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Filling the Social Welfare Gap:

The Impact of a Nonprofit's Guaranteed Income (GI)

Program for Artists

Abstract

Young (2000) theorized that nonprofits can serve a supplementary role by addressing unmet demands that fall outside the scope of existing government programs. However, empirical evidence testing the supplementary role of nonprofits is limited, and even less is known about how field-specific and regional contexts influence this role. To address this gap, this paper uses a case of a guaranteed income (GI) program for artists designed and implemented by a nonprofit based in New York State to examine the supplementary role of nonprofits in an urban setting serving artists. We compare a population of artists served by a nonprofit's guaranteed income (GI) program with those receiving support through government social assistance programs. Through regression and simulation analysis, we assess the extent to which the GI program addresses a significant void, both in terms of the number and diversity of artists being served by existing social assistance mechanisms. This analysis provides evidence that nonprofits can serve a supplementary role of filling gaps left by social welfare programs by reaching new and diverse recipients and underscores the importance of field-specific and regional contexts in understanding the supplementary role of nonprofits.

Keywords: supplementary model of government-nonprofit, social assistance programs, quantitative analysis, artists

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Introduction

The impact of general social assistance programs on poverty reduction has been uneven. Eligibility requirements, tied to federal poverty guidelines, have been critiqued as limited, failing to reflect the true financial challenges faced by many. These guidelines focus primarily on food consumption, ignoring other essential expenses, and fail to account for regional and demographic variations (Pearce & Brooks, 2000; Mukhopadhyay et al., 2011). Also, work requirements create administrative burdens for marginalized individuals and families in need, further limiting access to benefits (Moynihan et al., 2015; Baekgaard et al., 2021). These limitations contribute to gaps in social assistance programs and disparities in racial representation (Hardy et al., 2019), as marginalized individuals are more likely to fail to prove their employment status due to unstable work conditions and limited social capital (Baekgaard et al., 2021; Wikle et al., 2022).

Artists represent a major component of the US workforce, accounting for over 2.4 million workers with diverse demographic backgrounds (National Endowment for the Arts (NEA), 2022). Artists also often struggle to prove their employment status, with work conditions varying widely and many working as unregistered self-employed individuals (Woronkowicz & Noonan, 2019). Financial instability is common among artists, who frequently move between multiple jobs and face uncertain earnings, yet their situation may not be represented under traditional poverty guidelines (Menger, 2006).

However, nonprofits can provide social assistance to reduce disparities in government social programs. According to Young (2000), nonprofits and government agencies have developed supplementary, complementary, and sometimes adversarial relationships over time to develop social welfare. As public policies evolve and government grants toward nonprofits expand, a complementary role has become more prevalent. Nonprofits operating under complementary roles have effectively mitigated administrative burdens within the social program process (Nisar, 2018; Wiley & Berry, 2018).

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The supplementary role of nonprofits includes activities that address unmet needs not covered by government programs, such as providing alternative social assistance or serving populations that have not benefited from existing social programs. Despite increasing instances of complementary roles for nonprofits, the need for supplementary roles remains, particularly as society continues to evolve towards greater diversity and governments face fiscal and political constraints. However, there is a lack of empirical evidence to enhance our understanding of this supplementary role.

Existing literature acknowledges that Young's (2000) typology has advanced the understanding of government-nonprofit relationships. Scholars argue, however, for a need for more context-specific approaches to this typology (Paarlberg & Zuhlke, 2019; Grønbjerg & Smith, 2021; Cheng et al., 2023; Toepler, 2023) that consider the varied natures within the "supplementary" role. Therefore, this paper contributes to the field by offering context-rich empirical evidence of the supplementary role of nonprofits and proposing an alternative empirical strategy for assessing this role. Our primary research question is whether nonprofits can address social and racial disparities in public assistance programs, thereby fulfilling a supplementary role.

We analyzed the case of artists' social assistance programs administered by a fully privately funded nonprofit organization in a region where arts and diversity feature prominently. This case supports the importance of field-specific and regional conditions in predicting the success of the supplementary role, as emerging literature suggests. Additionally, we examined the nonprofit's unique role in filling gaps by empirically estimating whether receipt of public assistance influenced the likelihood of receiving nonprofit benefits, and by comparing the sociodemographic characteristics of recipients and nonrecipients. This approach can be applied in other areas to test the supplementary role of nonprofits across different contexts.

Creatives Rebuild New York (CRNY), a nonprofit organization based in New York State (NY), launched a Guaranteed Income for Artists (GIA) program, providing 2,400

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artists with no-strings-attached $1,000 cash support for each of 18 months starting from June 2022. The GIA program intended, in part, to address the financial precarity of artists living in New York, while simultaneously supporting artists in their creative work. To examine whether GIA serves a supplemental role to public social welfare programs for artists, this study examines the program's selection process, particularly its commitment to prioritizing marginalized groups. Using data on 21,921 applicants to this program and NY American Community Survey (ACS) data from 2010 to 2023, we assessed whether this focus results in broader coverage than that provided by traditional government assistance programs. The diversity of GIA recipients relative to the population of artists already receiving government assistance, and relative to all NY artists, illustrates the program's effects in advancing equity. This provides the evidence to our research question of whether nonprofits can supplement social and racial gaps in public assistance programs. Results show that GI provided by a nonprofit organization can serve a more diverse set of beneficiaries compared to public welfare recipients.

