A Cost-Benefit Analysis of Excel Beyond the Bell San Antonio Partner Agencies

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EXECUTIVE SUMMARY

Excel Beyond the Bell San Antonio (EBBSA) is a non-profit initiative consisting of 41 youth development organizations that have come together under the EBBSA umbrella to focus on the common goal of making "San Antonio…the top city in the country for youth"…and to "ensure every young person has access to the programs they need to learn, grow, and thrive" (EBBSA website). Each year, across all of the collaborating partner agencies, an estimated 55,000 students participate in their programs. The purpose of this study is to conduct a cost-benefit analysis of Excel Beyond the Bell San Antonio and its collaborating agencies.

In order to calculate the benefits of these programs, values of specific benefits from the rich literature on the effects of after-school programs were used. Data from the organizations and publicly available sources were also used. Specific benefits measured included increased incomes due to improved education outcomes, non-market benefits from education (such as improved health and fitness, more active community engagement), welfare savings from potential reduced use of welfare programs by participants later in life, reduction in crime costs, reduction in remedial education costs, decreased grade repetition, and child care savings. Increased schooling costs were also deducted from the benefits. The costs were based on the budgets of the partner organizations.

Overall, for every dollar invested in these programs, $3.66 in benefits to the community is generated. This calculation is based on the assumption that the benefits described accrue to participating youth during and after 4.5 years of program involvement. Annual net benefits generated from the EBBSA Collaborating Members amounts to $220 million.

INTRODUCTION

In San Antonio, many of the organizations providing after-school programs of various types have joined forces under the umbrella of Excel Beyond the Bell San Antonio with the purpose of striving together to make San Antonio the premier city for youth. With this vision in mind, the organizations combine their resources and coordinate their efforts as they work to provide the youth of San Antonio the programs that will be catalysts to their growth. To this end, the organizations work through the Collective Impact model, so they share common goals and measurements and are in constant communication with each other, in large part through the agency of Excel Beyond the Bell San Antonio, as supported by the San Antonio Area Foundation and the Mays Family Foundation.[1]

[1] The partner organizations of Excel Beyond the Bell San Antonio are provided in Appendix A.

The purpose of the analysis documented in this report is to provide a measure of the net benefits provided by the collective efforts of the EBBSA partner organizations. Because of the large amount of time and money, it would take to conduct a cost-benefit analysis on each of the 41 organizations in EBBSA, this analysis uses measures from both national studies and local reports as plug-in values to provide estimates of the overall benefits across all of the organizations combined.

The remainder of this report will discuss the need for after-school programs, a review of the literature on their benefits and costs, and finally, a discussion of the methods and results to assess the net benefits of Excel Beyond the Bell San Antonio.

THE NEED AND IMPACTS OF AFTER-SCHOOL PROGRAMS

After-school or out-of-school time programs[2] engage students from pre-kindergarten to twelfth grade in a variety of organized, adult-supervised activities in the hours following the completion of the school day, into the evenings, and over the summer. These programs can involve academic, athletic, and social activities with some organizations providing a broad array of activities to some focusing on one type of activity.

The programs provided by these organizations serve a vital need in their communities. This is in large part due to the transformations that have been taking place in the labor force since the middle of the last century leaving more children unsupervised by an adult in the hours after school until they get home from work and during large portions of the day during the summer months. This transformation and the role the after-school programs play in the community are discussed in the next sections.

Demographic Transformations

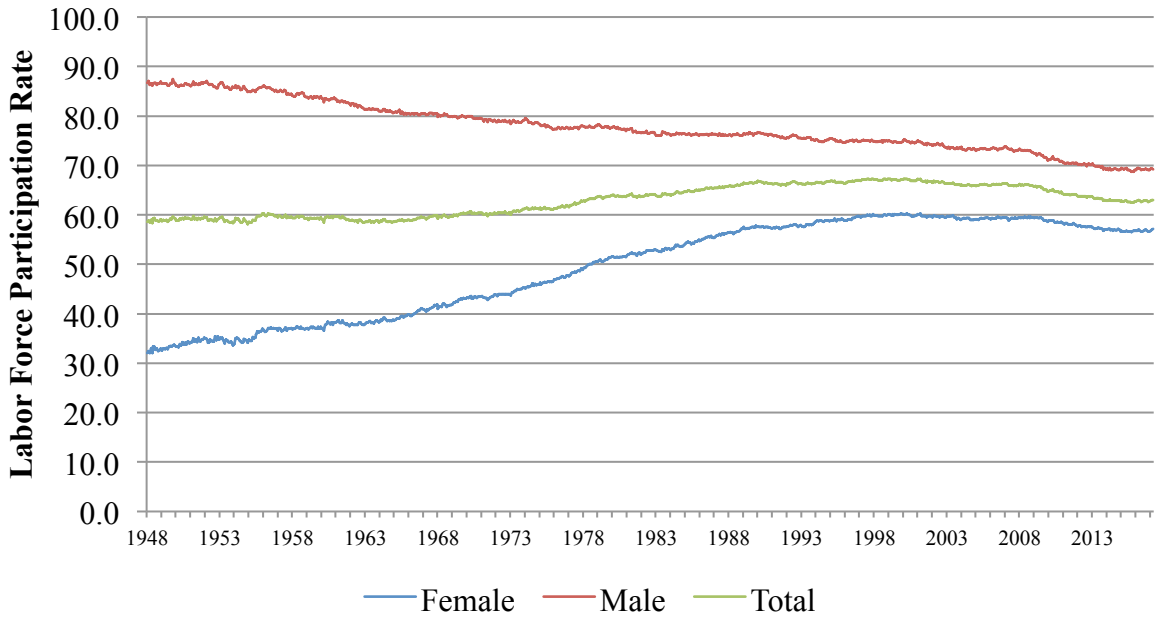
Throughout history, it has been the case that in a two-parent household it is typically the woman who would forgo a career in the workplace and stay home with the children. Some indication of this is provided by the rate at which

[2] Since "after-school" seems to be the most often used reference for these programs, we will follow that convention and use "after-school" instead of "out-of-school time" for purposes of this report.

they participated in the labor force (called the labor force participation rate). With the mother at home to take care of the children, there was typically an adult at home to supervise the children as they arrived home from school or were spending the summers at home.

