



Impossible Choices: How States are Addressing the Federal Failure to Fully Fund Afterschool Programs

Introduction

Afterschool programs are popular and in short supply in the United States today. With most parents holding jobs, families urgently need these programs to keep their children safe and out of trouble during the often perilous hours after the school day ends and before parents get home from work. In fact, a powerful and growing body of evidence demonstrates that afterschool programs keep youth out of trouble and improve their prospects for the future.

Because constituents need afterschool programs so badly, federal lawmakers started the 21st Century Community Learning Centers (21st CCLC) initiative in 1997 with a \$1 million appropriation. By 2002, federal funding for this popular and successful initiative had grown to \$1 billion.

Still, the unmet need remains significant. A household survey conducted for the Afterschool Alliance, with support from the J.C. Penney Co., Inc. and released in 2004, found just 6.5 million American children in afterschool programs. By contrast, some 14.3 million children are unsupervised in the afternoons, and the parents of 15 million said their children would participate in an afterschool program if one were available. Yet, the most recent 21st CCLC data indicate that only one million children and youth are able to benefit from 21st CCLC funded afterschool programs, leaving millions more without afterschool programs that keep kids safe and offer enriching learning opportunities.

It was with just such families in mind that lawmakers authorized steady, incremental increases for the 21st CCLC initiative as part of the *No Child Left Behind Act*. Congress passed and President Bush signed the bill authorizing modest annual increases in federal funding – from \$1.25 billion in Fiscal Year 2002 to \$2.5 billion in Fiscal Year 2007.

But lawmakers have failed to make good on that promise by appropriating the increases called for by the law. In fact, funding has been stalled at approximately \$1 billion since Fiscal Year 2002. To make matters worse, the program has been subjected to a series of across-the-board cuts to education programs that reduced funding to \$991 million in Fiscal Year 2005 – a far cry from the \$2 billion authorized by *No Child Left Behind* for that year.

Certainly, federal lawmakers face tough choices in these times of tight budgets and dueling priorities. But keeping children away from crime, teen pregnancy and substance abuse by giving them safe, supervised activities in the afternoons pays dividends for generations. Investing in kids is always a good decision.

In addition to doing just that by authorizing more funds for afterschool programs, the *No Child Left Behind Act* transferred control of the grant-making process from the U.S. Department of Education to the states – and it is the states that have been coping with the unanticipated shortfall in federal funds. How they have been compensating is the subject of this analysis.

Overview of Findings

What researchers found is alarming. In keeping with *No Child Left Behind's* requirements, state education agencies have committed their 21st CCLC dollars to multi-year grants ranging from three to five years. Each year when new money was awarded to the states, it was immediately committed to providing continued funding to existing grantees and funding new afterschool opportunities. With FY 2005 as the fourth year of state administration of 21st CCLC, most states are now unable to award new grants, as all of their funding is committed solely to the continuation of existing grants.

The funding roadmap laid out by *No Child Left Behind* would have allowed states to continue funding existing grantees and to expand the number of afterschool programs each year, thereby creating a stable and growing base of 21st CCLC afterschool programs.

But Congress and the President have not lived up to their end of the bargain. Instead of increasing funding, they have frozen funding and even decreased it slightly. So with their funds tied up in multi-year grants and the promise of federal increases unmet, many states now find themselves unable to support the expansion of afterschool programs in the state. In fact, for the first time since states began distributing 21st CCLC funds to local grantees that provide afterschool programs to children and youth, more than half the states were unable to fund *any* new afterschool programs with Fiscal Year 2005 dollars.

The result is that the steady and sensible growth of afterschool that the *No Child Left Behind Act* was designed to stimulate has been stymied. States planned with the expectation that they would be able to steadily grow their base of afterschool programs, each year adding another layer of newly funded grants. But the federal failure has turned such planning on its head, leaving states little flexibility in their afterschool grant-making. For many states, new grants would have to come at the expense of the families and children who had grown reliant on existing programs.