Literature Review

Supplementary Role of the Nonprofit Sector

According to Young (2000), nonprofits can serve supplementary, complementary, and adversarial roles in government relationships. Nonprofits may assist in delivering programs that are predominantly funded by the government (complementary) or advocate for policy changes (adversarial). In contrast to these roles, nonprofits' supplementary roles involve addressing unmet societal needs that are not adequately covered by government programs. Eligibility guidelines and work requirements mandated by government social programs often fail to adequately reflect financial needs and impose significant administrative burdens. Consequently, these criteria restrict access to social benefits for communities in need (Herd et al., 2013; Heinrich, 2018; Nisar, 2018; Herd & Moynihan, 2019). The

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government may be limited in its ability to reduce systemic hurdles in social assistance for groups facing disproportionate challenges due to regulatory and social constraints. For those facing barriers to accessing social assistance, immediate relief from these constraints within the current government system may prove challenging. Therefore, nonprofit organizations can play the supplementary role in existing social assistance programs. One such alternative initiative is the Guaranteed Income (GI) program, which offers an alternative approach to assessing financial needs and alleviates the burdens of work requirements, thereby mitigating the structural gaps in government social programs.

Despite its significance, our understanding of government-nonprofit relationships remains incomplete. Recent literature highlights the need to consider complexities and variations within the government-nonprofit relationship, including supplementary, complementary, and adversarial interactions. Some pioneering research has primarily focused on estimating the size and density of nonprofits in relation to government activities (Matsunaga et al., 2010; Lecy & Van Slyke, 2013; Cheng, 2019; Grasse et al., 2022), using negative correlations to suggest that nonprofits serve to supplement government activities. Tests of Young's (2000) typology of government-nonprofit relationships in various policy subsectors (e.g., human services, education, arts parks and recreation) yield mixed findings.

The literature has advanced in exploring the sources of prior mixed findings. These relationships, whether supplementary or complementary, are complex and require more nuanced models to predict them by examining potential omitted variables. Looking deeper into various sectors has helped identify meaningful contextual variables. Grønbjerg and Smith (2021) argued that government-nonprofit relationships vary across subsectors, analyzing them through the lenses of economic size, share of the economy, division of labor, and the political economy influencing public spending and regulations. For instance, both social assistance and healthcare feature prominent roles for both for-profit and nonprofit entities alongside notable government spending, even though the healthcare sector dominates in terms of size. By contrast, the much smaller arts and culture sector also

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features for-profit and nonprofit drivers but very limited government spending. Analysis of socioeconomic conditions provides insights into existing studies that examine the field of arts and culture from a supplementary perspective (Kim, 2015).

Other studies, while acknowledging that subsector-specific factors affect variations in government-nonprofit relationships, have also examined additional factors at the individual organization and regional levels that influence these relationships. Specifically, these studies contribute to understanding when nonprofits' supplementary roles are likely to emerge. Moulton and Eckerd (2012) found that innovation aimed at supplementing existing programs was not correlated with subsectors but rather with sources of revenue, such as earned income or indirect public funding. Furthermore, nonprofits' ability to fill gaps in demand is also influenced by urban conditions like income variations, resident awareness, and political support from local governments (AbouAssi et al., 2019).

Recent research continues to improve empirical modeling. Due to inconsistencies in measuring the relationships between demand heterogeneity and nonprofit activities, including size and density, Paarlberg and Zuhlke (2019) developed models that explain the supplementary role of nonprofits, which is mediated by government expenditure and dependent on the alignment between donors and beneficiaries. Identifying omitted variables and incorporating them into models can better represent the complex reality of government-nonprofit relationships. This approach has the potential to expand the typology and facilitate its application also at the organizational level, including strategic decision-making, as demonstrated by recent efforts from Toepler et al. (2023). Advancing our understanding in this field depends on gathering more context-rich evidence to improve the consistency of existing studies and introducing empirical approaches that address also micro-level complexities. This helps fill gaps in current models and provides more comprehensive explanations of government-nonprofit relationships. Hence, empirical studies of nonprofit social assistance programs, such as guaranteed income can contribute to a better understanding and application of the supplementary role played by nonprofits.

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Gaps in Government Social Programs

Government social assistance programs establish eligibility criteria based on financial need. The majority of these programs, such as the Temporary Assistance for Needy Families and the Supplemental Nutrition Assistance Program, require individuals or families to be classified as "low income." Traditionally, "low-income" criteria have been based on federal poverty guidelines. The poverty guidelines set by the Department of Health and Human Services adjusts for household size but maintains a fixed ratio between spending on food and other essentials, such as housing. Today, essential expenses like childcare, internet access, mobile services, and transportation are vital for participation in social programs or employment but not adequately accounted for.

Furthermore, federal poverty guidelines do not consider regional cost variations (Mukhopadhyay et al., 2011). Housing and food expenses differ significantly between urban and rural areas. Thus, applying uniform poverty guidelines across regions fails to reflect the financial needs of individuals. Some states and programs attempt to adjust for regional cost differences by using multiples of the poverty line threshold (Pearce & Brooks, 2000). However, due to the unrealistic composition of predetermined necessary spending in poverty guidelines, this approach remains insufficient (Pearce & Brooks, 2000).