However, there has been a transition away from this traditional practice. Since 1948 (as far back as data are available), there has been a steady decline in the labor force participation rate of men. In January 1948, the labor force participation rate for men was 86.7%, and by March 2017, it was at 69.2%. In contrast, the labor force participation rate for women rose from 32.0% in January 1948 to 57.1% in March 2017 (see Figure 1).[3]

Figure 1. Labor Force Participation Rate by Gender



[3] U.S. Bureau of Labor Statistics Current Population Survey

As more women entered the workforce, there has not been a switch in roles within two-parent households, in which the father was at home with the children instead of the mother when the children arrived home from school. While some households have surely made this role reversal, the overall trend has been more toward two-earner households. According to an analysis by the Pew Research Center, "as more mothers have entered the U.S. workforce in the past several decades, the share of two-parent households in which both parents work full time now stands at 46%, up from 31% in 1970" (Pew Research Center, 2015, p. 2). Additionally, 76.0% of the mothers participating in the labor force had children 6 to 17 years old, 64.7% of mothers in the labor force had children under the age of 6 years old, and mothers with children under 3 years old had a labor force participation rate of 60.7% in 2012. Additionally, unmarried mothers with children under 18 years of age had a labor force participation rate of 75.8%, higher than married mothers with children in that age range with a rate of 68.5% (U.S. Bureau of Labor Statistics, 2014, p. 2).

The combination of more women entering the labor force with a large percentage of them having children and an increase in two-earner households means that an increasing number of children are coming home from school to an empty house or spending large portions of their summers unsupervised by an adult. With this much time unsupervised by an adult, some children may be enticed into problematic behavior (e.g., drug or alcohol use or other criminal activity), make unhealthy choices, or possibly spend the time in unproductive

behavior. This is not to say that this applies to all children in such situations, but for some, being involved in an after-school program has shown to help them stay out of trouble, engage in better food choices and more physical activity, reduce truancy and dropout rates, and improve their educational outcomes (possibly leading to increased incomes).

THE ROLES AND BENEFITS OF AFTER-SCHOOL PROGRAMS IN THE COMMUNITY

Reduction in Criminal Activity

The lack of supervision during these hours can lead to trouble. For example, data from the FBI's National Incident-Based Reporting System show that violent crimes committed by juveniles peaked between 3 p.m. and 4 p.m. (typically the hours immediately following the completion the school day) in 2009 and 2010 (Sickmund and Puzzanchera, 2014, p. 78). Sickmund and Puzzanchera (2014) also show that the highest proportion of juveniles are victims of violent crimes on school days between 3 p.m. and 4 p.m. A survey of Los Angeles, Long Beach, San Diego, and San Jose conducted by Fight Crime: Invest in Kids California also showed that the peak hour for juvenile violent crime was in the 3 p.m. to 4 p.m. time period with a decline in subsequent hours throughout the evening.

By providing children a safe, supervised environment where they are engaged in various activities, after-school programs have been shown to

reduce juvenile criminal activity. Analyzing the 1998 National Longitudinal Survey of Youth Child-Mother file, Aizer (2004) found that adult supervision after school does reduce theft committed by the kids. In a survey of students participating in 4-H in 21 counties in Montana, Astroth and Haynes (2002) show that these students are less likely to steal or damage property compared to those students not involved in out-of-school activities. A meta-analysis of 75 studies covering 69 programs conducted by Durlak, Weissberg, and Pachan (2010) showed that after-school programs generally yield an increase in positive social behaviors and a significant decrease in problem behaviors of its participants. One of the most frequently cited studies of the relationship between afterschool programs and reductions in criminal activity by their participants was an analysis of LA's BEST afterschool program conducted by Goldschmidt and Huang (2007). Their longitudinal analysis of this program found that those children who participated at a higher rate had a significantly lower incidence of criminal activity. Overall results indicated a cost-benefit ratio of $2.50. A report published by Fight Crime: Invest in Kids, authored by Newman Fox, Flynn, and Christeson (2000) provides several examples showing how participation in afterschool programs causes a reduction in juvenile criminal activity, such as participants in the Quantum Opportunities Program being one-sixth as likely to be convicted of a crime as those who did not participate in the program.[4] Lee (2001) also reports on the positive effects that some afterschool programs in California have had on

[4] The study included participants across five cities in five different states, including San Antonio.

reducing the incidence of juvenile crime. For example, the Bakersfield school district implemented an after-school program for over 1,300 of its students and saw a drop of 7% to 11% in juvenile criminal activity of various types.

Improved School Attendance, Educational Outcomes, and Self-Esteem and Confidence

One of the big effects that after-school programs have is improvement in educational outcomes of those who participate. Research on various programs of all types shows that this can range from better attendance, decreased grade repetition, improved behavior, and better grades in a variety of subjects.