By failing to make good on promised increases in federal afterschool dollars, the federal government has forced states to make impossible choices between supporting the afterschool programs that parents have come to depend on, and making grants to new programs in communities that are currently unserved. The following details what happened in each state in Fiscal Year 2005.

State Reports

Alabama was able to fund new 21st CCLC programs with FY 2005 funding. Although the state's appropriation was actually less in FY 2005 than in FY 2004 (two percent or \$255,000 cut), Alabama was able to fund new programs by giving smaller grants to previously funded programs. The state's total appropriation in FY 2005 was \$14,499,630. Based on current cost

estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 14,500 children and youth in Alabama.

Alaska was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Alaska.

Arizona was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$17,928,118. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 17,928 children and youth in Arizona.

Arkansas was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$9,030,488. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 9,030 children and youth in Arkansas.

California was not able to fund any new 21st CCLC programs with FY 2005 funding. In addition, estimates indicate that the state will lose three percent of 21st CCLC funding in FY 2006 (four million). The state's total appropriation in FY 2005 was \$137,174,714, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 137,175 children and youth in California.

Colorado was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$8,734,535, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 8,735 children and youth in Colorado.

Connecticut was able to fund a small number of new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$8,011,014, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 8,011 children and youth in Connecticut.

The **District of Columbia** was able to fund new 21st CCLC programs with FY 2005 funding. The District's total appropriation in FY 2005 was \$4,856,279, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the District were able to provide afterschool opportunities for approximately 4,856 children and youth in the District of Columbia

Delaware was not able to fund any new 21st CCLC programs with FY 2005 funding. 21st CCLC funding in the state has been cut by one percent since FY 2004 (nearly \$40,000). The state's

total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Delaware.

Florida was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$45,333,609, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 45,334 children and youth in Florida.

Georgia was not able to fund any new 21st CCLC programs with FY 2005 funding. In the most recent grant competition for FY 2004 funds, the state was only able to fund 15 percent of the programs requesting funding. The state's total appropriation in FY 2005 was \$29,662,731, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 29,663 children and youth in Georgia.

Hawaii was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Hawaii.

Idaho was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Idaho.

Illinois was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's FY 2005 appropriation of \$40,627,741 was only enough to support continuation of existing grantees. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 40,628 children and youth in Illinois.

Indiana was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$12,593,702, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 12,594 children and youth in Indiana.

Iowa was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's FY 2005 appropriation of \$4,856,279 was only enough to support continuation of existing grantees. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Iowa.

Kansas was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a 15 percent cut in funding since FY 2004 (\$1.1 million). The state's FY 2005 appropriation of \$6,123,694 was only enough to support continuation of existing grantees. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 6,124 children and youth in Kansas.

Kentucky was able to fund a small number of new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$13,094,110, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 13,094 children and youth in Kentucky.

Louisiana was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a two percent cut in funding since FY 2004 (\$.5 million). The state's total appropriation in FY 2005 was \$20,995,066, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 20,995 children and youth in Louisiana.

Maine was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Maine.

Maryland was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$12,893,537, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 12,894 children and youth in Maryland.

Massachusetts was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a 23 percent cut in funding since FY 2004 (\$4.8 million). The state's total appropriation in FY 2005 was \$16,370,393, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 16,370 children and youth in Massachusetts.

Michigan was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$30,837,919, all of which was needed to keep previously funded programs operating. In the most recent competition (FY 2004), only 21 percent of applicants received funding. Until funding for 21st CCLC is increased, Michigan does not anticipate being able to award any new grants until FY 2008. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 30,838 children and youth in Michigan.

Minnesota was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a 20 percent cut in funding since FY 2004 (\$1.8 million). The state's total appropriation in FY 2005 was \$7,375,526, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 7,376 children and youth in Minnesota.

Mississippi was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a four percent cut in funding since FY 2004 (\$0.5 million). The state's total appropriation in FY 2005 was \$12,185,875, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 12,186 children and youth in Mississippi.

Missouri was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a 14 percent cut in funding since FY 2004 (\$2.2 million). The state's total appropriation in FY 2005 was \$13,947,584, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 13,948 children and youth in Missouri.

