

IESP POLICY BRIEF

Public Funding for Comprehensive After-School Programs, 1998-2008

Introduction

In 1998, The Open Society Institute (OSI), a foundation that aims to shape public policy to promote democratic governance, human rights and economic, legal and social reform, gave a \$125 million dollar challenge grant to The After-School Corporation (TASC), which began operations the same year. The goal of TASC was to enhance the quality, sustainability and availability of comprehensive after-school programs, and to advocate for after-school programs to become a public responsibility. TASC set about to develop programs that demonstrably benefited children and youth, with the goal of transforming the way that after-school programs are delivered, funded, and institutionalized as an essential service for children and their families.

A system of high-quality after-school programs for kids in kindergarten through high school cannot be sustained largely through private contributions. An important objective was for TASC to leverage OSI's investment of private funds to encourage the creation of sustainable public funding streams to support after-school programs in New York City and beyond.

This report examines the success of that public-private initiative by measuring the scope of growth in public funding for after-school programs in New York City over the course of the decade since the initial OSI grant to TASC.

Key Findings

- Public funding for after-school programs in New York City has dramatically increased from 1998 to 2008.
 - Funds provided by the City of New York account for more than 50 percent of all public funding available for after-school programs in New York City. Since 2004, the City of New York has spent more than \$110 million annually on after-school programs.
 - State funding for after-school programs has increased significantly since 1998, but has been flat since 2002.
 - Federal funding increased through 2004 but has since declined.
- The number of children and youth participating in after-school programs that receive public funds in 2008 is more than eight times greater than it was ten years ago.
- Funding per participant has also increased, from \$1,386 in 1998 to almost \$1,800 in 2008, a real increase of 30 percent per participant.

At the time of the OSI grant, few public resources were devoted to comprehensive after-school programs that met for three hours daily for children in New York City. Since then, there has been a significant increase in the funding available for after-school programs from federal, state, and local government. TASC leveraged these funds by helping to create partnerships between public schools and community-based and cultural organizations to greatly expand the reach of after-school programs and the communities in which they serve. New York City established the largest municipally-funded system of after-school programs in the nation.

Data Sources

New York City Funding

City of New York departmental expenditures were primarily compiled from the annual Supporting Schedules of the adopted city budgets from fiscal years 1998 through 2007. The fiscal year 2008 estimated expenditures were compiled from the Mayor's Executive Budget for Fiscal Year 2009 and are not final year-end expenditures. In addition to expenditures funded by City tax revenues, intergovernmental grants from the federal or state government that are passed through to the City of New York were compiled from the same budget sources. The Department of Youth and Community Development (DYCD) received the bulk of this funding. Other funding includes the Department of Justice Weed and Seed program -- administered through the City Departments of Police and Probation -- and funding provided by the Department of Education and the Department of Parks and Recreation.

New York State Funding

The primary source of funding from New York State for after-school programs comes from the Extended School Day/School Violence Prevention (ESD/SVP) program, administered by the New York State Education Department. Data on the ESD/SVP comes from the Governor's Executive Budget from Fiscal Years 1998 through 2008. Based on estimates from the New York State Education Department, approximately 80 percent of the ESD/SVP funds are spent on comprehensive after-school programs. Additional funds are available from the Advantage After-School program, administered by the New York State Office of Children and Family Services (OCFS). Data on these programs was obtained from OCFS, which maintains a database of grantees. The NYC portion was estimated by extracting the data for those organizations located within the City.

Federal Funding

The primary federal after-school funding stream is the 21st Century Community Learning Center program (21st CCLC). This program was administered by the federal Department of Education from 1999 through 2001. Beginning in 2002, the program remained federally funded, but it was administered by the New York State Department of Education. Data on this program were gathered from the federal Department of Education website, which maintains a database on total grants awarded by state, as well as a database on grantees within each state. New York City's portion of the state funding was derived by extracting data for those organizations located within the five boroughs.

Data on other federal awards were obtained through the website of the New York State Division of Criminal Justice Services, Office of Program Development and Funding. These funds generally are provided by the federal government and administered by the state. We also included funding provided for Supplemental Education Services (SES) to each district under *No Child Left Behind Act of 2001* (NCLB). We estimated the amount of funding for SES programs by totaling invoices submitted to the Department of Education by organizations providing after-school services. This data was obtained from the VENDEX Public Database, the primary source of information on vendors working with New York City government.

