

The Financing of California's
After School Programs:
Preparing for Implementation of Proposition 49



**CHILDREN
NOW**

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Acknowledgements

Authors: Sandra Naughton & Catherine Teare

Research: Sandra Naughton, Jayleen Richards & Catherine Teare

Editorial assistance: Ronald Pineda

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Executive Summary

In 1998, California created one of the nation's largest state-funded after school programs, now called the After School Education and Safety (ASES) program. National leaders and organizations lauded California's publicly-funded after school program as a model for other states.¹ Yet many of the state's 1.24 million children, ages 5 to 14, from low-income, working families, and in need of after school care, remained on wait lists or had no after school options at all. As a result, in 2002, California voters passed Proposition 49 sponsored by now-Governor Arnold Schwarzenegger to increase the state's investment in after school so that every elementary and middle school could access state funds for after school programs.

Proposition 49, when implemented, will more than triple state funding for after school programs, from its current \$121 million to \$550 million. The new funds will be available between 2006-07 and 2007-08 and are intended to provide after school funds to every elementary and middle school across the state.

As one of California voters' largest commitment of funding to children, Proposition 49 is an important bellwether. If Proposition 49 fails to roll out successfully due to limited demand for dollars or through an inability to show positive student outcomes, it will be a setback not only for after school in California, but for the entire children's policy agenda. With the implementation of Proposition 49 approaching, this report aims to identify and address inequities and inefficiencies in the state's current after school programs before the new funds come into the system.

The new funds established by Proposition 49 will be channeled into the state's existing ASES program. Currently, ASES funding is not proportionately distributed to all communities across the state. In ten counties, no school has received either an ASES or a 21st Century Community Learning Center (21st CCLC) grant. Schools in other counties, however, have been awarded large numbers of grants. In general, schools in large urban areas have a higher number of schools with grants. Most ASES funds are awarded to schools with a high percentage of students eligible for free and reduced-price meals.

Through both structured telephone interviews and an Internet-based survey, we collected information from after school administrators about their experience with the ASES and 21st CCLC programs, their thoughts about Proposition 49's likely impact, and the barriers they have encountered in financing high-quality after school programs. Respondents to the Internet-based survey included 141 after school program administrators.

Across all after school programs surveyed -- including those with state funding and those without --the following were the most frequently reported challenges among programs participating in or considering participating in the ASES and/or 21st CCLC programs:²

- *the reimbursement-based system of grant payment*, which means programs only receive the portion of their grant that they have earned through student attendance: Under the earned reimbursement system, many programs fail to consistently earn their full grants due to attendance that falls short of 100 percent. Since the reimbursement

system is based on actual daily student attendance, programs typically lose money when any student is absent.

- *the amount of the daily reimbursement rate* (\$5 per day per child): Almost 80 percent of programs surveyed reported that they would ideally spend *at least* \$7.50 in cash per child per day to provide a high-quality after school program.
- *the timing of reimbursement payments* (quarterly and after-the-fact): Among ASES and 21st CCLC grantees surveyed, the timing of payments rated as one of the top four challenges, although more ASES grantees (63 percent) than 21st CCLC grantees (58 percent) reported timing as a significant challenge.
- *the lack of funding for transportation*: Rural programs found this aspect of the two major public after school funding streams to be particularly challenging.
- *the universal grant size under Proposition 49*: Once Proposition 49 is implemented, the new universal grants per site will be lower than those currently available under ASES. The universal grant level per site will mean that, on average, new sites will serve fewer students than existing sites and may be insufficient to run high-quality programs due to overhead and start-up costs. The smaller universal grant size also poses a challenge given that almost 40 percent of the programs surveyed relied on their current ASES grants and required match to cover more than 76 percent of the program budget.

Based on the information collected from after school administrators about their experiences with the ASES and 21st CCLC programs, we recommend that California take the following steps to increase communities' access to and efficient use of ASES and 21st CCLC funds:

- Initiate outreach about Proposition 49 as soon as possible.
- Adjust the earned reimbursement system.
- Increase the daily reimbursement rate and apply a cost-of-living adjustment (COLA).
- Increase the universal grant level.
- Create assistance and incentives for low-resourced communities.

Background: Why After School Financing Matters

After school programs benefit children, families, schools and communities by providing children opportunities to learn new things, develop new skills and interact with others in a safe, healthy environment during the hours they are not in school. After school programs also support working families by providing safe, enriching places for children while their parents are at work.

In 1998, California created one of the nation's largest state-funded after school programs, now called the After School Education and Safety (ASES) program. National leaders and organizations lauded California's publicly-funded after school program as a model for other states.³ Yet more than 1.24 million children ages 5 to 14, from low-income, working families and in need of after school care, remained on wait lists or had no after school options at all. In 2002, more than 56 percent of California voters supported a ballot initiative sponsored by now-Governor Arnold Schwarzenegger to increase the state's investment in after school programming. Proposition 49 provides funding to allow *every* elementary and middle school in California to access state funds for after school programs.

Proposition 49 and the Current After School Policy Context

Proposition 49, when implemented, will more than triple state funding for after school programs, from its current \$121 million to \$550 million. The new funds will be available to more than 5,000 elementary and middle schools that do not currently receive state after school dollars. Proposition 49 will be triggered when state general fund spending (not including spending guaranteed for education under Proposition 98) is at least \$1.5 billion more than the highest level of non-Proposition 98-guaranteed state general fund spending between 2000-01 and 2003-04. According to the Legislative Analyst's Office (LAO), Proposition 49 could be triggered some time between 2006-07 and 2007-08, depending on how the trigger language is interpreted.⁴

Even though not yet implemented, Proposition 49 is critically important right now for several reasons.

First, Proposition 49 assumes that new monies will fit into the state's existing program structure. To the extent that this program structure may already disadvantage certain schools or communities, the

additional monies have the potential to exacerbate inequities in after school funding across the state. Second, because Proposition 49 focuses on universal access to funding, it limits grant amounts available to new grantees and, arguably, dilutes the existing state program's focus on low-income and needier communities. Finally, the increase in after school funding will increase the pressures that many after school programs already face: securing adequate matching resources; recruiting and retaining an appropriate and prepared workforce; and financing large operational costs on the state's attendance-based, quarterly payment system.

"Every California child deserves access to a proven, quality, life-changing afterschool program, and now they will have it. My hope is that, as goes California, so goes the rest of our nation."

-- Arnold Schwarzenegger in 2002
after Proposition 49 passed

As California voters' largest commitment of funding to children outside Proposition 98, Proposition 49 is also an important bellwether. If Proposition 49 fails by not rolling out successfully due to limited demand for dollars or through an inability to show positive

student outcomes, it will be a setback not only for after school in California, but for the entire children's policy agenda.

This report aims to identify and address inequities and inefficiencies in the state's current after school programs, so that these weaknesses can be addressed before Proposition 49's implementation. Two bills in the 2005-06 legislative session attempt to address some of the challenges that programs face in accessing the state's two major publicly-funded programs, ASES and the 21st Century Community Learning Centers (21st CCLC) program. If successful, both Senate Bill 707 (Kehoe) and Senate Bill 854 (Ashburn) could improve the accessibility of after school funds in California.

Children Now applauds the bold efforts of the Governor, the legislature and the voters to make California a leader in after school programming. As the implementation of Proposition 49 approaches, we look forward to working to ensure that all children in need have safe, enriching places to go after school and that California continues to be a leader on this issue.

Overview of California After School Funding Sources

A number of public funding sources support after school programs in California. They include the After School Education and Safety (ASES) program, administered by the California Department of Education, and CalWORKS child care assistance, partially administered by the California Department of Social Services and designed to help families who are current or past recipients of cash assistance. In addition to these and other state programs, some counties use federal Temporary Assistance for Needy Families (TANF) dollars to fund after school programs. Others use Crime Prevention Act funding or local government funding through parks and recreation agencies. While all of these are important sources for after school funding, this report focuses on the two largest publicly-funded after school programs in California: the After School Education and Safety (ASES) program and the federal 21st Century Community Learning Centers (21st CCLC) programs.

After School Education and Safety (ASES) Program

Known as the After School Education and Safety (ASES) program since the passage of Proposition 49, this program was established in 1998 as the After School Learning and Safe Neighborhoods Partnerships Program (ASLSNPP). When funding for before-school services was added in 2001, it became the Before and After School Learning and Safe Neighborhoods Partnership Program (BASLSNPP). Program funding, originally set at \$50 million, reached \$121.6 million in FY 2004-05. Even with a near-tripling of program funding since its founding, ASES does not meet the demand for after school programs across the state. In 2001, for example, an

ASES at a Glance

- State-funded program
- Grants available to school districts or county offices of education, but other organizations (such as nonprofits or local government) may partner with those entities
- Programs can be at schools or accessible sites
- Programs reimbursed \$5 per child per day for after school; \$3.33 per child per day for before school
- Programs must secure 50% of their grant amount in either cash or in-kind matching funds
- Maximum grant per site is \$75,000 for elementary school and \$100,000 for middle school, with higher grants for large schools

estimated 42,200 elementary and middle school children were on waiting lists for ASES after school programs.⁵

ASES funds are available to either: a) a school, school district or other local education agency or b) a city, county, or nonprofit organization which is partnering with and has the approval of a local education agency. The funding goes toward establishing after school programs that provide literacy, academic enrichment, and safe, constructive activities for students in kindergarten through ninth grade.⁶ Local community partnerships between schools and other groups are encouraged, both in the program's goals and through specific financing requirements. Although the program was amended by Proposition 49 to provide universal grants to all schools, until Proposition 49 is implemented, the California Department of Education will continue to give priority to ASES applicants that propose to serve schools where a majority of students receive free and reduced-price meals.

Programmatic Requirements

The ASES program has specific requirements on the content of programming, the length of time and frequency that programs must operate, and the minimum qualifications and numbers of program staff.

ASES programs must consist of both:

- a) "an educational and literacy component whereby tutoring or homework assistance is provided in one or more of the following areas: language arts, mathematics, history and social science, computer training, or science;
- b) a component whereby educational enrichment, which may include, but need not be limited to, fine arts, recreation, physical fitness and prevention activities, is provided."⁷

ASES grantees may operate one or multiple sites. After school program sites can be in schools or in alternate locations that are at least as available and accessible as the schools the program participants attend. Alternate locations can include a community park, recreational facility or other site approved by CDE in the grant application process. Programs operating in alternate locations must provide safe transportation to all participants and must "align the educational and literacy component of the program with participating pupils' regular school programs."⁸

The ASES program allows grantees to operate before school, after school or both. The program requires after school programs to operate a minimum of three hours each day and remain open until 6 p.m. on regular school days, although each program must also have an early release policy. Students who attend a before-school component of ASES must be present at least 90 minutes per day for the program to be eligible for reimbursement through its ASES grant.⁹ Elementary school programs are encouraged to enroll students in the before and/or after school programs five days a week, while programs that serve students in middle school or junior high school are asked to enroll students for "a minimum of nine hours a week and three days a week," with enrollment priority to students who attend daily.¹⁰ ASES grantees have the option of operating during vacation periods, intersessions and summer breaks, as long as they operate for a minimum of three hours per day.

Staff in ASES-funded programs who directly supervise students are required to meet the school districts' minimum qualifications for an instructional aide and the student-to-staff ratio must not exceed 20-to-1. School site principals are responsible for selecting ASES program site supervisors, and all program staff and volunteers must complete a health screening and fingerprint clearance process according to state law and district policy.¹¹

All students are eligible to participate in an ASES program and all programs are voluntary. ASES programs are not required to, but can, charge family fees. Grants are awarded on a competitive basis by CDE based on criteria outlined in law.¹² Grants are for three years and are renewable.

Financing Requirements

The amount of money grantees receive from ASES is based on program attendance, according to an earned reimbursement system similar to the Average Daily Attendance (ADA) model used by the K-12 system. The daily reimbursement rate is \$5 per child. After school program sites can be reimbursed the daily rate per child up to a maximum grant amount of \$75,000 per elementary school and \$100,000 per middle school, with large schools eligible for twice those amounts.¹³ During the first year of an ASES grant, programs can use up to 15 percent of their grant for start-up costs and ASES grantees at all stages of their grant cycle can use a maximum of 15 percent of their earned annual grant funds for administrative costs each year.

ASES grantees are required to produce a 50 percent local match for their state grant, which amounts to an additional \$2.50 per day per child served. The match may consist of cash or in-kind services or resources, although facilities or space usage cannot be considered in meeting the match requirements. The match can come from federal, local, private and other state funding sources. State categorical funds for remedial education activities, such as Economic Impact Aid-State Compensatory Education and State Program for LEP Students, Pupil Promotion and Retention Prevention, Mandatory Summer School, and Summer School, are excluded from meeting match requirements.

