5 years behind current grade level.

Sixty-six percent of the youths performed one year or more behind their current grade on test 1 (letter-word identification), and 44 percent were three or more years behind. On test 5 (calculation), 69 percent scored one year or more behind their current grade, and 41 percent were more than three years behind. On test 9 (passage comprehension), 85 percent were one year or more below their current grade, and 69 percent were more than three years behind. Forty-eight percent were one year or more behind on all three of these tests. Seventy-seven percent were more than three years behind on at least one of the tests, and 25 percent were three or more years behind on all three tests.

There were also youths in the study sample who performed at or above their grade level. For test 1 (letter-word identification), 26 percent performed at or above their grade level; for test 5 (calculation), the percentage of youths performing at or above their grade level was 22 percent; and for test 9 (passage comprehension), 11 percent performed at or above their grade level. However, only 16 youths (< 4 percent) performed at or above grade level on all three tests. Six percent were less than one year behind on all three tests.

Few differences *at baseline* were observed across assignment or take-up groups with respect to the outcomes considered here (table 3.9).[16]

Conclusion

The data presented in this chapter provide a foundation for the impact study results, which will be discussed in chapter 4. In particular, chapter 3 described the creation of the evaluation of the sample. It is also provided substantial information about participation in the ESTEP-Tutoring program, including how closely the youths in the ESTEP and control groups followed their assignment and the extent to which crossovers (e.g., youth in the control group who received the

[16] For some outcomes, baseline measures were either not available (e.g., earnings) or provided little information (e.g., high school graduation) given the context under which they were recorded.

service) present a problem for the study. The presence of crossovers was a consideration in our analytic approach, which will be discussed in chapter 4. Information from the process study was utilized to better understand service delivery and take-up in the ESTEP-Tutoring program. Finally, the chapter discussed the baseline characteristics of the youth in the evaluation, including a specific look at the different assignment and compliance groups. This background information provides important context for understanding the impact findings that follow in chapter 4.

TABLE 3.9. BASELINE OUTCOMES BY ASSIGNMENT AND SERVICE TAKE-UP

	Control Group (N = 190)		ESTEP Group (N = 212)		Sig.[a]	Control Group: Compliers (N = 165)		Sig.[b]	Control Group: Crossovers (N = 25)		Sig.[c]	ESTEP Group: Compliers (N = 131)		ESTEP Group: No-Shows (N = 81)		Sig.[d]	Sig.[e]
Woodcock-Johnson (mean/s.d.)																	
Letter-Word Identification	29.7	24.4	30.7	23.6		30.2	24.1		26.4	26.2		32.1	24.2	28.3	22.5		
Calculation	29.7	25.0	26.5	21.8		30.9	25.3		22.4	22.1		26.7	22.0	26.2	21.6		
Passage Comprehension	20.6	19.7	19.3	18.2		21.6	20.4		14.1	12.8		19.1	18.6	19.5	17.7		
Grade score (mean/s.d.)	2.4	0.8	2.3	0.7		2.4	0.8	*	2.2	0.7		2.2	0.8	2.3	0.7		*
School behavior (mean/s.d.)	1.1	0.7	1.1	0.7		1.0	0.7		1.3	0.7		1.1	0.7	1.0	0.7		
In school (n/%)	188	98.9	206	97.2		163	98.8		25	100.0		130	99.2	76	93.8	*	
Grade completed (mean/s.d.)	8.1	0.9	8.1	0.8		8.2	0.9		7.7	0.7	*	8.1	0.8	0.9	8.1		

Note: This table only includes youths that had a baseline interview *and* second follow-up interview. It does not include the entire baseline sample.
[a] – ESTEP Group vs. Control Group
[b] – Control Group Compliers vs. ESTEP Group
[c] – Control Group Crossovers vs. Control Group Compliers
[d] – ESTEP Group No-Shows vs. ESTEP Group Compliers
[e] – ESTEP Group Compliers vs. Control Group Compliers

* = $p<.05$; ** = $p<.01$; *** = $p<.001$

Chapter 4. Impact Study Findings

The impact study was a critical component of the Multi-Site Evaluation. Youths in the study were administered a survey three times throughout the evaluation: a baseline interview followed by a first follow-up one year later and a second follow-up two years later. Sections of the questionnaire serve to identify the services the youths report receiving, short- and long-term outcomes, and moderating factors that could influence the efficacy of the services received. A more in-depth description of the youth questionnaire is included in chapter 1.

This chapter presents the results of the impact study for the ESTEP-Tutoring program. The first part of the chapter contains an in-depth discussion of our analytic approach, including the specific nature of the analyses conducted and type of outcomes evaluated. Next, we describe our findings concerning differences in the levels of tutoring receipt (from both ESTEP-Tutoring and other sources) across assignment and take-up groups. Finally, we present our findings concerning the impact of ESTEP-Tutoring on a number of different outcomes.

Analytic Strategy

Youths were randomly assigned to treatment and control groups, referred to as "ESTEP group" and control group, with the expectation that (a) youths assigned to the ESTEP group would receive services consistent with the design of the program and (b) youths in the control group would *not* receive any services from the program being evaluated, although they might have received similar services from other sources.

Consistent with the experimental evaluation design, our primary analytic strategy for assessing the impact of the ESTEP-Tutoring program is an Intent-to-Treat (ITT) analysis of differences in observed outcomes between the ESTEP and control groups as they were originally assigned. Intent-to-Treat analyses assume that the treatment provider intends to serve all of the evaluation subjects that are assigned to the ESTEP group. This strategy assumes that the ESTEP and control groups do not differ systematically across any characteristics that might be associated with outcomes of interest since the two groups were selected through a random process. Any outcomes that differ between the two groups in a statistically significant way are assumed to be a result of the intervention being evaluated.

However, as in other experimental evaluations of social services there were some violations of the assignment protocol. That is, some members of the control group received services, while some members of the ESTEP group did not. The existence of the latter group, referred to as *no-shows*, was to be expected, considering that, in any large-scale implementation of a social program, some portion of eligible participants will likely not receive the intended service. Indeed, it is possible that the 38 percent of youths in the ESTEP group who failed to participate in ESTEP may be a typical participation rate for this type of program. Thus, a comparison of the ESTEP and control groups with no-shows included may, in fact, provide an estimate of the *overall* impact of the ESTEP program in a real-world implementation.

The presence of control group youths who received the services being evaluated, referred to as *crossovers*, is more problematic from the standpoint of the analysis of effects. Like no-shows, the presence of crossovers diminishes the observed effects of the program. Unlike the presence of no-shows, the presence of crossovers does not correspond as readily to a real-world analog.

The crux of the problem presented by crossovers and no-shows (collectively referred to here as *violations*) is that both can serve to lessen the observed differences in program effects across the ESTEP groups *as originally assigned*.[17] To address concerns raised by the presence of no-shows and crossovers, the study employed distinct analytic strategies in addition to our ITT analyses.

In addition, as noted in chapter 2, ESTEP-Tutoring is intended for youth who are between one and three years behind in either math or reading. According to the scores of the Woodcock-Johnson math and reading tests administered during the baseline interview, approximately 28 percent (n = 113) of youths included in these analyses fell outside the stated target window.[18] Based on the presumption that the design and implementation of ESTEP-Tutoring were tailored to this specific population, it is plausible that ESTEP-Tutoring would be less effective for other youths. If this is the case, then the inclusion in these analyses of youths outside the target range may serve to mask the impact on appropriately targeted youths. To examine this possibility, the analyses described throughout this chapter were conducted using both the full sample and a subgroup of "targeted" youths.[19]

Differences in Service Receipt and Youth Characteristics

The first additional analysis entailed an examination of differences in service receipt and youth characteristics, including baseline measurements of outcomes, across assignment and take-up groups. The purpose of these analyses were to (a) ascertain the degree to which service receipt was affected by the presence of violations and (b) attempt to describe the degree of equivalence of the *expectation* of outcomes across groups. For example, if violations of the assignment to the ESTEP and control groups resulted in small differences between the two groups in the likelihood of service receipt, then it would be unrealistic to expect large between-group differences in outcomes.

Extensions to Intent-To-Treat Analyses

Second, in response to findings (described later in this chapter) that suggest that there was some substantive attenuation or dilution of service receipt as a result of the violations of the experimental assignment condition, two alternatives to the ITT analyses were also calculated. In brief, where the ITT analyses reveal statistically significant differences, the ITT results can be re-scaled to obtain estimates of the impact of program participation for program participants compared to (a) all members of the control group and (b) control group compliers. Because these

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[17] Based on the assumption that program effects are positive for ESTEP group compliers and control group crossovers.

[18] Fifty-five youths (13.7 percent) received grade equivalencies *more than three years* behind their current grade level on all three Woodcock-Johnson tests (letter-word recognition, calculation, and passage comprehension), 24 (6.0 percent) received grade equivalencies *less than one year* behind their current grade level on all three tests, and 34 youths (8.3 percent) received a mix of grade equivalencies below and above the target range.

[19] The term "targeted" is used throughout the rest of the report to describe those youths who were one to three years behind on one or more of the baseline Woodcock-Johnson scores. We have chosen to use the Woodcock-Johnson assessment to create the analytical subset as it was administered in an objective and consistent method across the entire sample. It is important to note that ESTEP uses a different assessment system to determine if youths are one to three years behind in math or reading and may result in a different classification than the one made here.

estimates represent re-scalings of the ITT findings, the statistical significance of each is presumed to be the same as that for the ITT difference (Bloom 1984).

Treatment on the Treated (TOT). For most social service interventions, some portion of those eligible will not participate (be "no-shows"). If it is assumed that there were no program effects for non-participants in the ESTEP group or on crossovers, then it is possible to rescale the ITT findings and obtain an estimate of the *impact of program participation for those who participated*.[20] Specifically, using assignment to the ESTEP group as a determinant of eligibility, the TOT effect is calculated by dividing the difference between the average outcomes of the ESTEP and control groups as assigned (i.e., ITT) by the proportion of the ESTEP group who participated in ESTEP. Thus, the TOT estimate represents the average change in an outcome per ESTEP recipient.

Local Average Treatment Effect (LATE). In the presence of crossovers, TOT analyses do not necessarily yield estimates of the impacts of program participation (vs. nonparticipation). A second extension, known as the local average treatment effect (LATE), offers a partial fix by allowing us to rescale the ITT to represent the effect of participation on a subset of participants—those whose take-up of ESTEP was determined by the experimental assignment.[21] To obtain an estimate of the LATE, the study divided the difference between the average outcomes of the ESTEP and control groups as assigned (i.e., ITT) by the difference in the proportions of the ESTEP and control groups receiving service.

Regression Models

Two sets of regression models were estimated. The first, which parallels the ITT comparisons, included a variable indicating experimental group assignment as well as a number of other covariates (described below). The second, which parallels the LATE comparisons, is based on a formulation by Angrist, Imbens, and Rubin (1996).[22] In brief, treatment-effect models were estimated in which experimental group assignment was used to instrument program participation. Parameter estimates associated with program take-up obtained from these models are equivalent to the LATE estimator described above. The covariates included in the regression models are listed in table 4.1. A more-detailed discussion of the covariates is included in appendix D. Variable specifications are provided in appendix D and descriptive characteristics of the baseline sample are provided in chapter 3.

TABLE 4.1. COVARIATES (VALUES)

Youth demographics
Gender (female/male)
Race (African American, Other, White)
Hispanic/Latino

[20] The assumption of no program effects among ESTEP group no-shows is relatively weak given that this group of youth did not participate in ESTEP. However, because control group crossovers participated in ESTEP, the assumption of no program effects for this group may not be realistic.

[21] Under the additional assumptions that the average effect for compliers is the same as that for youths who (a) would have participated in LST, regardless of assignment, and (b) acted in contradiction to assignment, then the LATE simplifies to become a TOT estimate.

[22] Our discussion also draws upon Howard Bloom, ed., *Learning More from Social Experiments* (New York: Russell Sage Foundation, 2005).

TABLE 4.1. COVARIATES (VALUES)
Mental health/behavior
Achenbach Youth Self Report
Externalizing t score
Internalizing t score
Composite International Diagnostic Interview (CIDI) short-form diagnosis of Post-Traumatic Stress Disorder
Delinquent/anti-social behavior scale (standardized)
Social support[a]
Care history
Currently or previously placed in a group home
Previously ran away from a substitute care placement
Placement type (home of non-kin, home of kin, group home or residential; placement, other)
a - standardized

Significance Levels

The impact analyses described here involved a relatively large number of distinct significance tests. Indeed, considering only those tests in which outcomes were compared by group assignment, over 30 separate tests were estimated. Conducting multiple tests, however, increases the likelihood of a false discovery (i.e., a significant difference that is, in fact, the result of chance alone).

In an attempt to assess the probability that significant findings constituted false discoveries, two well-known adjustment procedures - the Bonferroni and Benjamini-Hochberg adjustments - were applied to the results of the impact analyses. The first adjustment is thought to provide a very conservative threshold, especially where the number of estimates is high. The Benjamini-Hochberg adjustment, on the other hand, while providing more power to detect real differences than the class of procedures to which the Bonferroni adjustment belongs, will typically yield a larger proportion of false discoveries.

If applied simultaneously to all of the outcomes considered here, however, the adjusted significance thresholds calculated under both of these procedures would likely be very conservative. A reasonable alternative is to calculate the adjustments within specific domains or categories of related outcomes (e.g., the three included Woodcock-Johnson tests). In the tables containing the results of the impact findings (tables 4.3 and 4.4), only unadjusted significance levels are presented. However, where these findings appear to constitute false discoveries (based on one or both of the procedures just described) qualifications are noted in the text.

Evaluated Outcomes

Although ESTEP-Tutoring is hypothesized to affect a broad range of outcomes, including self-sufficiency, employment, and housing, its principal goals are to (a) improve the reading and math skills of foster youth age 14 to 16 and (b) empower youth to use other educational services and resources that may be available to them. Thus, although data concerning a number of other domains, including physical and mental health, substance abuse, level of social support, and

deviant behavior, were also collected during the course of the evaluation, the outcomes evaluated here will be limited to those closely related to educational outcomes.

- *Woodcock-Johnson*: Youths completed three tests (described below) from the Woodcock-Johnson Tests of Achievement III (Mather, Wendling, and Woodcock 2001). The unit of measurement used in these analyses was the *age percentile*, which indicates youths' percentile rankings based on a normative sample.
  - *Letter-Word Identification* consists of items asking youths to pronounce words and simpler items asking them to identify letters.
  - *Calculation* is a measure of the youth's ability to perform calculations. The youth completes a workbook with calculation problems of varying degrees of difficulty.
  - *Passage Comprehension* consists of passages that the respondent reads silently. Each passage has a blank and the youth must complete the sentence. Difficulty varies across items on this test, too, with the simplest items consisting of recognizing words and following verbal instructions.

- *School grades*: Youths were asked what grades they had received in (1) English or language arts, (2) mathematics, (3) history or social studies, and (4) science during their last full semester of school attendance. Response options ranged from "A" (4) to "D or lower" (1). Reported grades in these four subjects were then averaged to obtain an overall grade score.[23]

- *Educational attainment*: Highest grade completed; attainment of high school diploma or general equivalency diploma (GED).

- *School behaviors*: Youths were asked to indicate how often they had had "trouble" completing the following five tasks during their last full semester of school attendance: (1) getting along with your teachers, (2) paying attention in school, (3) getting your homework done, (4) getting along with other students, and (5) arriving on time for class. Response options ranged from "never" (0) to "every day" (5). School behavior was then operationalized or defined as the mean of these five items.

Service Receipt Among Sample Youths[24]

In general, youths who were assigned to the ESTEP group and youths who participated in ESTEP-Tutoring were more likely to have received educational tutoring *at home* than control group youths and youths who did not participate in ESTEP-Tutoring. This is not surprising given that ESTEP-Tutoring provides home-based tutoring (table 4.2). However, the differences in the levels of receipt of in-home tutoring across assignment groups were considerably less pronounced than those observed by service take-up, which is likely a manifestation of the large proportion (38.2 percent) of no-shows among ESTEP group youths. For instance, while ESTEP

[23] There were moderate levels of correlation between scale items in both the grade score and school behavior scales (grade score items: alpha = 0.66, average inter-item correlation of 0.33; school behavior items: alpha = 0.64, average inter-item correlation of 0.26).

[24] Findings regarding differences in the characteristics of assignment and take-up groups are presented in chapter 3.

group youths were nearly twice (1.87 times) as likely as control group youths to have reported receiving tutoring assistance in their homes, youths who participated in (i.e., "took up") ESTEP-Tutoring were 4.5 times more likely to have received tutoring at home than youths who did not participate in ESTEP-Tutoring.[25] Tables D.2 through D.19 in appendix D contain all data related to service receipt.