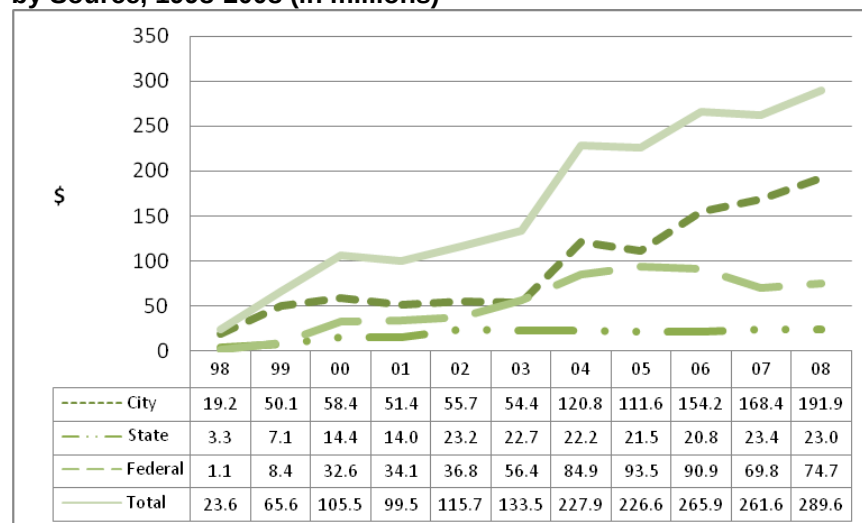
Finally, we also included funds provided by the U.S. Department of Agriculture (USDA) for after-school snacks and dinners provided to after-school participants.

Findings

Overall Spending

Overall public spending for after-school programs in New York City increased dramatically between 1998 and 2008.¹ In 1998 we estimate spending on after-school programs to be approximately \$23 million. By 2000, spending had risen to over \$100 million, and by 2008, available funds for after-school programs reached nearly \$300 million (Figure 1).

Figure 1: Aggregate Government Funding for OST in New York City by Source, 1998-2008 (in millions)



* All numbers adjusted by the CPI-U All Urban Consumers, U.S. All Items Series, 2006=100.

The bulk of funds for after-school programs come from New York City, primarily through the DYCD, which coordinates three programs: Beacons, the Out-of-School (OST) Initiative, and the Workforce Investment Act (WIA). Since FY 2006, funds have also been available through the Cultural After-School Adventures (CASA) program.

New York City Beacons, launched in 1991, are community centers located in public schools that offer a range of activities to individuals of all ages. Between 1998 and 2008, the number of Beacon sites doubled, from 40 sites to 80. Although funding per site was reduced in 2008 from \$450,000 to \$200,000, all 80 sites have been maintained.²

¹ Spending for 2008 may be higher since some of the information is based on projected expenditures.

² Beacon funds were calculated based on the number of sites within the City multiplied by the expenditures per site, as well as from other expenditures from the City budget records.

The OST initiative was launched in September 2005 to provide a mix of academic, recreational and cultural activities for children and youth after school, on holidays, and during the summer. Funding for the OST initiative increased from over \$1.2 million in the first year to over \$111.3 million in 2008. City spending on WIA programs has decreased from \$24.3 million in 2005 to \$17.4 million in 2008. Total City spending through DYCD on after school programs has increased from \$14.8 million in 1998 to over \$166.7 million in 2008, an increase of over 1,000 percent.

Funds received by New York City through the Extended School Day/School Violence Prevention program and used for comprehensive after-school programs grew from \$2.6 million in 1998 to nearly \$12 million in 2008, more than a 350 percent increase. Funding for the Advantage After-School program comes from TANF block grant funds. New York City's share of total state funds for the Advantage After-School program is approximately 44 percent. The City's funding level for the Advantage After-School program has increased from \$4.4 million in 2000 to more than \$12.4 million in 2008, an increase of over 180 percent.

Finally, New York City received federal funds, primarily through the 21st CCLC. New York City organizations have received nearly 60 percent of the total funding dedicated to New York State for this program. Funding for these programs has increased from nearly \$900,000 in 1999 to more than \$59.5 million in 2008. Finally, New York City received approximately \$20 million a year from the USDA and USDOE for after-school snacks and supplemental education services. Smaller awards from the federal government (amounting to only \$2 million in 2008) have come from delinquency prevention programs and juvenile justice funds.

In most years, New York City provided more than 50 percent of the public funding for after-school programs, with the federal government contributing between 25 and 44 percent of funding (Figure 2). In 2003, however, the federal government provided 42.2 percent of funding for after-school programs, compared to New York City, which provided only 40.8 percent. Federal funding as a share is currently about 25 percent. The state's share of funding peaked in 2002 even though funding from the state has remained relatively constant since then. The federal and state's share of funding has declined primarily due to the City's significant increase in spending.

Figure 2: Percent of Funding, by Source



Participation

There are approximately 1.3 million children between the ages of 5 and 17 in New York City, with approximately 30 percent of them living at or below the poverty line.³ A larger number of children meet federal guidelines for eligibility for free and reduced price lunch. Of the approximately 1.1 million children and youth who attend New York City public schools, approximately 75 percent qualify for free and reduced price lunch.⁴

Using data from previous published reports and anecdotal evidence, we estimate that the number of children and youth served in publicly-funded comprehensive after-school programs has grown tremendously in the past 10 years, from less than 20,000 children and youth in 1998 to approximately 160,000 in 2008 (Figure 3).⁵

Even with the increase in the number of children and youth participating in publicly-funded comprehensive after-school programs, spending per participants has almost doubled over the past 10 years. Government spending per participant ranged from \$1,386 in 1998 to a high of \$1,799 in 2008 (Figure 4). Since 2004, programs have been able to spend over \$1,500 per participant.