21st Century Community Learning Center Program

The 21st Century Community Learning Center (21st CCLC) program is a federal grant program created in 1996 to fund before and after school programs for disadvantaged K-12 students. Originally, the U.S. Department of Education awarded three-year competitive grants to schools or school districts that applied directly for these grants, but since 2002, states have received dollars as a block grant from the federal government and administered the grants themselves. California has chosen to implement the 21st CCLC program at the elementary and middle school levels to parallel and complement the state-

21st CCLC at a Glance

- Federally-funded program
- Grants available to school districts, county offices of education, community-based organizations, private and government entities
- Programs can be at schools or accessible sites
- Programs reimbursed \$5 per child per day for after school; up to \$3.33 per child per day for before school
- No matching funds required
- Maximum grant per site is \$75,000 for elementary school and \$100,000 for middle school, with higher grants for large schools
- Funding for before school, high school programs, increasing access and family literacy also available

funded ASES program. (A small portion of 21st CCLC funds are used for grants to high school after school programs, to support family literacy programs and to increase access to after school programs, as described below.) In 2002-03, the federal 21st CCLC grant to California was \$41.5 million; in 2003-04, the grant was \$76.3 million; and in 2004-05, the grant reached \$136.4 million.¹⁴ The increased funding each year has allowed CDE to continue to fund existing 21st CCLC grants as well as to award new grants.¹⁵

Many entities, including schools, school districts, county offices of education, cities, counties, community-based organizations, faith-based organizations, other public or private entities, and consortia of two or more such entities are eligible to apply for 21st CCLC funding. All 21st CCLC applicants are required to plan their programs through a collaborative process that includes parents, youth and representatives of the various organizations connected to the grant application. In recent grant cycles, CDE has restricted eligibility to applicants that serve students who attend public schools eligible for Title I school-wide programs and private schools that serve a high percentage of students from low-income families.¹⁶ Priority is given to applications that are submitted jointly by at least one local education agency receiving Title I funds and at least one community-based organization or other public or private entity. Grantees are discouraged from charging family fees.

Grants are awarded on a competitive basis by CDE based on criteria outlined in law.¹⁷ The program covers a five-year grant period comprised of five one-year grants.

Programmatic Requirements

The purpose of the 21st CCLC program is to provide opportunities for communities to establish or expand activities that focus on:

- improved academic achievement;
- enrichment services that reinforce and complement the academic program;
- family literacy and related educational development services.

California 21st CCLC after school programs for elementary school, middle school and junior high students must operate three hours a day, five days a week and offer a nutritious snack that meets the requirements of the federal National School Lunch Program for meal supplements. Before school programs must operate between 90 and 120 minutes per day, ending just before school begins five days a week, and offer a nutritious snack that meets the requirements of the federal School Breakfast Program. Student attendance is not required five days a week, but CDE recommends that elementary school students attend five days a week and that middle school students attend at least three days a week. The 21st CCLC programs for high school students determine their own hours of operation and goals for how frequently students will attend.

Programs are required to be "located in schools or other locations at least as available and accessible as schools attended."¹⁸ Programs not located in schools must provide safe transportation for students between school and the after school program, and may require a child care license, if applicable, under the California Health and Safety Code.¹⁹

Financing Requirements

Two types of 21st CCLC grants to serve elementary and/or middle school/junior high school students are available: a) core funding and b) optional direct grant funding. Core funding is for after school or before and after school programs, and is based on student attendance, with a daily reimbursement rate of \$5 per child, as in the ASES program. The 21st CCLC programs can be reimbursed the daily rate per child up to the maximum grant amount of \$75,000 per elementary school and \$100,000 per middle school, as in the ASES program. Those maximums may be approximately doubled for larger-than-average-size schools.²⁰ Supplemental funds are also available for program operation during non-school days, including weekends, holidays, summer or intersession recess periods. Those supplemental grants are funded at the same rate of \$5 per child per day up to a maximum of 30 percent of the grantee's base grant amount.

The two optional direct grants available on a competitive, limited basis to core grantees are for a) up to \$25,000 per program site, regardless of the number of schools served at the program site per year, for improving access to and participation in programs (i.e. funding for transportation), and b) up to \$20,000 per program site, regardless of the number of schools served per year, for providing literacy services for families of students participating in elementary or middle school-age 21st CCLC programs.

As in ASES, 21st CCLC grantees that operate before school programs that serve elementary and/or middle school/junior high school students are reimbursed based on student attendance. Rather than receive a set rate per child per day, however, they are reimbursed according to the following formula: \$3.33 multiplied by the number of minutes the before school program operates per day, divided by 120 (up to a maximum of \$3.33 per child per day). According to CDE's guidelines, "[f]or example, if a before school program component operates for 90 minutes per day, the calculation for the program's daily funding rate would be: \$3.33 x 90 minutes, divided by 120 = \$2.50."²¹ Grantees that operate before school components can be reimbursed up to a maximum of \$25,000 for elementary schools and \$33,000 for middle and junior high schools, with adjustments for larger-than-average-size schools. As with 21st CCLC after school grants, supplemental before school funds are also available to provide services on non-school days, including weekends, holidays, summer or intersession recess periods, and are reimbursed at the same rate as the before school base programming to a maximum of 30 percent of the before school base grant amount.

Unlike other 21st CCLC grantees, programs awarded high school 21st CCLC grants receive annual direct grants of between \$50,000 and \$250,000. The grant amount depends on the quality of the application, the number of students they expect to serve and the type of programming they plan to offer. If, for some reason, grantees serve fewer students than planned, CDE will "reduce any subsequent allocation by an amount equal to overpayment."²²

21st CCLC grantees are not required to secure matching funds. They are, however, expected to create a sustainability plan that identifies collaborative partners that can contribute to the sustainability of the program past its 21st CCLC grant. The 21st CCLC grantees can use a maximum of 15 percent of their annual grant funds for administrative costs.

Requirements for 21st CCLC program staff depend on the hiring entity. The 21st CCLC staff employed by school districts and who directly supervise students must meet the minimum qualifications for an instructional aide in the school district, as under ASES. If a 21st CCLC program shares funding with a Title 1-funded program and/or is part of a school-wide Title I program, however, the instructional staff, if employed by the school district, must meet specific federal paraprofessional qualifications.²³ If 21st CCLC staff are contracted or employed by agencies other than a school district, they are not required to meet any specific qualifications.

Current ASES or 21st CCLC grantees in good standing can apply for additional 21st CCLC grant funds to expand their programming to schools that have not been funded previously and/or add students at a program site currently being served through an ASES program or 21st CCLC grant.

Distribution of ASES and 21st CCLC Funding

ASES and 21st CCLC funding is not distributed proportionately across the state. As illustrated in Table 1, schools in some counties have more state-administered after school grants than others. In ten counties, no school has received either an ASES or a 21st CCLC grant. Schools in other counties, however, have been awarded large numbers of grants. For example, 46.8 percent of schools in San Francisco County have an ASES grant, as do 31.6 percent of schools in San Diego County and 31.3 percent in Tehama County. In terms of 21st CCLC grants, 31.1 percent of schools in Kings County have grants; 27.8 percent of schools in Del Norte County have grants; and 27.3 percent in Modoc County have grants. In general, large urban areas have a higher number of schools with grants.

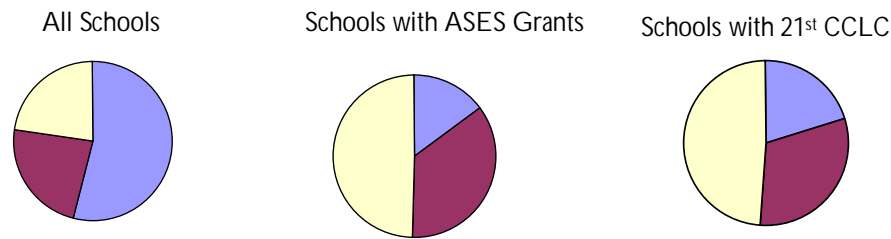
Table 1: Distribution of ASES and 21st CCLC Grants By County

	Total Number of Schools	# of Schools with ASES funding	% of Schools with ASES funding	# of Schools with 21 st CCLC funding	% of Schools with 21 st CCLC funding
ALAMEDA	358	37	10.3%	56	15.6%
ALPINE COUNTY	8	0	0.0%	0	0.0%
AMADOR COUNTY	14	0	0.0%	1	7.1%
BUTTE COUNTY	96	16	16.7%	11	11.5%
CALAVERAS COUNTY	28	0	0.0%	1	3.6%
COLUSA COUNTY	21	0	0.0%	0	0.0%
CONTRA COSTA COUNTY	247	33	13.4%	22	8.9%
DEL NORTE COUNTY	18	5	27.8%	5	27.8%
EL DORADO COUNTY	68	0	0.0%	5	7.4%
FRESNO COUNTY	314	54	17.2%	49	15.6%
GLENN COUNTY	36	0	0.0%	0	0.0%
HUMBOLDT COUNTY	88	0	0.0%	17	19.3%
IMPERIAL COUNTY	61	2	3.3%	9	14.8%
INYO COUNTY	23	0	0.0%	0	0.0%
KERN COUNTY	244	32	13.1%	8	3.3%
KINGS COUNTY	61	4	6.6%	19	31.1%
LAKE COUNTY	39	3	7.7%	0	0.0%
LASSEN COUNTY	35	0	0.0%	0	0.0%
LOS ANGELES COUNTY	1896	256	13.5%	235	12.4%
MADERA COUNTY	66	8	12.1%	5	7.6%
MARIN COUNTY	75	4	5.3%	4	5.3%
MARIPOSA COUNTY	16	1	6.3%	0	0.0%
MENDOCINO COUNTY	74	0	0.0%	14	18.9%
MERCED COUNTY	98	5	5.1%	2	2.0%
MODOC COUNTY	22	3	13.6%	6	27.3%
MONO COUNTY	21	1	4.8%	0	0.0%
MONTEREY COUNTY	126	23	18.3%	3	2.4%
NAPA COUNTY	51	0	0.0%	5	9.8%
NEVADA COUNTY	52	0	0.0%	0	0.0%
ORANGE COUNTY	591	58	9.8%	91	15.4%
PLACER COUNTY	107	5	4.7%	0	0.0%
PLUMAS COUNTY	14	3	21.4%	0	0.0%
RIVERSIDE COUNTY	416	24	5.8%	54	13.0%
SACRAMENTO COUNTY	376	60	16.0%	43	11.4%
SAN BENITO COUNTY	23	2	8.7%	0	0.0%
SAN BERNARDINO COUNTY	501	50	10.0%	28	5.6%
SAN DIEGO COUNTY	678	214	31.6%	96	14.2%
SAN FRANCISCO COUNTY	124	58	46.8%	21	16.9%
SAN JOAQUIN COUNTY	198	9	4.5%	22	11.1%
SAN LUIS OBISPO COUNTY	79	1	1.3%	2	2.5%
SAN MATEO COUNTY	169	10	5.9%	12	7.1%
SANTA BARBARA COUNTY	119	11	9.2%	2	1.7%
SANTA CLARA COUNTY	388	25	6.4%	24	6.2%
SANTA CRUZ COUNTY	76	14	18.4%	17	22.4%
SHASTA COUNTY	100	16	16.0%	7	7.0%
SIERRA COUNTY	10	0	0.0%	0	0.0%
SISKIYOU COUNTY	65	0	0.0%	0	0.0%
SOLANO COUNTY	101	6	5.9%	1	1.0%
SONOMA COUNTY	173	9	5.2%	3	1.7%
STANISLAUS COUNTY	166	18	10.8%	25	15.1%
SUTTER COUNTY	39	0	0.0%	0	0.0%
TEHAMA COUNTY	48	15	31.3%	2	4.2%
TRINITY COUNTY	24	0	0.0%	0	0.0%
TULARE COUNTY	175	29	16.6%	9	5.1%
TUOLUMNE COUNTY	43	0	0.0%	2	4.7%
VENTURA COUNTY	204	11	5.4%	20	9.8%
YOLO COUNTY	59	4	6.8%	8	13.6%
YUBA COUNTY	39	4	10.3%	0	0.0%
Total	9361	1143		966	7.6%

Note: Some of the grantees reported having both ASES and 21st CCLC grants. A total of 51 actual ASES and 21st CCLC grantees are not included in this table due to lack of information available to match grantee names to school names. These figures do not include 21st CCLC access or family literacy grants. (Source: California Department of Education.²⁴)

Most ASES and 21st CCLC funds are awarded to schools with a high percentage of students eligible for free and reduced-price meals. According to data from CDE, an estimated 84.9 percent of schools with ASES grants have more than 50 percent of their students eligible for free and reduced-price meals and an estimated 79.5 percent of schools with 21st CCLC grants have more than 50 percent of their students eligible for free and reduced-price meals. The table below illustrates how their rates compare to those of schools with and without state funding for after school programs. Estimates are based on the percentage of students at the entire school who are eligible for free and reduced-price meals. They are not based on the demographics of the students served by the after school programs. That data is not available at this time.

Figure 1 & Table 2: Distribution of ASES and 21st CCLC Grants By Percentage of Students Eligible for Federal Free and Reduced-Price Meals (FRM)



Key	Percent Eligible for Free and Reduced-Price Meals	All Schools	Schools with ASES grants	Schools with 21 st CCLC grants
	Less than 50% of students eligible for FRM	53.9%	15.1%	20.5%
	50%-75% of students eligible for FRM	23.2%	35.3%	30.7%
	More than 76% of students eligible for FRM	22.9%	49.6%	48.8%
	Total	100%	100%	100%

Note: A total of 51 ASES and 21st CCLC grantees are not included in this table due to lack of information available to match grantee names to school names. These figures do not include 21st CCLC access or family literacy grants. Source: California Department of Education.²⁵

Implications of Proposition 49 for ASES and 21st CCLC

As described earlier, Proposition 49 will increase state after school dollars by \$400 million each year – almost double the current funding levels of ASES and 21st CCLC in California combined. This goal of Proposition 49 is to use this increased funding to provide after school funds to every elementary and middle school across the state. In the event Proposition 49 does not provide enough funds to award grants to every school, schools that predominantly serve students from low-income communities will have priority.²⁶

Once new funding is made available under Proposition 49, first priority for dollars will be for “universal” grants of up to \$50,000 for all elementary schools and up to \$75,000 for all middle schools in the state. The second priority under Proposition 49 will be additional discretionary funding for programs in which more than 50 percent of the students participate in the free and reduced-price meal program. The third priority under Proposition 49 will be programs connected to schools with large enrollments and programs that offer a before school component.