Also, general welfare programs with eligibility and work requirements, disproportionately burden marginalized communities with political intentionality, limit the size of the eligible population among those in need, and reduce the racial diversity of recipients (Peeters, 2020). The literature on administrative burdens highlights how many eligible individuals struggle to access benefits due to administrative complexities that exceed their capacity to manage (Herd & Moynihan, 2019). Requirements such as work status and job search hours disproportionately impact specific demographic groups, notably immigrants and racial minorities, perpetuating social inequalities (Schneider & Ingram, 2005; Lanford & Quadagno, 2022; Wikle et al., 2022). Research on welfare programs

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indicates that racial minorities often face more temporary or permanent sanctions resulting in reduced benefits compared to white recipients due to failing to meet work requirements (Schram et al., 2009; Monnat, 2010; Hahn, 2018; Pavetti, 2018). Additionally, bureaucratic encounters and decisions are not perceived as value-neutral, leading racial minorities, immigrants, and gender and sexuality minorities to experience additional psychological burdens due to social stigma (Herd et al., 2013; Heinrich, 2018; Nisar, 2018; Ray et al., 2023).

Artists and Government Social Programs

The history of federal support for artists in the U.S. is limited but significant, with the most notable effort being the Works Progress Administration Federal Art Project (WPA-FAP) from 1935 to 1943. This initiative included programs like the Federal Theatre Project, Federal Writer's Project, and Federal Arts Project, which provided jobs for artists while increasing the presence of art in society. However, the WPA-FAP faced criticism and controversy. The public criticized its elitism, artists were unhappy with inadequate pay, and Congress opposed funding due to New Deal resistance. Funding cuts began in 1936, and by 1939, the program was further weakened with financial responsibilities shifted to the states. Some artists were targeted as communists, influenced by political agendas and rising McCarthyism. A bill to create a Bureau of Fine Arts was proposed in 1938 but quickly failed, and by 1943, the WPA-FAP programs were dismantled. This reflected the U.S.'s lack of consistent cultural policy, as much of the WPA-FAP's artistic output was later destroyed or auctioned off.

Similar controversy affected the support of individual artists through the NEA. Initially, in the 1950s, the concept for the NEA did not explicitly include individual artist grants. However, when the NEA was established, it began providing grants to individual artists, aligning with the President's (John F. Kennedy Jr.) view of artists' importance to American society (Woronkowicz, forthcoming). Although the NEA stopped offering direct

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grants to individual artists in 1996 due to mainly conservative attacks on the agency (Brenson, 2001), it still supports them indirectly through the 40% of its federal appropriations allocated to state arts agencies (SAAs). Although SAAs still support individual artists, their stability and availability vary across regions due to reliance on state appropriations (Noonan, 2007). Considering these challenges, general social assistance may serve as an alternative public program for artists experiencing financial hardship.

Other countries have or are experimenting with national social support for artists. In particular, the government of Ireland initiated the Basic Income for Artists (BIA) pilot program in 2022. For three years, the program provides weekly cash payments of €325 per week to artists and creative workers. While the program is still in its early stages, initial evaluation results show the effectiveness of the BIA program.

In general, and external to social support programs aimed at artists, eligibility for public support can pose challenges. Artists often struggle to prove their work status and financial needs within existing social assistance programs, limiting their access to general public assistance. Artists work at high rates of self-employment and tend to have irregular work-hour patterns, even when they are in need of financial assistance (Menger, 2001; Woronkowicz & Noonan, 2019). Moreover, since artists tend to reside in urban areas with higher costs of living than non-urban areas, traditional poverty guidelines – often used as eligibility criteria in public welfare programs -- fail to account for the diverse financial needs of artists.

Furthermore, heterogeneity among artist populations affects both their need and ability to access public social support. The public administration literature stresses the disproportionate impact of administrative burdens for racial minorities and immigrants under public programs (Moynihan et al., 2015; Baekgaard et al., 2021) compounding the challenges artists already face in accessing government assistance. Not only does this heterogeneity impact artists over racial and ethnic bounds (Borowiecki & Graddy, 2021), other factors like artistic discipline also affect need for public support, since the income

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distribution of artists depends highly on occupation and industry worked in. For example, artists in occupations that tend to work commercially (e.g., designers) have higher incomes, on average, and are less likely to seek support. By contrast "fine artists" (e.g., visual artists, writers, actors) have less lucrative work prospects and therefore are more likely to turn to subsidy. Therefore, this research aims to examine the gap in social assistance through a heterogenous artist population, exacerbated by eligibility and work requirements within government assistance programs, and how nonprofits can reduce the gap by serving supplementary roles.

Background and Data Description

New York State initiated a plan for economic and community recovery post-COVID in early 2021. Recognizing the arts and culture sector's prolonged recovery period to pre-pandemic employment levels, New York State recommended initiatives to support the arts and culture sector, which led to the launch of Creatives Rebuild New York (CRNY). This three-year project, supported by the Mellon Foundation, Ford Foundation, and Stavros Niarchos Foundation, aims to restore New York State's art and cultural sector post-pandemic while ensuring equitable access to opportunities (CRNY, n.d.).

