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## Beyond Basic Needs

Exploring the Landscape of Public Benefits Navigators on College Campuses

Author: Hannah Keller



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eing a student is hard. It is costly, and time consuming. Far too often students are pulled between how they spend their time, and money. It is an unfortunate reality that students are often choosing between paying tuition or paying for their basic needs. The increasing cost of tuition and fees, coupled with the privatization of basic needs on college campuses have left students in financial dire straits. Young adults should not have to choose between purchasing a textbook for class, or purchasing groceries. State governments and public universities have the opportunity to alleviate some of the stress and burden of being a student in the modern world. This paper provides an overview of a potential solution to students struggling with their basic needs. This solution is an on-campus Benefits Navigation Center<sup>1</sup> with trained Benefits Navigators to help students access the public and community supports they need.

Young Invincibles (YI) is a national nonprofit organization with offices in Washington D.C., California, Colorado, Illinois, New York, and Texas, dedicated to amplifying young adult (ages 18-34) voices in the political process and expanding economic opportunities for our generation. Some of YI's work includes youth engagement programs designed to educate, train, and empower young adults to come together to create policy and social change.

One of the main priorities at YI is higher education, with a focus on both national and regional higher education policies that make college more accessible, affordable, and equitable. A college degree is consistently associated with greater earning potential, improved health, and increased economic security. These individual benefits lead to economic growth, new jobs, and more — making higher education not only a smart investment for students but a positive investment for society as a whole.<sup>2</sup>

<sup>1</sup> YI uses the term Benefits Navigators and Benefits Navigation Centers, but many refer to this concept as Public Benefits Navigators and Public Benefits Navigation Centers. For the purposes of this paper, the terms can be used interchangeably.

<sup>2</sup> Center for Tax and Budget Accountability (CTBA). (2019, October 19). Why Illinois Should Enhance Its Investment in Higher Education. CTBAonline.org. <u>https://www.ctbaon-</u> line.org/reports/why-illinois-should-enhance-its-investment-higher-education#:~:text=Illinois'%20Two%2DDecade%20Disinvestment%20in%20Higher%20Education,-Released%-3A%20Monday%2C%20October&text=Since%202000%2C%20General%20Fund%20 appropriation,for%20many%20students%20in%20Illinois



To succeed in today's world, a college degree is pivotal. Students<sup>3</sup> need to be supported in order to successfully complete their degree, and ensuring one's most basic needs are met is a way to meet this. Students are struggling to have their most basic needs met across the United States. YI defines the term 'basic needs' as the bare necessities an individual needs to succeed not only in higher education but to serve as a functioning member of society. Basic needs include stable housing, food, and mental health and health care resource accessibility, which are necessary to a student's well being and to ensure students are secure in their own identities. It can also include access to reliable transportation and child care.

When students are struggling with external factors critical for their survival, education becomes a secondary concern. The students' ability or inability to meet their basic needs is often a direct indicator of how a student will fare academically and socially. Through conversations with and surveys of students, YI has found food and housing insecurities are typically the two biggest challenges among students struggling to meet their basic needs.

**Public institutions of higher education have failed to adequately provide all students with the resources and information necessary for them to focus solely on their education and degree.** This failure is directly tied to public disinvestment in higher education, and in no place is this more evident than in the state of Illinois. Adjusting for inflation, since 2000, public funding for higher education has fallen more than 50 percent. In an effort to make up for the lack of public investment, tuition and fees have more than doubled. In fact, as of 2017, tuition rates have increased more than 137 percent since 2000. This cost burden falls on the individual student.<sup>4</sup>

Clearly, as states have appropriated less and less state dollars to higher education, the cost of attending classes has fallen more and more on the individual student. Prior to public disinvestment in higher education, it was easier for students to direct more of their personal expenses on meeting their basic needs. The cost of attending classes fell to the state, while students were responsible for covering their cost of living. Students today are responsible for meeting ever-increasing expenses in an effort to obtain a degree. When students need to cut corners to make ends meet financially, they have to choose between their education and their basic needs.

These issues can be addressed and mitigated through the implementation of a Benefits Navigation Center on public university or college campuses. A Benefits Navigation Center is essentially a free one-stop shop for students struggling with their basic needs.