	Existing ASES & 21 st CCLC Grant Caps Per Site	Prop. 49's Universal Grant Per Site
Elementary School	\$75,000	\$50,000
Middle School	\$100,000	\$75,000

The universal grants allowed by Proposition 49 are lower than the maximum grants currently available under the ASES program (i.e., \$75,000 for elementary schools, \$150,000 for large elementary schools, \$100,000 for middle schools and \$200,000 for large middle schools). Existing ASES programs with these higher grant caps will be “grandfathered” under Proposition 49, meaning that their existing grant levels will be guaranteed once the initiative is triggered.

New funds established by Proposition 49 will be channeled into the ASES program and will continue to be disbursed based on student attendance through the earned reimbursement system at the rate of \$5 per day per child.

Amending Proposition 49

Some parts of Proposition 49 are easier to amend than others. Many aspects of the ASES program structure and its requirements, as outlined in Proposition 49, can be amended through a majority vote by the Legislature and the Governor’s signature. Some specifics regarding the priorities for distributing Proposition 49 funds and the universal grant maximums require a two-thirds majority in both houses and the Governor’s signature.²⁷ Requirements related to when Proposition 49 funding can be triggered cannot be amended by the Legislature, only through another ballot measure.²⁸

Research Results: California After School Administrators' Views on Financing

Within the complex financing structures of ASES and 21st CCLC and with significant uncertainty about the implementation and impact of Proposition 49, Children Now undertook a research project that sought to define and seek solutions for financing challenges faced by California after school programs. Through both structured telephone interviews and an Internet-based survey, we collected information from after school administrators about their experience with the ASES and 21st CCLC programs, their thoughts about Proposition 49's likely impact, and the barriers they have encountered in financing high-quality after school programs.

The results in this section are from the Internet-based survey conducted in April and May 2005. We do not presume that this survey presents a representative sample of California after school providers or that the results have statistical significance. We do think, however, that the responses reported here are useful in pointing to issues that are more and less salient for a sizeable group of after school administrators across the state.

Respondents to the Internet-based survey included 141 after school program administrators: current and former ASES grantees (29 percent, n=41) and 21st CCLC grantees (47 percent, n=66), as well as non-grantees (43 percent, n=61). Twenty-seven of the respondents had received both ASES and 21st CCLC funding. Based on CDE records of actual grantees, we identified 1,143 ASES grantees and 966 21st CCLC grantees, so our sample includes 3.6 percent of all ASES grantees and 6.8 percent of all 21st CCLC grantees.²⁹ Respondents represented most regions of the state, with at least one respondent from each of 35 counties, although there were few or no respondents from the following counties that have relatively large numbers of state after school grants: Alameda, Contra Costa, Fresno, Riverside, Sacramento and San Bernardino.

Table 3 indicates the actual number of ASES and 21st CCLC grantees in each county compared to the number of ASES and 21st CCLC grantees who responded to the survey. The respondents represented sizeable samples of self-reported urban (40 percent, n=57), suburban (31 percent, n=44), and rural (26 percent, n=37) areas, which is significant since one area of our analysis was the distinct barriers faced by programs in different types of communities.³⁰

Table 3: Distribution of ASES and 21st CCLC Grants and Survey Respondents By County

	Actual ASES	Actual 21 st CCLC	Respondents: ASES	Respondents: 21 st CCLC
ALAMEDA COUNTY	37	56		2
AMADOR COUNTY		1		
BUTTE COUNTY	16	11	1	1
CALAVERAS COUNTY		1		
CONTRA COSTA COUNTY	33	22		
DEL NORTE COUNTY	5	5		
EL DORADO COUNTY		5		1
FRESNO COUNTY	54	49		2
HUMBOLDT COUNTY		17		1
IMPERIAL COUNTY	2	9		
KERN COUNTY	32	8	3	2
KINGS COUNTY	4	19		3
LAKE COUNTY	3			
LOS ANGELES COUNTY	256	233	7	16
MADERA COUNTY	8	5		
MARIN COUNTY	4	4		
MARIPOSA COUNTY	1			
MENDOCINO COUNTY	5	14		1
MERCED COUNTY	3	2		1
MODOC COUNTY		6	1	
MONO COUNTY	1			
MONTEREY COUNTY	23	2	1	
NAPA COUNTY		5		
ORANGE COUNTY	58	91	2	3
PLACER COUNTY	5			
PLUMAS COUNTY	3			
RIVERSIDE COUNTY	24	53		
SACRAMENTO COUNTY	60	43		
SAN BENITO COUNTY	2			
SAN BERNARDINO COUNTY	50	28		
SAN DIEGO COUNTY	214	95	11	16
SAN FRANCISCO COUNTY	58	18	2	3
SAN JOAQUIN COUNTY	9	22		
SAN LUIS OBISPO COUNTY	1	2	1	1
SAN MATEO COUNTY	10	12		1
SANTA BARBARA COUNTY	11	2	1	
SANTA CLARA COUNTY	25	22		
SANTA CRUZ COUNTY	14	17		
SHASTA COUNTY	16	7	5	4
SISKIYOU COUNTY	6			2
SOLANO COUNTY	9	1		
SONOMA COUNTY		3	1	1
STANISLAUS COUNTY	18	25	1	1
TEHAMA COUNTY	15	2	1	1
TULARE COUNTY	29	9	2	1
TUOLUMNE COUNTY	11	2		
VENTURA COUNTY	4	20	1	2
YOLO COUNTY		8		
YUBA COUNTY	4			
Total	1143	956	41	66

Note: It is possible for grantees to receive grants from both the ASES and 21st CCLC programs. 27 of the respondents reported having both grants. A total of 51 actual ASES and 21st CCLC grantees are not included in this table due to lack of information available to match grantee names to school names. Source: California Department of Education, 2004-2005 Free/Reduced-Price Meal Data, accessed on June 8 2005; available at <http://www.cde.ca.gov/ds/sh/sn/freereduced0405.asp>.

Our methodology is described in detail in Appendix A; the demographics of survey respondents, in Appendix B; and the demographics of all ASES and 21st CCLC grantees, in Appendix C. Quotes come both from the Internet-based survey and telephone interviews conducted in 2004.

Preparing for Implementation of Proposition 49

For the implementation of Proposition 49 to be successful, the after school field needs to be informed of the new funding requirements and prepared to use the influx of funds to increase communities' capacity to serve children in high-quality programs. A number of stakeholders in the after school field reported that many school districts, community-based organizations and other after school providers are not prepared for that implementation. Based on our survey of after school administrators, only 39 percent of all programs surveyed reported that they plan to apply for funding under Proposition 49 once it is implemented.³¹ While only 10 percent of all programs surveyed reported they do not plan to apply, more than half of the programs said they do not have enough information to decide whether or not to apply for Proposition 49 funding.

As indicated in the table below, many of those who reported that they do not have sufficient information to make the decision are current ASES and 21st CCLC grantees. In addition, a higher percentage of ASES and 21st CCLC grantees versus non-grantees reported that they do *not* plan to apply for Proposition 49 funds, which could indicate that some grantees do not have any sites currently without a grant.

Table 4: After School Programs Who Plan to Apply for Funds Once Proposition 49 Is Implemented

Responses	ASES grantees	21 st CCLC grantees	Non-grantees	All programs
Don't have enough information to make a judgment	(13) 32%	(34) 52%	(37) 61%	(76) 54%
Yes	(24) 59%	(27) 41%	(21) 34%	(55) 39%
No	(4) 9%	(5) 8%	(3) 5%	(10) 7%
<i>Total</i>	<i>(41) 100%</i>	<i>(66) 100%</i>	<i>(61) 100%</i>	<i>(141)100%</i>

Note: 27 respondents reported having both ASES and 21st CCLC grants.

In terms of targeting outreach on Proposition 49 to after school programs, the survey found few demographic differences among those that reported they needed more information about Proposition 49: 51 percent of urban programs, 57 percent of suburban programs and 55 percent of rural programs surveyed reported that they need more information. Similarly, there was little difference across community types in terms of the self-reported likelihood of applying for Proposition 49 funds: 5 percent of urban, 5 percent of suburban and 9 percent of rural programs surveyed reported they do *not* plan to apply for funds.³²

Ranking the Barriers to Accessing Public Funding for After School

Although only a portion of after school programs across the state currently access public funding, in part because both ASES and 21st CCLC have limited dollars and funding is

competitive, many more programs may consider using public funds once Proposition 49 is implemented and funding is available to all communities. Even then, however, other aspects of the state's after school structure may make it difficult for all programs to access the dollars to which they are entitled. Children Now's survey of after school programs identified some of the most challenging aspects of the state's after school funding streams. Those challenges, described below, have implications on two levels. First, they create obstacles or burdens for existing grantees. Second, they may serve as disincentives for existing or prospective grantees to apply for public after school funding once Proposition 49 is implemented.

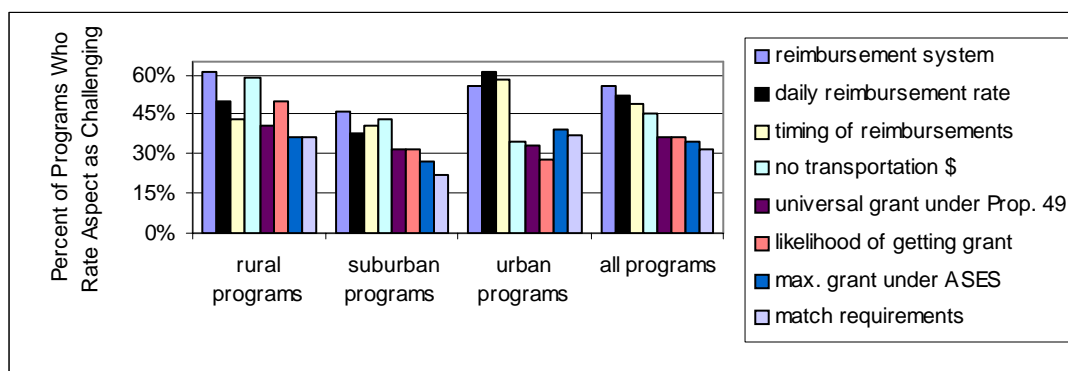
Across all after school programs surveyed -- including those with state funding and those without -- the following were the most frequently reported challenges among programs participating in or considering participating in the ASES and/or 21st CCLC programs:³³

- the reimbursement-based system of grant payment, which means programs only receive the portion of their grant that they have earned through student attendance (56 percent of programs);
- the amount of the daily reimbursement rate (\$5 per day per child) (52 percent of programs);
- the timing of reimbursement payments (quarterly and after-the-fact) (49 percent of programs);
- the lack of funding for transportation (45 percent of programs);
- a tie between the universal grant size under Proposition 49 and the likelihood of getting a grant (45 percent of programs reported each as a challenge).

Barriers by Community Type and Age of Children

The level of concern about the six aspects of the ASES and 21st CCLC programs listed above was not uniform across the state and varied considerably by community type. The chart below shows how those and other program elements most frequently described as challenging by respondents vary across types of communities.

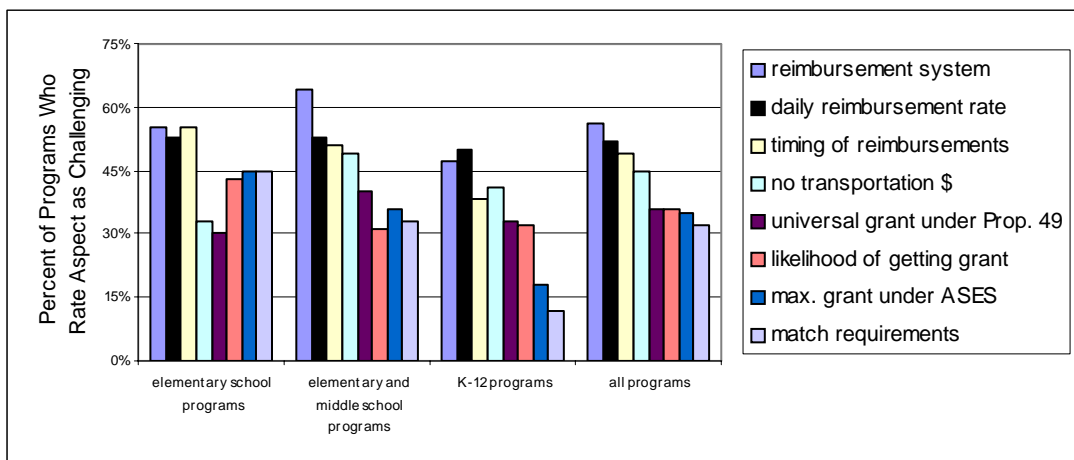
Figure 2: Challenges to Accessing Public After School Funding by Type of Community



Note: This chart includes only those elements of the public funding programs described as “very challenging” or “most challenging” by at least 20 percent of respondents. Two aspects, programming requirements and lack of local demand, were not included due to the fact that less than 20 percent of respondents in any subgroup rated them as “very challenging” or “most challenging.” Please refer to Appendix B for more details about the demographics of the survey sample.