Improved School Attendance

For example, an analysis of California's After School Learning and Safe Neighborhoods Partnership Program showed a reduction in grade repetition of 2.1% for second through fifth grades and 0.6% for the sixth through ninth grades (Bissell, 2002). Brown, Frates, Rudge, and Tradewell (2002) also use these numbers as the basis for their projection of the benefits in reduced grade repetition from the *After School Education and Safety Program Act of 2002*. The analysis of the Perry Preschool Program showed that 17% more of the participants graduated high school relative to those who were not involved in the program (Schweinhart, Barnes, and Weikart, 1993). The after-school programs in the Oakland Unified School District resulted in increase in school attendance by its

participants of 35,343 days in the 2010-2011 school year (Goodwin, 2015). Eighty-five percent of the students participating in the Project Exploration programs in Chicago are from lower-income families, and 95 percent of them have graduated from high school or are on track to do so, and fifty percent of the students have graduated or are enrolled in a four-year college or university. A 2011 study by Educational Research Consultants showed that participants in the EduCare after-school program in California attended three more days of school per year on average than non-participants and had a 91 percent graduation rate compared to 61 percent for those who did not participate (as cited in Afterschool Alliance, n.d.). Outcomes of students participating in the After School Matters programs in Chicago show that they have better attendance rates, do better in their classes, and have higher graduation rates compared to those students who do not participate in the program (Goerge, Cusick, Wasserman, & Gladden, 2007). Aizer (2004) also finds that students who have adult supervision after school are less likely to skip school.

Improved Educational Outcomes

While the meta-analysis conducted by Durlak, Weissberg, and Pachan (2010) did not show statistically significant effects on school attendance, their analysis did show improvements in students' performance on achievement tests and increased self-esteem. In their study of LA's BEST after-school program,

Goldschmidt and Huang (2007) find improvements on long-term achievement by the participants.. According Huang, Wang, and CRESST (2012), students participating in the After School Safety and Enrichment for Teens programs in California earned higher scores on English and math sections of the California High School Exit Examination than non-participants did. Students participating in the programs of the 21st Century Community Learning Centers in Florida maintained or showed growth in language arts (94 percent compared to 59 percent of non-participants), math (84 percent compared to 62 percent of non-participants), and science (85 percent compared to 40 percent of non-participants) according to a 2001 study conducted by the Juvenile Welfare Board of Pinellas County (as cited in Afterschool Alliance, n.d.). Students participating in the Higher Achievement program in Washington, D.C. for two years showed higher gains in reading and problem-solving skills than students in the control group who did not attend the program (Herrera, Linden, Arbreton, & Grossman, 2011). A two-year study of 3,000 low-income, ethnically diverse students who participated in high-quality after-school programs in eight states found that elementary students who regularly participated in the programs had gains between 12 to 20 percentiles on math achievement tests. Middle school students showed gains of 12 percentiles on math achievement tests (Vandell, Reisner, and Pierce, 2007). A study of The After-School Corporation programs showed that a higher proportion of the students participating in these programs passed their Regents math and English exams by the twelfth grade compared

to the students who were not involved in the programs (Birmingham and White, 2005). An analysis by Arcaira, Vile, and Reisner (2010) of the Citizen Schools program in Boston found that students participating in this program were more likely to pass the tenth-grade Mathematics and English/Language Arts MCAS tests and they were three times more likely to complete high school compared to students in their control group. Carruthers and Busser (2000) report that participating in Boys and Girls Clubs helps students acquire positive values and increases self-esteem.

The improvements made in the classroom by students participating in these various programs can also translate into success in college. For example, sixty percent of the students who participated in Project Exploration have or are pursuing STEM-related degrees in college, and 32 percent are already employed in a science-related job (Project Exploration, 2016).

Improved Self-Esteem And Confidence

After-school programs also lead to improvements in self-esteem and confidence of the students who participate. A qualitative analysis of 25 youth who participated in after-school programs in the Las Vegas area found that the programs also helped the kids learn positive values and improved their perception of competence (Daud and Carruthers, 2008). A meta-analysis of studies done on 73 programs provided evidence that "youth who participate in

after-school programs improve significantly in three major areas: feelings and attitudes, indicators of behavioral adjustment, and school performance" (Durlak and Weissberg, 2007, p. 7).

Health Impacts and Other Non-Market Benefits

One of the major benefits of achieving higher levels of education is that it often leads to higher incomes (i.e., market benefits). However, there is also other non-market benefits derived from increased educational attainment. These non-market benefits can include reduced criminal activity, lower participation in welfare, improved health, increased voter and community participation. The impacts of after-school programs on reducing criminal activity was discussed in the previous section, so this section will briefly discuss some of the other positive effects.

In 1998, the World Health Organization (1998) declared childhood obesity to be a global epidemic. In the twenty-five years leading into this century, childhood obesity doubled (Krebs, Jacobson (2003); U.S. Department of Health and Human Services, 2001), and today it remains a serious health issue among children in Bexar County with 30 percent of high school students in the county being overweight or obese (San Antonio Metropolitan Health District, 2013). There are many reasons for the increase in childhood obesity, but eating high-

fat and sugary foods combined with a sedentary lifestyle is one of the leading causes (Brownell & Horgen, 2004; Hill & Peters, 1998; Horgen & Brownell, 2002).

