



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503
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Education Branch Fax Number: 202-395-4875

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EDUCATION REFORM

21st Century community learning centers

(Elementary and Secondary Education Act of 1965, Title X, part I)

FY 2000 Authorization (\$000s): Indefinite¹

Budget Authority (\$000s):

<u>1999</u>	<u>2000</u>	<u>Change</u>
\$200,000	\$600,000	+\$400,000

¹ The GEPA extension applies through September 30, 2000.

PROGRAM DESCRIPTION

The 21st Century Community Learning Centers program supports grants to rural and inner-city public elementary or secondary schools, or consortia of such schools, to enable them to plan, implement, or expand projects that benefit the educational, health, social service, cultural, and recreational needs of a rural or inner-city community.

Assistance must be equitably distributed among the States, among urban and rural areas of the United States, and among urban and rural areas of a State. Grants must be made for at least \$35,000, and priority must be given to applications offering a broad selection of services that address the needs of the community.

Each grantee must provide at least four services listed in the authorizing legislation. These include: literacy education programs; children's day care services; summer and weekend school programs in conjunction with recreation programs; expanded library service hours to serve community needs; telecommunications and technology education programs for individuals of all ages; parenting skills education programs; employment counseling, training, and placement; services for individuals who leave school before graduating from secondary school, regardless of the age of such individual; and services for individuals with disabilities.

Funding levels for the past 5 fiscal years were:

	(\$000s)
1995	\$750
1996	750
1997	1,000
1998	40,000
1999	200,000

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FY 2000 BUDGET REQUEST

The Department requests \$600 million for this program, an increase of \$400 million over the 1999 level. These funds will support a competition for grants to approximately 2,000 new districts, to create or expand school-based centers that provide academic and recreational services to students and other members of the community. Funding will also continue grants to centers funded in the 1998 and 1999 competitions.

These funds will provide extended-hour school services for up to 1.1 million children, with matching funds. While the current legislation does not include a matching requirement, the Department is proposing appropriations language to allow the Secretary to require a match of one-to-one, over the duration of the award. To that end, the Department is also proposing language to allow for 5-year grants instead of 3-year grants, as authorized by the current statute. Requiring matching funds is a cost-effective way to increase the supply of before- and after-school programs and to provide these vital services to children and youth across the Nation.

Demand for school-based programs outstrips supply at a rate of about 2 to 1. According to an August 1998 national survey of voters funded by the Charles Stewart Mott Foundation, voters overwhelmingly favor providing school-based enrichment programs during after-school hours — not only in their own community (92 percent) but also for all children (93 percent). Furthermore, 80 percent of voters are willing to pay increased taxes of \$10 per year to pay for school-based programs in their community. The expansion of this program in FY 1998 received widespread support, and the public schools responded to the 1998 competition in overwhelming numbers. The Department received 1,965 applications, requesting over \$540 million in funding, and proposing \$331 million in matching funds, making this program the most competitive in the Department's history.

As many as fifteen million school-aged children go home alone after school each day. In 1999, the 21st Century Community Learning Centers program will be able to provide after-school services for about 250,000 of those students — in other words, only about 2 percent of these students in need. The Department's request for 2000 will serve over one million students.

Expanding academic services to help at-risk students meet State and local standards

In FY 2000, the program will support the elimination of social promotion by expanding academic services such as summer school for at-risk students. There is a growing call for schools to end the practice of promoting students to higher grades who have not mastered the material. Research, and common-sense, indicate that such students typically fall even further behind their classmates, and are likely to either drop out or graduate without the skills necessary for employment or higher education. Social promotion sends a message to students that little is expected of them.

The costs of social promotion extend to society as a whole. The value of a high school degree is diminished because employers cannot rely on graduates to have the requisite skills. Colleges and businesses are spending time and valuable resources on remedial training in reading and

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basic mathematics. A recent study by the Brookings Institution estimates that the total cost of providing remedial instruction to incoming freshmen nationwide is about \$1 billion. And low self-esteem and academic failure are highly associated with poverty, crime, and violence among youth and young adults.

A major barrier to ending social promotion has been the concerns of parents and educators about the negative impacts of grade retention. Most retained students never catch up to their peers; students are merely repeating the same material instead of addressing the reasons for their poor performance. Grade retention can be highly stigmatizing – it is often viewed by the student as punishment, and by teachers and peers as evidence of limited learning ability. Teachers tend to have lower expectations of these students, which results in an ongoing cycle of poor performance and discipline problems. Retention also greatly increases the likelihood that a student will drop out of school.