The reimbursement system and the daily reimbursement rate remained top challenges for programs regardless of the age of children served.³⁴ The match requirements, however, were more often cited as a significant challenge by programs that served only elementary school-age children than by programs that served older students. Conversely, transportation was more often cited as a significant challenge by programs that served elementary and middle school-age children or children from K-12 than by programs that served only elementary school-age children. Those trends are illustrated in the chart below.

Figure 3: Challenges to Accessing Public After School Funding by Student Age Served



Note: This chart includes only those elements of the public funding programs described as “very challenging” or “most challenging” by at least 20 percent of respondents. Two aspects, programming requirements and lack of local demand, were not included due to the fact that less than 20 percent of respondents in any subgroup rated them as “very challenging” or “most challenging.” Please refer to Appendix B for more details about the demographics of the survey sample.

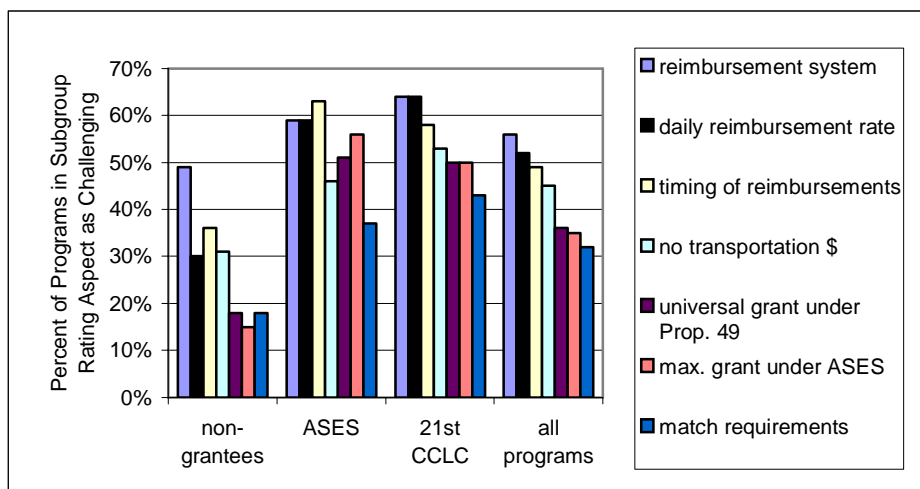
Barriers by Type of Program and Funding Source

Some after school administrators oversee after school programs at only one site, or location, while others oversee programs that are under one grant but operate at multiple sites. Among survey respondents, 27 percent oversaw single-site programs and 73 percent oversaw multiple sites. Single site programs and multiple site programs reported the same top challenges as programs overall. Programs operating at multiple sites, however, more frequently reported that the match requirements were a significant challenge (36 percent) than did single-site programs (24 percent). Programs that have received 21st CCLC funding only ranked five of the overall top six challenges as most significant (although 21st CCLC grantees did not rank them in the same order as programs overall), and ASES grantees reported the same top three challenges as programs overall (although ASES grantees did not rank them in the same order as programs overall).

Programs without ASES or 21st CCLC funding (referred to as non-grantees in Figure 4) rated the reimbursement system as the most challenging aspect of the public funding streams, followed by the timing of reimbursements and the lack of transportation funds. Unlike ASES and 21st CCLC grantees that based their responses about challenges on their

actual experience with publicly-funded after school programs, non-grantees likely based their responses on perceptions of the programs.³⁵

Figure 4: Most Challenging Aspects Among Programs With & Without Public After School Funding



Note: This chart includes only those elements of the public funding programs described as “very challenging” or “most challenging” by at least 20 percent of respondents. Two aspects, programming requirements and lack of local demand, were not included due to the fact that less than 20 percent of respondents in any subgroup rated them as “very challenging” or “most challenging.” Please refer to Appendix B for more details about the demographics of the survey sample.

In the following section, some of the most challenging aspects of the state’s after school funding streams are described in detail and policy solutions are proposed. Those discussions were informed by the survey results as well as by telephone interviews and previously conducted research.

Earned Reimbursement System

The earned reimbursement system used by ASES and 21st CCLC programs requires that grantees report *actual* student attendance for each day of the program. CDE only reimburses programs for students who attend. Unlike the Average Daily Attendance (ADA) system used by California’s public K-12 system, after school programs are not reimbursed for students with excused absences or tardiness.

In general, many programs have learned to adapt to the earned reimbursement system. Some programs pointed in particular to technological innovations at the state level that have made record-keeping easier for local grantees. Still, program administrators stated that the earned reimbursement system created the following challenges for programs:

- It leads some programs to fail consistently to earn their full grants due to less than 100 percent attendance.

- It encourages some programs to over-enroll students to help ensure they earn their full grant amount, stretching resources thin and potentially compromising quality.
- It creates a significant administrative burden.
- It creates incentives that are at odds with the goals of the program — specifically, the financing structure encourages programs to enroll “easy” students first.

The earned reimbursement system leads some programs to consistently fail to earn their full grants due to attendance that falls short of 100 percent. Since the reimbursement system is based on actual daily student attendance, programs typically lose money when any student is absent, since their costs usually do not go down proportionately. Since programs are only reimbursed for the children they are funded to serve, some programs may try to avoid over-enrolling because they do not want to incur costs they cannot recoup through their grant. In many cases, however, programs that aim to enroll only the number of children they are funded to serve are under-enrolled at least some of the time due to absences or to children changing schools.

More than half of the programs surveyed (51 percent) reported that they served fewer students than the maximum number of students they are funded to serve. Two-thirds of the programs that serve fewer students were 21st CCCLC grantees and one quarter was ASES grantees (several programs were both 21st CCLC and ASES grantees). Over the last several years, unearned after school grants have become a systemic problem. A portion of funding allocated to ASES is returned to the state General Fund if it is not spent; similarly, 21st CCLC funds may revert to the federal government if they are not paid out to programs. In February 2005, the Legislative Analyst’s Office analysis of the state’s 21st CCLC program earned reimbursement system stated: “[b]ased on the short history of the program, schools on average have only earned about one-half of their grants, returning funds to the state at the end of the year.”³⁶ This problem of un-earned funds is not only a reimbursement issue, but also appears to be driven by late administration of grants. In the past, administration of grants has been delayed due to legislative action and other issues, which decreased the amount of time that grantees had to start up their programs and earn the daily reimbursement.

While some programs under-enroll, others deliberately enroll *more* students than their grant provides for, recognizing that they may not earn their full grant amount if even one child is absent during the program year. Just under half of the programs surveyed (48 percent) reported that they served more students than they were funded to serve. Two-thirds of ASES grantees and about half of the 21st CCLC grantees served more students than they were originally funded to serve. Collectively, ASES and 21st CCLC programs reported over-enrolling by at least 898 children (across 46 programs), representing about 2 percent of the total number of children served by those programs.³⁷ Over-enrollment could lead to larger staff-to-child ratios, crowding in facilities

Program Perspective

The [earned reimbursement] requirement does create an incentive to create a good after school program: drive up daily attendance in order to secure the funds. This program (and others), however, needed a year to ramp up to meet the [earned reimbursement] requirements.

— a rural 21st CCLC program

and reduced attention on children, though these questions were not asked of survey respondents.

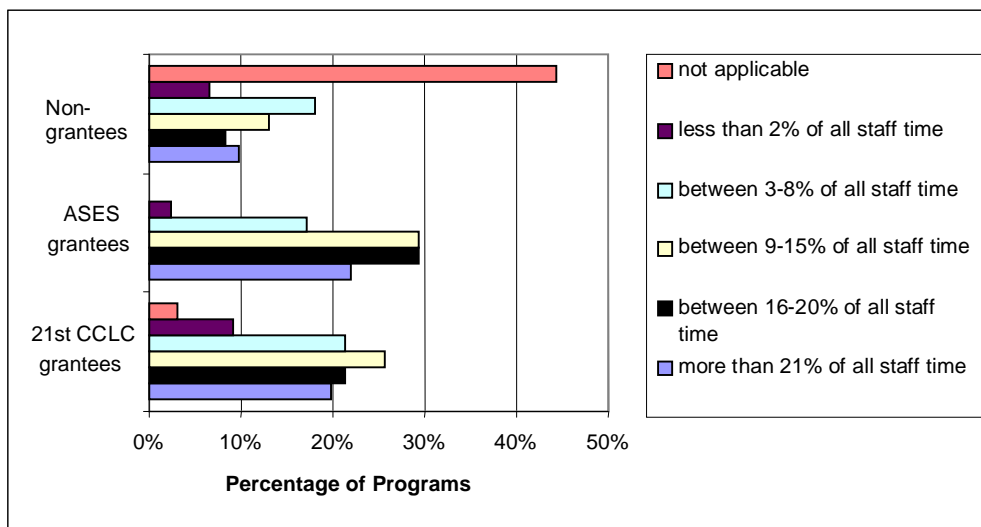
The ASES program does not allow for much flexibility in shifting funds from one site that may be over-enrolling students to another that is under-enrolling students, even when both sites are funded by the same grant. SB 707 (Kehoe) proposes changing ASES to allow grantees to be reimbursed up to 125 percent of the maximum total grant amount for an individual school as long as the maximum total grant amount for all programs administered by the grantee is not exceeded. To be eligible for reimbursement up to 125 percent of the grant, SB 707 also requires that the grantee have an established waiting list and states that grant funds can only be borrowed from another site that has met at least 70 percent of its attendance goal.³⁸ The Senate’s analysis of SB 707 states that “[t]his allows a grantee to share funding between programs operated by that grantee, alleviating situations where one program has strong attendance, and therefore, strong funding while another program struggles with funding due to low attendance.”³⁹

Table 5: Number of Children After School Programs Served Above Their Funded Enrollment Level

	Number of Programs	Percent of Programs
None	40	28%
1-3 children	6	4%
4-7 children	7	5%
7-15 children	14	10%
16-25 children	17	12%
26-40 children	6	4%
41-60 children	6	4%
61 or more children	12	9%
Not applicable	33	23%
Total	141	100%

Administering a program that uses an earned reimbursement system requires significant commitment of staff time. On average, ASES grantees spent more staff time on attendance than 21st CCLC grantees, as illustrated in the chart below. Based on our survey of programs, after school programs that did not receive ASES or 21st CCLC funding reported spending less staff time tracking student attendance than current grantees. For example, only 10 percent of non-grantees reported spending more than 21 percent of staff time on attendance, while 22 percent of ASES grantees and 20 percent of 21st CCLC grantees reported they spent that portion of staff time on attendance. Notably, while non-grantees reported spending less staff time tracking attendance, they reported spending *more* time on other fund-raising duties and tasks than ASES or 21st CCLC grantees. About 13 percent of non-grantees reported spending more than 21 percent of staff time on “other fund-raising tasks,” while only 7 percent of ASES grantees and 5 percent of 21st CCLC grantees reported the same. Those fundraising tasks included collecting family fees (which 61 percent of non-grantees reported charging) or completing other funding requirements including tracking data.

Figure 5: After School Programs' Staff Time Spent on Student Attendance



Note: Please refer to Appendix B for more details about the demographics of the survey sample.

Daily Reimbursement Rate

Across the board, programs agreed that the current daily reimbursement rate of \$5 in cash per child per day is too low. This finding aligns with national research, which found that the average operating cost of high-quality after school programs was \$7.65 per child per day.⁴⁰ About 32 percent of programs reported spending less than \$5 in cash per child per day, though only 4 percent of programs stated that they felt they could offer a high quality program with that amount of cash per child per day.

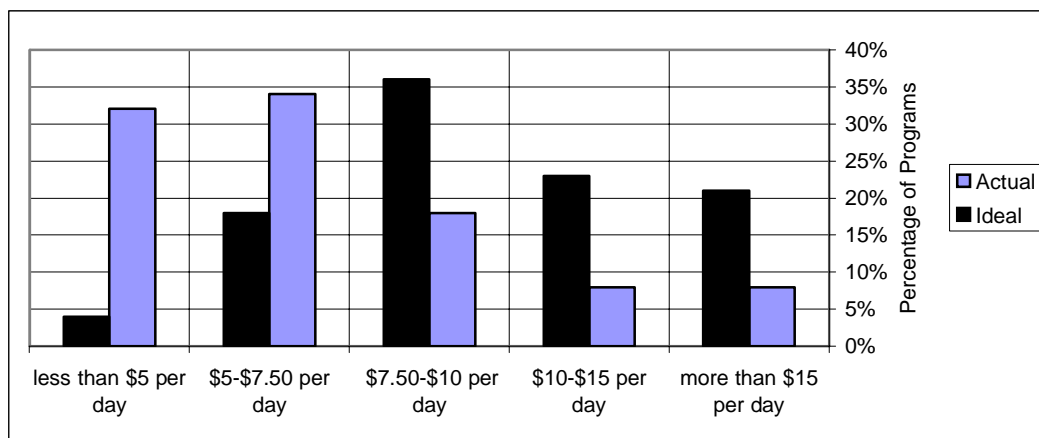
By contrast, almost 80 percent of programs surveyed reported that they would ideally spend *at least* \$7.50 in cash per child per day to provide a high-quality after school program. Thirty-six percent of programs reported they would ideally spend between \$7.50 and \$10 in cash per child per day; 23 percent would spend between \$10 and \$15 in cash per child per day; and 21 percent would spend more than \$15 in cash per child per day.