<sup>3</sup> To provide clarity, in this context, a student is someone who is currently enrolled in higher education and actively looking to complete their degree.

<sup>4</sup> Center for Tax and Budget Accountability (CTBA). (2019, October 19). Why Illinois Should Enhance Its Investment in Higher Education. CTBAonline.org. <u>https://www.ctbaonline.org/reports/why-illinois-should-enhance-its-investment-higher-education#:~:tex-t=Illinois'%20Two%2DDecade%20Disinvestment%20in%20Higher%20Education,-Released%3A%20Monday%2C%20October&tex-t=Since%202000%2C%20General%20Fund%20appropriation.for%20many%20students%20in%20Illinois</u>



A Benefits Navigation Center would be staffed with trained Navigators who would serve as a resource to guide and aid students to obtain public and other assistance in housing, food insecurity, child care, and other basic needs. A student's identity, often intersectional, may require nuanced particular resources, attention, or thoughtful delivery. A transgender Black student may require the same information but with a different lens than an undocumented Vietnamese student. A trained Navigator would be able to help both students successfully. Another hallmark feature of a successful Benefits Navigation Center is its accessibility. All students, regardless of income or background would be eligible to utilize a Center's services. This is in an effort to not only aid students who are currently struggling with meeting their basic needs, but to also prevent basic needs insecurity by connecting students with aid before insecurity impacts them significantly. It is beyond paramount that the services provided by a Benefits Navigation Center be accessible to all students. Generally, when students are struggling to meet their basic needs, the burden is on the individual to seek out aid. By providing students with these services, the university is alleviating this burden. Additionally, the stigma around poverty and asking for help is pervasive in all elements of American life, and university campuses are certainly no exception. The presence of a Benefits Navigation Center aids in fighting this stigma by serving as a public acknowledgment of a university's commitment to helping their student succeed holistically.

While Benefits Navigation Centers are open to all students, they have the potential to play a valuable role in closing equity gaps. All students have been affected by public disinvestment in higher education, but the effects have been most devastating to students of color, first generation, and low-income students. For example, prior to the COVID-19 pandemic, the rate of food insecurity was highest among students identifying as African American or Black at 58 percent.





In comparison, Hispanic or Latinx students have a 50 percent overall rate of food insecurity, and White/Caucasian students have a 38 percent overall rate.<sup>5</sup> In an effort to actively close the systemic equity gap, Benefits Navigator Centers in higher education are crucial to ensuring these practices are universally implemented in public universities and colleges throughout Illinois.

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## Marginalized Communities and Basic Needs

According to a 2018 U.S. Government Accountability Office (GAO) report, insufficient food and housing was found to undermine postsecondary education experiences and academic success for many college students.<sup>6</sup> Housing insecurity, especially homelessness, has a particularly strong, statistically correlative relationship with college persistence, credit attainment, and ultimately completion rates. Researchers also associate basic needs insecurity with self-reports of poorer physical health, symptoms of depression, and higher levels of stress, which can hinder high academic performance. It is worth noting, that this study was conducted prior to the COVID-19 pandemic, which further exacerbated these already existing inequities.

Students who identify with a minority group by means of race, sexual orientation, or other identities tend to have more difficulty with meeting their basic needs. These issues tend to adversely affect students who are a part of the LGBTQ+ community. Queer students have rates of homelessness about seven percent higher than their heterosexual peers.<sup>7</sup>

<sup>5</sup> Goldrick-Rab, S., Baker-Smith, C., Coca, V., Looker, E., & Williams, T. (2019, April). College and University Basic Needs Insecurity: A National #RealCollege Survey Report. Insidehighered.com. <u>https://www.insidehighered.com/sites/default/files/media/HOPE\_realcollege\_National\_report\_EMBARGOED%20UNTIL%20APRIL%2030%203%20AM%20EST%20(1).pdf</u>

<sup>6</sup> The United States Government Accountability Office. (2018, April). Additional Opportunities to Reduce Fragmentation, Overlap, and Duplication and Achieve Other Financial Benefits. www.gao.gov. <u>https://www.gao.gov/assets/gao-18-371sp.pdf</u>