Both policies can have serious psychological effects on students. The National Association of School Psychologists has reported that unprepared and retained children tend to have lower self-esteem, more discipline problems, and a greater dislike of school. Instead, schools must work to prevent both social promotion and grade retention by developing comprehensive policies that include prevention in the early grades, assessment to determine students at risk of not meeting State or local standards, and intervention for those students.

The 21st Century program can play a major role in supporting positive interventions for low-achieving students, by enabling schools to provide services such as tutoring, mentoring, and summer school. Among currently funded centers, 59 percent are planning or are already providing weekend programs and 79 percent plan to offer summer school programs. Eighty-five percent intend to serve educationally at-risk students. In 2000, the Department will give priority to districts working toward ending social promotion.

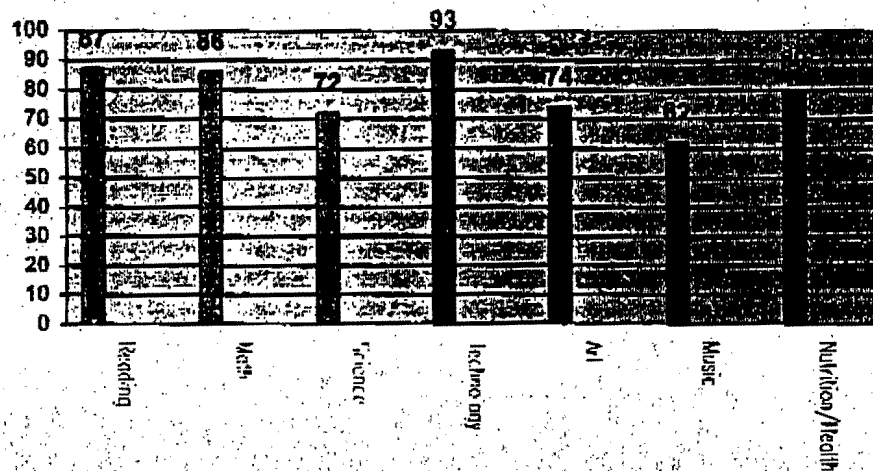
Providing expanded learning opportunities for all students

In FY 1998, the Department made awards to 99 districts, for the creation or expansion of 322 centers in 36 States. This year, the Department has awarded another 183 grants to about 600 schools. A competition will be held in spring 1999 to compete the remaining \$100 million, for a total of approximately 550 grants, or 1,700 centers. Because these centers are located within schools, they can provide educational services directly linked to students' classroom needs. High-quality learning environments that build on the regular school day can improve children's social development and school performance. Research has shown that students who participate in after-school programs exhibit higher levels of achievement in reading, math, and other subjects.

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Centers providing Academic Services
(percentage based on 1998 grantee applications)



As shown by the chart above, based on grantee applications, currently funded Community Learning Centers are providing a wide range of academic services for students, particularly in the core subject areas of reading and mathematics. In addition, about 80 percent offer tutoring and homework assistance. Most offer a combination of after-school (94 percent), before-school (12 percent), summer (79 percent) and weekend (59 percent) activities. For example, the Tucson Unified School District has created Project Sano y Salvo (Safe and Sound), which provides approximately 1,000 students in grades 6-8 with academic tutoring, enrichment in math, science, reading, writing, and technology, summer school, homework assistance, and expanded library and computer lab access. This project will provide services in three middle schools during afternoons, evenings, and weekends.

Student motivation and interest in learning can be improved through enrichment activities in subjects outside of the curriculum, such as music, art, and technology. Often, students are unable to take these subjects as electives and cannot afford activities outside the school. In a 1997 survey of parents who indicated that they have used or would like to use after-school programs, 95 percent felt that their child would benefit from a program that included technology classes and 91 percent felt that their child would benefit from arts, music, and cultural activities. Among parents of middle school students, 90 percent favored after-school community service or volunteer opportunities for their children.

Promoting healthier attitudes towards school

A primary objective of the centers will be the improvement of student behavior and attitudes towards learning. Community learning centers can provide a wide range of mentoring and counseling services to achieve this goal, including services relating to violence prevention, conflict resolution, and improving self-esteem. Research clearly shows that positive and sustained interactions with adults contribute to the overall development of young people and their achievement in school.