By encouraging physical activity and helping children make better food choices in the hours immediately following their dismissal from school, it is possible for after-school programs to serve as part of the solution to this epidemic. Weinstein, Fuller, Mulrooney, and Koch (2014) provide an extensive review of the literature focused on the effects of after-school programs emphasizing recreational programming. The main purpose of their study is to analyze the effects of these programs on juvenile crime reduction, but they also note much of the research showing the role of these programs in providing a venue for the kids to get more physical activity and to teach them how to make better choices about the food they eat. Mahoney, Lord, and Carryl (2005) conducted a longitudinal study of 439 children and found that those children who participated in after-school programs had a prevalence of obesity of 21% at follow-up, which was statistically significantly lower than the prevalence of obesity found in those children who did not participate at 33%.

Additionally, other studies have also found that after-school programs reduce the number of youth who consume alcohol or use other drugs, smoke cigarettes, or engage in other unhealthy behaviors (Astroth & Haynes, 2002; Anderson-Butcher, Newsome, & Ferrari, 2003; Vandell, Reisner, & Pierce, 2007). Heckman, Humphries, and Veramendi (2016) find that increased educational attainment leads to a decrease in welfare use, lower rates of depression, and

increased self-esteem, especially for low-ability individuals. Preventing youth from initially engaging in these activities likely keeps them from developing into unhealthy activities, which can lead to increased productivity, higher wages, and other non-market social benefits. These non-market social benefits can be as large as the market benefits (Cohen, 1998; Wolfe and Haveman, 2002).

Effects of Excel Beyond the Bell San Antonio Partner Programs

The P16Plus Council of Bexar County collected data on the impacts of 17 of its partner agencies with data from the San Antonio and Harlandale Independent School Districts. These are not all of the partner agencies and not all of the students who participate in these programs come from these two school districts. Regarding academic outcomes, the students who participated in these EBBSA programs had higher passing rates for the 3rd, 5th, and 8th grade math and reading STAAR exams in both 2015 and 2016, with the exception of the 8th grade math exam in 2016. The passing rates for the EBBSA participants were also higher for the STAAR end-of-course exams in Algebra I, English I, and English II in both 2015 and 2016. College readiness indicators also show that a larger percentage of the students participating in the EBBSA programs are college ready compared to students across the two school districts. Grade completion was higher for EBBSA participants in both the 2014-2015 and 2015-2016 school years relative to grade completion rates across the entire school

districts. The students in the EBBSA programs also had less discipline incidents and a higher rate of school attendance in these two school years (P16 Plus Council of Greater Bexar County, 2016a).

When the rate of attendance and tenure in EBBSA collaborating agency programs is considered, the picture is slightly different. Reading STAAR progress measures show that percentage of students engaged in EBBSA programs who met or exceeded their STAAR progress measures for reading was a bit lower compared to students across the entire district. However, the EBBASA students did have better outcomes for the math STAAR progress measures, especially those students who attended more than 50 percent of the time and who had been in the program at least two years. STAAR post-secondary readiness passing rates for students who attend EBBSA programs at least 50 percent of the time are almost two-thirds higher than all students. Similar results are also seen when program tenure is considered with both those students who have only been in the EBBSA programs for up to one year and those who have been in the programs for more than two years showing a much higher STAAR level II final recommendation rates. Attendance rates are also higher for EBBSA program participants across both level of program attendance and tenure. Attendance rates also increase with higher participation rates and longer tenure. Regarding discipline rates, those who only attended the EBBA programs less than 50 percent of the time had higher discipline rates relative to all students across the districts, but the students who attended EBBSA more than 50 percent of the time

had a 1% lower discipline rate. By program tenure, those EBBSA participants had a 13% discipline rate regardless of tenure compared to a discipline rate of 11% for all students (P16Plus Council of Greater Bexar County, 2016b).

Based on these numbers, the EBBSA programs have helped increase attendance rates, improve educational attainment, and reduce some problem behavior of participants in their programs. Thus, the EBBSA collaborating partners are having similar effects in their communities that other similar after-school programs throughout the country have had as indicted in the various studies discussed in this report.

Methodology and Results

Cost-Benefit of After-school and Related Programs

With the numerous benefits that may come from after-school programs, the question still remains regarding their overall return to society. In other words, are the benefits they provide to society greater than the costs of the programs? The following table summarizes some of the research of the net benefits or return on investment from after-school programs.

Table 1. Summary of Cost-Benefit Analyses of After-School or Related Programs

Study	*Results*
Damooei and Damooei (2011)	Each $1 spent by the Boys & Girls Clubs in California resulted in an increase in lifetime earnings of $2.40 in increased lifetime earnings and $1.03 on expenditures by the criminal justice system. Overall, every $1 invested in the Clubs generated $16.18 worth of economic impact to the state.
Aos, S., Phipps, P, Barnoski, R., & Lieb, R. (2001)	Meta-analysis of 400 studies showed that on average, crime reduction programs provided $5.92 in benefits for every $1 spent.
Schweinart, L. J., Barnes, H. V., & Weikart, D. P. (1993)	Perry Preschool Program provided total reduction in costs of crime of $70,381 per participant in 1992 dollars.

Cohen (1998)	Lifetime cost of a heavy drug user is between $483,000-$1,260,000 in 1997 dollars. The lifetime costs of dropping out of high school is estimated to be in the range of $470,000-$750,000.
Goldschmidt, P., & Huang, D. (2007)	Analysis of LA's BEST program on crime reduction yields an estimated cost-benefit ratio of $2.50.
Brown, Frates, Rudge, & Tradewell (2002)	A cost-benefit analysis of the *After School Education and Safety Program Act of 2002* resulted in projected net benefits of between $79,484 to $119,427 per participant.
Silbert, T., & Welch, L. (2001)	Quality arts education programs provide $1.47 in benefits for each dollar spent on the programs.