CRNY implemented the Guaranteed Income for Artists (GIA) program to provide support to individual artists in New York State, emphasizing values of racial, gender, economic, and disciplinary diversity within the cultural ecosystem. The program aims to reduce burdens in the application process, providing assistance to individuals without internet access and translation services, and employing outreach methods to enhance accessibility. Each applicant's eligibility was determined based on financial need according to the Self-Sufficiency Standards (SSS). The SSS, developed by Diana Pearce in 1996, offers an alternative method for measuring financial needs. Unlike federal poverty guidelines, SSS does not assume a fixed ratio between food and other costs, allowing for

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adjustments based on the actual costs of each necessity (Pearce & Brooks, 2000). It considers various expenses beyond food and housing, such as childcare, transportation-related fees, and taxes tailored to family types and places of residence (Pearce & Brooks, 2000). SSS allows for greater flexibility in accounting for different types of expenses, household compositions, and geographic locations, making it a potentially valuable tool for assessing financial needs overlooked by federal poverty guidelines.

All applicants needed to submit documentation to prove their artistic careers, financial needs, and New York State residency. After the verification process, a lottery was conducted to select the participants out of this eligible pool, with weights based on nine priority variables, including their race, transgender status, rural residency, disability status, LGBTQIAP identity, immigrant status, justice system involvement, caregiver status, and financial needs (lack of Financial Safety Net). For each priority variable an applicant qualifies for, their application is duplicated in the system, increasing their chances of selection. If an applicant qualifies for all priority variables, their application will be duplicated nine times, significantly increasing their chances of getting selected. From this pool, 2,400 individual artists were randomly selected to receive a stipend of $1,000 per month for 18 months, with no strings attached. The program began in February 2022 with the application process. Selected artists were assigned payment schedules, with the earliest payments starting in June 2022.

Our analysis uses data from the applications to the GIA program, which includes measures of socioeconomic background such as sex, gender, race, disability, area of living, legal system involvement, care giving role, financial needs including history of public assistance receipt, and artistic practices information on 21,921 applicants. The subsequent secondary analysis includes ACS data from 2010 to 2023, focusing on individuals who reported having an artist-related job and who reside in New York State. This dataset includes socioeconomic indicators such as wages, household income, welfare income, racial and gender demographics, geographic location of residence, and occupational profiles. The ACS data from 2010 to 2023 includes 10,867 individuals who reported arts-related

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occupations in the survey year or the year before the survey year. Table 1 lists the GIA

priority variables and how each is measured in the CRNY data. Since in a later stage of the

analysis we match these variables to ACS data, we also list the matched variables in the

ACS.

Table 1

Crosswalk of Priority Variables in CRNY and ACS Data

Variable	CRNY (GIA)	ACS
Race Priority (Non-White)	Race identity other than White only	Race identity other than White only
Transgender Priority	Identified other than Female/Male	No information
Rural Priority	Living in rural area	Living in non-metropolitan statistical areas
Disability Priority	Identified as deaf or disabled	Identified as disabled
LGBTQIAP Priority	Identified as LGBTQIAP+ group	No information
Immigrant Priority	Identified as an immigrant to the U.S.	Identified as an immigrant to the U.S
Justice Priority	Identified have criminal legal system involvement	No information
Care Giver Priority	Giving care to adults, children, or elders	Having children in the household
Finance Priority	Lack of Financial Safety Net	Household income below 130% of the federal poverty line
N	21,921	10,867

There are some significant differences between the CRNY and ACS datasets. First,

the ACS does not include data on transgender identification, LGBTQIAP+ status, or legal

system involvement. Second, the GIA's finance priority variable is assigned to those who

self-reported as having "no financial safety net" when asked in survey as an indicator of

financial need. While the ACS does not have this information, we use an alternative

measure based on eligibility of cash assistance programs for a household.[1] The CRNY

program limited applicants to individuals identifying themselves as below the SSS

according to NY criteria for self-sufficiency in order to qualify for the GIA program. This

restriction resulted in a larger proportion of applicants who reported having "no financial

safety net" compared to the general Census population. Third, the GIA eligibility rules

eliminate applicants who do not fall below SSS. We do not use this pre-requisite to filter

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[1]The NY cash assistance eligibility standards, 130% of the federal poverty line as the threshold of eligibility. This threshold serves as a proxy for financial priority, analogous to the lack of a financial safety net priority in the GIA.

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out individuals from the ACS dataset.

Fourth, the GIA has different definitions of artist-related disciplines than the Census data. Appendix 1 provides the summary statistics for the disciplines within the CRNY program. We have made an effort to align the Census definitions with the CRNY categories to facilitate comparison. We tried to fit Census definitions into CRNY categories accordingly, therefore, you could see that in the "Designer" discipline CRNY will correspond with "Other designers", "Graphic designers", "Fashion designers", "Commercial and industrial designers". While the definition of "Artist and related workers" in Census terms will correspond to "Disciplinary arts", "Craft", "Oral traditions", "Performance arts", "Social practice", "Traditional arts", "Visual arts", and "Media arts" in CRNY disciplines.