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An important benefit of this program is increasing student safety and reducing juvenile crime rates. According to the American Academy of Pediatrics, recent studies show that adolescents who are unsupervised after school are more likely to use alcohol and other drugs. Studies by the FBI and youth-advocacy groups have found that the peak hours for juvenile crime and victimization are from 2 to 6 p.m. on school days -- hours when youth are most often without supervision. Community learning centers provide a safe haven for youth, supervised activities, and services focusing on crime, violence, and substance abuse prevention. For example, the Lighted Middle Schools program in Salem, Oregon is providing students with field trips, club and recreational activities, and after-school math, ESL, and computer classes. This summer, seventh-grade students participated in "BLAST (Bringing Law Enforcement and Students Together) Camp", a week-long program with activities such as gang resistance training and education in refusal skills.

Enhancing community involvement and support

In addition to academic programs, centers are providing students and members of the community with comprehensive services such as recreational activities, technology training, parenting skills, and family literacy programs. Of the 99 grantees funded in FY 1998, 95 percent reported that they will provide integrated education, health, social service, recreational, or cultural programs for residents in high-need communities.

Enhancing collaboration with community-based organizations is an important objective of this program. Of the 1998 grantees, 92 percent are partnering with community-based organizations to provide services. Other partners include local libraries, museums, businesses and special interest clubs. For example, the St. Louis Public Schools have teamed up with a large number of higher education institutions, government agencies, and community organizations such as the YMCA, YWCA, Boys and Girls Club, and Americorps. The program will provide after-school and Saturday programs for 650 students in seven schools to increase the academic performance of inner-city adolescents and develop responsible decision-making skills regarding drug use and violence.

SELECTED PROGRAM PERFORMANCE INFORMATION

This section presents information on performance goals and objectives and key performance indicators and strategies for measuring the progress made toward achieving program results. Desired interim and end targets are identified for each performance indicator. Achievement of targets is based on the cumulative effect of the resources provided in previous years and those requested in FY 2000 and future years, and the resources of other programs supporting the goals and objectives.

Other performance indicators and strategies for this program are included in the Department's Annual Program Performance Plan.

Performance Goal: To enable rural and inner-city public elementary and secondary schools, or consortia of such schools, to plan, implement, or expand projects that

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benefit the educational, health, social service, cultural, and recreational needs of their communities.

Objective: Participants in 21st Century Community Learning Center programs will demonstrate educational and social benefits and exhibit positive behavioral changes.

<u>Indicator</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>
Beginning in 2000, centers will report that more than 75 percent of students participating in the program for at least 2 years show improvements on measures such as grades, attendance, taking of advanced or challenging courses and enriched learning activities, and decreased disciplinary actions. <i>Baseline will be available in 2000.</i>		75%		

Because the projects are in their first year of funding, we will not have data on this indicator before 2000. However, studies of similar programs reveal positive impacts on student behavior. For example, a study of New York City housing projects found that those with Boys and Girls Clubs on site experienced a juvenile arrest rate that was 13 percent lower than housing projects without such programs. Annual grantee reports and an external evaluation to be conducted in 2000 will provide data for this indicator.

Objective: 21st Century Community Learning Centers will offer a range of high-quality educational, developmental, and recreational services.

<u>Indicator</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>	<u>2002</u>
More than 85 percent of centers will offer services in core academic areas, such as reading and literacy, mathematics, and science. <i>Baseline data will be available in fall 1999.</i>	85%			

This indicator will be measured by individual project reports, beginning in 1999. In the 1998 and 1999 competitions, the Department established a competitive priority for projects providing services in core subject areas. As a result, virtually all grantees will offer services in reading and literacy, mathematics, and/or science. Based on a review of grantee applications in 1998, 87 percent of grantees proposed a reading component; 86 percent proposed a mathematics component; and 72 percent proposed a science component.

Preliminary research on after-school programs indicates an increase in student achievement when compared to past performance and to control groups made up of similar students not participating in the programs. Studies of individual programs have found positive impacts on grades, reading ability, attendance, homework completion, reduced grade retention and placement in special education, and increased graduation and enrollment in postsecondary education.