The benefits calculated in this analysis are derived from the use of plug-in values pulled from other studies conducted on after-school programs from around the country. The benefits estimated include increased incomes due to improved education outcomes, non-market benefits from education, welfare savings, reduction in crime costs, reduction in remedial education costs, decreased grade repetition, and child care savings. Increased schooling costs were also deducted from the benefits. The calculations of each of these are discussed below, but before moving to that discussion, it is necessary to briefly layout the general assumptions used.

General Assumptions and Calculations

The following list contains the general assumptions used across most of the calculations of the estimated costs and benefits. These are discussed in more detail in the discussion of each of the calculations of the specific costs and benefits.

1) A discount rate of 3.0% used to calculate present value where necessary. This is based on the municipal bond yield.
2) The EBBSA collaborating organizations serve 55,000 students through their after-school programs. Many of the numbers used for this analysis were pulled from studies of programs with a much smaller number of participants, so we are assuming these benefits are applicable to this larger population, in some cases. There is a question about whether or not the benefits found in those studies will transfer in full to a much larger cohort of participants. In the calculation of some of the benefits in this study, the benefits were applied to only a portion of all of the participants. Additionally, since we are estimating the aggregate benefits across 41 different organizations, we are assuming that these benefits apply to each organization and the smaller subset of the student population they assume, but instead of calculating it for each organization and then summing it, we apply the benefits in the aggregate.

3) In order to adjust the dollar figures into 2015 dollar values, annual inflation rates were calculated based on the South urban consumer price index for all items from the U.S. Bureau of Labor Statistics.

Increased Incomes

It is widely recognized that there is a direct relationship between the level of educational attainment a person has and their annual income. Since there are numerous studies showing that after-school programs have had considerable success in improving educational outcomes, including reducing dropout rates. It is reasonable to expect that with this more advanced educational attainment, that the individuals will likely make higher incomes throughout their lifetimes.

In order to estimate the increased income, the difference in the wage for high school graduates and higher relative to the wage for those with less than a high school diploma was calculated using data from the U.S. Census Bureau's American Community Survey five-year estimate for Bexar County. The data are shown in Table 2.

Table 2. Median Annual Income by Educational Attainment in Bexar County (2105 $)

	Annual Income	*Difference from Less Than High School Graduate*

Less than high school graduate	$18,906	
High school graduate (includes equivalency)	$25,719	$6,813
Some college or associate's degree	$31,893	$12,987
Bachelor's degree	$49,805	$30,899
Graduate or professional degree	$64,538	$45,632

The percent of the population aged 25 years and over by educational attainment was used as the weights to calculate the weighted average wage relative to the wage for those who did not graduate high school. The data used for the weights is shown in Table 3. This data also came from the U.S. Census Bureau. This resulted in an average wage difference of $15,472.

Table 3. Percent of the Population 25 Years Old and Over in Bexar County

Less than 9th grade	8.10%
9th to 12th grade, no diploma	8.50%
High school graduate (includes equivalency)	25.20%
Some college, no degree	23.90%
Associate's degree	7.60%
Bachelor's degree	17.10%
Graduate or professional degree	9.60%

The wage gap of $15,472 was used to calculate the low estimate. It is highly likely that the gap between those workers without a high school diploma and those with higher educational levels is going to expand in the future, so to calculate the high estimate, the aforementioned wage was increased by 25% to give a wage gap of $19,340. It was assumed each person will work 43 years.

This assumed that workers would start work at age 22 and retire at age 65 on average.

A dropout rate of 8.2% was assumed based on the dropout rate for Bexar County as reported by the Texas Education Association. Following the results of Cohen (1998) a 22% reduction in dropout rate due to afterschool programs was used.

Nonmarket Benefits of Education

Achieving higher levels of education also provides many benefits beyond those measured in markets such as higher wage levels. These non-market benefits can include improved health, enhanced education outcomes of the children of those who get higher levels of education, reduction in criminal activity, contribution of more volunteer service hours, higher consumer efficiency (i.e., better consumer decisions). Cohen (1998) and Wolfe and Haveman (2002) argue that the nonmarket benefits equate to about the same amount the same value as the market benefits. However, some of the benefits of being healthier will also show up in higher wages. Because the higher wage is measured separately, as are the benefits of reduced crime, it is assumed that the non-market benefits to education will be 50% of the higher incomes as described above.

Welfare Savings

According to a study on the Perry Preschool Program conducted by Schweinhart, Barnes, and Weikart (1993), each participant on average will receive $3,349 less in welfare benefits. Brown, Frates, Rudge, and Tradewell (2002) argue that only the administrative costs of the welfare program are the savings yielded by these program and the administrative costs or between 10% and 15% of the welfare payments. These assumptions were used in the calculation of the welfare savings of EBBSA partner participants. It was assumed that 87% of the EBBSA partner participants will be on some form of welfare based on data that 87% of the participants in EBBSA programs are economically disadvantaged. Adjusting the cost savings per person to 2015 dollars results in a low estimate of $547 and a high estimate of $821 in cost savings. These cost savings were multiplied by 47,850 (equal to 55,000 times 87%) to get the total benefits.

Increased Schooling Costs

With the success of the programs in keeping some kids from dropping out of school, the additional costs of educating these students who stay in school needs to be included and subtracted from the benefits. The estimate of the number of kids who would not drop out of school due to the after-school programs was based on the dropout rate of 8.2% and a 22% reduction in the

dropout rate due to the afterschool programs, as cited above. Multiplying these proportions by the 55,000 kids participating results in an estimate of 992 kids not dropping out from school.