Figure 3: Number of Children and Youth Participating in OST Programs

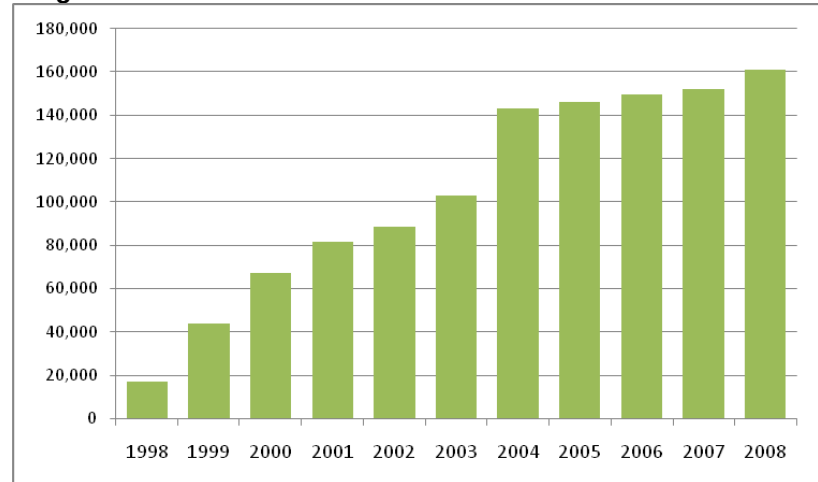
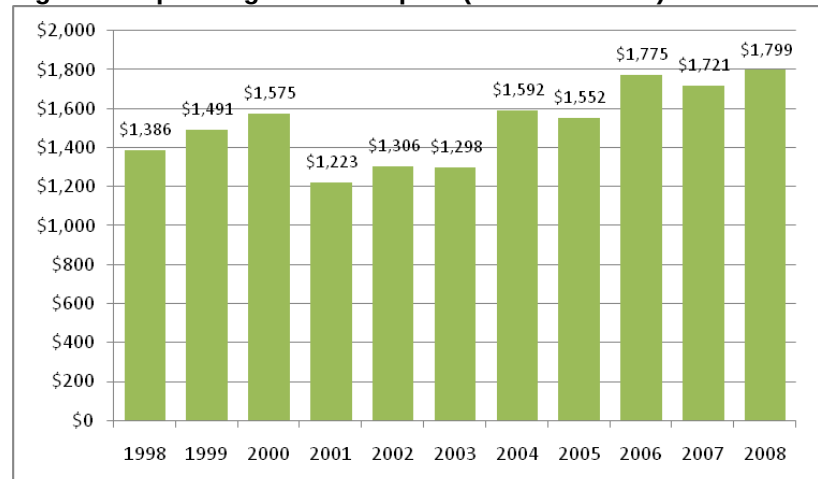


Figure 4: Spending Per Participant (in 2006 dollars)



*All numbers adjusted by the CPI-U All Urban Consumers, U.S. All Items Series, 2006=100.

³ Source: American Community Survey, U.S. Census Bureau

⁴ Source: Annual School Reports, 1998-2005, Division of Accountability and Assessment, New York City Department of Education.

⁵ While Beacon programs serve approximately 180,000 children a year, only about 10 percent of participants are enrolled in comprehensive after-school programs and are included in our estimates.

Conclusion

In the decade since the first OSI grant was awarded to TASC, public funding for after-school programs in New York City has increased considerably. More importantly, perhaps, is that this increase is not concentrated at any level of government. We found significantly more funds available from all three levels of government – local, state and federal – during the decade covered by this study.

However, we also found a dramatic shift in the relative contribution from each level of government. Since OSI gave TASC its challenge grant and charged it with helping to establish a system of sustainable K-12 after-school programs in New York City, funding for after-school from the City of New York has increased dramatically, from slightly more than \$41 million in 1998 to almost \$200 million dollars in 2008. Additionally, the federal government has taken on a larger role in providing funds for after-school programs, from approximately \$1 million in 1998 to almost \$75 million in 2008. Funding from New York State has increased significantly as well in the past decade. While the City has continued to increase after-school funding, the state has maintained funding at a constant level the past several fiscal years, while the Federal government has actually reduced funding for such programs.

While total spending has increased, so have the number of children and youth participating in after-school programs. Based on our estimates, it appears that the number of children and youth participating in after-school programs is more than eight times greater than the number that participated ten years ago. Happily, increased enrollment has not led to a decrease in the amount of money spent per participant. In fact, spending per participants has increased by over 150% over the past 10 years.

Our research shows that public investment for after-school programs has increased tremendously in the past decade and is likely to continue into the future. Fiscal pressures at all levels of government may lead to declines in available funding in any particular year. Over the past ten years in New York City, however, public support for after-school programs has become one of the foundations of service for children and youth.

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