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(\$000s)	<u>1998</u>	<u>1999</u>	<u>2000</u>
New awards	\$39,376	\$157,756	\$398,000
Continuation awards	\$224	\$39,944	\$198,000
Evaluation	0	\$1,000	\$1,000
Peer review of new award applications	\$400	\$1,300	\$3,000
Average award to districts (new)	\$375,000	\$375,000	\$200,000
Total number of awards to districts	99	550	2,550 ¹
Total number of centers	322	1,700	7,700
Number of students served (approximate)	50,000	250,000	1,100,000
Funds leveraged (approximate)	\$17,426,000	\$86,415,000	\$486,000,000

¹ The estimated number of awards for FY 2000 assumes a one-to-one matching requirement (proposed) for all new grant recipients. This will enable the Department to make a greater number of awards.

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Goals 2000 State and Local Education Systemic Improvement

State or Outlying Area	1998 Appro. For 1999	1999 Estimate for 2000	2000 Request for 2000 ¹
Alabama	7,272,721	7,342,415	7,055,445
Alaska	1,954,869	1,675,715	1,881,104
Arizona	7,422,783	7,073,715	7,494,718
Arkansas	4,459,860	4,471,946	4,432,230
California	54,828,246	52,696,804	56,469,189
Colorado	5,423,928	5,377,001	5,349,582
Connecticut	4,732,430	4,653,434	4,597,581
Delaware	1,726,010	1,704,900	1,701,168
District of Columbia	1,825,651	1,806,544	1,938,904
Florida	21,622,043	21,223,984	22,064,416
Georgia	12,223,449	12,188,841	12,383,795
Hawaii	1,775,179	1,763,296	1,723,874
Idaho	1,914,924	1,817,946	1,893,830
Illinois	19,767,845	19,953,204	19,197,927
Indiana	8,300,600	8,325,467	8,124,957
Iowa	3,914,475	3,972,049	3,848,211
Kansas	4,226,214	3,927,760	4,045,958
Kentucky	7,221,211	7,080,867	6,986,475
Louisiana	9,716,049	9,924,888	9,311,502
Maine	2,142,233	2,037,732	2,094,597
Maryland	7,114,214	7,144,842	6,959,746
Massachusetts	9,077,945	9,059,755	8,794,167
Michigan	18,526,918	18,334,688	17,612,716
Minnesota	6,899,996	6,777,087	6,604,903
Mississippi	6,142,797	6,300,912	5,959,491
Missouri	8,407,957	8,422,653	8,227,237
Montana	1,908,752	1,929,971	1,898,931
Nebraska	2,517,939	2,428,428	2,477,748
Nevada	1,946,490	1,972,008	2,049,673
New Hampshire	1,684,279	1,691,320	1,657,629
New Jersey	11,235,981	11,221,118	11,058,856
New Mexico	3,568,810	3,545,960	3,504,842
New York	35,185,477	35,236,609	35,364,197
North Carolina	10,096,333	10,118,025	10,189,816
North Dakota	1,716,209	1,691,026	1,687,266
Ohio	18,526,668	18,473,223	17,841,724
Oklahoma	5,552,724	5,564,436	5,490,583
Oregon	5,039,628	4,736,538	4,893,153
Pennsylvania	19,786,302	19,852,949	18,948,778
Rhode Island	1,920,595	1,900,000	1,868,131
South Carolina	5,854,285	5,928,455	5,898,923
South Dakota	1,755,047	1,740,862	1,721,584
Tennessee	8,147,483	8,203,851	7,818,745
Texas	37,623,076	36,604,285	37,477,964
Utah	3,213,060	3,177,802	3,114,239
Vermont	1,686,815	1,683,096	1,666,384
Virginia	8,531,625	8,581,933	8,530,887
Washington	8,366,652	7,978,609	8,098,082
West Virginia	3,571,978	3,665,811	3,420,578
Wisconsin	8,290,150	8,307,463	7,966,605
Wyoming	1,640,395	1,641,346	1,639,232
American Samoa	243,647	242,392	242,392
Guam	257,414	256,089	256,089
Northern Marianas	135,610	134,911	134,911
Puerto Rico	11,582,710	11,908,431	11,301,727
Virgin Islands	502,715	500,127	500,127
Palau	26,396	0	0
Marshall Islands	135,610	134,911	134,911
Micronesia	399,934	397,875	397,875
BIA	2,908,674	2,893,695	2,893,695
Other Non-State Allocations	1,800,000	1,800,000	2,300,000
TOTAL	466,000,000	461,000,000	461,000,000

¹ State allocations may change significantly from the estimates shown. These estimates are based on Title I LEA grants using county poverty data; however, starting with FY 1999, Title I allocations may require school district data, which are not yet available.