Crime Reduction

There is a considerable amount of research showing that after-school programs help reduce crime committed by school age kids. The positive effect of after-school programs on crime is derived from the fact that it occupies these young men and women during the hours after their regular school day, which is typically a time when the kids tend to get in trouble.

So how much would this reduction in juvenile criminal activity benefit society? Weinstein, Fuller, Mulrooney, and Koch (2014) wrote a comprehensive review of the literature on the relationship between after-school programs and reductions in juvenile crime. They highlighted numerous studies that measured the cost of crime to society, including many that measured the cost of a lifetime of crime beginning as a child. Additionally, they noted that many of these studies captured a more complete cost of crime to society, such as lost productivity of both the victim and offender, lost quality of life of the victim, and criminal justice costs. The following table provides a summary of the results of the various studies.

Table 4. Summary of the Costs of Crime to Society	
Study	Results
Aos, Phipps, Barnoski, and Lieb (2001)	A meta-analysis of 400 studies showed that on average early childhood intervention programs generated benefits of $5.92 due to crime reduction for every $1 spent on the program.
Cohen, Piquero, and Jennings (2010)	The lifetime costs of a criminal career are estimated to be between $2.1 and $3.7 million.
Cohen and Piquero (2009)	Costs of crime were estimated through age 26. Saving a high-risk 14 year-old from a lifetime of crime has a value of between $3.2 and $5.8 million. Lifetime cost of criminal offender with one police contact is from $173,000 to $242,000; cost of offender with 2 or more police contacts amounts to between $1.1 to $1.6 million; and offenders with 15 or more police contacts cost society between $3.6 and $5.8 million.
Belfield and Levin (2009)	Each juvenile cohort in California causes economic loss of $8.9 billion with 60% being victim costs, 35% fiscal costs, and 4% school-site costs.
Miller, Fisher, and Cohen	Costs of violent crime committed by juveniles

(2001)	amounted to $5.4 billion in victim costs in Pennsylvania in 1993. These costs to the victims included loss of quality of life, loss in future earnings, public programs for victims, and criminal justice costs.
Welsh et al. (2008)	Criminal activity by 7 to 17 year-old males resulted in victim costs of between $89 to $110 million.
Nagin, Piquero, Scott, and Steinberg (2006)	Using a contingent valuation survey to measure the value that people place on crime reduction, the researchers found that they were willing to pay 20 percent more in taxes for rehabilitation services for serious juvenile offenders.
Piquero and Steinberg (2010)	Found similar results as Nagin at al. (2006).
Cohen (1998)	Finds that a typical criminal who spends a lifetime engaged in criminal activity imposes costs over a lifetime of between $1.3-$1.5 million, and saving a high-risk youth from a career in crime yields benefits worth $1.7-$2.3 million.
Schweinhart, Barnes, and Weikart (1993)	Analysis of the HighScope Perry Preschool Project in Ypsilanti, Michigan showed that program

	participants were about one-fifth less likely to be arrested five times by the age of 40 than non-participants, yielding a benefit of $171,473 per participant in 2000 dollars.
Brown, Frates, Rudge, and Tradewell (2002)	Using results of the benefits from the Perry Preschool program, projected the benefits of the *After School Education and Safety Program Act of 2002* would yield $88,835 per participant in 2003 dollars.

Aos, Phipps, Barnoski, and Lieb (2001) completed a study in which they did an extensive review of the literature on this topic and determined that the lifetime savings from reducing crime yields benefits of $7.96 in 2015 dollars per dollar spent. Multiplying the expenditures on these programs by the $7.96 gave the high estimate of crime reduction. For the low estimate, we used an estimate of the benefits of $2.87 per dollar spent, which came from an analysis of the LA's BEST program conducted by Goldschmidt and Huang (2007) and multiplied it by the low estimate for the costs.

Reduced Remediation Costs

Because of the afterschool programs, many of these students who once required additional tutoring or other educational services (i.e., remediation) no

longer need it. Schweinhart, Barnes, and Weikart (1993) found that value of these benefits derived from the reduced need for remedial education was $8,674 per participant over a 12-year period of schooling. Adjusting this figure to 2015 dollars allowed us to estimate the total value of these benefits at $11,667 per year. In order to calculate the benefit derived from EBBSA programs, the 55,000 total students served by these organizations were distributed by the proportion of them in each grade level as reported by EBBSA, as shown in Table 5 (P16 Plus Council of Greater Bexar County, 2016a). These proportions are not necessarily when the students started in the program, but it provides an estimate of how many students are engaged at each grade level, so we assume that this is when they start the programs. It was also assumed that the reduced need for remediation would begin the following year from when they engage in the programs. For example, a student starting in kindergarten would have a reduced need for academic remediation for twelve school years, and thus, there would be a reduction in these costs for the twelve years. On the other end of the range, a student starting in the eleventh grade would only yield one year worth of reduced remediation costs.

Table 5. Proportion of Students in EBBSA Programs by Grade Level

Grade Level	*% Students in EBBSA*	*# Students*
Kindergarten	3%	1650
1	6%	3300
2	7%	3850

3	12%	6600
4	12%	6600
5	12%	6600
6	11%	6050
7	9%	4950
8	8%	4400
9	5%	2750
10	5%	2750
11	5%	2750
12	5%	2750

To get an annual estimate of the costs, the $11,667 annual estimate was divided by twelve since it covers twelve years of school. This gives an annual cost of providing academic remediation services of $723 per participant. For the low estimate, we follow Brown, Frates, Rudge, and Tradewell (2002) and assume that the low estimate of the cost would be half of the high estimate yielding a cost of $361 per participant. The number of students at each grade level was multiplied by the number of remediation cost savings provided as a result of their involvement in the programs, and finally, this was multiplied by the low and high cost estimates to calculate the range of costs savings.