Methodology

Our analysis is driven by two primary questions: (1) Did receiving government assistance significantly influence the likelihood of being selected by the GIA? If so, then this GI program might be seen as amplifying or reinforcing existing government support programs rather than expanding their coverage to fill gaps. (2) Did the GIA support marginalized artists not receiving other forms of public assistance? We first compare summary statistics across the applicant pool and use logistic regression to understand the selection process of GIA. Monte Carlo Simulation is then applied to examine the consistency of analysis in broader artists community.

Comparative Summary Statistics

Comparative summary statistics involves examining the demographic and socioeconomic characteristics of the applicants to identify patterns or disparities in the selection process. Such a comparison helps to understand whether the GIA is indeed

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reaching a diverse and potentially underserved population. We then use t-Tests to assess the statistical significance of differences between applicants who have received public assistance and those who have not. This step is critical in determining whether the program's selection criteria favor one group over another and directly answers the question of whether receiving government assistance influences the likelihood of being selected by the GIA. If people who are more likely to be selected by the GIA differ from those who receive government assistance, then it provides evidence that the GIA is covering an expanded population relative to government programs.

Logit Regression

In addition, our analysis is enhanced by the use of logistic regression analysis to identify factors that influence selection into the GI program. This approach allows us to examine the extent to which receipt of government assistance is a predictor of selection into the GIA, controlling for priority variables, including race, transgender, LGBTQIAP, rural, disability, immigrant, justice, care giver, and finance. The logistic regression model provides a comprehensive insight into selection dynamics. If the beneficiaries of the GIA closely mirror the demographic profile of NY artists already receiving public support, it would suggest that the program primarily reinforces or substitutes for existing forms of support rather than expanding them. Conversely, a finding that marginalized status significantly predicts participation in the GIA, independent of prior public assistance, would highlight the GIA's role in filling gaps in the social safety net. This statistical analysis is critical to evaluating the GIA's ability to extend support to artists beyond what traditional welfare systems provide.

This regression approach allows us to control for multiple factors that might influence selection, providing a clearer understanding of the unique impact of receiving social welfare assistance on the likelihood of being selected by the GIA. The model estimates the probability of an applicant being selected by the GIA, taking into account whether they

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have received public social welfare assistance.

$$\log \log \left(\frac{p}{1-p}\right) = \alpha + \beta_1 \cdot ReceiveAssis + \beta_2 \cdot Race_p + \beta_3 \cdot Trans_p + \beta_4 \cdot Rural_p + \beta_5 \cdot Disability_p + \beta_6 \cdot LGBTQIAP_p + \beta_7 \cdot Immigrant_p + \beta_8 \cdot Justice_p + \beta_9 \cdot Caregiver_p + \beta_{10} \cdot Finance_p$$

Here, p is the probability that the applicant is selected ($Y = 1$). α is the intercept of the model. $\beta_1, \beta_2, ..., \beta_{10}$ are the coefficients for each predictor variable, representing the effect of a one-unit change in the predictor variable on the log-odds of being selected, holding all other variables constant. *ReceiveAssist* is a binary indicator for whether the applicant has received social welfare assistance (1 if yes, 0 otherwise). *Race_p, Trans_p, Rural_p, Disability_p, LGBTQIAP_p, Immigrant_p, Justice_p, Caregiver_p* and *Finance_p* are priority variables capturing various characteristics of the applicants, including their race, transgender status, rural residency, disability status, LGBTQIAP identity, immigrant status, justice system involvement, caregiver status, and financial needs (lack of Financial Safety Net), respectively. Each of these is also a binary indicator (1 for presence of the attribute, 0 otherwise).

Examining whether the GIA merely supplements existing public support or extends its reach to a broader range of marginalized artists is a fundamental aspect of understanding the program's impact. In addition, the program's weighted lottery and prioritization criteria may inadvertently privilege certain types of artists. Therefore, in addition to the baseline model proposed above, we conduct supplementary logistic regression analyses that integrate indicators of artistic discipline and race to discern patterns of selection for the GIA. Artistic disciplines are represented by 14 variables (e.g., Craft, Dance, and Design), and racial identities are captured through 8 variables (e.g., Black or African American, White, and Indigenous American). This approach not only highlights which disciplines are more likely to be included in the GIA, but also suggests a correlation between certain artistic fields and race. Through these analyses, we aim to shed light on the diversity of GIA

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beneficiaries and the complex dynamics of the program's selection criteria.

Monte Carlo Simulation of Selection Criteria

To examine the influence of the specific circumstances surrounding the GIA lottery and its applicant pool, which may not accurately represent the broader artist community, we use Monte Carlo simulations on the original application data to test the consistency of the selection results with the actual list of recipients. In addition, we simulate the selection process using a dataset from the NY ACS data that reflects a broader demographic of artists to understand how the results would vary across a more diverse population of artists.

These simulations allow us to assess the GIA's ability to target its intended demographic and its intersection with existing public assistance frameworks. By conducting this analysis, we aim to determine (a) the effectiveness of the selection process in prioritizing marginalized groups, and (b) potential differences in outcomes if the program were applied statewide.