Montana was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Montana.

Nebraska was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$4,856,279, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Nebraska.

Nevada was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$5,086,819, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 5,087 children and youth in Nevada.

New Hampshire was not able to fund any new 21st CCLC programs with FY 2005 funding. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in New Hampshire.

New Jersey was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$19,871,889, all of which was needed to keep previously funded programs operating. The state has experienced a seven percent loss in funding since FY 2004 (nearly \$1.5 million). Based on current cost estimates, 21st CCLC programs in

the state were able to provide afterschool opportunities for approximately 19,872 children and youth in New Jersey.

New Mexico was not able to fund any new 21st CCLC programs with FY 2005 funding. In 2004, the last year in which they had a competition, New Mexico was able to fund only 28 percent of the programs that applied. In FY 2005, the state's total appropriation was \$9,098,264, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 9,098 children and youth in New Mexico.

New York was not able to fund any new 21st CCLC programs with FY 2005 funding, as their allocation was already designated for existing grantees. After a funding decrease of two percent from FY 2004, New York's FY 2005 budget of \$96,559,911 will be cut once again in 2006, this time by an estimated five percent. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 96,560 children and youth in New York.

North Carolina received \$21,138,425 in 21st CCLC funding in FY 2005 and was able to fund new afterschool programs. Still, the FY 2005 appropriation represents a decrease of six percent or \$1.3 million when compared to the state's allocation in FY 2004. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 21,138 children and youth in North Carolina.

North Dakota was able to fund two new afterschool programs in FY 2005, but only because funding to two existing grantees was discontinued. North Dakota's FY 2005 21st CCLC appropriation of \$4,856,279 represents a decrease of one percent since FY 2004 and a loss of \$40,000 for afterschool programs. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in North Dakota.

Ohio was able to fund only three new 21st CCLC programs in FY 2005, less than two percent of those applying for funding. Ohio's FY 2005 21st CCLC appropriation of \$30,923,792 represents a decrease of seven percent since FY 2004 and a loss of 2.4 million. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 30,924 children and youth in Ohio.

Oklahoma was able to fund only six new 21st CCLC programs, less than 25 percent of the applicants, with FY 2005 funding. The state's total appropriation in FY 2005 was \$10,819,251 most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 10,819 children and youth in Oklahoma.

Oregon currently has a competition open for FY 2005 21st CCLC funds. New FY 2005 grantees will be announced in January 2006. In the four 21st CCLC grant competitions to date, the state has received a total of 92 applications for funding requesting a total of \$24.1 million. Funding has allowed the state to award only 24 grants totaling \$6.1 million, about one quarter of the

requests. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 10,293 children and youth in Oregon.

Pennsylvania was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$32,685,818, most of which was needed to keep previously funded programs operating. The state has experienced an eight percent loss in funding since FY 2004 (\$3 million). Without a significant increase in 21st CCLC funding, the state projects that no new 21st CCLC programs will be funded in FY 2006. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 32,686 children and youth in Pennsylvania.

Rhode Island was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$4,856,279, all of which was needed to keep previously funded programs operating. The state has experienced a one percent loss in funding since FY 2004 (nearly \$40,000). Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Rhode Island.

South Carolina was able to fund only one quarter of the afterschool programs applying for 21st CCLC funding in FY 2005. In FY 2005, South Carolina received \$12,913,334, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 12,913 children and youth in South Carolina.

South Dakota is currently managing a competition for FY 2005 21st CCLC funding. The state's total appropriation in FY 2005 was \$4,856,279, most of which was needed to keep previously funded programs operating. 21st CCLC funding in South Dakota has been cut by one percent since FY 2004, resulting in a loss of \$40,000 for afterschool programs in the state. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in South Dakota.

Tennessee was not able to fund any new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$15,669,298, all of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 15,669 children and youth in Tennessee.

Texas is currently managing a competition for FY 2005 21st CCLC funding. In addition to continued funding to current programs, the state anticipates funding approximately 20 new programs with the FY 2005 21st CCLC appropriation of \$87,297,143. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 87,297 children and youth in Texas.