Program Perspective

Our district cannot afford the expenses since [the program] costs over \$9 a day to operate, and the reimbursement is too low. Our county has severe declining enrollment and, as a result, we are cutting many services and cannot afford to subsidize after school.

— an after school program

Figure 6: Actual vs. Ideal Cash Expenses Per Child Per Day



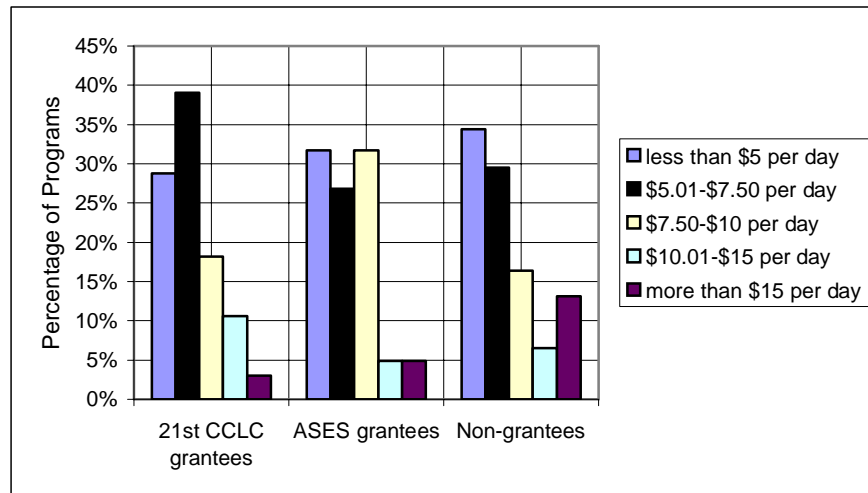
Note: N=141 all programs in survey.

Current ASES programs earn \$5 in cash per child per day and are responsible for securing \$2.50 worth of a local match per child per day. The match can be in cash or in-kind. Among programs receiving ASES funds, 32 percent reported spending less than \$5 in cash per child per day, while only 2 percent of programs stated that they felt they could offer a high quality program for that amount. Only 18 percent of programs reported that they felt they could spend between \$5 and \$7.50 in cash per child per day and still run a high-quality program, although this is the range of what current ASES grantees receive from the state. Thirty-nine percent of programs reported that they would ideally spend between \$7.50 and \$10 in cash per child per day; 24 percent would spend between \$10 and \$15 in cash per child per day; and 15 percent would spend more than \$15 in cash per child per day to achieve high-quality programming.

Similarly, 29 percent of programs that received 21st CCLC funding reported spending less than \$5 in cash per child per day, while only 2 percent of programs stated that they felt they could ideally offer a high quality program for that cost. Most 21st CCLC grantees (41%) reported they would ideally need \$7.50-\$10 in cash per child per to provide a high quality program.

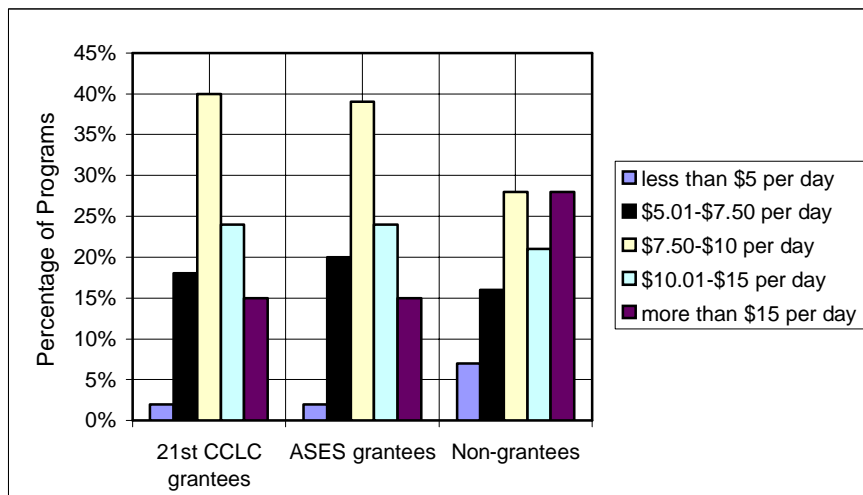
Although almost one-third of ASES and 21st CCLC grantees reported spending less than \$5 in cash per child per day, two-thirds of ASES grantees and almost half of the 21st CCLC grantees reported they were over-enrolled, as described in the previous section.⁴¹ Serving additional children beyond the contracted enrollment arguably drives down the amount of cash spent per child per day, which, as mentioned earlier, could mean compromising the quality of programming offered to students.

Figure 7: Actual Amount of Cash Spent Per Child Per Day By Funding Sources



Note: Please refer to Appendix B for more details about the demographics of the survey sample.

Figure 8: Ideal Amount of Cash Spent Per Child Per Day By Funding Sources

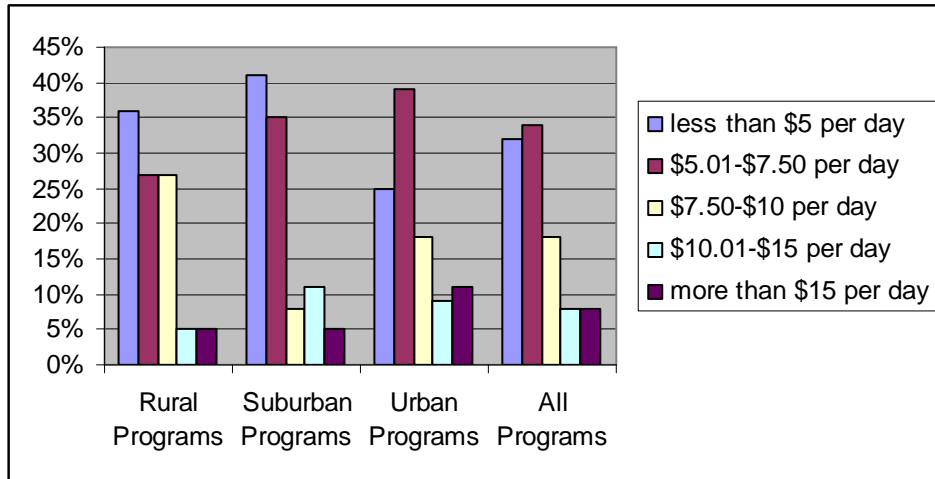


Note: Please refer to Appendix B for more details about the demographics of the survey sample.

The amount of cash spent per child per day varied by community type. As illustrated in the figures below, 41 percent suburban programs reported stated they spent less than \$5 per child per day, while 8 percent felt they could offer a high quality program for that amount. Similarly, 36 percent of rural programs reported spending that amount and 5 percent felt they could ideally spend that amount. In contrast, only 25 percent of urban programs reported spending less than \$5 per child per day, while no programs felt they could offer a high quality program for that amount. Similar proportions of programs from all three community types reported they would ideally spend between \$7.50 and \$10 in cash per child per day and between \$10 and \$15 in cash per child per day, but programs in different types of communities did report differences in terms of the proportions who would ideally spend more than \$15 per child per day. Thirty percent of urban programs reported they

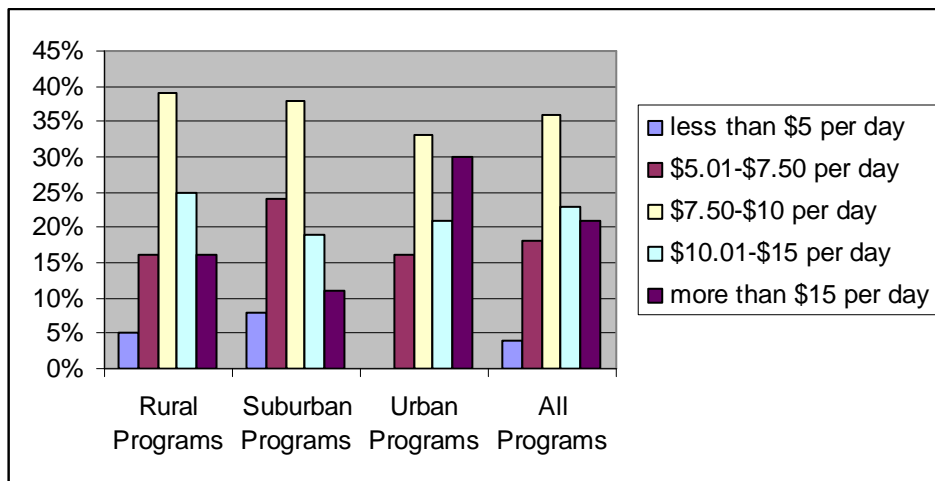
would ideally spend more than \$15 in cash per child per day, while 16 percent of rural programs and 11 percent of suburban programs reported they would ideally spend that amount.

Figure 9: Actual Amount of Cash Spent Per Child Per Day By Community Type



Note: Please refer to Appendix B for more details about the demographics of the survey sample.

Figure 10: Ideal Amount of Cash Spent Per Child Per Day By Community Type



Note: Please refer to Appendix B for more details about the demographics of the survey sample.

Timing of Payments by the State

Overall, about half of the programs surveyed reported that “the timing of the reimbursement payments (quarterly, after-the-fact)” was a significant challenge to accessing ASES and 21st CCLC funding. Among ASES and 21st CCLC grantees surveyed, the timing of payments rated as one of the top four challenges, although more ASES grantees (63 percent) than 21st CCLC grantees (58 percent) reported the timing as a significant challenge. Only 36 percent of programs that did not receive ASES and 21st CCLC grants reported timing of payments as a challenge. Since we do not know what types of funding

sources non-grantees used (other than that 61 percent charge family fees), it is difficult to compare their perceptions of the timing of the reimbursement system to those of ASES and 21st CCLC grantees.

The degree to which programs were challenged by the timing of the publicly-funded programs' reimbursements did not appear to vary significantly by the type of community nor by the age of children served. Similarly, the timing issue appeared to affect about half of all school districts that serve as programs' fiscal agents and half of community-based organizations that served as programs' fiscal agents. Single-site and multi-site programs reported different experiences, however. About 62 percent of multi-site programs reported the timing of reimbursement as a significant challenge, while only 42 percent of single-site programs reported it as such.

Program Perspective

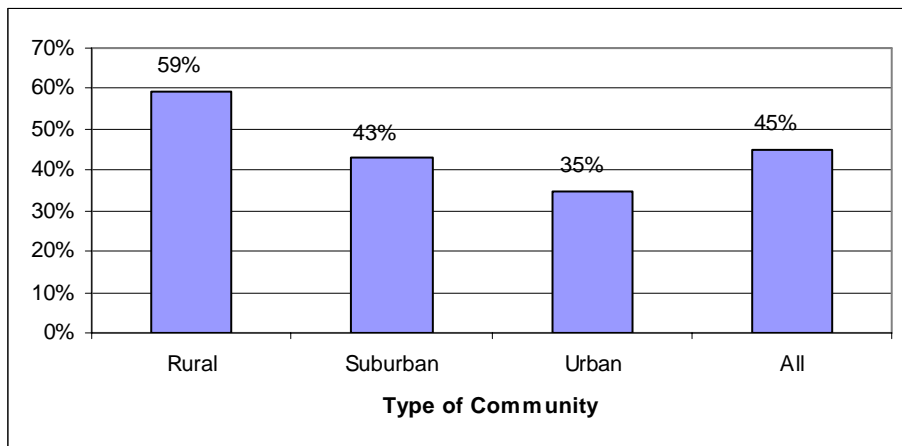
We did not receive notification of our grant until half way into the fiscal year. It has been difficult to market the way we need to in the middle of the year.

— a 21st CCLC grantee

Lack of Transportation Funding

Overall, 45 percent of respondents reported that the lack of funding for transportation posed a significant challenge to accessing ASES or 21st CCLC funding. Almost half of the programs that served elementary and middle school-age children reported this aspect of ASES and 21st CCLC funding as challenging, while only slightly more than 30 percent of programs that served elementary school-age only or K-12 children reported lack of transportation funding as a challenge. Rural programs found this aspect of the two major public after school funding streams to be particularly challenging. As indicated in the chart below, 59 percent of rural programs reported that the lack of transportation funding was "very challenging" or "most challenging," while 43 percent of suburban and 35 percent of rural programs reported it as challenging.

Figure 11: Percent of After School Programs Challenged by Lack of Transportation Funding



Note: Please refer to Appendix B for more details about the demographics of the survey sample.

Like programs overall, ASES and 21st CCLC grantees both rated the lack of transportation funding as one of their top four challenges.

Low Universal Grants

As described in previous sections of this report, under the current ASES program, maximum grants are \$75,000 per elementary school site and \$100,000 per middle school site, with large schools eligible for twice those amounts. Once Proposition 49 is implemented, the new universal grants per site will be lower than those currently available under ASES: \$50,000 for elementary school-age and \$75,000 for middle school-age programs. Existing grantees will retain their current grant size per site, but new grantees will be eligible only for the new universal grant levels. (Some sites that serve low-income children may qualify for additional discretionary funds.) The universal grant level per site will mean that, on average, new sites will serve fewer students than existing sites, as illustrated in the table below. In addition to limiting the number of children served at each site, the reduced universal grant amounts have triggered concerns that these limited per-site grant awards will be insufficient to run high-quality programs due to overhead and start-up costs, particularly in low-income and rural communities.