Interestingly, there is also some evidence that youths who did not participate in ESTEP-Tutoring were more likely to have received *school-based* tutoring than youths who did participate. For instance, among all youths, those who did not participate in ESTEP-Tutoring were 51 percent more likely to have received tutoring in school than ESTEP-participating youths (43.5 percent versus 28.8 percent). In combination with the dilution of tutoring receipt associated with ESTEP group no-shows (described earlier), the apparent substitution of school-based for home-based tutoring among youths not participating in ESTEP-Tutoring resulted in a situation where the difference between assignment groups in the level of tutoring received from *any and all sources* was modest and not statistically significant (control, 58.4 percent; ESTEP group, 60.8 percent).

Results from the process study shed light on different types of tutoring that youths in both the ESTEP and control groups may access outside of the ESTEP-Tutoring program. There appear to be numerous tutoring resources available to youths in Los Angeles County, including some resources that are specific to foster youth. A resource guide on alternative tutoring programs in Los Angeles County identified over 40 different tutoring programs including programs at libraries, social service agencies, community organizations, and youth centers. However, data on program capacity for these additional resources are not available. Youths may also have access to tutoring offered through the schools.

DCFS has also focused its attention on the educational attainment of foster youth. DCFS' Education Initiative Program partners with other groups in the community, as well as other public agencies, to provide foster youth with the optimum resources available in terms of education. The programs have direct contact with the foster child's case-carrying social worker. Services provided include assessing the child's educational needs, creating an individualized education plan (IEP), ensuring the child receives identified services, addressing issues related to inappropriate behaviors, and addressing issues related to special education.

[25] (35.4% of ESTEP youths) ÷ (18.9% of control youths) = 1.87; (52.6% of participating youths) ÷ (11.8% of nonparticipating youths) = 4.46.

TABLE 4.2. EDUCATIONAL TUTORING FOR HELP WITH SCHOOL BY TUTORING SOURCE

Tutoring	Control		ESTEP		Sig.	Control Group				Sig.	ESTEP Group				Sig.	Participation				Sig.
	n	%	n	%		n	%	n	%		n	%	n	%		n	%	n	%	
All Youth																				
	(*N* = 190)		(*N* = 212)			(*N* = 165)		(*N* = 25)			(*N* = 131)		(*N* = 81)			(*N* = 246)		(*N* = 156)		
School	83	43.7	69	32.5	*	77	46.7	6	24.0	*	39	29.8	30	37.0		107	43.5	45	28.8	
Home	36	18.9	75	35.4	***	23	13.9	13	52.0	***	69	52.7	6	7.4	***	29	11.8	82	52.6	***
Elsewhere	17	8.9	5	2.4	***	14	8.5	3	12.0		2	1.5	3	3.7		17	6.9	5	3.2	
Any of the above	111	58.4	129	60.8		94	57.0	17	68.0		92	70.2	37	45.7	***	131	53.3	109	69.9	***
Targeted Youth																				
	(*N* = 136)		(*N* = 153)			(*N* = 118)		(*N* = 18)			(*N* = 93)		(*N* = 60)			(*N* = 178)		(*N* = 111)		
School	63	46.3	55	35.9		58	49.2	5	27.8		31	33.3	24	40.0		82	46.1	36	32.4	*
Home	26	19.1	56	36.6	***	17	14.4	9	50.0	***	53	57.0	3	5.0	***	20	11.2	62	55.9	***
Elsewhere	11	8.1	5	3.3		9	7.6	2	11.1		2	2.2	3	5.0		12	6.7	4	3.6	
Any of the above	82	60.3	95	62.1		69	58.5	13	72.2		67	72.0	28	46.7	***	97	54.5	80	72.1	***

* $p < .05$; ** $p < .01$; *** $p < .001$

The Education Initiative also sponsors a tutoring program for foster youths and children in kinship care, funded by specialized increment funds set aside annually to contract with tutors who are primarily credentialed teachers. The program is not available to youths in group homes or family foster agency foster homes, as those youths receive tutoring services and funding directly through their specific programs. This tutoring program operates in conjunction with the academic school year. Each youth is expected to receive a tutor for one hour per session with a maximum of two sessions per week. At the start of tutoring, youths are assessed to determine their skill level and tutoring is targeted at each youth's deficiencies. After 15 tutoring sessions, the youth's progress is assessed and the youth, along with the caregiver, tutor, teacher, and Education Initiative representative, determine whether additional tutoring is needed. In fiscal year 2002–2003, for example, 63 children received 352 hours of tutoring through the Education Initiative.[26]

Another program, Operation Read, is a collaborative effort between the L.A. County Library, Superior Court, the Probation Department, and DCFS to provide tutoring to youth in the delinquency system, including some youths who are also in foster care. Finally, the Foster Youth Services (FYS) program provides educational assistance to foster youth. This program is operated in collaboration with the Los Angeles County Office of Education, DCFS, group home providers, and local school districts. FYS provides education counselors and community workers who work collaboratively with the social worker, group home, and schools to address youths' educational needs and will refer the youths to tutoring if needed. It is unclear how many foster youths received tutoring through FYS during the evaluation period.

Impact Findings

For each evaluated outcome, estimated bivariate ITT analyses and extensions (i.e., TOT and LATE) are listed in table 4.3. The parameter estimates associated with ESTEP group assignment obtain from the ITT regression models, and those associated with ESTEP participation obtained from the treatment-effect models, are listed in table 4.5. For outcomes in which baseline values were available, an additional model including both covariates and baseline outcome values were estimated.[27]

Outcomes at Second Follow-Up

Based on experimental assignment, no group differences were observed in any of the outcomes at the second follow-up. Findings for each of the outcome domains are described in more detail below.[28]

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26 *DCFS Education Report: 2002-2003*. Obtained through DCFS Educational Liaison. n.d.

27 Adjustments were made using the Bonferroni and Benjamini-Hochberg procedures. See section titled "Significance Levels." It should be noted, however, that given the absence of any significant *unadjusted* differences, adjusted results would not produce any significant findings.

28 Because participation in ESTEP was ongoing at the first follow-up interview, impact analyses were limited to outcomes observed at the second follow-up interview.

Woodcock-Johnson Age Percentiles

The group-level age percentiles on all three Woodcock-Johnson tests were considerably lower than the normative sample (i.e., 50th percentile). For instance, among control group youths, the average percentile scores for letter-word recognition and calculation, respectively, were 26.8 and 19.8 (table 4.4). Further, with respect to both of these tests, there were significant *decreases* in the age percentile averages between baseline and the second follow-up, indicating that sampled youths had lost ground during this time vis-à-vis their normative age cohort. There was, however, a significant increase from baseline to the second follow-up in the average percentile score for passage comprehension.[29] Among youths in the entire sample, as well as a subsample of program-targeted youths, assignment to the ESTEP group was not found to significantly affect youths' age percentile scores at the second follow-up (tables 4.3 and 4.4).

School Grades

Youths reported that, during their last full semester of school, their grade average in the four subjects included here (see above) was between a C (2.0) and C+ (2.5) in the ITT analyses. Compared to reported grades at baseline, there were no significant changes over time in grade scores, either for the sample as a whole or any specific comparison group. Also, there were no significant ITT differences based on the full sample or subsample of program-targeted youths.

Educational Attainment

The primary measure of educational attainment for these analyses was the highest grade level that youths reported having completed. Although we also considered high school graduation and GED completion, the proportion of youths experiencing those events was very low (10.2 percent in the full sample and 9.1 percent among targeted youths), to some extent reflecting the fact that many of the youths were still attending high school. Thus, those outcomes were not good indicators of educational attainment for this population.

At the second follow-up, the median highest completed grade for both ESTEP and control groups was 10th grade, which, not surprisingly, is two grades higher than the median at baseline (8th grade). Although the modal experience (66.8 percent) was to have been promoted twice between baseline and the second follow-up interviews, about one in ten youths (10.4 percent)

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[29] Our ability (i.e., power) to detect differences between ESTEP and control groups in the outcomes of interest is determined by several factors, including the number of subjects in each group and the expected size of the differences in the outcomes of interest. Further, depending on how differences in groups are to be measured (e.g., means, proportions) the general prevalence of an outcome, or its level of variability, can also affect whether or not differences are detected.

With respect to the comparison of the means of outcomes measured as continuous variables (e.g., preparedness), the actual number of subjects interviewed at the year-2 follow-up affords us very high power (i.e., above 0.99) to detect moderate and large effect sizes. Setting statistical power at 0.80, the smallest effect size we could expect to detect is 0.28.

With respect to the comparison of proportions of outcomes (e.g., youths graduating high school) across groups, our ability to detect differences will depend on the prevalence of the outcome itself. Given statistical power of 0.80, we could expect to detect absolute differences of about 11 percent for outcomes that are either relatively rare (0.10) or very common (0.90). For outcomes experienced by about half of the sample, however, an absolute difference in proportions of about 14 percent would be necessary.

advanced fewer than two grade levels, and one in four (23.3 percent) advanced more than two, during the study period. Comparisons of highest completed grade level across assignment yielded no significant differences (tables 4.4 and 4.5).

School Behavior

Youths reported moderate to low levels of school-related problems. Across the five items included in this scale, the median reported frequency for each was "just a few times" per semester (1). The level of reported problems did not change significantly, however, between baseline and year 2. Finally, as has been the case with all of the outcomes evaluated here, there were no significant differences across assignment.

Conclusion

Chapter 4 of this report served several purposes. First, the chapter provided an overview of the analytic methods employed in the impact study, including the intent-to-treat (ITT) analyses and the extensions of these analyses, the treatment on the treated (TOT) and local average treatment effect (LATE). Chapter 4 also provided additional context as to the tutoring services that the youths had received at the second follow-up interview. Not surprisingly, youths who were assigned to the ESTEP group and youths who participated in ESTEP-Tutoring were more likely to have received educational tutoring *at home* than control group youths and youths who did not participate in ESTEP-Tutoring. At the same time, the findings provide some evidence that youths who did not participate in ESTEP-Tutoring were more likely to have received *school-based* tutoring than youths who did participate. The primary focus of chapter 4 was to present the impact findings of the study. Based on experimental assignment, no group differences were observed in any of the outcomes – Woodcock Johnson Age Percentiles, school grades, educational attainment, and school behavior – at the second follow-up. Given the absence of any significant *unadjusted* differences, adjusted results would not produce any significant findings. The following chapter, chapter 5, puts the findings displayed here into some context and offers potential lessons for the field that result from the evaluation of the ESTEP-Tutoring program.

TABLE 4.3. RESULTS OF ITT ANALYSES AND EXTENSIONS FOR EVALUATED OUTCOMES

Measure	Assignment Groups				Estimated Effects					
					ITT Analysis		TOT Analysis		LATE	
	Control		ESTEP		Diff	E.S.	Diff	E.S.	Diff	E.S.
All Youths										
	(*N* = 190)		(*N* = 212)							
Woodcock-Johnson (mean/s.d.)										
Letter-Word Identification	26.75	21.91	28.92	22.56	2.17	0.10	3.41	0.15	4.46	0.20
Calculation	19.83	20.89	19.53	19.03	-0.30	-0.01	-1.07	-0.05	-0.62	-0.03
Passage Comprehension	23.19	21.45	22.97	20.56	-0.22	-0.01	-1.03	-0.05	-0.45	-0.02
School grade score (mean/s.d.)	2.32	0.72	2.34	0.76	0.02	0.02	0.01	0.01	0.04	0.05
Grade completed (mean/s.d.)	10.24	1.03	10.21	0.91	-0.03	-0.03	-0.13	-0.12	-0.06	-0.06
High school diploma or GED (n/%)	21	9.8	19	9.7	0.07	-0.01	-0.16	-0.02	-0.21	-0.02
School behavior (mean/s.d.)	1.08	0.75	1.06	0.70	-0.04	-0.05	0.01	0.02	-0.04	-0.06
Targeted Youths										
	(*N* = 136)		(*N* = 153)							
Woodcock-Johnson (mean/s.d.)										
Letter-Word Identification	27.86	20.16	31.84	21.57	3.97	0.20	7.90	0.39	8.35	0.41
Calculation	20.70	19.89	20.48	19.19	-0.22	-0.01	-0.46	-0.02	-0.46	-0.02
Passage Comprehension	25.39	20.23	23.45	18.45	-1.93	-0.10	-2.97	-0.14	-4.05	-0.20
School grade score (mean/s.d.)	2.33	0.74	2.35	0.77	0.02	0.03	0.03	0.03	0.05	0.06
Completed grade (mean/s.d.)	3.71	0.48	3.68	0.50	0.03	0.03	-0.06	-0.06	0.07	0.06
High school diploma or GED (n/%)	11	5.1	14	7.1	-2.03	0.35	3.29	0.57	4.21	0.73
School behavior (mean/s.d.)	1.04	0.78	1.04	0.71	0.00	0.00	0.05	0.07	0.00	0.00

Note: TOT and LATE comparisons were only calculated for interval-level variables.

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE 4.4. ITT AND IV REGRESSION RESULTS FOR EVALUATED OUTCOMES

Outcome	ITT Regressions						IV Regressions					
	Covariates			Covariates & Baseline			Covariates			Covariates & Baseline		
	B	SE	Sig.	B	SE	Sig.	B	SE	Sig.	B	SE	Sig.
All Youth (*N* = 402)												
Woodcock-Johnson												
Letter-Word Identification	1.12	2.23		0.93	1.22		2.79	4.54		1.85	2.49	
Calculation	-0.47	2.06		2.01	1.43		-0.38	4.16		3.39	2.92	
Passage Comprehension	-1.00	2.14		0.41	1.47		-1.48	4.30		0.75	2.98	
School grade score	0.00	0.08		0.04	0.08		0.00	0.16		0.10	0.16	
Completed grade	-0.01	0.08		-0.01	0.06		0.04	0.16		0.01	0.13	
High school diploma or GED	-0.13	0.41					0.11	0.46				
School behavior	0.01	0.07		-0.01	0.06		0.02	0.14		0.00	0.13	
Woodcock-Johnson												
Letter-Word Identification	2.96	2.47		1.10	1.45		5.64	5.18		1.91	3.04	
Calculation	-0.20	2.41		2.56	1.80		-0.43	5.06		4.47	3.80	
Passage Comprehension	-2.44	2.33		-0.24	1.87		-5.39	4.90		-0.90	3.93	
School grade score	0.01	0.09		0.06	0.09		0.02	0.19		0.12	0.20	
Completed grade	0.00	0.10		-0.05	0.08		0.05	0.20		-0.08	0.16	
High school diploma or GED	0.11	0.54					0.12	0.60				
School behavior	0.05	0.08		0.032	0.075		0.12	0.16		0.08	0.16	

* $p < .05$; ** $p < .01$; *** $p < .001$.

Chapter 5. Lessons for Independent Living Programs from the Evaluation of ESTEP-Tutoring

In the 1980s, concern about the poor outcomes experienced by youth aging out of foster care led to federal funding for independent living services. The accountability and program evaluation provisions of the Foster Care Independence Act of 1999 called for new focus on the effectiveness of these services. Now the child welfare field is not simply asking whether foster youth receive services that are intended to help them make a successful transition to adulthood; policymakers and program managers want to know which services have an impact on foster youth transition outcomes. The Multi-Site Evaluation of Foster Youth Programs was undertaken to assess the impact of existing programs on outcomes identified in the Foster Care Independence Act of 1999. One of the programs selected for evaluation was the Early Start to Emancipation Planning (ESTEP) Tutoring Program of The Community College Foundation (TCCF), operated under a contract with the public child welfare agency in Los Angeles County, California. Interpretation of the findings of the ESTEP evaluation benefits from a consideration of the current state of research on independent living services, the evolution of such services over time, and the fact that the evaluation was a field experiment and not a demonstration project.

First, a noteworthy aspect of the historical context of the Multi-Site Evaluation is that this is the first time independent living services have been subjected to experimental evaluation; to date, evidence supporting the effectiveness of independent living services has been limited to anecdotal information and a small number of quasi-experimental studies (Montgomery, Donkoh, and Underhill 2006). Given that federal policy and funding have supported independent living services for over twenty years, it is noteworthy and commendable that the child welfare field has embarked on the kind of rigorous knowledge generation that will be necessary to develop a sound evidence base for interventions aimed at assisting foster youth in transition to adulthood. Nevertheless, it is important to keep in mind that the field is only at the beginning of rigorous program evaluation.

Second, while the empirical evidence supporting the effectiveness of independent living services has not developed much over the past two decades, child welfare practice with adolescents and young adults has evolved significantly (Child Welfare League of America 2005). Government and philanthropic funding has helped create a network of service providers that has shared practice wisdom and models, leading to a rapid proliferation of ideas and programs. While the Multi-Site Evaluation may be seen as the beginning of rigorous evaluation of independent living services, it sheds light on the effectiveness of only a handful of currently-available approaches to assisting foster youth in transition.