<sup>7</sup> Goldrick-Rab, S., Baker-Smith, C., Coca, V., Looker, E., & Williams, T. (2019, April). College and University Basic Needs Insecurity: A National #RealCollege Survey Report. Insidehighered.com. <u>https://www.insidehighered.com/sites/default/files/media/HOPE\_realcollege\_National\_report\_EMBARGOED%20UNTIL%20APRIL%2030%203%20AM%20EST%20(1).pdf</u>



In terms of housing, American Indian, or Alaskan Native Students experience the highest rates of housing insecurity at 67 percent. Furthermore, students who are not U.S. citizens are more likely than students who are U.S. citizens to experience housing insecurity and homelessness.

These issues are particularly prevalent among former foster youth. Only about 10 percent of former foster youth end up attending post-secondary institutions, and those who attend are only half as likely to graduate as their peers.<sup>8</sup> Students formerly in foster care tend to attend two-year community colleges where housing and dining plans are not as readily provided as four-year universities. The issues of homelessness can be more acute for those who come from foster care backgrounds. For example, they may have to be responsible for finding their own housing during breaks, which can be anywhere from a week to a few months long. Such inconsistent intervals without housing provided by the school can pose a difficult challenge to those without somewhere consistent to return.

## **Data Collection**

One would be remiss in advocating for the creation of robust Benefits Navigation Centers without the accompanying data collection component. It is a trope within government policy wonks that what the state collects data on is an indicator of what it really cares about. While this trope may oversimplify the complex bureaucracy it takes to govern in the modern world, it does speak to a large sentiment. Data collection is important for internal and external program design and evaluation but as always, it must be balanced with the requirements to protect students' privacy.

Benefits Navigation Centers could be a valuable resource for collecting data on the student population, and can help to pinpoint the specific struggles various student populations face and what community partnerships might be necessary. With Navigators reporting data by campus, the state would have valuable data on where each institution can best improve in aiding its student body.

Ideally, student data would be collected on demographics, presenting concern or type of need, prior services rendered or benefits utilization, types of referrals made, types of services received, received benefit dollar amount (if applicable), number of Navigatorstudent meetings and time spent with each student, and student satisfaction with the Navigation Center and its services.

<sup>8</sup> Ruedas-Gracia, N., Brown, C. S., Amechi, M., Zamani-Gallaher, E. M., & Stewart, N. M. (2020). Foster Youth and Basic-Needs Insecurity. occrl.education.illinois.edu. <u>https://occrl.education.illinois.edu/docs/librariesprovider2/foster-youth/foster-youth-and-ba</u>sic-needs-insecurity.pdf



## **Components of an Ideal Benefits Navigation Center**

Throughout the past two years, YI has dedicated itself to better understanding the landscape around student basic needs. YI has hosted a series of listening sessions and round tables with students, universities, and basic needs advocates to best understand all aspects of why students may struggle with meeting their basic needs. Through these listening sessions, roundtables, and conversations with program providers, advocates, and institutional leaders, YI has been able to put forth a model for Benefits Navigation Centers that is not only robust but also realistic in implementation.

It is not uncommon for university or college campuses to offer some form of basic resources for students, but Benefits Navigation Centers take these efforts several steps further. Based on our research, YI highlights critical components of an ideal Center, acknowledging that every public institution has a unique student population with distinct needs, and there is no one model that will work for every institution. However, all Benefits Navigation Centers must be staffed with trained professionals who are knowledgeable of public assistance options, nationally down to the hyper local level. As an example, these professionals may be social workers, or public benefit assistants. To increase capacity, these professionals could train students in benefits navigation, so the centers could sustainably operate under a peer-to-peer model. This model may require consistent training and evaluation of peer Navigators, but it could help with reaching many student populations and creating a safe, trusting space for students to ask about resources available for their particular situation.



Secondly, Benefits Navigators would be experts on all on-campus offerings and programs aimed at student betterment. It is becoming more common for universities to offer comprehensive mental and physical health services, as well as wellness programs. While this is generally a step in the right direction, these programs can be underutilized due to a simple lack of knowledge regarding their existence. Benefits Navigators could connect students with local, community-based programs if they are unable to utilize what is offered on campus. Benefits Navigators will have identified various basic need resource centers such as food pantries, emergency housing, clothing closets, food recovery programs, child care options, transportation assistance, and counseling services.