The Monte Carlo simulations are conducted as follows. First, to account for the varying degrees of priority among different variables, the simulation expanded the number of rows corresponding to each criterion in the dataset. This expansion effectively increased the probability of selection for individuals associated with certain criteria, reflecting their priority status within the simulation framework. For example, if the applicant falls into the LGBTQIAP+ group, then this applicant will have two identical rows representing greater probability of being selected. If this applicant meets other priority variables, such as giving care to others, then the applicant will receive an additional row for the expanded probability of being selected.

Second, the process was iterated 1,000 times, simulating a variety of selection scenarios to accurately capture the probabilistic landscape created by the interplay of the defined criteria. Each iteration involved assigning selection results to individuals based on the expanded lines and uniform probability distribution, reflecting the randomness inherent

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in selection processes.

Third, upon completion of the 1,000 iterations, the simulation aggregated the results to calculate the overall probability of selection for individuals based on the initial priority variables. This culminated in a comprehensive analysis that provides insight into how various factors can affect selection probabilities in practice. The results provide a basis for understanding the potential impact of prioritizing certain groups over others in selection processes, highlighting the nuances of program implementation and the importance of equitable decision-making indicators through social welfare assistance.

Results

Comparative Summary Statistics

Table 2 shows how several key priorities emerge as significant factors in the selection process of CRNY's GIA program. Applicants who identified as non-white were more likely to be selected, with a statistically significant mean difference ($p<0.05$). Similarly, those who identified as transgender, two-spirit, non-binary, or with multiple gender identities were more likely to be selected. Residence in rural areas also increased the likelihood of selection, indicating the GIA's prioritizing of artists in less urbanized communities. In addition, applicants with disabilities were significantly more likely to be selected. Members of the LGBTQIAP+ community were also favored in the selection process. As expected, the GIA selection process prioritized individuals with a history of criminal justice system involvement. Caregivers of children or the elderly are also overrepresented among the selected. Finally, a lack of a financial safety net among applicants was a significant factor in selection.

Table 2

Summary Statistics and T-Test Results for Selected vs. Not Selected Applicants

	Selected	Not Selected	t-test	Total Applicants	

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Variable	Mean	Mean	t-statistics	Mean	Min.	Max.
Race Priority (Non-White)	.6417	.6099	-3.0052*	.6134	0	1
Transgender Priority	.2023	.1577	-5.5656*	.1625	0	1
Rural Priority	.1455	.0524	-17.8212*	.0625	0	1
Disability Priority	.1623	.0966	-9.9450*	.1037	0	1
LGBTQIAP Priority	.4802	.4341	-4.2801*	.4391	0	1
Immigrant Priority	.1981	.1901	-0.9338	.1910	0	1
Justice Priority	.0690	.0394	-6.7468*	.0426	0	1
Care Giver Priority	.3869	.2659	-12.4598*	.2790	0	1
Finance Priority	.9512	.9164	-5.9143*	.9202	0	1
Receive Public Assistance	.2839	.2541	-3.1335*	.2573	0	1
N	2,378	19,543		21,921		

*Note. Data source: CRNY GIA. * $p < .05$. **$p < .01$ ***$p < .001$*

The results in Table 2 show that immigrant status was not significantly different between the selected and the non-selected groups. This is surprising, considering that immigrant status was prioritized in the weighted lottery along with the other priority variables. This reflects the reality that lotteries and randomization do not always result in expected outcomes. Were this lottery to be re-run more times – as shown in the simulation next – more immigrants are likely to be selected.

Overall, the proportion of applicants to the GIA, segmented by their "marginalized" (priority) status and whether they receive public assistance, supports the question of whether the GIA supports a marginalized group. This group tended to receive public assistance more than those not selected, but the proportions of those receiving government assistance are small. Of the 2,378 individuals selected for the GIA, a substantial majority, 1,703 applicants, do not receive public assistance. This distribution, with less than 30% of the selected applicants receiving public assistance, suggests that the GIA primarily benefits those who are not receiving public assistance and are not self-sufficient, which is about 70% of the selected cohort.

Table 3

Summary Statistics and t-Test Results for Receiving Public Welfare Assistance vs. Not Receiving Public Welfare Assistance Applicants

	Receive Assistance	Not Receive Assistance	t-test	Total Applicants
Variable	Mean	Mean	t-statistics	Mean

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Race Priority (Non-White)	.5618	.6313	9.2532*	.6134
Transgender Priority	.1730	.1589	-2.4760*	.1625
Rural Priority	.0869	.0544	-8.4482*	.0625
Disability Priority	.1835	.0761	-23.0660*	.1037
LGBTQIAP Priority	.4414	.4383	-0.4019	.4391
Immigrant Priority	.1580	.2024	7.3275*	.1910
Justice Priority	.0684	.0337	-11.1728*	.0426
Finance Priority	.9289	.9172	-2.7986*	.9202
Care Giver Priority	.3193	.2651	-7.8260*	.2790
N	5,641	16,280		21,921

Note. Data source: CRNY GIA. $* p < .05$. $**p < .01$ $*** p < .001$

Meanwhile, Table 3 presents comparative statistics for GIA applicants segmented by whether they receive public assistance. This shows how, among the applicant pool in the lottery, whether those already receiving public assistance tended to have marginalized status. Within the array of priority variables considered during the selection process for the GIA, the majority exhibit statistically significant differences based on the receipt of public assistance, with the notable exception of the LGBTQIAP+ variable. Applicants who receive assistance exhibit some characteristics similar to those selected by the GIA: they are predominantly from rural areas, often have disabilities, and are likely to be caregivers. Conversely, the demographic profile of those receiving government assistance includes a higher proportion of white individuals compared to those not receiving assistance, and this group is less likely to consist of immigrants.