Third, the Multi-Site Evaluation was intended to evaluate existing programs of potential national significance as they currently operate (i.e., it is a field experiment), not to develop and evaluate such programs *de novo*. In other words, the programs being evaluated were not designed by the evaluators or under the kind of evaluator control that would typically be the case in an experimental demonstration project. This has implications for the research procedures used in the Multi-Site Evaluation and for interpreting impact findings. For example, as the program provider, TCCF served as a gatekeeper to ESTEP-Tutoring. The evaluation team was not in a position to make sure that only those youths assigned to the experimental condition actually received tutoring. This resulted in a crossover rate exceeding that which would likely have been encountered in a demonstration project organized by evaluators.

Focusing on existing programs also means that the evaluation is not able to manipulate elements of the intervention in order to address particular concerns of the field, meaning that specific questions that might be answered by a demonstration project tailored to answering such questions go unanswered. Thus, in interpreting the findings of the Multi-Site Evaluation, it is important to keep in mind that the programs being evaluated do not necessarily represent the most common or ideal version of a particular service.

Given the educational deficits facing many youth in out-of-home care (and the evaluation provides ample evidence of the continuing prevalence of such deficits), tutoring would seem to be a reasonable service to provide foster youth to help prepare them for independent living. However, with respect to the ESTEP-Tutoring program, our impact evaluation did not find compelling evidence that the program had any beneficial impact on any of the outcomes we assessed. In considering the absence of ESTEP-Tutoring program impacts, it is important to keep in mind that ESTEP is only one of many tutoring programs serving foster youth around the country and one of many approaches to creating mentoring relationships for foster youth. To the extent that other tutoring and mentoring programs differ in significant ways from ESTEP, outcomes experienced by youths participating in those programs may differ from those experienced by ESTEP participants. With that important caveat in mind, what lessons can the evaluation of the ESTEP-Tutoring program provide for policymakers and practitioners interested in enhancing the human and social capital of foster youth as they approach the transition to adulthood?

First, the overall educational trajectories of the ESTEP and control groups over the two-year follow-up period indicate that not enough is being done to address the educational needs of foster youth deemed at risk of educational failure. Our findings do not provide any evidence about the effectiveness of tutoring per se, since there was no statistically significant difference between the ESTEP and control groups in the likelihood of receiving tutoring from some source. Still, Woodcock-Johnson scores showed foster youth to be falling further behind their peers as time went by, across the entire sample and for both the control and ESTEP groups. This finding echoes other recent research showing poor educational outcomes for foster youth (Courtney, Terao, and Bost 2004; McMillen et al. 2003). Efforts should be redoubled to identify and rigorously evaluate various approaches to improving educational outcomes for foster children and youth.

Second, if the situation in Los Angeles County is reasonably typical of other urban areas in the United States, the ESTEP-Tutoring evaluation results suggest that tutoring is now fairly readily available to foster youth. About three-fifths of the youths in the evaluation control group reported receiving educational tutoring from some source, more than twice as often from school as from any other source. Of course, these young people had all been assessed as being in need of educational support, so foster youth who are not seen as needing enhanced educational support may seldom receive tutoring; our evaluation did not collect data on such foster youth. Still, while the process study provided evidence of the need for more tutoring resources for foster youth in Los Angeles, our impact evaluation findings indicate that most foster youth identified as being in need of extra help get some tutoring. This has significant implications for the evaluation of tutoring programs and other educational support programs targeting foster youth. Any program being evaluated (including ESTEP-Tutoring) is unlikely to produce better outcomes for

the youth it is supposed to serve compared with groups that are likely to receive significant educational support from other sources. Still, the fact that many foster youth are now provided tutoring should be considered additional evidence of the need to better understand what kinds of educational supports work for foster youth; just because caseworkers and other concerned adults believe that more foster youth need tutoring does not mean that tutoring will actually help these youth.

If ESTEP-Tutoring is not the kind of help that is needed, then what might be more helpful? Some potential limitations of ESTEP-Tutoring that became apparent during the evaluation provide guidance for program designers. ESTEP-Tutoring is based on the assumption that identifying skill deficits and addressing those deficits through tutoring, regardless of the educational program in a youth's particular school, will help a youth succeed in school. This philosophy results in tutors typically having no relationship to a youth's school and paying little attention to the youth's day-to-day school obligations (e.g., homework). The lack of connection between tutoring and school may reduce the likelihood that tutors will be able to engage youths and help them do better in school. Tutors may find engaging youths in the tutoring process difficult when the youths see little relation between tutoring activities and the educational material being covered in school. Likewise, tutoring may not have much of an impact on educational performance, particularly in the short term, if it does not directly address the skills being taught at school. While home-based tutoring may help foster youths, the failure of ESTEP-Tutoring to show positive effects on educational outcomes could offer evidence that developers of home-based tutoring programs would be wise to coordinate their efforts closely with youths' schools.

The problems that ESTEP appeared to have enrolling eligible youths in ESTEP-Tutoring raise questions about the feasibility of home-based tutoring. In spite of a relatively robust outreach effort, ESTEP-Tutoring only engaged about three-fifths of eligible youths in tutoring. Some of the most important obstacles to recruitment identified during the process study, such as caregiver and youth reluctance, may be greater problems for home-based than for school-based tutoring. For example, given the potential for increased frequency with which youths receive tutoring in the era of the No Child Left Behind Act, school-based tutoring may seem less stigmatizing to foster youth than home-based tutoring. Caregivers reluctant to have tutors in their home may find tutoring at school after normal school hours to be less problematic. ESTEP-Tutoring may not have been intensive enough to address the educational deficits of foster youth. Even if the 50 tutoring hours per youth that the program allows had been provided to most participating youths, which was not the case, it is not clear that 50 hours is enough.

The ESTEP-Tutoring evaluation also raises questions about the appropriate qualifications of tutors for foster youth. Few ESTEP tutors had any training in dealing with learning disabilities. Yet, prior research has shown that over a third of older foster youths receive special education services (Courtney et al. 2004). In our study, 35 percent of the sample participated in special education programs at baseline and over a quarter reported that they had a learning disability (see chapter 3). If many foster youth are behind in school, at least in part due to learning disabilities, it is likely that tutors without knowledge of learning disabilities may be poorly equipped to serve these youths.

Finally, the ESTEP-Tutoring evaluation raises questions about mentoring programs for foster youth. One of the purported benefits of ESTEP-Tutoring was the potential for tutoring relationships to develop into mentoring relationships, yet only about a third of the mentors reported any contact with youths after their tutoring ended. The fact that relatively few tutoring relationships evolved into longer-term mentoring relationships calls into serious question the notion that tutoring, at least the kind ESTEP offered during this evaluation, is very likely to leave foster youths with long-term adult relationships. Indeed, prior research on mentoring programs has found that only mentoring relationships that last longer than one year are likely to provide long-term benefits to the youths involved (Herrera et al. 2007). Prior research suggests the potentially negative effects of mentoring programs on some high-risk youth, including foster youth, raising questions about whether assigning youth to home-based tutoring may expose some of them to relationships that are not entirely beneficial (Grossman and Rhodes 2002). The belief that a supportive relationship with at least one responsible adult can make a major difference in the life trajectory of foster youth seems to have led in recent years to much interest on the part of program developers in designing programs that will furnish foster youth with lasting adult relationships. However, desiring to create lasting adult relationships for these young people is not the same thing as succeeding in doing so. Evaluation research is needed regarding programs that seek, as all or part of what they do, to create mentoring relationships for current and former foster youth.

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Appendix A. Evaluation Methodology and Challenges

Introduction

The main source of data for identifying program impacts comes from interviews with foster youths. For each program, we drew samples of eligible youths and randomly assigned each youth to either ESTEP or control. Our target was to interview 450 youths in each program at the baseline. Each respondent was asked to participate in an initial interview as well as two follow-up interviews, with expected first and second follow-up retention rates of 85 percent and 80 percent, respectively. Each follow-up interview was to take place approximately one year after the previous interview with that respondent. Cases were made eligible for interviewing in the next follow-up 11 months after their initial or first follow-up interview.

A small number of respondents completed the initial interview but did not complete the first follow-up. These respondents, referred to as "wave skippers," were promoted to the second follow-up despite not having completed their first follow-up interview. In order to keep wave skipper respondents on a schedule similar to their peers, these respondents were promoted 23 months after their initial interview.

Below we provide detail about creating the sample for each study, including the source of each sample, the random assignment process, the ways the evaluation affected TCCF procedures, response and retention rates, and explanations of out-of-scope determination. This is followed by a description of the questionnaire components and information about data collection and the fielding of the survey. Finally, this discussion concludes with a review of the evaluation challenges faced during the evaluation of the ESTEP-Tutoring program.

ESTEP-Tutoring Sample

The ESTEP-Tutoring analytical sample consists of 445 youths who were referred to the ESTEP-Tutoring program. Generally, youths age 14 and 15 are initially assessed on their reading and math skills by an emancipation preparation advisor (EPA) using TCCF-devised assessments. These assessments produce grade-level equivalency scores. Those who are assessed as being one to three years behind their school grade level in either reading or math are asked if they would be interested in tutoring. Those who are interested are referred to TCCF for tutoring.

The conditions for referral are not held firm. Frequently when there are foster youths of different ages living in the same placement or when an EPA believes the youth could benefit from tutoring, even though the youth falls outside the prescribed range, the EPA may make a referral. The age distribution of baseline ESTEP respondents appears in table A.1.

TABLE A.1. AGE DISTRIBUTION OF ESTEP RESPONDENTS

Age	Frequency
12	1
13	14
14	231
15	153
16	42

TABLE A.1. AGE DISTRIBUTION OF ESTEP RESPONDENTS		
17	4	0.9

We have shown the percentage of youths who fall outside the "one to three years behind grade level" range, based on our administering the Woodcock-Johnson assessments during the baseline interview. However, an examination of TCCF's referrals shows that a significant portion of youths did not meet this condition at the time of the referral. A rough estimate based on the youths referred to the study indicates that nearly 14 percent of all youths had both reading *and* math grade-level equivalents greater than three years behind their grade level, based on TCCF's internally designed assessment.[30]

The ESTEP-Tutoring program operates out of 12 of Los Angeles County's 19 community colleges. However, we determined that only seven of these colleges received more referrals than the available tutors could service, thus meeting our condition for using random assignment. The ESTEP-Tutoring sample comes from the following community colleges: Antelope Valley, Compton, Long Beach City, Los Angeles Southwest, Mt. San Antonio, Rio Hondo, and West Los Angeles.

Beginning September 12, 2003, referrals to TCCF were delivered to National Opinion Research Center (NORC) on a weekly basis. Each study youth received a 0.5 probability of being assigned either to the treatment group, referred to as "ESTEP group," or to the control group. The assignments were returned to TCCF, and ESTEP youths were assigned to tutors when one became available. Frequently, siblings were referred for tutoring. Siblings are likely more homogenous than randomly selected youths. Thus, their inclusion would not provide full power. To avoid this diminution of power, when siblings were identified by TCCF, only one sibling was randomly selected to be in the study. All siblings were treated the same in terms of being offered tutoring or not, but only one would be interviewed and included in the evaluation.

Random assignment was implemented by the college. This rule mattered when we discovered a youth had moved since the original assessment. If the youth moved to a different catchment area where the college was one of the seven study colleges, we would re-randomize; if in the same college catchment area, the original assignment was maintained. If the youth moved out of the seven colleges' areas, that youth would become ineligible for the study.

We allowed TCCF to follow its normal activities in referring youths to the program and did not exclude any youths (except siblings as described above). However, many foster youths are eligible for ESTEP-Tutoring but were not eligible for Chafee funding, making them ineligible for the evaluation. Unfortunately, we did not have the information up front that would allow us to determine who was out of scope. Also, placement changes can occur so rapidly that the original information would no longer be valid. This problem was exacerbated by some EPAs who would hold onto their referrals for several months before turning them in to TCCF.

We had to rely on the interviewers to ascertain if any out-of-scope conditions had been met. All situations identified by interviewers were confirmed with DCFS before removing the sampled

[30] We do not know if this estimate generalizes to all 12 colleges. EPAs differ substantially in how tightly they adhered to the rule.

youths from the study. ESTEP and control group youths were treated the same when determining sample eligibility, and there is no evidence of differential treatment. The out-of-scope conditions were

- re-united with parent;
- caregiver is legal guardian;
- placement is part of the KinGap program;
- living outside the seven college catchment area;
- AWOL at least 3 consecutive months; or
- mentally incapable of completing an interview (only one occurrence).

Changes to TCCF Procedures

As noted above, we allowed TCCF to follow their standard procedures, except that served youths would be determined randomly. If an ESTEP youth moved, TCCF would not typically try to find that youth. Given that the evaluation imposed a limited number of youths eligible for service, we decided that if we discovered a new address during the interview process, we would inform TCCF so that that youth could still be served. Address updates were provided for roughly 25 percent of the ESTEP group youths.

One discovery we made during the first follow-up was that some previously referred youths would be reassessed, possibly by a different EPA and re-referred to TCCF. After baseline intake had been completed, TCCF's staff no longer screened referrals and some control youths were served. Once we discovered this was happening, TCCF put their screening procedures back in place to prevent this from occurring until the second follow-up interviews were completed.

Response and Out-of-Scope Rates

We originally anticipated a 90 percent response rate and planned to receive 500 referrals in order to complete 450 interviews. We had a significant out-of-scope rate and far exceeded our response rate expectations. Since ESTEP referrals came on a weekly basis, we could monitor production and out-of-scope rates and stop receiving referrals when we achieved our targets. In the end, we received 529 referrals and exceeded our target by completing interviews with 445 youths for a response rate of nearly 96 percent. Response rates differ only slightly between the ESTEP and control groups.

Youth were very cooperative with very few refusals. It was caregivers who were barriers, accounting for most of the non-interviews. Forty-six youths (8.7 percent) were initially found to be out of scope. However, when we received tutoring records in 2006, we discovered 18 respondents who had received tutoring before the evaluation began. These youths were determined to be out of scope, raising the overall out of scope rate to 12.1 percent. The largest out-of-scope category included youths who were reunited or living with a legal guardian. These account for a majority of the out-of-scope cases in the ESTEP sample.

TABLE A.2. ESTEP-TUTORING SAMPLE			
	ESTEP	**Control**	**Total**
Completed cases	236	209	445
Non-interviews			
Youth refusal	2	1	3
Gatekeeper refusal	8	4	12
Appointments[a]	0	4	4
Other	0	1	1
Total in-scope	246	219	465
Response rate	95.9%	95.4%	95.7%
Out-of-Scope (OOS)			
AWOL	2	3	5
Out of area	3	1	3
Reunited/legal guardian	16	17	33
Moved into KinGap	0	3	3
Mentally incapable	1	0	2
Prison/juvenile justice	0	0	0
Served before random assignment	9	9	18
Total out-of-scope	31	33	64
Total sample	277	252	529
Out-of-scope rate	11.2%	13.1%	12.1%

a. At the time when we received a court order to suspend the study, four appointments had to

Retention in Follow-up Interviews

Since the ESTEP-Tutoring sample was young, we expected most youths to still be in care at follow-up interviews. From the outset we assumed higher retention rates for ESTEP-Tutoring in the first follow-up. Still, we faced a number of challenges in following the ESTEP sample, including changing placements, reunifications, and runaways, which will be described later in this appendix.

TABLE A.3. ESTEP-TUTORING SAMPLE RETENTION			
	ESTEP	**Control**	**Total**
Interviewed at baseline	236	209	445
Interviewed at first follow-up	220	197	417
Percent of Interviewed at baseline	93.2%	94.3%	94%
Interviewed at second follow-up	212	190	402
Percent of Interviewed at baseline	89.8%	90.9%	90%
Second follow-up non-interviews			
Youth refusal	1	7	8
Gatekeeper refusal	2	1	3
AWOL and other non-locatable	13	8	21
Incarcerated	2	2	4
Out of area	4	1	5
Other	2	0	2

Fielding the Youth Survey

Recruiting and Training Interviewers

The Los Angeles interviewing staff was supervised by a Los Angeles–based field manager. The field manager is bilingual, which proved important for dealing with many caregivers who spoke only Spanish. She also served as the local liaison for the evaluation team, meeting weekly with TCCF staff, working with staff at DCFS, and making other relevant contacts such as with the juvenile justice system.

Thirteen Los Angeles–based interviewers were trained in September 2003 and given their initial cases to work immediately. The number of interviewers trained reflected the number of cases and expected hours per case, plus average interviewer attrition, plus additional interviewer attrition anticipated due to the potential reaction some interviewers might have dealing with this population. However, after a couple of months, we found that the quality of the interviewers was high and no involuntary attrition occurred. Interviewers found they enjoyed interviewing this population and no voluntary attrition occurred. Because the sample size did not warrant such a large interviewing staff, the staff size was reduced in stages. In late autumn, we realized that a large number of cases were located in Antelope Valley. Antelope Valley is at the north end of Los Angeles County and is a lengthy drive through mountains for any interviewer living in any other part of the county. We thus recruited and trained an interviewer who lived in Antelope Valley. Over time, the large number of cases there still required another interviewer to travel over two hours to complete many Antelope Valley cases.