Unfortunately, food insecurity is far too common an issue among students, and enrolling in public aid programs can be a struggle.

A third central pillar of a successful Benefits Navigation Center is having Navigators aware of and proficient in enrolling in public aid programs, both on the state and national levels. Unfortunately, food insecurity is far too common an issue among students, and enrolling in public aid programs can be a struggle. Additionally, many students may not even be aware of state and federal programs they may be eligible for. For the individual student, researching the existence of these programs and how to enroll can often take up mental bandwidth and capacity a student should be able to reserve for their academic pursuits. Navigators would be experts in applying for various public aid programs, such as the Supplemental Nutrition Assistance Program (SNAP). However, Navigators would not fill out these applications on behalf of students, but would sit down with the student to walk them through completing the application. This way, the student learns the skill.

## The Current Landscape:

#### Legislation and Implementation

#### California

California has the most extensive legislation regarding Basic Needs and Benefits Navigator work. California Assembly Bill (AB) 132 introduced by Assembly Member Ting on January 8, 2021, passed both Senate and Assembly and received signature by Governor Gavin Newsom on July 27, 2021. It required each campus of the California



Community Colleges, to establish the designated position of a Basic Needs Coordinator. These Coordinators will act as brokers in identifying, supporting, and linking students to on-and-off campus resources such as housing, food, mental health, and other basic need services.

The bill requires each campus to have a Basic Needs Center which must be at a central location on campus. It is very intentional in its language; not only does it require the development of an online document listing resources available to students and require faculty to include the resources in their syllabi, but it also mandates that the "student basic needs tab must be clearly visible and easily accessible from a drop-down menu on the home page of the internet website of campus". The detail in the language demonstrates the necessity and urgency of the program. The program is designed to have a streamlined application process for on-campus basic needs services and resources to help with the development of an individual plan to implement, identify, and provide outreach to have the applicant's basic needs met. The applications are designed to identify each student's areas of need and implement the best practices to aid the student accordingly.

AB 2881 is a law that further enhances AB 132, making critical advancements to improve current practices. Student parents have a designated section of AB 2881, which grants priority to student parents in registration for enrollment in classes. The bill also specifically requires each Basic Needs Center to ensure that students have the information needed to enroll in the California Special Supplemental Food Program for Women, Infants, and Children (WIC). Additionally, it requires that schools must host on their internet website a student parent internet web page that includes information on all on- and off- campus student parent services and resources. A March 2021 report from Wheelhouse at UC Davis found that among the nearly 1,500,000 California college/ university students who applied for financial aid in 2018, 202,327 were student parents - around 13.4 percent.<sup>9</sup>

The Institute for Womens' Policy Research found that one in five college students are parents, and student parents are almost twice as likely to leave college without a degree after six years. These numbers are higher for students of color.<sup>10</sup> Mandating designated resources for student parents could make a significant difference in the ease of furthering a student parents' education as having external aid may alleviate added pressure. Addressing the needs of student parents can also help higher education systems reach their goals of reducing equity gaps for populations that have been historically underrepresented and underserved in higher education institutions. Parental education levels are found to positively influence the academic and economic success for their children. This will eventually result in reduced spending for the state, as less money will have to be spent on public benefits. Not only will spending decrease, the state will also benefit from an increased tax revenue.

 <sup>9</sup> Reed, S., Grosz, M., Kurlaender , M., & Cooper, S. (2021, March). A Portrait of Student Parents in California Community Colleges. education.ucdavis.edu. <a href="https://education.ucdavis.edu/sites/main/files/wheelhouse\_research\_brief\_vol\_6\_no\_2\_v2.pdf">https://education.ucdavis.edu/sites/main/files/wheelhouse\_research\_brief\_vol\_6\_no\_2\_v2.pdf</a>

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And student parents are almost twice as likely to leave college without a degree after six years.