Table 6: Number of Students Served Under Existing and Proposed Grant Caps Per Site⁴²

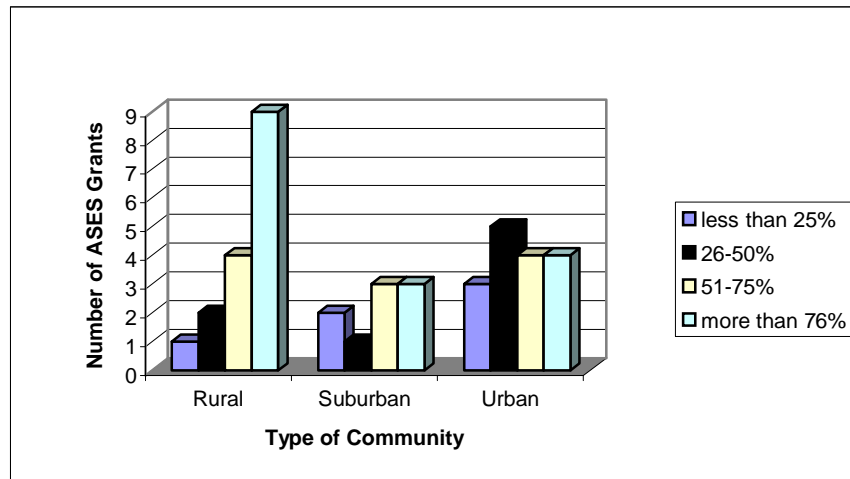
	Existing Grant Caps Per Site	Prop. 49's Universal Grant Per Site
<i>Elementary School</i>	\$75,000	\$50,000
	serves about 82 children per site	serves about 55 children per site
<i>Middle School</i>	\$100,000	\$75,000
	serves about 109 children per site*	serves about 82 children per site*

*Note: Middle school programs are only required to serve students three days a week, versus elementary schools which are required to serve students five days a week, but the calculations in the table are for slots in general.

The smaller universal grant size also poses a challenge in terms of the extent to which ASES grantees rely on their ASES grant and required match to cover program costs. As indicated in the chart below, almost 40 percent of the programs surveyed relied on their current ASES grants and required match to cover more than 76 percent of the program budget. This degree of reliance on ASES resources to cover the majority of after school programs' operating costs could mean that newly funded programs without significant fund-raising capacity would not be able to make ends meet once Proposition 49 is implemented and lower ASES grant amounts per site are available.

This issue is of particular concern for rural after school programs. Based on this sample, rural programs relied more heavily on their ASES resources to cover their budgets than do urban or suburban programs. As shown in the chart on the next page, of the 16 rural ASES programs surveyed, two relied on their ASES grant and match to cover between 26 percent and 50 percent of their program budget, four relied on their ASES resources to cover between 51 percent and 75 percent of their program budget, and nine relied on their ASES grant and match to cover more than 76 percent of their program budget. This reliance on the ASES grant and match to cover most program costs could mean that rural programs may be disproportionately affected by the lower grant amounts once Proposition 49 is implemented.

Figure 12: Percentage of After School Program Budgets Covered by ASES Grant & Match



Note: Unlike the other charts, this chart is based on the actual number of programs in each subgroup (rural, suburban and urban), rather than percentages within each subgroup due to the small sample size. Of the 41 respondents who reported that they received an ASES grant, 16 were from rural areas, 9 were from suburban areas and 16 were from urban areas. Using percentages within such a small number of programs in each subgroup may skew the analysis.

Local Match

The ASES program requires communities that receive grants to match the state funds in cash or in kind at a rate of 1:2 (local: ASES) dollars. This local match cannot include facilities or space usage, nor any state categorical funds for remedial education activities. This requirement has been the focus of extensive technical assistance and training in the years since implementation, but remains a subject of great concern, particularly for schools in rural areas or those that are isolated for other reasons.

Even urban and more established programs feel the burden of the local match. One respondent commented that “seeking private funds takes a lot of time and funding sources are usually one-time only – they don’t provide a source of sustainable financing.” In some large urban school districts, the *private* local match is difficult to attain, even though local government partners may be more available.

Program Perspective

We are using local media to promote the after school program within the community, featuring the community service component of the after school program. The positive media attention helps the program raise funds.

— a program with both
ASES and 21st CCLC funding

Some programs struggle to secure cash for their match, and are heavily reliant on in-kind support. Survey results found that only 32 percent of ASES grantees had 76 percent or more of their match in cash, while approximately 37 percent of ASES grantees reported that more than at least half of their matching funds were in-kind resources, not cash. While ASES requirements allow in-kind match (with the limitations described above), such donations may not support high-quality programming for children, given that the largest expense for most after school programs is staff time – generally a large cash expense rather than a donated resource.

Table 7: Percent of ASES Matching Funds in Cash

Percent of ASES Matching Funds In Cash	(Number of Programs) Percent of Programs
0-25%	(6) 15%
26-50%	(9) 22%
51%-75%	(13) 32%
76% or more	(13) 32%

Note: Percentages do not sum to 100 percent due to rounding. This table is based on the responses of 41 programs that reported that they received an ASES grant.

Rural and urban programs seem to rely more on in-kind match than suburban programs do. Thirty-eight percent of rural programs and 38 percent of urban programs reported that 51 percent or more of their match was in-kind, compared to only 33 percent of suburban programs.

Programs rely on a variety of sources for their local match. The most frequently reported large sources of in-kind match were school districts and/or county offices of education, while the most frequently cited sources of cash match were Title 1 grants.⁴³ Table 8 provides more detail on the proportion of ASES grantees that reported the relative importance of each funding source.⁴⁴

Table 8: Ranked Order of the Importance of Each Funding Source of In-Kind or Cash Matching Funds (in the most recent year of operation)

Source of Matching Funds	In-kind Matching Funds: % of Programs Ranked Source as Important	Cash Matching Funds: % of Programs Ranked Source as Important	% of Programs Reported Not Using Source for Matching Funds
School district or County Office of Education	56%	32%	12%
Community-based groups & foundations	56%	22%	22%
Title 1 Grant	22%	27%	51%
City	29%	12%	59%
County	27%	7%	66%
Other	22%	10%	68%
Colleges & universities	27%	2%	71%
Family fees	12%	17%	71%
State Latchkey Grant	12%	0%	88%

Note: The top two sources for both in-kind and cash matches are shaded gray. N=41.

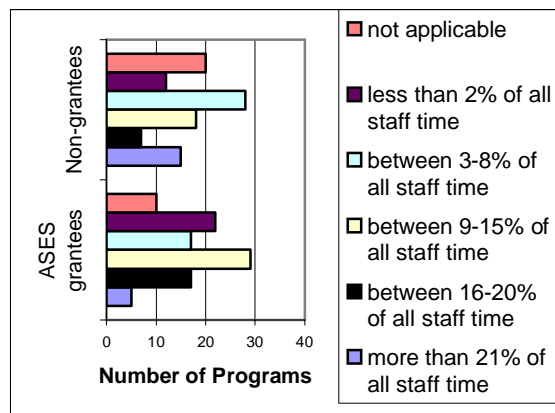
Rural communities cited Title 1 grants as the most important source of cash match for their programs and community-based groups/foundations as the most important sources of in-kind match.⁴⁵ Programs in urban and suburban communities ranked school districts/county offices of education as most important for both cash and in-kind matching funds. Urban programs also ranked city funding higher as a source of cash match than either suburban or rural programs, and suburban programs reported the most diverse number of important cash match sources, including family fees.

Table 9: After School Programs' Top Sources of Matching Funds by Type of Community

Cash Match			
	<i>Rural</i>	<i>Suburban</i>	<i>Urban</i>
<i>Most Important</i>	<ul style="list-style-type: none"> Title 1 grant 	<ul style="list-style-type: none"> School district/county office of education 	<ul style="list-style-type: none"> School district/county office of education
<i>Second Most Important</i>	<ul style="list-style-type: none"> School district/county office of education Community-based groups/foundations 	<ul style="list-style-type: none"> Family fees Title 1 grant Community-based groups/foundations Other 	<ul style="list-style-type: none"> City Title 1 grant
In-Kind Match			
<i>Most Important</i>	<ul style="list-style-type: none"> Community-based groups/foundations 	<ul style="list-style-type: none"> School district/county office of education County Community-based groups/foundations 	<ul style="list-style-type: none"> School district/county office of education
<i>Second Most Important</i>	<ul style="list-style-type: none"> School district/county office of education 	<ul style="list-style-type: none"> City 	<ul style="list-style-type: none"> Community-based groups/foundations

Securing matching funds takes staff time and resources, which can deter some programs from applying for ASES funding. Over two-thirds (68%) of ASES grantees reported that they spend at least nine percent of staff time securing matching funds, as illustrated in the figure below.

Figure 13: After School Programs' Staff Time Spent on Securing Matching Funds



Note: ASES programs n=41, other programs n=100. Please also note that it is unclear to what extent non-ASES grantees were required to secure matching funds.

Recommendations

Children Now and many other stakeholders across the state are working to ensure that Proposition 49 is successfully implemented. Based on the information collected from after school administrators about their experiences with the ASES and 21st CCLC programs, several challenges to accessing those funds have been identified. Below are some recommendations, based on those identified challenges, to increase communities' access to and efficient use of ASES and 21st CCLC funds, which can be implemented before Proposition 49 is triggered.

Initiate outreach about Proposition 49 as soon as possible.

Only 39 percent of programs surveyed reported that they plan to apply for funding under Proposition 49 once it is implemented. While only 10 percent of programs surveyed reported they do not plan to apply, more than half of the programs said they do not have enough information about the funding to decide whether or not they would apply. This trend was also identified in statewide focus groups to assess the technical assistance needs of the after school field.⁴⁶

We recommend that CDE, the Governor's Office, the Secretary of Education and after school stakeholders work with the after school field to assess how to best reach out to existing and potential applicants, and link them to appropriate technical assistance.

Adjust the earned reimbursement system.

Many programs named the earned reimbursement system and timing of reimbursement as the source of several problems, including over-enrollment, unearned grants and a perverse incentive to enroll "easy" students. Adding some flexibility to the stringent daily attendance structure of the reimbursement system and adjusting the payment schedule could ease some of those problems and could be increase program stability.

Several adjustments to the earned reimbursement system could improve the efficiency and impact of publicly-funded after school programs.

- One would be to alter attendance goals so they reflect ranges rather than fixed numbers. If a program's attendance fell within the desired range, it could earn its full grant.
- Another option would be to require that some portion of grants be paid up-front, as in the child care system, or that entire grants be paid this way, as is the case in the 21st CCLC high school program. In both of those existing programs, if program attendance drops below expected goals, CDE reduces subsequent payments to the program by the amount overpaid in the previous period.
- A third way to achieve this type of flexibility would be to allow programs' administrative costs to be paid directly, rather than be earned through attendance, reflecting the reality that programs of any size face certain fixed costs. SB 707 (Kehoe) includes language on this method of structuring the earned reimbursement system for the ASES program.⁴⁷ A similar approach could be applied to the 21st CCLC program to ensure that grantees have enough funding to start their programs and to cover at least some fixed costs. SB 854 (Ashburn) includes language that would allow 21st CCLC grantees in their first year to receive 15

percent of their grant within 30 days of accepting the grant. This portion of the grant could be used for fixed program costs and would not need to be earned through the reimbursement system. In grantees' subsequent grant cycles, CDE would allocate 15 percent of their grants to be used for fixed costs within 30 days after the annual Budget Act becomes effective.⁴⁸

Increase the daily reimbursement rate and apply a COLA.

The current reimbursement rate in ASES and 21st CCLC programs has not been increased since 1998 and falls short of the funding level many practitioners and researchers believe is necessary to run a high-quality program. Many programs reported the difficulties of operating high-quality programs on \$5 in cash per child per day for 21st CCLC.⁴⁹ Overall, 80% of programs surveyed reported that they would ideally spend \$7.50 or more *in cash* per student per day in order to run a high-quality program. Many respondents said that this simply cannot be done for \$5 in cash per day.

Options for addressing this issue include raising the reimbursement rate, attaching a cost-of-living adjustment (COLA) to it, or both. Raising the reimbursement rate is not a new idea. In February 2005, the LAO recommended increasing the daily reimbursement rate for the 21st CCLC program to \$7.50 per child per day, and Senate Bill 854 (Ashburn) also proposes such an increase.⁵⁰

We recommend increasing the daily reimbursement rate to \$7.50 in cash for all new ASES grantees once Proposition 49 is implemented, and we support efforts to increase the 21st CCLC daily reimbursement rate to \$7.50 per child. Although increasing the daily reimbursement rate could decrease the amount of discretionary funds available for low-income communities – since Proposition 49 states that funds remaining after universal grants are given will be disbursed to programs that request more, with priority going to low-income communities – we believe that the low reimbursement rate is such a serious barrier to high-quality programming that this change is advisable. Given recent research that shows poor quality after school programs can actually harm children, we believe this increase in funding could have a critical impact on children across the state.⁵¹ Assistance and incentives specifically for low-income and other communities that have exhibited difficulty in garnering resources for after school programs are described in a subsequent recommendation.