After the various staff reductions, seven interviewers handled the bulk of the work. These seven interviewers continued through the follow-up rounds. As the second follow-up was winding down, we reduced the field staff to five core interviewers. When necessary, the field manager would also conduct interviews.

Six of the fourteen interviewers and four of the seven core interviewers were bilingual. Although only two youths were interviewed in Spanish, the ability of the interviewers to speak with the foster parents in Spanish was useful in gaining cooperation.

Advance Letters

Each respondent received an advance letter before being approached to participate in the study. Similar letters were drafted and sent to each youth's foster care provider or parent as appropriate. This advance letter included the following information:

- introduction to the study and its purpose;
- description of the involvement of NORC, the Urban Institute, and Chapin Hall;
- explanation of how respondents were selected;
- emphasis on the importance of their participation;
- summary of the study's confidentiality procedures;

- description of the respondent fee; and
- contact information for arranging an interview or obtaining more information.

Approximately one month before each youth's second follow-up interview, 11 months after the baseline interview, a new advance letter reminded the youths of the upcoming follow-up interview and summarized important information about the study. Parental advance letters for the second follow-up, only sent to parents or guardians of respondents under age 18, were slightly different for foster parents and for biological parents with whom the youths had been reunited.

Advance letters for the second follow-up interview contained information similar to the first follow-up advance letters. To simplify the process, the foster parent and biological parent letters were consolidated into one version. As with the first follow-up, the second follow-up advance letters were mailed approximately one month before the second follow-up interviews.

Interviewing Priority

For ESTEP youths, the goal was to interview them before tutoring, which would likely have an impact on baseline measures. Interviewers received new ESTEP cases on a nearly weekly basis. ESTEP group youths were given interview-by dates two weeks after the case was given to the interviewer. Control youths were given interview-by dates that were four weeks after the assignment date.

Field Period

Baseline interviewing took place over a nine-month period from September 2003 through June 2004. First follow-up cases were released to be worked 11 months after the case was completed in the baseline, with the intention being that most first follow-up cases would be completed within 11 to 13 months of their baseline interview. However, due to a court order that temporarily stopped the study, interviewing for the first follow-up began after interviewers were trained in November 2004. First follow-up interviews were completed through September 2005. Because the questionnaire typically has 12-month reference periods, we decided that the second follow-up interview should occur 11 to 13 months after the first follow-up interview. Thus, the second follow-up began when interviewers were trained in October 2005 and concluded in August 2006.

Respondent Payments

Youths were offered monetary incentives to participate in the survey. Youths were paid $30 for the baseline interview and the first follow-up. They were paid $50 for the second follow-up when they were approaching emancipation. Deviations from these amounts were not allowed, although some nonmonetary gifts such as $5 Starbucks gift cards were provided when a youth was particularly inconvenienced. If a telephone interview was conducted with the youths on a cell phone, we reimbursed the youths for the cell phone charges.

Telephone Interviews

Some respondents moved out of the immediate area at some point after their initial interview. In cases where a respondent no longer lived within reasonable driving distance of Los Angeles, usually about two hours' driving, telephone interviews were considered for the follow-up interviews. No telephone interviews were allowed for the baseline interview. Telephone interviews were authorized by the field manager and project staff only after careful consideration of the respondent's distance from existing field staff and other considerations, including whether or not the respondent might be returning to or visiting Los Angeles. Very few ESTEP interviews were conducted by phone (table A.4). Most ESTEP respondents were still juveniles during the study period and had not yet begun moving away. For the few who were interviewed by phone, we were not able to complete the Woodcock-Johnson assessments.

TABLE A.4. TELEPHONE INTERVIEWS IN FOLLOW-UP ROUNDS

Follow-up Round	ESTEP	Control	Total	% of All Interviews
First	2	1	3	0.7
Second	1	5	6	1.5

Incarcerated Respondents

Incarcerated youths presented a difficult challenge to maintaining high response rates for follow-up interviews. Youths in prison are particularly difficult to make contact with, and because their communications are both tightly restricted and often monitored, special procedures were devised to approach these respondents in a way that prioritized their right to confidentiality while maximizing their likelihood of participation. Because all youths were in foster care at the baseline interview, this procedure was necessary only for the follow-up interviews.

Because many forms of communication are monitored in prisons, incarcerated youths were initially approached through a letter that described the study in a way that would remind the respondent without disclosing the name of the study. That letter also asked the respondent to return a special consent form that allowed project staff to disclose the name of the study, but no other confidential information, to prison staff in order to arrange for the interview. Until this consent was received, project staff did not reveal the name of the study, which often made interview arrangements, or even unmonitored communication, difficult or impossible. Once the consent was received, however, interviewers were more easily able to work with prison staff to obtain the needed access to the incarcerated respondents.

Evaluation Challenges

Deriving the Study Sample

The first challenge we faced was creating the evaluation sample. We used referrals to tutoring that were delivered to the TCCF central office by the EPAs. These were handwritten documents. In addition to the problem of reading an individual's handwriting, EPAs were not consistent in the information they recorded. In particular, there were many variations of entries for the state

identification number. This number was critical for us to watch for siblings, re-referrals, locating, and for acquiring administrative child welfare data on placement histories.

Although the referral information was much more current than using DCFS files, it was not always up-to-date. EPAs would frequently cumulate referrals, sometimes holding on to them for a few months. As a result, the information on the placement could be out of date. We were surprised by the number of ESTEP sample youths who needed locating up front, given the supposed recentness of the EPA assessment.

Imposing on Established Procedures at TCCF

A second challenge was in making the random assignment work within the framework of established TCCF procedures. Our goal was to interfere with their procedures as little as possible in order to evaluate the program as it routinely operates and to minimize the burden of participating in the evaluation.

We were able to work effectively with the TCCF central office staff to work within their established procedures. When referrals came from the EPAs, they were sent to NORC for random assignment. Those assigned to control would not be given to master tutors. In ESTEP, the process of EPA referral to the central office and then assignment to master tutors did not put tutors in the position of having to turn away youths. Although early in the evaluation, some colleges found they had too few youths for their tutors, but TCCF staff did not report this to be a serious problem.

Adherence to the Random Assignment

Controlling the random assignment for ESTEP was made easier by more resources engaged in the TCCF central office. EPA referrals came to the central office and then were delivered to NORC for random assignment. Only ESTEP group assignments were provided to master tutors. The diligence of central office staff kept ESTEP assignments on course. This proved critical as there would not have been an adequate way of monitoring the assignment through other means.

After baseline accumulation was complete, we noticed some control youths showing up in files indicating tutoring had begun. In discussions with TCCF staff, we discovered that youths sometimes get re-referred by EPAs. TCCF had not anticipated this and began re-checking all referrals against the list of control youths. Their speedy response kept the number of crossovers low.

The Foster Care Population

Foster care is characterized by frequent and rapid placement changes. This presented several challenges to conducting the evaluation:

- In the baseline round, youths could quickly move out of scope, which we would not discover until an interviewer made contact with the youth.

- Invalid addresses made getting advance information about the study to the youths problematic.

- After gaining cooperation from a caregiver in one round, the process might have to be repeated with a new caregiver in subsequent rounds. Frequently the youth moved into a group home. These required DCFS help to gain access to the youth.

- Many youths had to be located at follow-up interviews. These youths were highly mobile while in care as well as after exiting care. At the time of a follow-up interview, they had left their placement and the caregiver likely did not know the youth's whereabouts. This was especially true when the youths left the child welfare system. ESTEP youths were at an age when many foster youths run away from care and the child welfare system does not know where they are. At baseline the ESTEP-Tutoring youths presented 71 locating problems, even though the sample came shortly after an EPA met with the youths at the identified address.

Placement changes could be upsetting to foster youths. Also, new placements involve a settling-in period. If a change was recent, we sometimes found it difficult to engage a youth to conduct an interview as the youth might be working through various emotions. These situations could be exacerbated by mental and behavioral problems, which tend to be more prevalent in foster youths than adolescents as a whole.

Certain situations for foster youth had to be watched for and addressed in ways not typical in conducting surveys. Surveys typically have protocols for dealing with situations where a respondent may be at risk of harming him- or herself or others, or of being abused by others. However, these protocols are rarely implemented. In the Multi-Site Evaluation, we encountered "at-risk" incidents five times with the first follow-up and one time for the second follow-up. Nearly all of these incidents occurred when the youth indicated that he or she had suicidal thoughts. Interviewers were trained specifically to deal with these situations. They would ask a set of follow-up questions to determine if a youth was currently at risk. They would immediately call the field manager, who would take responsibility for notifying the child welfare agency and alerting the public mental health team. In most cases, the interviewer would notify and discuss the situation with the foster parent.

The Interviewing Process

Timing of Baseline Interview. One challenge was to get interviews completed before service began so that it could not influence baseline responses. For ESTEP, the goal was to interview the youths before tutoring began.[31] The lag between random assignment and the beginning of tutoring was generally long enough that this was not too difficult to achieve, as illustrated in table 3.3 in chapter 3.

Gaining Consent to be Interviewed. Youths were generally quite cooperative; however, we usually had to gain access to the youths through their caregivers. During the baseline when all

[31] Each youth, whether ESTEP group or control group, was expected to be interviewed within a certain period after random assignment.

youths were in care, foster parents and relatives could not legally prevent us from connecting with the youths; however, many felt they had that right. This was particularly true with grandparents. In trying to work through these “gatekeepers,” we enlisted the aid of DCFS. We discovered that caseworkers and independent living coordinators were rarely informed about the evaluation and sometimes counseled caregivers not to cooperate.

Although time consuming, we were generally able to gain access to youths in all such situations. DCFS staff was again helpful, making phone calls and providing letters to case workers and caregivers help us gain access. These small numbers mask the amount of effort spent gaining cooperation from gatekeepers. For ESTEP group youths, there were 28 problems with caregivers at baseline, mostly relatives.

When youths were reunited with their biological families, we faced a new set of challenges. Many parents were antagonistic toward the child welfare system for having taken their child away. These feelings led to mistrust of anything related to the child welfare system, including our evaluation. Furthermore, parents either did not think the survey was relevant given that the youth was no longer in foster care or felt that the youths should not answer questions that caused them to relive their time away from home. Gaining the cooperation of biological parents was not often required but proved an additional challenge to the interviewers.

Appendix B. Los Angeles County Context

Social service programs are dynamic and do not operate in a vacuum. Therefore, the two programs under evaluation must be placed in context to be fully understood. There are two layers of independent living services and policies because child welfare services in California are county-administered and state-supervised (unlike the majority of states). Below we lay out some of the relevant state policies, followed in greater detail by the relevant Los Angeles County policies.

California State Independent Living Policies

Independent Living Eligibility

Child welfare services provided through each county are supervised by the California Department of Social Services (DSS). According to the DSS Child Welfare Services manual, youth are eligible for independent living services up to their 21st birthday provided one of the following criteria is met:

1) Were/are in foster care at any time from their 16th to their 19th birthday. This does not include youth placed in detention facilities, locked facilities, forestry camps, training schools, facilities that are primarily for the detention of youth who are adjudicated delinquent, medical and psychiatric facilities, voluntary placements, wraparound program participants, youth placed pursuant to an individualized education program, and guardianship placements in which the youth is not a dependent or ward of the court.

2) Were/are age 16 to 18 and in receipt of the Kinship Guardianship Assistance Payment Program (Kin-GAP) assistance. (Note: youths between the ages of 16 and 18 who either were receiving Kin-GAP in the past or are receiving it now are eligible for independent living programs.) (LA County DCFS 2004)

3) Eligible youth younger than 16 years old may participate in an independent living program for younger youth if the county of jurisdiction has a county plan that includes such a program. Youth younger than 16 years of age placed outside their county of jurisdiction may participate in an independent living program for younger youth only with prior approval of the county of jurisdiction. Participation in an independent living program for younger youth prior to age 16 does not qualify a youth for independent living services eligibility.

4) Independent living program participation is deferred only if the youth is physically or mentally unable to benefit from the independent living program as determined by the youth's primary care physician or health or mental health care professional or if the youth declines to participate in the independent living program. If participation is deferred, the social worker or probation officer on behalf of youth in foster care or the independent living program coordinator on behalf of Kin-GAP youth and other eligible youth shall document, in the Transitional Independent Living Plan (TILP), the reason(s) for the deferment. A redetermination of deferment shall be made at least every six months and documented in the TILP.

5) Eligibility for the independent living program shall not be determined by outside agencies such as contractors or vendors (California Child Welfare Services [CWS] 2003).

No California statewide guidelines could be found regarding the eligibility of adopted children.

Emancipation Preparation

According to the Welfare and Institutional Code, social workers and the independent living coordinators are jointly responsible for preparing youth in the independent living program for emancipation. The Code states that county social workers/probation officers shall assist youth in the program to ensure the development and implementation of TILP goals, services and activities, including addressing transportation needs. Counties shall encourage providers to participate in the development of the TILP (CWS 2003). Supervised housing services are also available to youths age 16 to 18 who are participating in or have completed an independent living program.

Services for emancipated youth are laid out in the Welfare and Institutions Code (Sections 10609.3(e)(1) and (2)). These include a stipend for eligible emancipated youth to assist the youths with bus passes, housing rental and utility deposits and fees, work-related equipment and supplies, training-related equipment and supplies, and education-related equipment and supplies. The state pays 100 percent of the nonfederal cost associated with the stipend program (CWS 2003). Former foster children are also eligible for Medi-Cal (California's Medicaid plan) coverage until the age of 21. The enrollment process, however, is not automatic. In order to enroll the state is required to determine the youth's eligibility by verifying with the emancipating foster youth the following:

- The youth's consent to continue with the Medi-Cal services.
- The youth's current address.
- Whether or not the youth has additional health insurance. If applicable, a youth's health insurance must be reported to the eligibility worker.

Los Angeles County Independent Living Policies and Services

Permanency Partners Program (P3)

A new youth permanency program was first field tested in February 2005, with department-wide expansion expected for the fiscal year 2005–06. The Permanency Partners Program (P3) is a concentrated effort to assist workers in finding legally permanent homes and connections for older youths (12–18 years old) who are in planned permanent living arrangements (formerly known as long term foster care). Adult connections are established through the youth identifying important people in his or her life, and an additional worker (the permanency partner) reading the case to identify possible adults as a resource for the youth. These adults are then contacted by the permanency partner and discussions are held to see whether this new resource is open to a possible relationship of some kind. If there is a possibility of a relationship, the permanency

partner working with the youth and adult will develop a written agreement to help define the relationship and determine services that will assist moving the youths into legal permanency (LA County DCFS 2005a).

Redesigning Emancipation Services in Los Angeles County

Throughout the past few years, there have been significant changes in the Los Angeles County Emancipation Services/Independent Living Program due to increased interest and concern about the effectiveness of the programs by several public and private organizations in the community. Nine county departments are involved in the Emancipation Services/Independent Living Program, including the Chief Administrative Office, the Department of Children and Family Services, the Probation Office, the Community Development Commission, the Department of Mental Health, the Department of Community and Senior Services, the Department of Public Social Services, the Department of Health Services, and the Department of Consumer Affairs. In addition, a few groups that are county-related but not specifically county agencies have a stake in these programs, including the Los Angeles County Workforce Investment Board (WIB), the Los Angeles Homeless Services Authority, and the Los Angeles County Office of Education. There are also several community groups which have been involved with the Emancipation Services/Independent Living Program. These include the Los Angeles County Economy and Efficiency Commission, the Commission for Children and Families, the United Friends of Children, the Los Angeles County Children's Planning Council, and many charitable organizations like the United Way of Los Angeles County and Catholic Charities of Los Angeles. In reshaping the Emancipation Services/Independent Living Program, there were several groups that played a critical role in the process.

Chief Administrative Office

In 2001, the Commission for Children and Families raised concerns that the Department of Children and Family Services (DCFS) Emancipation Services and Independent Living Programs were not meeting the needs of emancipating youths in Los Angeles County. The result of these concerns was an intensive meeting in July 2001 where the County Board of Supervisors discussed these programs and soon after heard testimony from speakers representing public and private agencies as well as youth and community advocates (LA County Chief Administrative Office [CAO] 2003). The board requested that the chief administrative officer conduct an assessment of the Emancipation Services and Independent Living Program within 45 days to determine areas for improvement. The CAO hired Sharon Watson, Ph.D., to perform this initial assessment and give a set of recommendations. In conducting her assessment, Dr. Watson viewed a tape of the July 17, 2001, discussion; listened to tapes of Emancipation Oversight Committee meetings; interviewed 37 stakeholders in the emancipation program including county department heads and staff, youth, and service providers; reviewed several program audits and evaluations; and examined key reports and documents (LA County CAO 2003).