Decreased Grade Repetition

According to data provided by EBBSA, participants in the afterschool programs offered by the EBBSA partners had a 3% higher grade completion rate in the 2015-2016 school year and a 2% higher rate in the 2014-2015 school year. We used the 3% difference for the high estimate, and in order to be

conservative, we used a 1% differential for the low estimate. This resulted in a range from 550 to 1,650 students. The average cost to educate a student across all 17 school districts in the San Antonio area was multiplied by the total number of students to get the cost savings of decreased grade repetition.

Child Care Savings

Having children in the afterschool programs could save families money from paying for childcare for their children during the time after school. It may also provide benefits to those, such as a sibling, who may have to spend time watching a child during this time, but no longer has to do so if they are in an after-school program.

The cost of childcare for a school age child was $3,220 for a 9–month period in Texas (ChildCare Aware of America, 2016). This figure was broken down to a cost of $4.95 per child per day for after school hours. According to the U.S. Census, there are 1.9 children per family on average in the U.S., so multiplying this by the cost per child of $4.95 gives a cost per family of $9.41. A survey of EBBSA partners was conducted in which 9 organizations responded with their daily family charge. The average across these organizations was $5.40. This gives a difference in cost relative to private child care of $4.01 per family in after school hours. This was converted to a cost per child by dividing by 1.9 children per family to give an average daily cost per child of $2.84. The

difference in average daily cost per child was calculated to be $2.11 (= $4.95-$2.84). Assuming 28% of families use child care services (Capizzano, Tout, and Adams, 2000) and multiplying by the 55,000 participants in EBBSA partner afterschool programs gives an estimate of 15,400 kids who would have been in child care. Multiplying the number of kids who would have been in child care by the difference in the average daily cost per child yields a total cost savings per day of $32,521. Assuming they would be in childcare for 5 days per week and 39 weeks in the 9-month period, the total cost savings per year comes to $6,341,558. Lastly, assuming the kids will spend 9 years in the program gives a total cost savings of $57,074,021, which is used as the high estimate. The low estimate is simply assumed to be 50% of that figure.

Program Costs

In order to calculate the costs of the programs in EBBSA, direct cost figures were pulled from the IRS Form 990 for each organization using the most current form available. In all cases, this was either the 2014 or 2015 Form 990. It was not possible to get the budgets for seven of the organizations either because a Form 990 could not be found or the local organization is part of a much larger national organization, and the only Form 990 filed was for the larger organization. For Family Services Association, YMCA of Greater San Antonio, and YWCA of San Antonio, estimates of their expenditures on after-school programs

from their Form 990 were used since these organizations have many programs not related to this study. Based on the description provided, the figures for these organizations may include more than just after-school programs, but it is closer than using the entire budget.

Volunteers play a key role in the operations of many of the programs offered by the EBBSA collaborating organizations. For example, some might volunteer their time as tutors or coaches or they might help the administration of the program. While the volunteers are not paid for their services, their time and contributions are valuable, and if they were provided by paid staff, they would be part of the budget. To provide a more complete picture of the total costs to operate these programs, volunteer opportunity costs were also calculated. These measure the value of the time the volunteers contribute to the organization. The number of volunteers for each organization was pulled from the most recent Form 990. Data from the U.S. Bureau of Labor Statistics indicate that the median number of volunteer hours people contributed across the U.S. is 52 hours annually. It was assumed this number of hours was contributed by each volunteer for each organization to get the high estimate of the costs. For the low estimate of the costs, it was assumed that the number of hours contributed would be half that amount. The opportunity cost per hour was assumed to be the average hourly wage paid in Bexar County across all industries in 2015 plus 25% for the value of benefits resulting in an hourly opportunity cost of $59,001.

For purposes of calculating total costs, it was assumed that students would be engaged in the programs for 4.5 years.

Total Net Benefits

The total benefits and costs are shown in Table 5. A low and high estimate is provided in recognition of the fact that the calculations of the benefits are based on plug-in values from other studies and not directly derived from an analysis of the organizations in EBBSA. The overall benefits range from $1.4 billion to $2.5 billion, and the total costs range from $498.1 million to $622.9 million over the 4.5-year period. The net benefits only considering the direct costs of the organizations falls in the range of $991.4 million to $2.1 billion. When volunteer opportunity costs are include, the net benefits range from $866.6 million to $1.9 billion. From an annual perspective, the annual net benefits range from $220.3 million to $476.3 million. Based on the direct costs, this means that for every dollar invested in these programs, they yield benefits ranging from $3.66 to $6.74, and when volunteer costs are included, the $1 investment generates benefits between $2.74 and $4.04.