At the same time, we recommend that the local match requirement be maintained at its existing level of \$2.50 per day per child, not increasing in proportion to the state reimbursement rate. Maintaining such a level would change the state-local ratio from 2:1 to 3:1. Many programs would struggle with the match requirements if they were increased in conjunction with the reimbursement rate.

Finally we recommend that a COLA to be attached to all reimbursement rates to help programs maintain quality over time.

Increase the universal grant level.

Proposition 49 promises universal access to state funds in part by reducing the grant size for all new grantees. Many respondents feared that, going forward, the universally

guaranteed grants are too small allow for the start-up and operation of high-quality programs or even to attract applicants. A number of respondents suggested that only multi-site programs would be able to start new programs in a post-Proposition 49 environment because they would be able to depend on economies of scale or other large funding sources, but that single sites would be priced out of the program. This raises questions in particular about some rural schools' ability to start and sustain quality programs using Proposition 49 funds as primary support. Among the 41 ASES grantees that responded to our survey, almost 40 percent relied on their current ASES grant and required match to cover more than 76 percent of their program budgets.

We recommend that the universally guaranteed grant amount per site be raised concurrently with an increase in the reimbursement rate, as suggested above, as well as with any COLAs added to the rate. If the per-site grant levels are not increased along with the rates, programs would serve fewer children per grant. Increasing the universally guaranteed grant level for each site requires a two-thirds vote of the Legislature and the Governor's signature.

Although increasing the universally guaranteed grant amount to reflect increases in the daily reimbursement rate would decrease the pot of discretionary funds available for low-income communities, ASES funding would be more attractive to communities, including low-income communities, trying to establish new after school programs.

Create assistance and incentives for low-resourced communities.

Many programs face challenges securing the required matching funds for the ASES program and providing transportation for the children they serve. Problems with the match requirement are not necessarily more severe for schools in low-income communities, but rather for schools in *low-resourced* areas, urban and rural, that lack resources to support after school programs, or in which after school programs have not (or not yet) built the political relationships necessary to sustain their programs. In terms of the required match, only some respondents seemed to have developed sustainable resources to make up the difference between the state grant and the costs of running their programs. One way to support low-resourced communities in reaching the match requirements would be to create regional or statewide pools of matching funds from private donors, foundations and businesses that could be accessed by eligible programs.

Some urban and rural programs view the lack of transportation funding as highly problematic. Arguably, rural communities overall may not be applying in sufficient numbers for ASES funds because they face high transportation costs, and paying for transportation out of the grant makes the provision of a high-quality program almost impossible. One policy solution to this would be for ASES to mirror the 21st CCLC program by setting aside funds to be used as direct grants for transportation. Another option would be to create an incentive program to encourage local transportation agencies to partner with after school programs.

Conclusion

As one of California voters' largest commitment of funding to children, Proposition 49 is an important bellwether. If Proposition 49 fails to roll out successfully due to limited demand for dollars or through an inability to show positive student outcomes, it will be a setback not only for after school in California, but for the entire children's policy agenda.

With the implementation of Proposition 49 approaching, we hope that policymakers will take seriously their responsibilities to address inequities and inefficiencies in the state's current after school programs before the new funds become available. Children Now looks forward to working with others to ensure that these recommendations are implemented so that all children in need have safe, enriching places to go after school and so that California continues to be a leader in after school programming.

APPENDIX A. Methodology

This report is based on research conducted by Children Now staff in 2004 and 2005.

In early 2004, Children Now staff undertook extensive research into the publicly-funded after school programs in California, including statutory and regulatory analysis of ASES, 21st CCLC and Proposition 49. In March and April of 2004, Children Now staff completed in-depth telephone interviews with several dozen after school providers around the state, chosen with an eye toward geographic as well as programmatic diversity. These interviews addressed issues of program design, financing and workforce.

Recognizing that the report would benefit from an expansion in the number of respondents we developed an Internet-based survey in early 2005 that addressed many of the same issues covered in the telephone interviews, though in less detail. The draft survey was circulated to several advocacy, research and technical assistance organizations for feedback. The revised survey was then posted on the Web, and information about the survey and a link to it was circulated to the following intermediaries and organizations with a request that they, in turn, disseminate the information to local program administrators:

- Each of the 11 After School Regional Leads;
- Bay Area Partnership;
- Boys & Girls Clubs of California;
- California School-Age Consortium's online newsletter;
- California School Board Association's online newsletter;
- California Tomorrow;
- Community Network for Youth Development;
- Fight Crime: Invest in Kids California;
- Fresno CORAL;
- Foundation Consortium for California's Children & Youth;
- LA's BEST;
- San Francisco Beacons;
- YMCAs in California.

A survey response rate cannot be calculated since the number of recipients of the survey remains unknown.

The survey was available online for about four weeks between April 14, 2005, and May 18, 2005. During that time, 189 responses were submitted. Of these 189, 141 met the desired criteria of administering an after school program and their responses were analyzed. Forty-eight responses were excluded from the survey analysis for the following reasons: a) 34 respondents did not administer their organization's after school program, and b) 14 respondents did not operate after school programs. A note on the latter group: although the survey was designed to be circulated to, and include responses from, organizations that did not currently operate after school programs but were interested in operating them, only 14 such programs responded. This pool was too small for analysis of their responses to be representative of the field, and thus they were excluded from the analysis.

APPENDIX B. Characteristics of Survey Sample

A total of 141 after school program administrators responded to our Internet-based survey in April-May 2005. Below is a description of some characteristics of the respondent sample.

Type of Public After School Funding	
ASES grantees	(41) 29%
21 st CCLC grantees	(66) 47%
Non-grantees	(61) 43%

Note: 27 programs received both ASES and 21st CCLC funding.

Number of After School Programs that Administer Single or Multiple Sites	
Single site	(38) 27%
Multiple site	(101) 73%

Note: Two programs did not respond to this question.

Number of Children Served by After School Program	
100 or fewer	(28) 20%
101-200	(19) 13%
201-400	(21) 15%
401-750	(24) 17%
751-1,000	(17) 12%
more than 1,000	(32) 23%

Type of Agency Serving as Fiscal Sponsor of After School Program	
School district	(52) 37%
Community-based organization	(34) 24%
Other	(25) 18%
County office of education	(11) 8%
City agency	(10) 7%
For-profit organization	(9) 6%

Type of Community	
Urban	(57) 40%
Rural	(44) 32%
Suburban	(37) 27%

Note: Three respondents answered "don't know" to this question about what type of community the children they served came from.

Respondents in Counties	Number of Responses	Percent of Responses
Alameda County	5	3.6%
Butte County	1	0.7%
Contra Costa County	3	2.1%
El Dorado County	1	0.7%
Fresno County	3	2.1%
Humboldt County	2	1.4%
Kern County	5	3.6%
Kings County	3	2.1%
Los Angeles County	28	19.9%
Marin County	1	0.7%
Mendocino County	2	1.4%
Merced County	1	0.7%
Modoc County	1	0.7%
Mono County	1	0.7%
Monterey County	1	0.7%
Napa County	1	0.7%
Orange County	10	7.1%
Placer County	1	0.7%
Riverside County	2	1.4%
Sacramento County	1	0.7%
San Bernardino County	4	2.8%
San Diego County	20	14.2%
San Francisco County	8	5.7%
San Luis Obispo Count	2	1.4%
San Mateo County	5	3.6%
Santa Barbara County	2	1.4%
Santa Clara County	6	4.3%
Shasta County	5	3.6%
Siskiyou County	3	2.1%
Solano County	1	0.7%
Sonoma County	4	2.8%
Stanislaus County	1	0.7%
Tehama County	1	0.7%
Tulare County	3	2.1%
Ventura County	3	2.1%
<i>Total</i>	<i>141</i>	<i>99.9%*</i>

Note: * Total does not equal 100% due to rounding.

Age of Children Served by After School Program						
School Level	ASES grantees		21st CCLC grantees		Non-grantees	
	Number	Percent	Number	Percent	Number	Percent
Elementary	9	22%	21	32%	17	28%
Elementary & Middle	24	59%	28	42%	18	30%
Middle	3	7%	3	5%	0	0%
Middle & High School	0	0%	1	2%	3	5%
High School	0	0%	2	3%	0	0%
Elementary & High School	0	0%	1	2%	0	0%
K-12 ¹	5	12%	10	15%	23	38%
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>101%*</i>	<i>61</i>	<i>101%*</i>

Note: * Total does not equal 100% due to rounding.

¹ K-12 in this instance means the program serves elementary, middle and high school-age students.

Number of Years After School Program Has Operated						
	ASES grantees		21st CCLC grantees		Non-grantees	
	Number	Percent	Number	Percent	Number	Percent
less than a year	1	2%	9	14%	1	2%
between 1 and 2 years	2	5%	6	9%	2	3%
between 3 and 5 years	13	32%	23	35%	13	21%
between 6 and 10 years	18	44%	16	24%	7	11%
more than 10 years	7	17%	12	18%	38	62%
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>100%</i>	<i>61</i>	<i>99%*</i>

Note: * Total does not equal 100% due to rounding.

Percent of Children Eligible for Free & Reduced-Price Meals						
% of Children Eligible for FRL	ASES grantees		21st CCLC grantees		Non-grantees	
	Number	Percent	Number	Percent	Number	Percent
0-10%	0	0%	0	0%	8	13%
11-25%	0	0%	2	3%	6	10%
26-50%	2	5%	5	8%	11	18%
51-75%	15	37%	22	33%	14	23%
76-100%	23	56%	34	52%	19	31%
don't know	1	2%	3	5%	3	5%
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>101%*</i>	<i>61</i>	<i>100%</i>

Note: * Total does not equal 100% due to rounding.

Ethnic Demographics of Children Served by After School Programs						
	ASES grantees		21st CCLC grantees		Non-grantees	
<i>% of African American Children</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	27	66%	35	53%	39	64
11-25%	8	20%	13	20%	10	16
26-50%	3	7%	11	17%	8	13
51-75%	0	0%	1	2%	1	2
76-100%	1	2%	4	6%	1	2
don't know	2	5%	2	3%	2	3
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>101%*</i>	<i>61</i>	<i>100</i>
 						
<i>% of Asian/Asian American/API Children</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	31	76%	44	67%	37	61%
11-25%	5	12%	12	18%	13	21%
26-50%	0	0%	3	5%	5	8%
51-75%	1	2%	2	3%	3	5%
76-100%	1	2%	1	2%	1	2%
don't know	3	7%	4	6%	2	3%
<i>Total</i>	<i>41</i>	<i>99%*</i>	<i>66</i>	<i>101%*</i>	<i>61</i>	<i>100%</i>
 						
<i>% of Latino Children</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	6	15%	9	14%	10	16%
11-25%	3	7%	8	12%	12	20%
26-50%	6	15%	12	18%	23	38%
51-75%	13	32%	25	38%	7	11%
76-100%	11	27%	10	15%	7	11%
don't know	2	5%	2	3%	2	3%
<i>Total</i>	<i>41</i>	<i>101%*</i>	<i>66</i>	<i>100%</i>	<i>61</i>	<i>99%*</i>
 						
<i>% of White/Caucasian Children</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	11	27%	25	38%	21	34%
11-25%	11	27%	16	24%	5	8%
26-50%	11	27%	9	14%	23	38%
51-75%	3	7%	7	11%	7	11%
76-100%	3	7%	6	9%	3	5%
don't know	2	5%	3	5%	2	3%
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>101%*</i>	<i>61</i>	<i>99%*</i>
 						
<i>% of an Ethnicity Not Listed</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	21	51%	38	58%	40	66%
11-25%	2	5%	4	6%	6	10%
26-50%	1	2%	1	2%	0	0%
76-100%	0	0%	0	0%	1	2%
don't know	17	41%	23	35%	14	23%
<i>Total</i>	<i>41</i>	<i>99%*</i>	<i>66</i>	<i>101%*</i>	<i>61</i>	<i>101%*</i>

Note: * Total does not equal 100% due to rounding.

Percent of Children Designated as English Language Learners						
	ASES grantees		21st CCLC grantees		Non-grantees	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	3	7%	9	14%	19	31%
11-25%	5	12%	11	17%	11	18%
26-50%	11	27%	22	33%	11	18%
51-75%	11	27%	14	21%	4	7%
76-100%	7	17%	5	8%	4	7%
don't know	4	10%	5	8%	12	20%
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>101%</i>	<i>61</i>	<i>101%*</i>

Note: * Total does not equal 100% due to rounding.

Percent of Children with Special Needs						
<i>% of Children with Special Needs</i>	ASES grantees		21st CCLC grantees		Non-grantees	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	22	54%	35	53%	29	48%
11-25%	10	24%	20	30%	20	33%
26-50%	0	0%	1	2%	0	0%
don't know	9	22%	10	15%	12	20%
<i>Total</i>	<i>41</i>	<i>100%</i>	<i>66</i>	<i>100%</i>	<i>61</i>	<i>101%*</i>

Note: * Total does not equal 100% due to rounding.

APPENDIX C. Characteristics of All ASES & 21st CCLC Grantees

Percent of Children Eligible for Free & Reduced Price Meals Among All Schools with 21 st CCLC and ASES Grants				
	ASES grantees		21st CCLC grantees	
<i>% of FRL</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
0-10%	5	0.5%	0	0%
11-25%	13	1.2%	5	1%
26-50%	75	7%	103	12%
51-75%	399	38%	288	33%
76-100%	568	54%	470	54%
<i>Total</i>	<i>1060</i>	<i>101%*</i>	<i>866</i>	<i>100%</i>

Note: Some of the actual grantees and 27 of the respondents reported having both ASES and 21st CCLC grants. A total of 51 actual ASES and 21st CCLC grantees are not included in this table due to lack of information available to match grantee names to school names. Source: California Department of Education, 2004-2005 Free/Reduced-Price Meal Data; accessed on June 8 2005; available at <http://www.cde.ca.gov/ds/sh/sn/freereduced0405.asp>.