The key findings in Dr. Watson's report are listed in the actual Emancipation Program Final Report (July 17, 2003), but some of the highlights of these findings follow:

- A lack of coherence on the vision and goals for the Emancipation Program and Independent Living Program, as well as disagreement concerning the scope of services and populations that these programs should serve. This also translated to a lack of unity and understanding about this program across the different departments;
- An absence of strong and continual departmental and program leadership as well as a lack of cooperation between the programs' public and private partners;
- An overwhelming lack of funding, services, housing, staff, technical equipment and support, appropriate training, etc., necessary to serve the large number of youths who are eligible for these services in Los Angeles County;
- Extensive bureaucratic processes that prohibit the efficient and most effective distribution of services;
- Lack of program planning and development, as well as improperly designed contracts with outside vendors; and
- Selecting only high achievers to participate in the program, thus suggesting that the program does not reach those who are less likely to succeed.

Based on this report, the board made several recommendations about improvements to the Emancipation Program and Independent Living Program in Los Angeles County. A full listing of these recommendations can be found in the Emancipation Program Final Report (July 17, 2003). In summary, however, these recommendations called for a more stable, organized, and unified program, which enjoyed cooperation from all participants and strong leadership. The report also recommended changes in the structure of the program in three key areas: (1) programs and services to youth; (2) administration and management; and (3) structure/governance.

Los Angeles County Economy and Efficiency Commission

At the same time that the Board of Supervisors instructed the chief administrative officer to conduct a review of the Emancipation Services and Independent Living Program, the Los Angeles County Economy and Efficiency Commission began its own review of Emancipation Services/Independent Living Program, funded by the Los Angeles County DCFS, the Probation Department, and a grant from the Productivity Investment Fund. The Los Angeles County Board of Supervisors created the Los Angeles County Economy and Efficiency Commission in 1964 to "examine any function of County government at the request of the Board of Supervisors, on its own initiative, or as suggested by others. The Commission conducts reviews of all aspects of local government management, operations and policies. After these reviews, the Commission will submit recommendations to the Board with the objective of improving the economy, efficiency and effectiveness of local government" (Economic and Efficiency Commission 2003). The commission has 21 members, four selected by each board supervisor and the last member being the preceding year's foreperson of the Los Angeles County grand jury.

Following her selection by the chief administrative officer as the interim team leader of the CAO design team to guide the Emancipation Services/Independent Living Program's redesign plan, Dr. Watson was asked to lend her expertise and assistance to the Economy and Efficiency Commission in completing its report. The commission presented this report, "A Review of Emancipation Services," to the Los Angeles County Board of Supervisors in February 2002. As part of this review, the commission examined the county's six major housing programs for pre-

emancipated and emancipated foster youths, the then current and planned housing resources for the population, the distribution of resources across the county's eight service planning areas, and how the distribution of resources compares with the distribution of the population in need of services. The Economy and Efficiency Commission made recommendations to the Board of Supervisors in several key areas, which included continued assessment and evaluation of the program; the structure and process of service delivery to youths; training and preparation for workers; organization of leadership especially among the heads of departments associated with the programs; updating information and data systems to make them more accessible and more effective for workers in providing the appropriate services to youths; providing more housing options and more beds for youths; and full utilization of resources, monetary and otherwise.

Emancipation Program Design Team

Several of the Economy and Efficiency Commission's recommendations, particularly those concerning housing, coincided with those of Dr. Watson and the CAO and were specifically included in the DCFS Emancipation Program Re-Design Work Plan. In beginning this redesign, the heads of the nine Los Angeles County departments who participate in the program signed an interim operational agreement in October 2001, after the release of Dr. Watson's report, which stated their commitment to improving the program and their cooperation and assistance in making the necessary changes and improvements.[32] In February 2002 following the release of the EEC's "Review of Emancipation Services," an interim team of six experts plus a team leader and coordinator began the process of restructuring the different elements of the Emancipation Program, including housing, data/tracking, outcomes/evaluation, communications, budget, planning/governance, and service delivery.

Stemming from this interim team was a 20-person, inter-agency, multi-sector design team (which included the interim team, key county departments, the Children's Commission, emancipated foster youths, and community partners), which worked to develop the redesign work plan as well as implementation, policy and planning decisions, and overall program development. Working alongside the design team were a budget committee, governance group, implementation team, and the community advisory group (formerly the Emancipation Oversight Committee), each of which contributed to execution of the new plans for the program and increased community input. These groups met with the directors and deputies of the DCFS, Probation, Community and Senior Services, Community Development Commission, Mental Health, and Presiding Judge of the Juvenile Court, as well as important community partners to help develop the redesign and make a smooth transition. The design team held 50 outreach meetings with over 2,500 representatives of formal and informal organizations involved with either the Emancipation Program or the population, which this program services. Some of the groups represented included foster parent associations, Association of County Human Service Agencies, vocational skill centers, mental health providers, Independent Living Program Coordinators, TCCF, and youth coalitions. The purpose of these discussions was to gather more community input and

[32] The nine county departments involved in the program include the Chief Administrative Office, the Department of Children and Family Services, the Probation Office, the Community Development Commission, the Department of Mental Health, the Department of Community and Senior Services, the Department of Public Social Services, the Department of Health Services, and the Department of Consumer Affairs.

suggestions for ways to make the Emancipation Program/Independent Living Program as effective in meeting the needs of youth as possible.

As a result of these discussions and planning by county staff, the program's community partners, the CAO, and the design team, the Emancipation Program/Independent Living Program saw significant accomplishments and achievements in numerous key areas. These included changes in programming (housing, employment, mentoring, transition resource centers, foster youth ombudsman); a redesigned service delivery system (transitional independent living plans, training, decentralized and integrated service delivery model); administration (communications, youth data/tracking system, budget, contracts, check writing); and planning and governance (LA County CAO 2003).

More specifically, these changes include the following:

- Service Delivery Infrastructure – ILP plans to create a decentralized service delivery structure, which will consolidate the Emancipation Program's staff and transfer them to offices at Normandie and Wilshire where they will be separated in the office according to the new service delivery structure.

- Data, Reporting, and Tracking System for Eligible Youth – A Youth Tracking System is in development to more effectively track services and outcomes.

- Countywide Network of Alumni Resource Centers – The Alumni Resource Centers, now renamed Transitional Resource Centers, are undergoing a significant expansion, going from three centers to four centers, with another two centers in the developmental stages. The goal is to have a transitional resource center in all parts of the county.

- Simplify and Strengthen Case Planning for Eligible Youth – Comprehensive Transitional Independent Living Plan (TILP) training for DCFS regional staff and eventually Probation staff will help caseworkers to work more effectively and collaboratively with youth, as well as making sure than transitional planning begins at age 14.

- Develop Mentoring Programs for Eligible Youth – DCFS created the position of Emancipation Program mentor coordinator, who is responsible for overseeing all mentor-related activities for eligible youth with the hope of significantly expanding the mentoring opportunities available to foster youth. Additionally, the "Bridges to the Future" program with the Los Angeles County Bar Association and Emancipation program is fully functional. This program matches a mentor with a foster youth during his or her senior year in high school to help him or her with the transition to adulthood. Finally, DCFS is creating a Mentor Resource Guide for foster youth.

- Countywide Housing – DCFS developed a comprehensive plan for meeting the housing needs of emancipating youths to address this growing need. This plan consists of two parts: (1) assessing and characterizing the housing needs of emancipating and emancipated youth across the county and (2) articulating the goals and outcomes of the program and then implementing programs necessary to address these housing needs. Los

Angeles County is looking for additional programs and organizations to provide emergency shelter, transitional housing programs, and housing search assistance programs and is also working to increase the number of beds available to emancipating and emancipated youth in the county.

- Youth Employment Programs – DCFS is working the Community and Senior Services Department (CSS) to allow CSS to assume the contracting and monitoring responsibilities for the current ILP Vocational Skills Center Programs. This will enable many more foster youths to receive job readiness and career development services, as well as lengthen their participation time from 2.5 months to as much as 8 years (through their 24th birthday).

- ILPOnline Website – DCFS has created and launched an Emancipation Program website (www.ilponline.org) that provides information about ILP and emancipation services to foster youths, as well as listing additional community resources.

Since 2003, many of these improvements have been sought after and are in the process, if not already implemented, of achieving some of the goals set forth in the Emancipation Program design team's final report (LA County CAO 2003). Some of these improvements include the following:

- Service Delivery Infrastructure – There has been an ongoing effort and improvement in the internal procedures and policies. Safes have been placed in regional offices so ILP coordinators have immediate access to items of monetary value for youth in need (e.g., gift certificates, transportation funds).

- Data, Reporting and Tracking System for Eligible Youth – The Emancipation Services/Independent Living Services tracking system is in place as discussed above.

- Countywide Network of Alumni Resource Centers – Transition Resource Centers (formerly named Alumni Resource Centers) have expanded from four (2003) to nine as of July 2005. DCFS also had two more transition centers planned during federal fiscal year 2005.

- Simplify and Strengthen Case Planning for Eligible Youth – DCFS developed refresher training that combined TILP implementation in Child Welfare Services/Case Management System with language linking ILP services/funds. This part, considered phase I of the refresher training, was developed to address the planning function of the document. Phase II is an ongoing effort to engage youth in transition planning early enough (at 14 years old) to create a better chance of success once emancipated. A caseworker handbook has also been published that outlines how to complete documents and contains examples of well-executed TILPs.

- Develop Mentoring Programs for Eligible Youth – During 2004 DCFS has continued the Bridges to the Future Mentoring Program, where youths are matched with attorneys who have committed to at least one year of service. Also, there has been "aggressive

recruitment" through 2004, which involved program presentations given at various Bar Association affiliate meetings.

- Countywide Housing – DCFS has a continued agreement with the Community Development Commission to supply housing services to foster youth. Increased funding has provided more emergency shelter programs, transitional housing programs, and housing search assistance programs. Special needs housing, such as that for youth with mental health issues, substance abuse problems, and gay and lesbian youth are being served by at least one (selected vendor or new transitional housing) program within the county.

- Youth Employment Programs – DCFS has an agreement with the Los Angeles County Department of Community and Senior Services (DCSS) that allows DCSS to monitor the contractors for the ILP Independent Living Skills Enhancement Programs. DCSS has stipulated within the service provider contracts that there are specific performance measures tied to self-sufficiency outcomes of the emancipating and emancipated youths that must be met. Vocational services are now offered to youth through Workforce Investment Act (WIA) WorkSource Centers after they have received services from the ILP Independent Living Skills Enhancement Program for up to six additional years (through to the youth's 24th birthday).

- ILPOnline Website – The Los Angeles County website for current and former foster youths, www.ilponline.org, has been successful in increasing communication and heightening awareness of events and services offered. There was an almost 40 percent increase in the number of visitors to the website during FFY 2004 compared with the previous year. Further extending communications was the updating and release of 2,000 copies of *The Emancipation Resource Directory: Supporting Youths Through Partnerships* to youths and external stakeholders. The *College and Career Student Guide* with a special insert for foster youths were distributed also (4,500 copies). Additionally, program brochures were released for the first time and 2,500 were distributed.

Emancipation Program Partnership

After the emancipation design team, a permanent agreement was reached among the nine county departments/agencies involved with the Emancipation Program (CAO, DCFS, Probation, CDC, CSS, Department of Mental Health, Public Social Services, DHS, and Consumer Affairs) and the Emancipation Program Partnership (EPP) was created. The EPP is composed of representatives from both public and private entities with approximately 25 members, including youth representatives, community liaisons and providers, county departmental representatives, a Commission for Children and Families representative, and service and delivery staff representatives. Complimenting the EPP are three additional subcommittees: a budget committee, housing committee, and implementation team. The partnership often meets monthly and sometimes bimonthly to discuss issues around foster youths and the emancipation/ transitioning process. The issues range from select subcommittee groups focusing on housing and budget to the discussion of new policy and legislation. A vision for the EPP was revised in

November 2005, to give the EPP more direction that some members felt was lacking. Aspects of the EPP vision include the following:

- Concentration on the "big picture" and integration with the larger county efforts.
- To support prevention initiative efforts (led by CAO)
- Provide leadership on countywide issues
- Integrate county resources (such as TRCs and kinship centers); and
- To pull together all resources to solidify county relationships and leverage resources.

Collaborative Efforts with Other Organizations

The Emancipation Services Division collaborates with a number of private and public agencies within the county to provide emancipation/independent living services to foster youths. Some of the organizations that DCFS works with include the following:

- Department of Public Social Services for Medi-Cal eligibility assistance
- Department of Mental Health for assistance in providing transitional housing to youths diagnosed with special mental health needs
- Los Angeles County Community Development Commission in developing transitional housing for eligible youths
- Los Angeles County Departments of Parks and Recreation, Internal Services Department, and Department of Community and Senior Services for providing full- and part-time employment opportunities to youths
- Casey Family Programs in helping to develop the Pasadena Alumni Resource Center
- United Friends of the Children, which works to provide housing and financial assistance for educational opportunities including the Bridges to Independence housing program
- Teague Family Foundation offers annual scholarships to foster youths to help them achieve educational goals at postsecondary institutions
- Association of Community Human Services Agencies

Aftercare Services

DCFS provides aftercare services to emancipated youths through its transition resource centers (TRCs). The TRCs are a major part of improving service delivery and outreach to youths and are designed to provide independent living services to eligible former foster youths or youths preparing to emancipate. As of July 2005 there were nine TRCs. Hours and days vary depending on the TRC, but generally TRCs are open during regular business hours. No TRCs are open on the weekends. The transitional resource centers provide varied services:

- College and vocational tuition assistance
- Financial assistance for education-related fees and services
- Clothing stipends
- Transportation assistance
- Employment counseling, preparation and referral
- Specialized workshops related to college enrollment and financial aid

- Assistance in continuing or reapplying for Medi-Cal services
- Information and referral services (housing, health services, legal issues, etc.)
- Referrals for needed resources (housing, jobs, health services, rent payments, food, utility deposits and charges, moving expenses, and basic household items)
- Assistance toward rent for dorm bills, campus housing, rent payments, food, utility deposits and charges, moving expenses, and basic household items
- Skill building workshops
- Other special events (L.A. County DCFS 2005b)

Emancipated youths can access these services following receipt of a letter from the TRC after their case has been transferred from the regional DCFS office to the TRC. In order to receive these services, the youth must undergo an evaluation by the TRC service coordinators who assess the needs and strengths of emancipated youths. As part of this assessment, the TRC service coordinators determine a youth's needs in terms of educational or vocational goals, career and employment development skills and job experiences, independent living skills, mentoring, and other needs.

TABLE B.1. DESCRIPTION OF INDEPENDENT LIVING POLICIES IN LOS ANGELES COUNTY AND

	Los Angeles County	California
Eligibility	Los Angeles County has opted to offer independent living services to youths starting at age 14.[a] The county has provisions to accommodate youths who have spent time in detention centers and participation for physically or mentally disabled youths, who are not currently eligible for the program but may receive a deferral for the program. Youths who reside outside of the County of Los Angeles can receive independent living services as a courtesy from the host county or as arranged by a Los Angels social worker. Youths who are 16 years of age or older when they are adopted are also eligible.	Youths are eligible for independent living services until their 21st birthday provided one of the following is met: - Were/are in foster care at any time from their 16th to their 19th birthday - Were/are 16 years of age up to 18 years of age and in receipt of the Kinship Guardianship Assistance Payment - Eligible youths younger than 16 years of age may participate in an independent living program for younger youths if the county of jurisdiction has a county plan that includes such a program.
Planning for emancipation	Emancipation preparation begins when a youth in foster care turns 14 or a youth comes into foster care at the age of 14 or older. Planning is done through the transitional independent living plan (TILP), which includes the services the youth needs and the youth's goals and future plans.	State laws do not indicate when planning begins. State laws only state that prior to the youth's emancipation, the social worker shall ensure that independent living services are provided as identified in the TILP.
Responsibility for planning	Responsibility for assisting youths is given to the case-carrying social worker and the transition coordinators (formerly independent living coordinators).	Social workers and the independent living coordinators are jointly responsible for preparing youths in the independent living program for emancipation.
Referral process	Caseworkers give the name and phone number of the transition coordinator to the youth or caregiver, as appropriate, prior to termination of jurisdiction and instruct the youth or caregiver to contact the transition coordinator when the youth reaches age 16 to determine ILP eligibility. Workers also complete several forms and give them to the transition coordinator.	Varies by county
Basic services provided	Independent living services include, but are not limited to: - Life skills training - Counseling and job training - Employment skills - Mentoring - Money management skills - Housing information	Independent living services vary by county; however, the state does provide stipends to fund some of the following activities and services: - Bus passes - Rental and utility deposits and fees - Work-related equipment and supplies - Training-related equipment and supplies - Education-related equipment and supplies.

Sources: CA CWS 2003; LA County DCFS 2005c; Public Counsel Law Center 2002; LA County DCFS 2002; LA County DCFS 2001.