Table 4 provides mean values for a set of priority variables, allowing for a comparison across four distinct groups in the GIA program: those selected and not selected, further divided by the receipt or non-receipt of public welfare assistance. The data suggests nuanced trends across these groups. For instance, applicants not receiving public welfare assistance but selected by the GIA exhibit a higher mean in non-white race priority, with the average exceeding 0.6. Also, applicants who both received public welfare assistance and who were selected by the GIA show a higher mean among all groups. Conversely, applicants not receiving assistance and not getting selected by the GIA show a lower likelihood of having a disability.

Table 4

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Summary Statistics of Receiving Public Welfare Assistance or Not for Selected vs. Not

Selected Applicants

Receive assistance?	Yes		No	
	Not Selected	Selected	Selected	Not Selected
Priority Variable	**Mean**	**Mean**	**Mean**	**Mean**
Race (Non-White)	.5582	.5881	.6629	.6276
Transgender	.1694	.2000	.2032	.1537
Rural	.0715	.1926	.1268	.0460
Disability	.1720	.2681	.1204	.0709
LGBTQIAP	.4366	.4770	.4815	.4333
Immigrant	.1565	.1689	.2096	.2016
Justice	.0652	.0919	.0599	.0306
Care Giver	.2996	.4637	.3564	.2544
Finance	.9241	.9644	.9460	.9138
N	4,966	675	1,703	14,577

Note. Data source: CRNY GIA.

Table 5

Mode Statistics of Applicant Characteristics by Selection Status and Welfare Assistance Receipt

Receive assistance?	**Yes**		**No**	
	Not Selected	**Selected**	**Selected**	**Not Selected**
Age Range	25-34	25-34	25-34	25-34
Race	White	White	White	White
Gender	Female	Female	Female	Male
Rural	No	No	No	No
Disability	No	No	No	No
LGBTQIAP	No	Yes	No	No
Immigrant	No	No	No	No
Justice Involvement	No	No	No	No
Care Giver	No	No	No	No
Financial Need	Yes	Yes	Yes	Yes
N	4,966	675	1,703	14,577

Note. Data source: CRNY GIA.

Table 5 presents the mode, or most common attributes, across four distinct applicant

groups within the dataset of GIA. Uniformly, the predominant profile emerging from each

group is that of applicants who are in the age bracket of 25-34 years, identify as white, and

do not have a disability, do not identify as LGBTQIAP+, have no history of legal

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involvement, and do not have caregiving responsibilities. This modal demographic suggests a specific tendency in the applicant pool across all groups.

Notably, differences emerge in relation to certain criteria. Female applicants predominantly appear in the subsets of those receiving public welfare assistance and those selected by the program. Additionally, among the cohort that was both selected and receiving assistance, a higher frequency to identify as LGBTQIAP+ is observed. This indicates that while the general applicant profile tends to be quite uniform, certain attributes such as gender and LGBTQIAP+ identification play a role in the selection process.

Table 6

Logit Regression Results for Selection by the GIA

	Selected by the Program
Receive Public Welfare Assistance	0.0202
	(0.0503)
Race Priority	0.239***
	(0.0482)
Transgender Priority	0.192**
	(0.0629)
Rural Priority	1.126***
	(0.0699)
Disability Priority	0.472***
	(0.0642)
LGBTQIAP+ Priority	0.173***
	(0.0503)
Immigrant Priority	0.0858
	(0.0564)
Justice Priority	0.334***
	(0.0925)
Caregiver Priority	0.480***
	(0.0468)
Finance	0.448***
	(0.100)

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Note. Standard errors in parentheses
* $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

Logit Regression

Table 6 shows that receiving public assistance increases the log odds of being selected for the GIA by 0.0202, although this effect is not statistically significant ($p > 0.05$). This suggests that receipt of public assistance does not significantly affect an applicant's likelihood of being selected for the GIA, controlling for the GIA's various priority variables. In particular, while welfare recipients may appear more likely to be selected in an unconditional analysis, this observation is influenced by the overlap between the GIA's priorities and characteristics typical of welfare recipients, as detailed in Table 2. The lack of perfect correlation between these factors suggests that the GIA has the potential to expand the scope of the social safety net, despite its neutral stance on public assistance status.

Significantly, the analysis shows that non-white applicants, transgender individuals, and those from rural areas are more likely to be selected in the GIA. This pattern extends to LGBTQIAP+ individuals, caregivers, those without a financial safety net, those with a history of involvement with the legal system, and applicants with disabilities-who are 0.239 log odds more likely to be selected, holding all else constant. Immigrant status, however, does not significantly affect selection, consistent with the statistical insignificance found in Table 2.