Food insecurity is also more specifically addressed in the law. It requests the Regents of the University of California, as a part of the campus orientation program for all campuses of their respective segments, to provide educational information about CalFresh, California's food based aid program, and the student eligibility requirements for CalFresh to all incoming students. It also mandates there be an internet website-based student account specifically for public services and programs, including CalFresh. Having this website accessible and embedded into each student's school account would ensure that everyone is informed of such resources, which would also lead to students talking among themselves about the available resources, thus reducing the stigma associated with seeking external assistance.

#### **New York**

New York's public university system implements various practices to aid their students. The City University of New York (CUNY) system once had Single Stop offices which serve students by offering services such as financial counseling, legal counseling, tax assistance, and health care enrollment. They were available at every CUNY community college (with two-year degree programs) and at John Jay College of Criminal Justice (one of the senior colleges). These offices also provided benefit screening for SNAP, Temporary Assistance for Needy Families (TANF), and Women, Infants and Children (WIC), and directed students to available food pantries. They ensured that the resources are available to students by funding and training at least one professional labeled as the benefits counselor. At CUNY, the counselors were located on most





campuses at the student services or financial aid offices where students can seek help meeting their basic needs. Unfortunately, this initiative ended during the COVID-19 pandemic when classes moved online, terminating its 11-year contract with the program, which was completely funded by the Robinhood Foundation. Unfortunately, this occurred during a critical time for many students struggling to meet their basic needs.

After the Single Stop offices closed, each individual CUNY school created their own resource hub. However, this is not a unified system in the way Single Stop was, making it more difficult to find one's resource hubs as each campus adopted different names. The lack of a central CUNY resource hub system posed many challenges, such as the services offered to students vary from campus to campus.

To combat the struggle to meet essential needs, CUNY plans to launch the Comprehensive Access to Resources for Essential Services (CARES) pilot program. Almost half of CUNY's students come from households earning less than \$20,000 a year, which further proves the urgent need for a solid support system. In the current plan for the program, students are recruited, trained, and paid to serve as educators, navigators, and advocates. Their job is to help enroll peers in campus and community services, as students are often better at understanding the experience of their peers. Students are more familiar and aware of what their peers are experiencing, while adults or outside resources may not be able to fully empathize with their struggles. The program also builds upon existing partnerships with community health care, social service agencies, and telehealth providers. More online resources will be made available, for the Covid-19 pandemic highlighted the need for a greater variety of services to accommodate different circumstances. There will be new support for assisting students to overcome housing instability. Housing instability is linked to depression, anxiety, food insecurity, the lack of health insurance, struggling in academic settings, and other factors that hinder a student's ability to succeed, making it crucial that housing is addressed for student success. In addition to addressing housing issues, CUNY plans to implement rigorous monitoring and evaluation practices to examine the impact of housing relief on health and academic success. Though CUNY has implemented various programs in the past to aid their students, there was no integrated and cohesive method to track if their efforts were making a difference. Most importantly, there will be new opportunities for field placements and experimental learning for students along with new staff and resources for Access Resource Centers. The chosen location to pilot this program is the Bronx, as there was an already established momentum for meeting essential needs with the hope to be able to apply the program to all 25 campuses in all 5 boroughs.

Other institutions, such as LaGuardia Community College (LCC), also have practices in place to better aid and meet their students' needs. Called LaGuardia Cares, LCC's program includes benefits screening, legal counseling, financial counseling, and more. They have advertised their services through meetings on campus, social media, syllabus statements, and various other methods.



#### Illinois

In 2022, Governor J.B. Pritzker signed P.A. 102-1045 in law. This law created benefits navigation offices on all public Illinois college and university campuses. While the language of the law lacks prescription on the exact functionality of benefits navigators, as well as who on campus should function as the benefits navigator, the Illinois Board of Higher Education (IBHE) is creating administrative rules around implementation of the law as of October 2023.

In February 2023, HB 3881 was introduced to the Illinois House of Representatives. The bill would provide much needed prescriptive language to the original law of benefits navigators on college campuses, as well as creating an oversight body to ensure best practices were being utilized at all centers across all public campuses. However, the bill never made it through the committee process.

Illinois has already demonstrated its commitment to providing assistance to certain student groups such as undocumented students and veterans. Veterans assistance centers have long been a mainstay on college campuses to help veterans navigate the transition back to civilian life, as well as managing their GI tuition grants. Public campuses recently have been required to employ a liaison for undocumented students to help those students navigate the unique challenges that come with their undocumented status. Implementation for undocumented student liaisons is currently underway.