Note:

a. According to the ILP Online Guidelines, a 14-year-old may complete a transitional independent living plan and then enroll in the ESTEP program.

TABLE B.2. LOS ANGELES COUNTY AND CALIFORNIA DEMOGRAPHICS		
	Los Angeles County	**California**
Population Characteristics		
Population	9,761,037	35,055,227
Percent under age 18	27.9%	27.3%
Percent Hispanic	47.0%	34.9%
Percent non-Hispanic black	8.9%	6.0%
Percent noncitizen foreign-born residents	20.8%	15.4%
Growth 1990–2000	7.4%	13.6%
Birth Information		
Births per 1,000 women ages 15–50	48	56
Per 1,000 women ages 15–19	21	26
Educational Attainment (of Population Age 25 and Older)		
Less than ninth grade	14.4%	10.2%
High school graduates or higher	73.8%	80.4%
Bachelor's degree or higher	27.9%	29.4%
Income and Poverty		
Per capita income	$22,916	$25,411
Median household income	$45,958	$51,185
Percent of individuals living below poverty level	17.9%	13.3%
Households		
Total households	3,194,434	11,972,158
Households receiving cash public assistance	4.3%	3.5%
Labor and Employment		
Unemployment rate (June 2006)	4.7%	4.9%
Total civilian labor force	4,710,269	17,209,892
Employed persons age 16 and older by occupation		
Management, professional, and related occupations	1,469,155	5,609,241
Service occupations	712,415	2,562,266
Sales and office occupations	1,160,448	4,228,850
Farming, fishing, and forestry	8,197	199,973
Construction and maintenance	355,886	1,447,958
Production and transportation	643,481	1,854,868
Self-employed	416,473	1,484,125
Family and Health Profile		
Percent of children living below poverty level (under age 18)	23.5%	18.9%
Percent of families living below poverty level	13.9%	10.5%
Percent of families with female head of household living below poverty level (with related children under 18 years old)	40.0%	34.2%
Median income of families	$50,598	$58,327

Source: All demographic data are from U.S. Census Bureau; American Community Survey, 2004 Summary Tables, generated by Erica H. Zielewski using American FactFinder (http://factfinder.census.gov), accessed June 15, 2006. All unemployment rate data are from California Employment Development Department; Labor Force and Unemployment Data, 2006, http://www.labormarketinfo.edd.ca.gov/cgi/databrowsing, accessed August 3, 2006.

Appendix C. ESTEP-Tutoring Staff Roles and Responsibilities

TABLE C.1. ESTEP AND ESTEP-TUTORING STAFF ROLES AND RESPONSIBILITIES

Emancipation Preparation Advisor	Master Tutors	Tutors	ESTEP Program Staff
▪ Conduct a baseline emancipation preparedness assessment of youth ages 14 and 15 ▪ Determine health, social and academic strengths and deficiencies in the following five domains: basic, academic knowledge, career and vocational development skills, daily living skills, survival skills, and interpersonal and social skills ▪ Gather educational/academic levels in reading and mathematics to facilitate in the tutorial referral process ▪ Identify and provide linkages to appropriate public or private resources that enhance strengths and correct deficiencies ▪ Motivate youth and caregivers to play a more active role in the short term and long-range emancipation planning process ▪ Provide more direction for the youth through a series of group and individual workshops, seminars and practicums ▪ Introduce and facilitate the emancipation planning process by helping the youth and caregiver complete the Emancipation Preparation Contract. The contract identifies the youth's perspectives of his/her educational progress, strengths, career goals, and support needs ▪ Provide the results of the Educational Assessment Form and the Emancipation Preparation Contract to the case carrying DCFS social worker or Probation Officer	▪ Supervises a team of 6 - 12 tutors ▪ Assign youth to tutors ▪ Encourage and coordinate tutor participation and youth transportation for ESTEP workshops ▪ Serve as mentors for the tutors ▪ Tutor a small number of youth	▪ Assist youth with their academics and also serve as mentors to the youth ▪ Receive referrals from the master tutors ▪ Work individually with youth to improve skills ▪ Promote attendance at the ESTEP workshops	**Workshop Instructors** ▪ teaching the ESTEP workshop curriculum to youth **Peer Counselors** ▪ mentor participating youth by acting as role models in the ESTEP program's workshops/ practicums

Appendix D. Impact Study – Methodology and Additional Data

This appendix includes additional elements of the impact study that are not included in chapter 4. The appendix begins with a description of how analysts specified the intent-to-treat (ITT) analyses presented in chapter 4. The appendix also includes a description of how preparedness was measured in the impact study, as well as a table listing the covariates used in the multivariate analyses presented. The remainder of the appendix will present additional data tables from the impact study, as well as a brief guide to understanding and interpreting the tables.

Intent-to-Treat Analyses and Extensions

The following section presents in detail the primary method of comparison used in this study (i.e., ITT). Two extensions (or transformations) of the ITT—treatment on the treated and local average treatment effect—are also described.

Intent-to-Treat

Intent-to-treat analyses involve a comparison of the ESTEP and control groups as originally assigned. This is the most rigorous approach to the analysis—and the only one that can be presumed free of bias—since it preserves the original probabilistic equivalence of the groups (except for the effects of attrition from random assignment to the second follow-up interview). This analysis produces estimates of the average effect among those youths to whom ESTEP is made available.

In brief, intent-to-treat analyses involve a comparison of outcomes across experimental group *assignment*,

$$ITT = Y_t - Y_c,$$

where

Y_t = Average effect of ESTEP on members of the treatment group and

Y_c = Average effect of ESTEP on members of the control group.

As has been discussed, portions of each assignment group acted in contradiction to the experimental protocol. The potential for these violations to affect the magnitude of the ITT estimates can be illustrated by expressing Y_t and Y_c as weighted sums of the program impact on compliers and violations, respectively. Specifically, the ITT can be expressed as

$$ITT = (P_{t\,(compliers)} * Y_{t\,(compliers)} + P_{t\,(no\text{-}show)} * Y_{t\,(no\text{-}show)}) -$$

$$(P_{c\,(compliers)} * Y_{c\,(compliers)} + P_{c\,(crossovers)} * Y_{c\,(crossovers)}),$$

where

$Y_{t\,(compliers)}$ = Average effect of ESTEP on members of the treatment group who participated in ESTEP,

$P_{t\ (compliers)}$ = Proportion of the treatment group who participated in ESTEP (i.e., $N_{t\ (compliers)} / N_t$),

$Y_{t\ (no\text{-}shows)}$ = Average effect of ESTEP on members of the treatment group who did <u>not</u> participate in ESTEP,

$P_{t\ (no\text{-}shows)}$ = Proportion of the treatment group who did *not* participate in ESTEP (i.e., $N_{t\ (no\text{-}show)} / N_t$),

$Y_{c\ (compliers)}$ = Average effect of ESTEP on members of the control group who did *not* participate in ESTEP,

$P_{c\ (compliers)}$ = Proportion of the control group who did *not* participate in ESTEP (i.e., $N_{c\ (compliers)} / N_c$),

$Y_{c\ (crossovers)}$ = Average effect of ESTEP on members of the control group who participated in ESTEP, and

$P_{c\ (crossovers)}$ = Proportion of the control group who participated in ESTEP (i.e., $N_{c\ (crossovers)} / N_c$).

With the simplifying assumption that there is no program effect on treatment no-shows or control compliers, the ITT reduces to the following:

$$ITT = P_{t\ (compliers)} * Y_{t\ (compliers)} - P_{c\ (crossovers)} * Y_{c\ (crossovers)}$$

This expression makes clear that the magnitude of the ITT effect is diminished where the treatment take-up rate is low or the control crossover rate is high, assuming positive program effects. It should be noted, however, that the ITT analyses conducted for the report were based on the formulation given at the top of this section ($ITT = Y_t - Y_c$).

Intent-to-Treat Extensions[33]

Where ITT impact results are significant, it is fair to ask what the magnitude of those effects might be for certain subgroups. For this evaluation, two extensions of the ITT—*Treatment-on-the-Treated* (TOT) and *Local Average Treatment Effect* (LATE) —were used for this purpose. It should be noted that both of these extensions involve simple re-scalings of the ITT estimate and do not entail any sample delimitations. Thus, the basis of comparison and the level of statistical significance are the same as the ITT estimates.

The TOT estimate is obtained by dividing the ITT estimate by the proportion of the ESTEP (treatment) group participating in ESTEP ($P_{t\ (compliers)}$). Using the framework from above, the TOT can be expressed as

$$TOT = (P_{t\ (compliers)} * Y_{t\ (compliers)} - P_{c\ (crossovers)} * Y_{c\ (crossovers)}) / P_{t\ (compliers)}$$

[33] Discussion of the intent-to-treat, treatment on the treated, and local average treatment effects borrows heavily from Bloom, H. S (Ed.), *Learning More from Social Experiments* (New York: Russell Sage, 2005).

Given the rate of take-up among the ESTEP group (61.8 percent), we would expect the TOT to be 61.8 percent larger than the ITT-based estimate. Finally, the LATE estimate is obtained by dividing the ITT estimate by the difference in the proportions of the treatment and control groups participating in ESTEP ($P_{t\ (compliers)} - P_{c\ (crossovers)}$). The LATE estimate can be expressed as

$$LATE = (P_{t\ (compliers)} * Y_{t\ (compliers)} - P_{c\ (crossovers)} * Y_{c\ (crossovers)}) / (P_{t\ (compliers)} - P_{c\ (crossovers)})$$

Given the rates of take-up among the ESTEP (61.8 percent) and control (13.2 percent) groups, we would expect the TOT to be 2.1 times larger than the ITT-based estimate.

Measurement of Preparedness

Overall preparedness was specified as a summative scale comprised of the 18 items listed below. Youths were asked to judge how prepared they felt to accomplish each task. Possible response options included “very prepared” (4), “somewhat prepared” (3), “not very well prepared” (2), and “not at all prepared” (1). Job preparedness, which was specified as a summative scale, was composed of items 2, 11, and 12.

Preparedness Scale Items

How prepared do you feel:

1. To live on your own?
2. You are to get a job?
3. You are to manage your money?
4. You are to prepare a meal?
5. To maintain your personal appearance?
6. To obtain health information?
7. To do housekeeping?
8. To obtain housing?
9. To get places you have to go?
10. In educational planning?
11. To look for a job?
12. To keep a job?
13. To handle an emergency?
14. To obtain community resources?
15. In interpersonal skills?
16. In dealing with legal problems?
17. In problem solving?
18. In parenting skills?

Covariates in Analyses

Table D.1 describes in detail the covariates used in the multivariate analyses depicted in chapter 4 and in this appendix.

TABLE D.1. COVARIATES USED IN MULTIVARIATE ANALYSES

Predictor	Description/Survey Question(s)
Youth demographics	Age Gender Race Hispanic Ethnicity
Mental health and behavior	
Mental Health	Achenbach Youth Self Report externalizing subscale t score; Achenbach Youth Self Report internalizing subscale t score; and Diagnosis of Post-Traumatic Stress Disorder
Delinquency	Summative scale comprising the following 15 items. In the past 12 months, have you: (1) Been loud, rowdy, or unruly in a public place so that people complained about it or you got in trouble? (2) Been drunk in a public place? (3) Avoided paying for things such as movies, bus or subway rides, food, or clothing? (4) Been involved in a gang fight? (5) Carried a handgun? (6) Purposely damaged or destroyed property that did not belong to you? (7) Purposely set fire to a house, building, car, or other property or tried to do so? (8) Stolen something from a store or something that did not belong to you worth less than $50? (9) Stolen something from a store, person or house, or something that did not belong to you worth $50 or more including stealing a car? (10) Committed other property crimes such as fencing, receiving, possessing or selling stolen property, or cheated someone by selling them something that was worthless or worth much less than what you said it was? (11) Attacked someone with the idea of seriously hurting them or have a situation end up in a serious fight or assault of some kind? (12) Sold or helped sell marijuana (pot, grass), hashish (hash), or other hard drugs such as heroin, cocaine, or LSD? (13) Been paid cash for having sexual relations with someone? (14) Received anything in trade for having sexual relations, such as food or drugs? (15) Had or tried to have sexual relations with someone against their will?
Education	
Learning disability	Has a representative from a school or a health professional ever told you or anyone else that you have a learning disability?
Special education participation	Are you currently placed in a special education program?
Social support	Summative scale of the standardized responses to the following seven questions. How many different people (1) Can you count on to invite you to go out and do things? (2) Can you talk to about money matters like budgeting or money problems? (3) Give you useful advice about important things in life? (4) Give you help when you need transportation? (5) Can you go to when you need someone to listen to your problems when you're feeling low? (6) Can you go to when you need help with small favors?

TABLE D.1. COVARIATES USED IN MULTIVARIATE ANALYSES	
Predictor	**Description/Survey Question(s)**
	(7) Would lend you money in an emergency?
Care history	Prior group home or other residential care placement Prior runaway

Additional Data from Impact Analyses

Tables D.2 through D.19 present additional findings from the impact study but begin with further data about service receipt among youths in the sample and the baseline characteristics of the sample.

Before reviewing the following tables, it is important to be aware of the following items:

- The term "targeted" is used throughout the rest of the report to describe those youths who were one to three years behind on one or more of the baseline Woodcock-Johnson scores. We have chosen to use the Woodcock-Johnson assessment to create the analytical subset as it was administered in an objective and consistent method across the entire sample. It is important to note that ESTEP uses a different assessment system to determine if youths are one to three years behind in math or reading and may result in a different classification than the one made here.
- For tables presenting data on crossovers, compliers, and no-shows, the following definitions apply:
  - *Control compliers*: Youths assigned to control group who did not participate in ESTEP
  - *Control crossovers*: Youths assigned to control group who violated the experimental protocol and participated in ESTEP
  - *ESTEP Group compliers*: Youths assigned to the ESTEP group who participated in ESTEP
  - *ESTEP Group no-shows*: Youths assigned to ESTEP group who violated the experimental protocol and did not participate in ESTEP.

TABLE D.2. BASELINE CHARACTERISTICS BY ASSIGNMENT FOR TARGETED YOUTHS

Characteristic	Overall Sample (*N* = 289)		Control Group (*N* = 136)		ESTEP Group (*N* = 153)		Sig.
Male (n/%)	144	49.8	70	51.5	74	48.4	
Age (mean/s.d.)	14.5	0.7	14.4	0.7	14.5	0.7	
Race[a] (n/%)							
Black	180	62.3	89	65.4	91	59.5	
Other	36	12.5	17	12.5	19	12.4	
Unknown	3	1.0	1	0.7	2	1.3	
White	93	32.2	41	30.1	52	34.0	
Hispanic (n/%)	99	34.3	49	36.0	50	32.7	
Mental health/behavior							
Youth self-report (borderline/clinical) (n/%)							
Internalizing	82	28.4	35	25.7	47	30.7	
Externalizing	68	23.5	34	25.0	34	22.2	
Total problem	81	28.0	36	26.5	45	29.4	
Any subscale	127	43.9	55	40.4	72	47.1	
Post-Traumatic Stress Disorder (n/%)	19	6.6	8	5.9	11	7.2	
Delinquency scale (mean/s.d.)	0.89	1.6	0.84	1.4	0.9	1.7	
Has children or is currently pregnant (n/%)	4	1.4	2	1.5	2	1.3	
Social support (mean/s.d.)	5.9	6.1	5.6	4.7	6.2	7.4	
Educational status (n/%)							
Participates in special education program	99	34.3	47	34.6	52	34.0	
Learning disability	67	23.2	32	23.5	35	22.9	
Substitute care history (n/%)							
Prior group home/residential care	48	16.6	20	14.7	28	18.3	
Prior runaway	44	15.2	19	14.0	25	16.3	
Re-entered	54	18.7	32	23.5	22	14.4	
Current Placement Type (n/%)							
Non-kin foster home	148	51.2	75	55.2	73	47.7	
Home of kin	134	46.4	57	41.9	77	50.3	
Group home/residential placement	6	2.1	3	2.2	3	2.0	
Other	1	0.4	1	0.7	0	0.0	

Note. a. The race categories in the survey were not mutually exclusive. As a result, youths could select more than one race.