Endnotes

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- ¹ Fight Crime: Invest in Kids California, *California's After-School Choice: Juvenile Crime of Safe Learning Time*, (Oakland, CA: Author, 2001), p. 31; available at www.fightcrime.org/ca.
- ² Respondents most frequently rated the aspects as "very challenging" or "somewhat challenging."
- ³ Fight Crime: Invest in Kids California, (2001), p. 31.
- ⁴ California Legislative Analyst's Office, "After School Programs And Proposition 49," in *Analysis of the 2005-06 Budget Bill* (February 2005); available at http://www.lao.ca.gov/analysis_2005/education/ed_11_After_School_Programs_anl05.htm#_Toc96497532.
- ⁵ Regional Lead Estimates, Intermediary Team Data, Program and Site Surveys, "Waiting Lists and Expressed Interest in Participation Currently Funded After School Learning and Safe Neighborhoods Partnerships Programs," (January 18, 2001); available at <http://www.foundationconsortium.org/how/library/pdf/afterschool/waitlist.doc>.
- ⁶ California Education Code 8482.3.
- ⁷ Excerpted from California Education Code 8482.3.
- ⁸ California Education Code 8484.6 (a).
- ⁹ Senate Bill 707 (Kehoe) as amended on July 1, 2005 proposes to change the required hours of operation so that schools with later release times are not required to keep students in programs until after 6 pm in order to claim reimbursement, and schools can be reimbursed for the before school component even if students participate for fewer than 90 minutes a day.
- ¹⁰ California Education Code 8483.
- ¹¹ California Education Code 8483.4.
- ¹² California Education Code 8483.3(b) states: [The] State Department of Education shall consider the following in selecting schools to participate in the program established pursuant to this article, with primary emphasis given to items (1) through (5):
- (1) Strength of the educational component.
 - (2) Quality of the educational enrichment component.
 - (3) Strength of staff training and development component.
 - (4) Scope and strength of collaboration, including demonstrated support of the school site principal and staff.
 - (5) Capacity to facilitate better integration with the regular school day and other extended learning opportunities. These opportunities may include arts, recreation, computer use, and other activities to broaden the pupil's learning experience.
 - (6) Inclusion of a nutritional snack.
 - (7) Employment of CalWORKs recipients.
 - (8) Level and type of local matching funds.
 - (9) Capacity to respond to program evaluation requirements.
 - (10) Demonstrated fiscal accountability.
- ¹³ Large schools are defined as elementary schools with average school-day enrollments of more than 600 students and middle schools with average school-day enrollments of more than 900 students. California Education Code 8483.7.
- ¹⁴ California Department of Education, *21st Century Community Learning Centers Program, Cohort 3 (2004-05) Request for Applications for Programs Proposing to Serve Elementary and Junior High/Middle School Students*, (Sacramento, CA: Author, 2004); available at <http://www.cde.ca.gov/fg/fo/r8/documents/cclcelem04rfa.doc>.
- ¹⁵ Overall, the amount of 21st CCLC funding in California has remained relatively consistent in the last few years, but the state has gained control of more federal 21st CCLC grants as the programs has changed from a federally administered to a state-administered program. For example, when federally-administered 21st CCLC grants expired in 2003 and 2004, all of the remaining and new 21st CCLC grants were then administered by the state. Due to this switch in administration of grants, it may appear as if there was a significant increase in 21st CCLC funding when the only significant change was which entity controlled the funding.
- ¹⁶ To be eligible for Title I school-wide programs, at least 40 percent of students must be eligible for the federal free- and reduced-price lunch program. California Department of Education, *21st Century Community Learning Centers Program, Cohort 3 (2004-05) Request for Applications for Programs Proposing to Serve Elementary and Junior High/Middle School Students*, (2004).
- ¹⁷ California Education Code 8484.8(2) states: [The] State Department of Education shall determine the requirements for eligibility for a grant under this subdivision, consistent with the following:
- (A) Consistent with the local partnership approach inherent in Article 22.5 (commencing with Section 8482), grants awarded under this subdivision shall provide supplemental assistance to programs. It is not intended that a grant fund the full anticipated costs of the services provided by a community learning center program.
 - (B) In determining the need for a grant pursuant to this subdivision, the State Department of Education shall base its determination on a needs assessment and a determination that existing resources are not available to meet these needs, including, but not limited to, a description of how the needs, strengths, and resources of the community have been assessed, currently available resources, and the justification for additional resources for that purpose.
 - (C) The State Department of Education shall award grants for a specific purpose, as justified by the applicant.

¹⁸ California Department of Education, *21st Century Community Learning Centers Program, Cohort 3 (2004-05) Request for Applications for Programs Proposing to Serve Elementary and Junior High/Middle School Students*, (2004).

¹⁹ For more details refer to the California Health and Safety Code Sections 1596-1597 or the Community Care Licensing Division's website at www.cclcd.ca.gov.

²⁰ Large schools are defined as elementary schools with average school-day enrollments of more than 600 students and middle schools with average school-day enrollments of more than 900 students. California Department of Education, *21st Century Community Learning Centers Program, Cohort 3 (2004-05) Request for Applications for Programs Proposing to Serve Elementary and Junior High/Middle School Students*, (2004), p. 7.

²¹ California Department of Education, *21st Century Community Learning Centers Program, Cohort 3 (2004-05) Request for Applications for Programs Proposing to Serve Elementary and Junior High/Middle School Students*, (2004).

²² California Department of Education, *21st Century High School After School Safety and Enrichment for Teens Program Cohort 3, 2004-05, Request for Applications for Programs Proposing to Serve High School Students*, (Sacramento, CA: Author, 2004), p. 15; available at www.cde.ca.gov.

²³ A paraprofessional is defined as an individual hired by a local education agency, who provides instructional support, has a secondary school diploma or its equivalent, and meets one of the following qualifications:

- Has completed at least two years of study at an institution of higher education
- Has obtained an associate's or higher degree
- Has met a rigorous standard of quality and can demonstrate—through a formal state or local academic assessment—knowledge of, and the ability to assist in instructing, as appropriate, (a) reading/language arts, writing, and mathematics; or (b) reading, writing, and mathematics readiness (20 U.S. Code Section 6319).

²⁴ Sources include: California Department of Education, ASES Program Grantees by County 2001, 2002, R2002, R2003 Cohorts; accessed on June 8 2005; available at <http://www.cde.ca.gov/ls/>; California Department of Education, *Cohort One Funded Agencies, 2002-2003, Cohort Two Funded Agencies, 2003-2004, Cohort Three Funded Agencies, 2004-2005*; accessed on June 8 2005; available at <http://www.cde.ca.gov/ls/>.

²⁵ Sources include: California Department of Education, *2004-2005 Free/Reduced-Price Meal Data*; accessed on June 8 2005; available at <http://www.cde.ca.gov/ds/sh/sn/freereduced0405.asp>; California Department of Education, ASES Program Grantees by County 2001, 2002, R2002, R2003 Cohorts; accessed on June 8 2005; available at <http://www.cde.ca.gov/ls/>; California Department of Education, *Cohort One Funded Agencies, 2002-2003, Cohort Two Funded Agencies, 2003-2004, Cohort Three Funded Agencies, 2004-2005*; accessed on June 8 2005; available at <http://www.cde.ca.gov/ls/>.

²⁶ California Budget Project, "What Would Proposition 49, The After School Education and Safety Act, Mean for California?" *Budget Brief*, (Sacramento, CA: Author, July 2002); available at www.cbp.org.

²⁷ EdSource, "Proposition 49" *Voter Guide*, (Palo Alto, CA: Author, September 2002); available at www.edsource.org.

²⁸ Ibid.

²⁹ Some of the grantees reported having both ASES and 21st CCLC grants. A total of 51 actual ASES and 21st CCLC grantees are not included in this table due to lack of information available to match grantee names to school names. These figures do not include 21st CCLC access or family literacy grants. For sources, see endnote 24.

³⁰ An analysis of proportions of children eligible for free and reduced-price meals between all ASES and 21st CCLC grantees, compared to grantees who participated in the survey, is not possible due to data constraints. Children Now's survey asked after school program administrators to self-report the percentage of children eligible for the free and reduced-price meals. This information is available in the appendices. This data is not comparable to the demographic data on students in schools that have ASES or 21st CCLC grants (reported in Figure 1 and Table 2).

³¹ More details about Children Now's survey of program administrators can be found in Appendix A.

³² It is important to note that this conclusion is based on a smaller number of respondents.

³³ Respondents most frequently rated the aspects as "very challenging" or "somewhat challenging."

³⁴ Given the sample, programs were broken into the following categories:

- o those that serve elementary school-age children only;
- o those that serve elementary and middle school-age children; and
- o those that serve elementary, middle and high-school age children (referred to as K-12 programs in this report).

There were too few programs that only served middle school, only served high school or served middle and high school to conduct comparative analysis on various characteristics.

³⁵ Only 16 of non-grantees applied for ASES or 21st CCLC funding and did not receive it, and there are many reasons why non-grantees may not have ever applied, such as not being aware of the program or not qualifying for the funding.

³⁶ California Legislative Analyst's Office, "After School Programs And Proposition 49," in *Analysis of the 2005-06 Budget Bill* (February 2005).

³⁷ Of the 80 survey respondents who reported receiving either an ASES or 21st CCLC grant, or both, 24 reported that they did not over-enroll and 10 reported "Not applicable" as their response to the survey question.

³⁸ Senate Bill 707 as amended on July 1, 2005; available at http://www.leginfo.ca.gov/pub/bill/sen/sb_0701-0750/sb_707_bill_20050701_amended_asm.html.

³⁹ California State Senate, Senate Floor Analysis of SB 707, May 31, 2005; available at http://www.leginfo.ca.gov/pub/bill/sen/sb_0701-0750/sb_707_cfa_20050531_175519_sen_floor.html.

⁴⁰ Newman, R.P., et al., *A Matter of Money: The Cost and Financing of Youth Development*, (Washington, DC: Center for Youth Development and Policy Research, 1999).

⁴¹ Respondents' answers about how much cash they spend per child per day included all sources of funding, not just funding from ASES and 21st CCLC grants.

⁴² Calculations are based on programs serving students for 182 days per program year. California Legislative Analyst's Office (February 2005).

⁴³ Title I grants are federal funds authorized by *Title I: Improving The Academic Achievement Of The Disadvantaged* of the *No Child Left Behind Act of 2001*. Title I grants "may be used to provide additional instructional staff, professional development, extended-time programs, and other strategies for raising student achievement in high-poverty schools." U.S. Department of Education, Office of Elementary and Secondary Education, *No Child Left Behind: A Desktop Reference* (Author: Washington, D.C., September 2002); available at www.ed.gov.

⁴⁴ The question was stated as, "Based on your best estimate, please rank the importance of each source of funding as either IN-KIND or CASH matching funding your after school program (in its most recent year of operation)." Respondents could rank the funding source as only one of the following: small % of in-kind matching funds, medium % of in-kind matching funds, large % of in-kind matching funds, small % of cash matching funds, medium % of cash matching funds, large % of cash matching funds, or none. The percentages in the chart include any program that rated the source as either a small, medium or large percent of matching funds for either cash or in-kind matching funds divided by the total number of ASES grantees responding to the question (n=41).

⁴⁵ The importance of a source of match was calculated by the frequency with which respondents indicated the sources was either a small, medium or large percent of either cash or in-kind matching funds among the 41 ASES grantees who responded to the question.

⁴⁶ The Foundation Consortium for California's Children & Youth sponsored a statewide series of focus groups to gather information about the field's technical assistance needs which could be transmitted to funders, technical assistance providers, and others. A committee consisting of the California School-Age Consortium, the Foundation Consortium and UC Davis developed a protocol and worked with representatives across California to organize and conduct one or more focus groups within their region. Dr. Bookmyer at the Center for Community School Partnerships, UC Davis analyzed the data, which is being packaged for various audiences.

⁴⁷ Senate Bill 707 as amended on July 1, 2005.

⁴⁸ Senate Bill 854 as amended on June 23, 2005.

⁴⁹ Note that ASES grantees receive \$5 in cash per child per day and are also required to secure \$2.50 per child per day as their 50 percent local matching funds which can be cash or in-kind resources. When the ASES cash grant and the match requirements are considered, ASES grantees are funded to spend \$7.50 per child per day. Some grantees' match is in cash, while others receive their match in the form of in-kind resources, while others may receive match in both forms. 21st CCLC grantees may have other sources of cash and in-kind funding beyond their 21st CCLC grant.

⁵⁰ Senate Bill 854 as amended June 23, 2005; available at http://www.leginfo.ca.gov/pub/bill/sen/sb_0851-0900/sb_854_bill_20050623_amended_asm.html.

⁵¹ National Research Council and Institute of Medicine, Committee on Community-Level Programs for Youth, *Community Programs to Promote Youth Development*, eds. Jacquelynne Eccles and Jennifer Appleton Gootman, (Washington, DC: National Academy Press, 2002); available at www.nap.edu.