Table 6. Net Benefits of Excel Beyond the Bell San Antonio (2015 $)

	Low	
Benefits	*Annual*	*4.5 Years*
Increased Incomes	$128,957,669	$580,309,512
Non-market Benefits from Education	$64,478,835	$290,154,756
Welfare Savings	$5,820,861	$26,193,875
Increased Schooling Costs	($2,083,179)	($9,374,306)
Reduction in Crime Costs	$70,638,303	$317,872,365

Reduction in Remedial Education Costs	$27,961,603	$125,827,213
Decreased Grade Repetition	$1,154,756	$5,196,400
Child Care Savings	$6,341,558	$28,537,011
Total Benefits	$303,270,406	$1,364,716,826

Costs	*Annual*	*4.5 Years*
Direct Costs	$82,952,947	$373,288,262
Volunteer Opportunity Cost	$27,740,175	$124,830,788
Direct and Volunteer Opportunity Costs	$110,693,122	$498,119,049

Net Benefits	*Annual*	*4.5 Years*
Benefits Less Direct Costs	$220,317,459	$991,428,564
Benefits Less Direct and Volunteer Opportunity Costs	$192,577,284	$866,597,777

Benefit-Cost Ratio (based on direct costs)	$3.66
Benefit-Cost Ratio (based on direct and volunteer costs)	$2.74

	High	
Benefits	*Annual*	*4.5 Years*
Increased Incomes	$161,197,087	$725,386,890
Non-market Benefits from Education	$80,598,543	$362,693,445
Welfare Savings	$8,731,292	$39,290,813
Increased Schooling Costs	($8,332,716)	($37,497,222)
Reduction in Crime Costs	$244,965,580	$1,102,345,108
Reduction in Remedial Education Costs	$55,923,206	$251,654,425
Decreased Grade Repetition	$3,464,267	$15,589,200
Child Care Savings	$12,683,116	$57,074,021
Total Benefits	$559,230,373	$2,516,536,680

Costs	*Annual*	*4.5 Years*
Direct Costs	$82,952,947	$373,288,262
Volunteer Opportunity Cost	$55,480,350	$249,661,575
Direct and Volunteer Opportunity Costs	$138,433,297	$622,949,837

Net Benefits	*Annual*	*4.5 Years*
Benefits Less Direct Costs	$476,277,426	$2,143,248,419
Benefits Less Direct and Volunteer Opportunity Costs	$420,797,076	$1,893,586,844

Benefit-Cost Ratio (based on direct costs)	$6.74

Benefit-Cost Ratio (based on direct and volunteer costs)	$4.04

Limitations of the Study

Like with all studies of this type, there are limitations or shortcomings of the analysis. While data provided from EBBSA was used in this analysis, the main limitation of this study is that it is based, for the most part, on estimates of benefits derived from studies of other after-school programs, instead of directly calculating the benefits of each program in EBBSA. Given the time and budgetary constraints, this just was not possible. The overwhelming evidence provided by the vast amount of research on the effects of after-school programs shows positive impacts on the students participating in the programs, but there are some studies that are not able to find any effects (Kremer et al., 2015; Roth, Malone, and Brooks-Gunn, 2010; Durlak, Weissberg, and Pachan, 2010). With this in mind, every attempt was made to use reasonably conservative plug-in values and methodologies, triangulated with local data sources. Along with questions of external validity that naturally come with using plug-in values, some researchers have questioned the internal validity of many of the studies upon which these figures were pulled, as previously noted.

Future Research

In order to provide more specific measures of the net benefits of Excel Beyond the Bell San Antonio, a future research agenda should include directly measuring the benefits derived from each specific program. This may also allow for the capture of additional or more specific benefits, such as improved family welfare for those who no longer have to babysit and to be able to disaggregate the non-market benefits of education. Since there is a strong correlation between level of educational attainment and health, it would be especially enlightening to tease out this specific benefit.

Conclusion

It is widely recognized that after-school programs play important roles in the development of the youth in any community. The 41 organizations that make-up Excel Beyond the Bell San Antonio certainly play that important role in the San Antonio area. The analysis of these programs indicates that they yield a substantial return on investment to the community that is similar to the net benefits of similar programs in other communities throughout the country. It seems clear that without these programs, the youth of San Antonio would lose many of the developmental benefits during those possibly unproductive, and potentially dangerous, few unsupervised hours following the completion of their school days or during their summers between school years. The development of

any economy is driven by education in its many forms, so beyond the benefits measured in this study, the continued development of the San Antonio economy depends on how well the youth within the community are educated, which means that the collaborating organizations of Excel Beyond the Bell San Antonio are vital to the future economic success of San Antonio.

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Appendix A

Excel Beyond the Bell San Antonio Collaborating Organizations

1. Arts San Antonio
2. Big Brothers Big Sisters of South Texas
3. Boy with a Ball
4. Boys and Girls Club
5. Children's Chorus of San Antonio
6. City Year San Antonio
7. Communities in Schools
8. Divine Redeemer Multi-level Educational Youth Outreach
9. Ella Austin Community Center
10. Family Service Association
11. Gemini Ink
12. Girls Inc. of San Antonio
13. Girls on the Run
14. Girl Scouts of Southwest Texas
15. Good Samaritan Community Center
16. Greater San Antonio After School All-Stars
17. Guadalupe Community Center
18. HIS BridgeBuilders
19. Inspire Center Fine Art
20. Joven
21. Kid's Involvement Network
22. Martinez Street Women's Center
23. NISD Learning Tree
24. Presa Community Center
25. Project Transformation
26. Rise Recovery
27. SA Youth
28. San Antonio Cultural Arts
29. San Antonio Education Partnership
30. San Antonio Sports
31. SAY Si
32. Scobee Education Center
33. Seton Home
34. SRG Athletics
35. Southwest School of Art
36. UTSA Prefreshman
37. YMCA of Greater San Antonio
38. Youth Orchestra of San Antonio
39. Youth Code Jam
40. Youth for Christ San Antonio
41. YWCA San Antonio