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.3. BASELINE CHARACTERISTICS OF CONTROL GROUP YOUTHS

Characteristic	Compliers		Crossovers		Sig.
Male (n/%)	60	50.8	10	55.6	
Age (mean/s.d.)	14.5	0.7	14.3	0.7	
Race[a] (n/%)					
Black	79	66.9	10	55.6	
Other	14	11.9	3	16.7	
Unknown	1	0.8	0	0.0	
White	34	28.8	7	38.9	
Hispanic (n/%)	41	34.7	8	44.4	
Mental health/behavior					
Internalizing	31	26.3	4	22.2	
Externalizing	31	26.3	3	16.7	
Total problem	32	27.1	4	22.2	
Any subscale	47	39.8	8	44.4	
Post-Traumatic Stress Disorder (n/%)	8	6.8	0	0.0	
Delinquency scale (mean/s.d.)	0.8	1.4	0.9	1.3	
Has children or is currently pregnant (n/%)	2	1.7	0	0.0	
Social support (mean/s.d.)	5.8	5.0	4.3	2.1	
Educational status (n/%)					
Participates in special education program	42	35.6	5	27.8	*
Learning disability	29	24.6	3	16.7	*
Substitute care history (n/%)					
Prior group home/residential care	17	14.4	3	16.7	
Prior runaway	14	11.9	5	27.8	
Re-entered	30	25.4	2	11.1	
Current placement type (n/%)					
Non-kin foster home	65	55.1	10	55.6	
Home of kin	50	42.4	7	38.9	
Group home/residential placement	2	1.7	1	5.6	
Other	1	0.9	0	0.0	

a. The race categories in the survey were not mutually exclusive. As a result, youths could select more than one

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.4. BASELINE CHARACTERISTICS OF ESTEP GROUP YOUTHS

Characteristic	Compliers		No-Shows		Sig.
Male (n/%)	49	52.7	25	41.7	
Age (mean/s.d.)	14.4	0.6	14.6	0.8	
Race[a] (n/%)					
Black	50	53.8	41	68.3	
Other	15	16.1	4	6.7	
Unknown	1	1.1	1	1.7	
White	34	36.6	18	30.0	
Hispanic (n/%)	30	32.3	20	33.3	
Mental health/behavior					
Internalizing	33	35.5	14	23.3	
Externalizing	23	24.7	11	18.3	
Total problem	30	32.3	15	25.0	
Any subscale	44	47.3	28	46.7	
Post-Traumatic Stress Disorder (n/%)	8	8.6	3	5.0	
Delinquency Scale (mean/s.d.)	1.0	2.0	0.8	1.3	
Has children or is currently pregnant (n/%)	0	0.0	2	3.3	
Social Support (mean/s.d.)	5.8	5.1	6.7	9.9	
Educational status (n/%)					
Participates in special education program	33	35.5	16	31.7	
Learning disability	23	24.7	12	20.0	
Substitute care history (n/%)					
Prior group home/residential care	14	15.1	14	23.3	
Prior runaway	9	9.7	16	26.7	**
Re-entered	9	9.7	13	21.7	*
Current placement type (n/%)					
Non-kin foster home	43	46.2	30	50.0	
Home of kin	50	53.8	27	45.0	
Group home/residential placement	0	0.0	3	5.0	
Other	0	0.0	0	0.0	

a. The race categories in the survey were not mutually exclusive. As a result, youths could select more than one

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.5. BASELINE OUTCOMES BY ASSIGNMENT AND TAKE-UP FOR TARGETED YOUTHS

Characteristics	Control		Treatment		Sig.[a]	Control Group						ESTEP Group					Sig.[e]
						Compliers			Crossovers			Compliers		No-Shows			
						N=118		Sig.[b]	N=18		Sig.[c]	N=93		N=60		Sig.[d]	
Woodcock-Johnson																	
Letter-Word	30.2	21.9	33.4	21.8		30.0	21.6		31.2	24.2		35.4	22.3	30.4	20.8		
Calculation	30.6	23.0	26.9	20.2		31.3	23.5		25.7	18.9		27.6	20.7	25.9	19.4		
Passage	21.7	16.8	9.3	14.9		22.3	17.4		18.4	12.4		19.2	15.0	19.5	14.8		
Grade score	2.48	0.78	2.26	0.74	*	2.52	0.78	**	2.19	0.76		2.24	0.74	2.30	0.75		**
School behavior	1.02	0.65	1.05	0.71		1.00	0.67		1.17	0.47		1.05	0.70	1.03	0.72		
In school (n/%)	135	99.3	147	96.1		117	99.2		18	100.0		92	98.9	55	91.7	*	
Grade completed	7.98	0.86	8.06	0.78		8.04	0.87		7.56	0.70	*	8.01	0.70	8.13	0.89		

[a] – ESTEP Group vs. Control Group

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.6. BASELINE SERVICE RECEIPT BY ASSIGNMENT FOR ALL YOUTHS					
Service	**Control Group**		**ESTEP Group**		**Sig.**
	n	**%**	**n**	**%**	
Employment (Have ever received the					
Vocational/career counseling	33	17.4	49	23.1	
Help with resume writing	62	32.6	59	27.8	
Assistance with identifying potential	36	18.9	26	12.3	
Assistance with completing job applications	75	39.5	73	34.4	
Help with job interviewing skills	72	37.9	64	30.2	
Job referral/placement	30	15.8	23	10.8	
Help securing work permits/Social Security	50	26.3	45	21.2	
Health and hygiene (Have you received the					
Training on meal planning and preparation	111	58.4	109	51.4	
Training on personal hygiene	126	66.3	150	70.8	
Training on nutritional needs	131	68.9	144	67.9	
Information on how to obtain your personal	75	39.5	76	35.8	
Education (Have you received…)					
Help in preparing for your future education	101	53.2	114	53.8	
Source of assistance					
Biological parents/original caregiver	32	16.8	32	15.1	
Foster parents	42	22.1	48	22.6	
Caseworker	30	15.8	37	17.5	
ILP classes, coordinator	26	13.7	29	13.7	
Teacher/school	45	23.7	49	23.1	
Mentor, other	8	4.21	8	3.77	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.7. BASELINE SERVICE RECEIPT BY ASSIGNMENT FOR TARGETED YOUTHS					
Service	Control		Treatment		Sig.
	n	%	n	%	
Employment (Have ever received the					
Vocational/career counseling	29	21.3	31	20.3	
Help with resume writing	49	36.0	45	29.4	
Assistance with identifying potential	29	21.3	25	16.3	
Assistance with completing job applications	57	41.9	55	35.9	
Help with job interviewing skills	57	41.9	52	34.0	
Job referral/placement	25	18.4	15	9.8	*
Help securing work permits/Social Security	39	28.7	36	23.5	
Health and hygiene (Have you received the					
Training on meal planning and preparation	85	62.5	79	51.6	
Training on personal hygiene	93	68.4	109	71.2	
Training on nutritional needs	97	71.3	103	67.3	
Information on how to obtain your personal	56	41.2	50	32.7	
Education (Have you received…)					
Help in preparing for your future education	70	51.5	73	47.7	
Source of assistance					
Biological parents/original caregiver	22	16.2	24	15.7	
Foster parents	31	22.8	31	20.3	
Caseworker	21	15.4	24	15.7	
ILP classes, coordinator	22	16.2	17	11.1	
Mentor	36	26.5	34	22.2	
Other	7	5.1	4	2.6	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.8. BASELINE SERVICE RECEIPT OF CONTROL GROUP YOUTHS BY C A Y

Service	Compliers		Crossovers		Sig.
	n	%	n	%	
Employment (Have ever received the					
Vocational/career counseling	30	18.2	3	12.0	
Help with resume writing	52	31.5	10	40.0	
Assistance with identifying potential	32	19.4	4	16.0	
Assistance with completing job applications	66	40.0	9	36.0	
Help with job interviewing skills	63	38.2	9	36.0	
Job referral/placement	28	17.0	2	8.0	
Help securing work permits/Social Security	45	27.3	5	20.0	
Health and hygiene (Have you received the					
Training on meal planning and preparation	97	58.8	14	56.0	
Training on personal hygiene	110	66.7	16	64.0	
Training on nutritional needs	115	69.7	16	64.0	
Information on how to obtain your personal	65	39.4	10	40.0	
Education (Have you received…)					
Help in preparing for your future education	86	52.1	15	60.0	
Source of assistance					
Biological parents/original caregiver	27	16.4	5	20.0	
Foster parents	34	20.6	8	32.0	
Caseworker	28	17.0	2	8.0	
ILP classes, coordinator	24	14.5	2	8.0	
Teacher/school	36	21.8	9	36.0	
Mentor, other	7	4.2	1	4.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.9. BASELINE SERVICE RECEIPT OF CONTROL GROUP YOUTHS BY

Service	Compliers		Crossovers		Sig.
	n	%	n	%	
Employment (Have ever received the					
Vocational/career counseling	27	22.9	2	11.1	
Help with resume writing	41	34.7	8	44.4	
Assistance with identifying potential	26	22.0	3	16.7	
Assistance with completing job applications	50	42.4	7	38.9	
Help with job interviewing skills	50	42.4	7	38.9	
Job referral/placement	23	19.5	2	11.1	
Help securing work permits/Social Security	35	29.7	4	22.2	
Health and hygiene (Have you received the					
Training on meal planning and preparation	74	62.7	11	61.1	
Training on personal hygiene	81	68.6	12	66.7	
Training on nutritional needs	85	72.0	12	66.7	
Information on how to obtain your personal	49	41.5	7	38.9	
Education (Have you received…)					
Help in preparing for your future education	60	50.9	10	55.6	
Source of assistance					
Biological parents/original caregiver	19	16.1	3	16.7	
Foster parents	25	21.2	6	33.3	
Caseworker	19	16.1	2	11.1	
ILP classes, coordinator	20	16.9	2	11.1	
Mentor	29	24.6	7	38.9	
Other	7	5.9	0	0.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.10. BASELINE SERVICE RECEIPT OF ESTEP GROUP YOUTHS BY

Service	Compliers		No-Shows		Sig.
	n	%	n	%	
Employment (Have ever received the					
Vocational/career counseling	31	23.7	18	22.2	
Help with resume writing	38	29.0	21	25.9	
Assistance with identifying potential	17	13.0	9	11.1	
Assistance with completing job applications	52	39.7	21	25.9	*
Help with job interviewing skills	42	32.1	22	27.2	
Job referral/placement	14	10.7	9	11.1	
Help securing work permits/Social Security	30	22.9	15	18.5	
Health and hygiene (Have you received the					
Training on meal planning and preparation	71	54.2	38	46.9	
Training on personal hygiene	98	74.8	52	64.2	
Training on nutritional needs	94	71.8	50	61.7	
Information on how to obtain your personal	51	38.9	25	30.9	
Education (Have you received…)					
Help in preparing for your future education	72	55.0	42	51.9	
Source of assistance					
Biological parents/original caregiver	19	14.5	13	16.0	
Foster parents	30	22.9	18	22.2	
Caseworker	23	17.6	14	17.3	
ILP classes, coordinator	15	11.5	14	17.3	
Teacher/school	35	26.7	14	17.3	
Mentor, other	5	3.8	3	3.7	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.11. BASELINE SERVICE RECEIPT OF ESTEP GROUP YOUTHS BY

Service	Compliers		No-Shows		Sig.
	n	%	n	%	
Employment (Have ever received the					
Vocational/career counseling	21	22.6	10	16.7	
Help with resume writing	28	30.1	17	28.3	
Assistance with identifying potential	15	16.1	10	16.7	
Assistance with completing job applications	38	40.9	17	28.3	
Help with job interviewing skills	33	35.5	19	31.7	
Job referral/placement	7	7.5	8	13.3	
Help securing work permits/Social Security	23	24.7	13	21.7	
Health and hygiene (Have you received the					
Training on meal planning and preparation	49	52.7	30	50.0	
Training on personal hygiene	71	76.3	38	63.3	
Training on nutritional needs	66	71.0	37	61.7	
Information on how to obtain your personal	32	34.4	18	30.0	
Education (Have you received…)					
Help in preparing for your future education	45	48.4	28	46.7	
Source of assistance					
Biological parents/original caregiver	12	12.9	12	20.0	
Foster parents	18	19.4	13	21.7	
Caseworker	15	16.1	9	15.0	
ILP classes, coordinator	7	7.5	10	16.7	
Teacher/School	24	25.8	10	16.7	
Mentor	2	2.2	2	3.3	
Other	8	8.6	3	5.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.12. SECOND FOLLOW-UP SERVICE RECEIPT BY ASSIGNMENT FOR ALL YOUTHS					
	Control Group		ESTEP Group		
	n	%	n	%	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	129	67.9	148	69.8	
Have you ever…	30	15.8	24	11.3	
Education (Have you received the following…)					
School	83	43.7	69	32.5	*
Home	36	18.9	75	35.4	***
Elsewhere	17	8.9	5	2.4	***
Any of the above	111	58.4	129	60.8	
GED preparation	10	5.3	14	6.6	
ACT/SAT preparation	49	25.8	58	27.4	
Assistance with college applications	52	27.4	59	27.8	
Help preparing for your future education from					
Biological parents/original caregiver	59	31.1	74	34.9	
Foster parents	65	34.2	81	38.2	
Group home staff	6	3.2	5	2.4	
Caseworker	63	33.2	69	32.5	
ILP classes, coordinator	74	38.9	76	35.8	
Teacher/school	116	61.1	117	55.2	
Mentor	20	0.5	18	8.5	
Other	35	8.4	39	18.4	
Any of the above	164	86.3	177	83.5	
Employment (Have you received the following…)					
Vocational/career counseling	77	40.5	92	43.4	
Help with resume writing	134	70.5	132	62.3	
Assistance with identifying potential employers	95	50.0	95	44.8	
Assistance with completing job applications	149	78.4	166	78.3	
Help with job interviewing skills	148	77.9	159	75.0	
Job referral/placement	88	46.3	89	42.0	
Help securing work permits/Social Security cards	117	61.6	123	58.0	
Help finding a summer job	89	46.8	103	48.6	
Help from Job Corps	18	9.5	25	11.8	
Money management (Have you received the following…)					
Help with money management	119	62.6	116	54.7	
Help on use of a budget	98	51.6	96	45.3	
Help on opening a checking and savings account	95	50.0	98	46.2	
Help on balancing a checkbook	70	36.8	71	33.5	
Housing (Have you received the following…)					
Assistance with finding an apartment	7	3.7	6	2.8	
Help with completing an apartment application	6	3.2	5	2.4	
Help with making a down payment or security deposit on an	2	1.1	2	0.9	

TABLE D.12. SECOND FOLLOW-UP SERVICE RECEIPT BY ASSIGNMENT FOR ALL YOUTHS

Service	Control Group n	Control Group %	ESTEP Group n	ESTEP Group %	Sig.
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	158	83.2	173	81.6	
Training on personal hygiene	169	88.9	190	89.6	
Training on nutritional needs	172	90.5	188	88.7	
Information on how to obtain your personal health records	132	69.5	138	65.1	
Is there any help, training, or assistance that you were not given that	112	58.9	123	58.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.13 SECOND FOLLOW-UP SERVICE RECEIPT BY ASSIGNMENT FOR TARGETED YOUTHS

Service	Control Group n	Control Group %	ESTEP Group n	ESTEP Group %	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	94	69.1	104	68.0	
Have you ever…					
Been involved in mentoring other youths?	24	17.6	19	12.4	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	63	46.3	55	35.9	
Home	26	19.1	56	36.6	***
Elsewhere	11	8.1	5	3.3	
Any of the above	82	60.3	95	62.1	
GED preparation	5	3.7	10	6.5	
ACT/SAT preparation	36	26.5	45	29.4	
Assistance with college applications	34	25	46	30.1	
Help preparing for your future education from					
Biological parents/original caregiver	37	27.2	54	35.3	
Foster parents	49	36.0	55	35.9	
Group home staff	5	3.7	5	3.3	
Caseworker	46	33.8	50	32.7	
ILP classes, coordinator	61	44.9	52	34.0	
Teacher/school	86	63.2	87	56.9	
Mentor	15	11.0	13	8.5	
Other	26	19.1	31	20.3	
Any of the above	118	86.8	127	83.0	
Employment (Have you received the following…)					
Vocational/career counseling	58	42.6	64	41.8	
Help with resume writing	94	69.1	99	64.7	
Assistance with identifying potential employers	65	47.8	71	46.4	
Assistance with completing job applications	103	75.7	122	79.7	
Help with job interviewing skills	106	77.9	116	75.8	
Job referral/placement	63	46.3	68	44.4	

TABLE D.13 SECOND FOLLOW-UP SERVICE RECEIPT BY ASSIGNMENT FOR TARGETED YOUTHS

	Control Group		ESTEP Group		
Service	**n**	**%**	**n**	**%**	**Sig.**
Help securing work permits/Social Security cards	83	61.0	91	59.5	
Help finding a summer job	59	43.4	80	52.3	
Help from Job Corps	10	7.4	19	12.4	
Money management (Have you received the following…)					
Help with money management	85	62.5	91	59.5	
Help on use of a budget	68	50.0	75	49.0	
Help on opening a checking and savings account	65	47.8	77	50.3	
Help on balancing a checkbook	51	37.5	57	37.3	
Housing (Have you received the following…)					
Assistance with finding an apartment	2	1.5	4	2.6	
Help with completing an apartment application	2	1.5	4	2.6	
Help with making a down payment or security deposit on an apartment	1	0.7	1	0.7	
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	115	84.6	130	85.0	
Training on personal hygiene	124	91.2	138	90.2	
Training on nutritional needs	125	91.9	136	88.9	
Information on how to obtain your personal health records	93	68.4	101	66.0	
Is there any help, training, or assistance that you were not given that you	80	58.8	90	58.8	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.14. SECOND FOLLOW-UP SERVICE RECEIPT OF CONTROL GROUP YOUTHS BY COMPLIANCE FOR ALL YOUTHS