Utah was able to fund only three new 21st CCLC programs with FY 2005 funding. The money for new awards came from reductions in more established grants. Since 2004, 21st CCLC funding in Utah has been cut by one percent, nearly \$40,000, and now totals \$4,856,279, most of

which is needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Utah.

Vermont was able to fund new 21st CCLC programs in FY 2005. The state's FY 2005 appropriation of \$4,856,279 was a decrease of one percent (nearly \$40,000) from FY 2004. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Vermont.

Virginia was able to fund new 21st CCLC programs with their FY 2005 funding. The state's total appropriation in FY 2005 was \$15,191,284. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 15,191 children and youth in Virginia.

Washington was able to fund new 21st CCLC programs with their FY 2005 funding. The state's total appropriation in FY 2005 was \$13,158,957, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 13,159 children and youth in Washington.

West Virginia was able to fund only one new 21st CCLC program with FY 2005 funding. The state's total appropriation in FY 2005 was \$7,283,063, most of which was needed to keep previously funded programs operating. The FY 2005 funding appropriation reflects a cut of six percent or \$500,000 from FY 2004 funding levels. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 7,283 children and youth in West Virginia.

Wisconsin was able to fund new 21st CCLC programs with FY 2005 funding. The state's total appropriation in FY 2005 was \$12,280,013, most of which was needed to keep previously funded programs operating. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 12,280 children and youth in Wisconsin.

Wyoming was not able to fund any new 21st CCLC programs with FY 2005 funding. Wyoming's FY 2005 21st CCLC budget of \$4,856,279 represents a one percent decrease from 2004, or a loss of \$40,000. Based on current cost estimates, 21st CCLC programs in the state were able to provide afterschool opportunities for approximately 4,856 children and youth in Wyoming.

Conclusion

With demand for afterschool programs so high, the federal government has a responsibility to do more than support existing programs. It must support new programs, so that all our children have the chance for safe, supervised activities each afternoon and fewer children are at risk for drugs, teen pregnancy, juvenile crime and the many other dangers that can harm them after the school day ends.

Some states and cities have stepped up investments in afterschool, but it is not – and, in the foreseeable future, simply will not be – enough to meet the need. If we are to meet the goal of afterschool for all children and families who want and need programs, all sectors – from federal to state to local governments and business and philanthropy – must play a role.

The federal government can set us down a path to meeting the goal of afterschool for all by fulfilling its promise and making more funds available so that states can both support existing afterschool programs and provide funding to new afterschool programs that can serve families who currently are without.

An investment in afterschool programs is an investment in our children, and our future.

Methodology

For this study, researchers at the Afterschool Alliance surveyed State Education Agencies from October 2005 through December 2005 to see how states were coping with the shortfall in funding. This surveying took the form of phone call and e-mail correspondence and in many cases was supported by information available on the agency's website. Researchers also compared FY 2005 funding levels to FY 2004 levels, as well as to projected funding levels for FY 2006. The funding level data were provided by the U.S. Department of Education's website at <http://www.ed.gov/about/overview/budget/statetables/index.html>. Lastly, researchers calculated the number of students benefiting from afterschool programs in each state by applying the latest federal cost estimate to each state's FY 2005 allocation to determine the estimated number of children and youth served in each state. According to the 21st CCLC Profile and Performance Information Collection System (PPICS), approximately one million children and youth are now benefiting from 21st CCLC programs; therefore the per student/per year cost estimate is approximately \$1,000.

While funding for 21st CCLC was frozen from FY 2004 to FY 2005 and is likely to be so for FY 2006, some states have experienced marked cuts in funding due to reallocation of Title I funding. The redistribution of Title I monies occurs annually and is designed to shift funds to school districts, and therefore states, with higher percentages of children in poverty. The allocation of 21st CCLC dollars to a particular state is based upon the Title I allocation for that state and therefore 21st CCLC allocations fluctuate from year to year.