YI acknowledges that while each student group, such as veterans or undocumented students, come with their own unique challenges, many of the solutions to the challenges faced remain the same. Put differently, the factors driving homelessness for undocumented students, veterans, or low-income students may all be different, the solution to provide stable public housing remains the same. A Benefits Navigation Center could house veterans assistance centers and undocumented student liaisons, and potentially open up their services to the larger student body while prioritizing the original student groups they were mandated to serve. Alternatively, a Benefits Navigation Center could consolidate those services into one centralized hub.



#### **Efforts in Other States**

Although Colorado does not have direct legislation regarding benefits navigators, the state has policies revolving around campus needs and resources for students. The Colorado Youth Advisory Council Review Committee waived undergraduate tuition and fees for Colorado resident students who have spent time in the foster care system. There are also Health and Well-being programs designed to aid students in difficult circumstances. The Colorado Department of Higher Education partnered with Young Invincibles, Hunger Free Colorado, the National Mental Health Innovation Center, and other state agencies to develop the "Hunger Free" and "Healthy Minds" campus checklist for higher education institutions. The premise of the programs is that once the campus fulfills the requirements of the respective checklist, they are eligible to apply for the Hunger Free & Healthy Minds campus designation.

In Boston, the Bunker Hill Community College (BHCC) has had a Single Stop office for several years. With roughly 13,000 students, about 60 percent of whom are people of color and approximately 50 percent of the students are women.<sup>11</sup> The average age of the students at BHCC is 26 years old, and most students work while attending school. The Single Stop office has sought private donations to establish several initiatives, one being One Solid Meal (OSM) Pilot Program which allows students who identify as food insecure to eat for free in the College's food service venues. OSM is funded by BHCC donors and administered by the College's Hunger Team, a multi-functional group that includes a Single Stop director, a transfer counselor, executive directors from Institutional Research, Communications and the College foundation, and the Dean of Students.

Tacoma Community College (TCC) in Washington targets housing insecurity through housing vouchers. TCC's student population is roughly two-thirds women, and many have children. Approximately half of the students are people of color. Almost 70 percent of the students at TCC were housing insecure and 26 percent of the students were homeless.<sup>12</sup> Additionally, 17 percent of the students had been evicted or thrown out of their homes, and 16 percent slept in a shelter, abandoned building, or car. Due to the severity of the problems, TCC intervened with the College Housing Assistance Program (CHAP), which targets housing assistance to students who have already enrolled in educational programs but have severe housing needs. CHAP requires students to make progress towards a degree, and also offers support and counseling to help the students meet their requirements.

<sup>11</sup> Bunker Hill Community College. (n.d.). Institutional Research, Investment and Planning. bhcc.edu. <u>https://www.bhcc.edu/</u> about/institutionalresearchassessmentplanning/

<sup>12</sup> Tacoma Housing Authority. (2022, November 9). College House Assistance Program. Tacomahousing.org. <u>https://www.tacomahousing.org/about/programs-projects/education-project/college-housing-assistance/</u>



In Texas, Houston Community College (HCC) offers food scholarships to students in need. HCC is a Hispanic serving institution and other-minority serving institution, with 37 percent of their demographic being Hispanic.<sup>13</sup> They have a partnership with the Houston Food Bank, which allows HCC students access to the food bank.

## Conclusion

Without being able to meet their basic housing, food, and related basic needs, students are less likely to succeed academically in a post-secondary program. Benefits Navigation Centers are crucial to providing students with resources for their essential needs. Not all students have access to food, housing, and various other necessities which can strongly hinder their ability to perform, thus affecting their success in school. Many states have laws to implement guidelines to aid students and help them meet their basic needs, while individual institutions also have their own policies to best help their students succeed. Higher education institutions must work to address students' basic needs with cultural humility and a myriad of resources. In Illinois, the General Assembly and relevant state agencies must support the higher education institutions in doing so.



Data USA. (n.d.). Houston Community College. datausa.io. https://datausa.io/profile/university/houston-community-college



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This paper was authored by Hannah Keller, the Midwest Policy Manager at Young Invincibles.





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