	Compliers		Crossovers		
Service	**n**	**%**	**n**	**%**	**Sig.**
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	110	66.7	19	76.0	
Have you ever…					
Been involved in mentoring other youths?	26	15.8	4	16.0	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	77	46.7	6	24.0	*
Home	23	13.9	13	52.0	***
Elsewhere	14	8.5	3	12.0	
Any of the above	94	57.0	17	68.0	
GED preparation	8	4.8	2	8.0	
ACT/SAT preparation	40	24.2	9	36.0	
Assistance with college applications	50	30.3	2	8.0	*
Help preparing for your future education from					
Biological parents/original caregiver	51	30.9	8	32.0	
Foster parents	53	32.1	12	48.0	

TABLE D.14. SECOND FOLLOW-UP SERVICE RECEIPT OF CONTROL GROUP YOUTHS BY COMPLIANCE

Service	Compliers n	Compliers %	Crossovers n	Crossovers %	Sig.
Group home staff	6	3.6	0	0.0	
Caseworker	54	32.7	9	36.0	
ILP classes, coordinator	63	38.2	11	44.0	
Teacher/school	102	61.8	14	56.0	
Mentor	17	10.3	3	12.0	
Other	31	18.8	4	16.0	
Any of the above	140	84.8	24	96.0	
Employment (Have you received the following…)					
Vocational/career counseling	69	41.8	8	32.0	
Help with resume writing	116	70.3	18	72.0	
Assistance with identifying potential employers	83	50.3	12	48.0	
Assistance with completing job applications	127	77.0	22	88.0	
Help with job interviewing skills	128	77.6	20	80.0	
Job referral/placement	76	46.1	12	48.0	
Help securing work permits/Social Security cards	102	61.8	15	60.0	
Help finding a summer job	78	47.3	11	44.0	
Help from Job Corps	16	9.7	2	8.0	
Money management (Have you received the following…)					
Help with money management	106	64.2	13	52.0	
Help on use of a budget	90	54.5	8	32.0	*
Help on opening a checking and savings account	85	51.5	10	40.0	
Help on balancing a checkbook	63	38.2	7	28.0	
Housing (Have you received the following…)					
Assistance with finding an apartment	7	4.2	0	0	
Help with completing an apartment application	6	3.6	0	0	
Help with making a down payment or security deposit on an	2	1.2	0	0	
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	139	84.2	19	76.0	
Training on personal hygiene	151	91.5	18	72.0	***
Training on nutritional needs	153	92.7	19	76.0	**
Information on how to obtain your personal health records	118	71.5	14	56.0	
Is there any help, training, or assistance that you were not given	99	60.0	13	52.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.15. SECOND FOLLOW-UP SERVICE RECEIPT OF CONTROL GROUP YOUTHS

Service	Compliers n	Compliers %	Crossovers n	Crossovers %	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended	79	66.9	15	83.3	
Have you ever…					
Been involved in mentoring other youths?	20	16.9	4	22.2	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	58	49.2	5	27.8	
Home	17	14.4	9	50.0	***
Elsewhere	9	7.6	2	11.1	
Any of the above	69	58.5	13	72.2	
GED preparation	4	3.4	1	5.6	
ACT/SAT preparation	30	25.4	6	33.3	
Assistance with college applications	33	28.0	1	5.6	*
Help preparing for your future education from					
Biological parents/original caregiver	32	27.1	5	27.8	
Foster parents	39	33.1	10	55.6	
Group home staff	5	4.2	0	0	
Caseworker	39	33.1	7	38.9	
ILP classes, coordinator	53	44.9	9	50.0	
Teacher/school	76	64.4	10	55.6	
Mentor	13	11.0	2	11.1	
Other	23	19.5	3	16.7	
Any of the above	101	85.6	17	94.4	
Employment (Have you received the following…)					
Vocational/career counseling	53	44.9	5	27.8	
Help with resume writing	80	67.8	14	77.8	
Assistance with identifying potential employers	56	47.5	9	50.0	
Assistance with completing job applications	88	74.6	15	83.3	
Help with job interviewing skills	91	77.1	15	83.3	
Job referral/placement	53	44.9	10	55.6	
Help securing work permits/Social Security cards	71	60.2	12	66.7	
Help finding a summer job	51	43.2	8	44.4	
Help from Job Corps	9	7.6	1	5.6	
Money management (Have you received the following…)					
Help with money management	75	63.6	10	55.6	
Help on use of a budget	62	52.5	6	33.3	
Help on opening a checking and savings account	59	50.0	6	33.3	
Help on balancing a checkbook	43	36.4	3	16.7	*
Housing (Have you received the following…)					
Assistance with finding an apartment	2	1.7	0	0	
Help with completing an apartment application	2	1.7	0	0	
Help with making a down payment or security deposit on an apartment	1	0.8	0	0	
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	101	85.6	14	77.8	

TABLE D.15. SECOND FOLLOW-UP SERVICE RECEIPT OF CONTROL GROUP YOUTHS

Service	Compliers n	Compliers %	Crossovers n	Crossovers %	Sig.
Training on personal hygiene	110	93.2	14	77.8	*
Training on nutritional needs	110	93.2	15	83.3	
Information on how to obtain your personal health records	83	70.3	10	55.6	
Is there any help, training, or assistance that you were not given that	71	60.2	9	50.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.16. SECOND FOLLOW-UP SERVICE RECEIPT OF ESTEP GROUP YOUTHS BY COMPLIANCE

Service	Compliance n	Compliance %	No-Shows n	No-Shows %	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	99	75.6	49	60.5	*
Have you ever…					
Been involved in mentoring other youths?	14	10.7	10	12.3	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	39	(29.8)	30	37.0	
Home	69	(52.7)	6	7.4	***
Elsewhere	2	(1.5)	3	3.7	
Any of the above	92	(70.2)	37	45.7	***
GED preparation	10	(7.6)	4	4.9	
ACT/SAT preparation	36	(27.5)	22	27.2	
Assistance with college applications	44	(33.6)	15	18.5	*
Help preparing for your future education from					
Biological parents/original caregiver	50	38.2	24	29.6	
Foster parents	54	41.2	27	33.3	
Group home staff	2	1.5	3	3.7	
Caseworker	45	34.4	24	29.6	
ILP classes, coordinator	48	36.6	28	34.6	
Teacher/school	81	61.8	36	44.4	**
Mentor	12	9.2	6	7.4	
Other	27	20.6	12	14.8	
Any of the above	112	85.5	65	80.2	
Employment (Have you received the following…)					
Vocational/career counseling	61	46.6	31	38.3	
Help with resume writing	85	64.9	47	58.0	
Assistance with identifying potential employers	62	47.3	33	40.7	
Assistance with completing job applications	108	82.4	58	71.6	
Help with job interviewing skills	101	77.1	58	71.6	
Job referral/placement	56	42.7	33	40.7	

TABLE D.16. SECOND FOLLOW-UP SERVICE RECEIPT OF ESTEP GROUP YOUTHS BY COMPLIANCE

Service	Compliance n	Compliance %	No-Shows n	No-Shows %	Sig.
Help securing work permits/Social Security cards	78	59.5	45	55.6	
Help finding a summer job	62	47.3	41	50.6	
Help from Job Corps	15	11.5	10	12.3	
Money management (Have you received the following…)					
Help with money management	80	61.1	36	44.4	*
Help on use of a budget	65	49.6	31	38.3	
Help on opening a checking and savings account	61	46.6	37	45.7	
Help on balancing a checkbook	43	32.8	28	34.6	
Housing (Have you received the following…)					
Assistance with finding an apartment	2	1.5	4	4.9	
Help with completing an apartment application	2	1.5	3	3.7	
Help with making a down payment or security deposit on an	1	0.8	1	1.2	
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	110	84.0	63	77.8	
Training on personal hygiene	121	92.4	69	85.2	
Training on nutritional needs	118	90.1	70	86.4	
Information on how to obtain your personal health records	90	68.7	48	59.3	
Is there any help, training, or assistance that you were not given that	80	61.1	43	53.1	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.17. SECOND FOLLOW-UP SERVICE RECEIPT OF ESTEP GROUP YOUTH BY COMPLIANCE FOR

Service	Compliers n	Compliers %	No-Shows n	No-Shows %	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	69	74.2	35	58.3	*
Have you ever…					
Been involved in mentoring other youths?	12	12.9	7	11.7	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	31	33.3	24	40.0	
Home	53	57.0	3	5.0	***
Elsewhere	2	2.2	3	5.0	
Any of the above	67	72	28	46.7	***
GED preparation	8	8.6	2	3.3	
ACT/SAT preparation	27	29.0	18	30.0	
Assistance with college applications	33	35.5	13	21.7	
Help preparing for your future education from					

TABLE D.17. SECOND FOLLOW-UP SERVICE RECEIPT OF ESTEP GROUP YOUTH BY COMPLIANCE FOR TARGETED YOUTHS

	Compliers		No-Shows		
Service	**n**	**%**	**n**	**%**	**Sig.**
Biological parents/original caregiver	34	36.6	20	33.3	
Foster parents	36	38.7	19	31.7	
Group home staff	2	2.2	3	5.0	
Caseworker	33	35.5	17	28.3	
ILP classes, coordinator	31	33.3	21	35.0	
Teacher/school	58	62.4	29	48.3	
Mentor	8	8.6	5	8.3	
Other	20	21.5	11	18.3	
Any of the above	77	82.8	50	83.3	
Employment (Have you received the following…)					
Vocational/career counseling	42	45.2	22	36.7	
Help with resume writing	64	68.8	35	58.3	
Assistance with identifying potential employers	43	46.2	28	46.7	
Assistance with completing job applications	77	82.8	45	75.0	
Help with job interviewing skills	72	77.4	44	73.3	
Job referral/placement	39	41.9	29	48.3	
Help securing work permits/Social Security cards	55	59.1	36	60.0	
Help finding a summer job	48	51.6	32	53.3	
Help from Job Corps	11	11.8	8	13.3	
Money management (Have you received the following…)					
Help with money management	59	63.4	32	53.3	
Help on use of a budget	48	51.6	27	45.0	
Help on opening a checking and savings account	46	49.5	31	51.7	
Help on balancing a checkbook	33	35.5	24	40.0	
Housing (Have you received the following…)					
Assistance with finding an apartment	1	1.1	3	5.0	
Help with completing an apartment application	1	1.1	3	5.0	
Help with making a down payment or security deposit on an	0	0	1	1.7	
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	80	86.0	50	83.3	
Training on personal hygiene	86	92.5	52	86.7	
Training on nutritional needs	83	89.2	53	88.3	
Information on how to obtain your personal health records	64	68.8	37	61.7	
Is there any help, training, or assistance that you were not given that	57	61.3	33	55.0	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.18. SECOND FOLLOW-UP SERVICE RECEIPT BY TAKE-UP FOR ALL YOUTHS

Service	No Take-Up n	No Take-Up %	Take-Up n	Take-Up %	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	159	64.6	118	75.6	*
Have you ever…					
Been involved in mentoring other youths?	36	14.6	18	11.5	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	107	43.5	45	28.8	***
Home	29	11.8	82	52.6	***
Elsewhere	17	6.9	5	3.2	
Any of the above	131	53.3	109	69.9	***
GED preparation	12	4.9	12	7.7	
ACT/SAT preparation	62	25.2	45	28.8	
Assistance with college applications	65	26.4	46	29.5	
Help preparing for your future education from					
Biological parents/original caregiver	75	30.5	58	37.2	
Foster parents	80	32.5	66	42.3	*
Group home staff	9	3.7	2	1.3	
Caseworker	78	31.7	54	34.6	
ILP classes, coordinator	91	37.0	59	37.8	
Teacher/school	138	56.1	95	60.9	
Mentor	23	9.3	15	9.6	
Other	43	17.5	31	19.9	
Any of the above	205	83.3	135	86.5	
Employment (Have you received the following…)					
Vocational/career counseling	100	40.7	69	44.2	
Help with resume writing	163	66.3	103	66.0	
Assistance with identifying potential employers	116	47.2	74	47.4	
Assistance with completing job applications	185	75.2	130	83.3	*
Help with job interviewing skills	186	75.6	121	77.6	
Job referral/placement	109	44.3	68	43.6	
Help securing work permits/Social Security cards	147	59.8	93	59.6	
Help finding a summer job	119	48.4	73	46.8	
Help from Job Corps	26	10.6	17	10.9	
Money management (Have you received the following…)					
Help with money management	142	57.7	93	59.6	
Help on use of a budget	121	49.2	73	46.8	
Help on opening a checking and savings account	122	49.6	71	45.5	
Help on balancing a checkbook	91	37.0	50	32.1	
Housing (Have you received the following…)					
Assistance with finding an apartment	11	4.5	2	1.3	
Help with completing an apartment application	9	3.7	2	1.3	
Help with making a down payment or security deposit on an	3	1.2	1	0.6	
Health and hygiene (Have you received the following…)					

TABLE D.18. SECOND FOLLOW-UP SERVICE RECEIPT BY TAKE-UP FOR ALL YOUTHS

Service	No Take-Up n	No Take-Up %	Take-Up n	Take-Up %	Sig.
Training on meal planning and preparation	202	82.1	129	82.7	
Training on personal hygiene	220	89.4	139	89.1	
Training on nutritional needs	223	90.7	137	87.8	
Information on how to obtain your personal health records	166	67.5	104	66.7	
Is there any help, training, or assistance that you were not given that	142	57.7	93	59.6	

* $p < .05$; ** $p < .01$; *** $p < .001$.

TABLE D.19. SECOND FOLLOW-UP SERVICE RECEIPT BY TAKE-UP FOR TARGETED YOUTHS

Service	No Take-Up n	No Take-Up %	Take-Up n	Take-Up %	Sig.
In the last 12 months have you…					
Attended any classes or group sessions that were intended to	114	64.0	84	75.7	*
Have you ever…					
Been involved in mentoring other youths?	27	15.2	16	14.4	
Education (Have you received the following…)					
Educational tutoring for help with school					
School	82	46.1	36	32.4	*
Home	20	11.2	62	55.9	***
Elsewhere	12	6.7	4	3.6	
Any of the above	97	54.5	80	72.1	***
GED preparation	6	3.4	9	8.1	
ACT/SAT preparation	48	27.0	33	29.7	
Assistance with college applications	46	25.8	34	30.6	
Help preparing for your future education from					
Biological parents/original caregiver	52	29.2	39	35.1	
Foster parents	58	32.6	46	41.4	
Group home staff	8	4.5	2	1.8	
Caseworker	56	31.5	40	36.0	
ILP classes, coordinator	73	41.0	40	36.0	
Teacher/school	105	59.0	68	61.3	
Mentor	18	10.1	10	9.0	
Other	34	19.1	23	20.7	
Any of the above	151	84.8	94	84.7	
Employment (Have you received the following…)					
Vocational/career counseling	75	42.1	47	42.3	
Help with resume writing	115	64.6	78	70.3	
Assistance with identifying potential employers	84	47.2	52	46.8	
Assistance with completing job applications	133	74.7	92	82.9	
Help with job interviewing skills	135	75.8	67	60.4	
Job referral/placement	82	46.1	49	44.1	

TABLE D.19. SECOND FOLLOW-UP SERVICE RECEIPT BY TAKE-UP FOR TARGETED YOUTHS

	No Take-Up		Take-Up		
Service	**n**	**%**	**n**	**%**	**Sig.**
Help securing work permits/Social Security cards	107	60.1	67	60.4	
Help finding a summer job	83	46.6	56	50.5	
Help from Job Corps	17	9.6	12	10.8	
Money management (Have you received the following…)					
Help with money management	107	60.1	69	62.2	
Help on use of a budget	89	50.0	54	48.6	
Help on opening a checking and savings account	90	50.6	52	46.8	
Help on balancing a checkbook	72	40.4	36	32.4	
Housing (Have you received the following…)					
Assistance with finding an apartment	5	2.8	1	0.9	
Help with completing an apartment application	5	2.8	1	0.9	
Help with making a down payment or security deposit on an	2	1.1	0	0	
Health and hygiene (Have you received the following…)					
Training on meal planning and preparation	151	84.8	94	84.7	
Training on personal hygiene	162	91.0	100	90.1	
Training on nutritional needs	163	91.6	98	88.3	
Information on how to obtain your personal health records	120	67.4	74	66.7	
Is there any help, training, or assistance that you were not given that	104	58.4	66	59.5	

* $p < .05$; ** $p < .01$; *** $p < .001$.