These findings suggest that the GIA is effectively targeting a wide range of underrepresented and marginalized groups. This extends beyond those typically served by public assistance and reflects a deliberate effort to include individuals traditionally overlooked by government assistance programs, such as the LGBTQIAP+ community. The lack of a significant correlation between LGBTQIAP+ identity and public assistance receipt underscores a gap in traditional welfare criteria that GI programs seeks to fill.

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In sum, the regression results affirm the GI programs' commitment to enriching the welfare landscape by including a broad range of applicants from marginalized communities. The program's eligibility criteria underscore its goal of complementing, rather than duplicating, existing public welfare services, thereby enhancing support for individuals underserved by traditional assistance mechanisms.

In the selection process of the GIA, an artist's likelihood of being selected is influenced by several factors, including self-reported artistic discipline and racial identity. To elucidate the complex dynamics between these factors and selection outcomes, we used coefficient plots derived from our logistic regression analysis. This analysis incorporates artistic discipline and racial category as key variables in the model, along with indicators of public assistance receipt and other priority variables.

In doing so, we aim to dissect the influence of artistic discipline and race on the likelihood of selection into the GIA, providing insight into whether certain disciplines or racial identities are more favorable within the context of the GIA. This approach allows us to identify the individual and combined effects of artistic discipline and racial identity on selection decisions, while also controlling for the effects of receiving public assistance and the presence of priority variables. Figure 1 presents a coefficient plot using the discipline of "visual arts" as the reference group. This visualization helps show how different artistic disciplines correlate with the likelihood of being selected for the program, controlling for other priority variables, as well as receiving public assistance.

The coefficient plot reveals a notable trend that applicants who identify their discipline as "Dance" show the strongest positive association with selection, suggesting a particular preference or alignment of the program's criteria with the characteristics inherent in the craft discipline. This is closely followed by artists in "Craft", "Traditional Arts", and "Theater", suggesting that these disciplines also have favorable characteristics that align with the priorities of the selection committee.

In contrast, the plot indicates a relatively lower likelihood of selection for applicants

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reporting "Music" as their discipline, when controlling for a range of other influencing

factors. This differential suggests that, while the program is broadly supportive of diverse
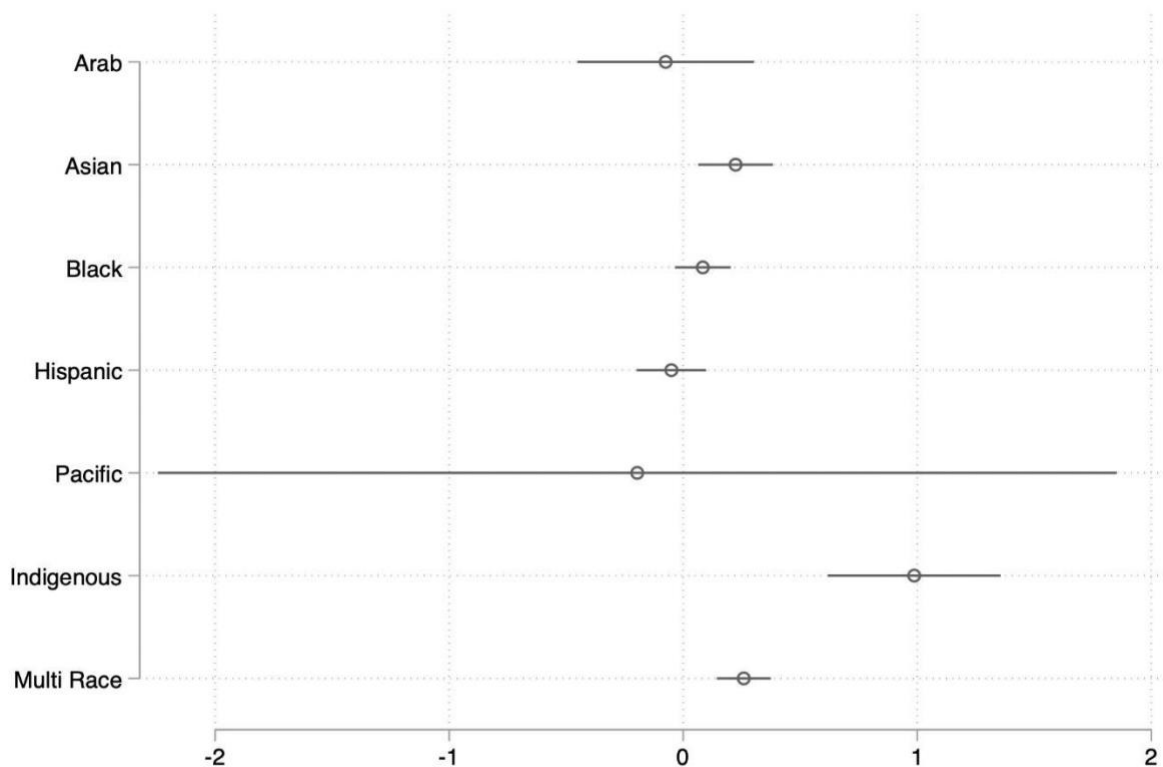
Figure 1

Coefficient Plot of Variety Disciplines Reported (Using "Visual arts" as Reference Group)
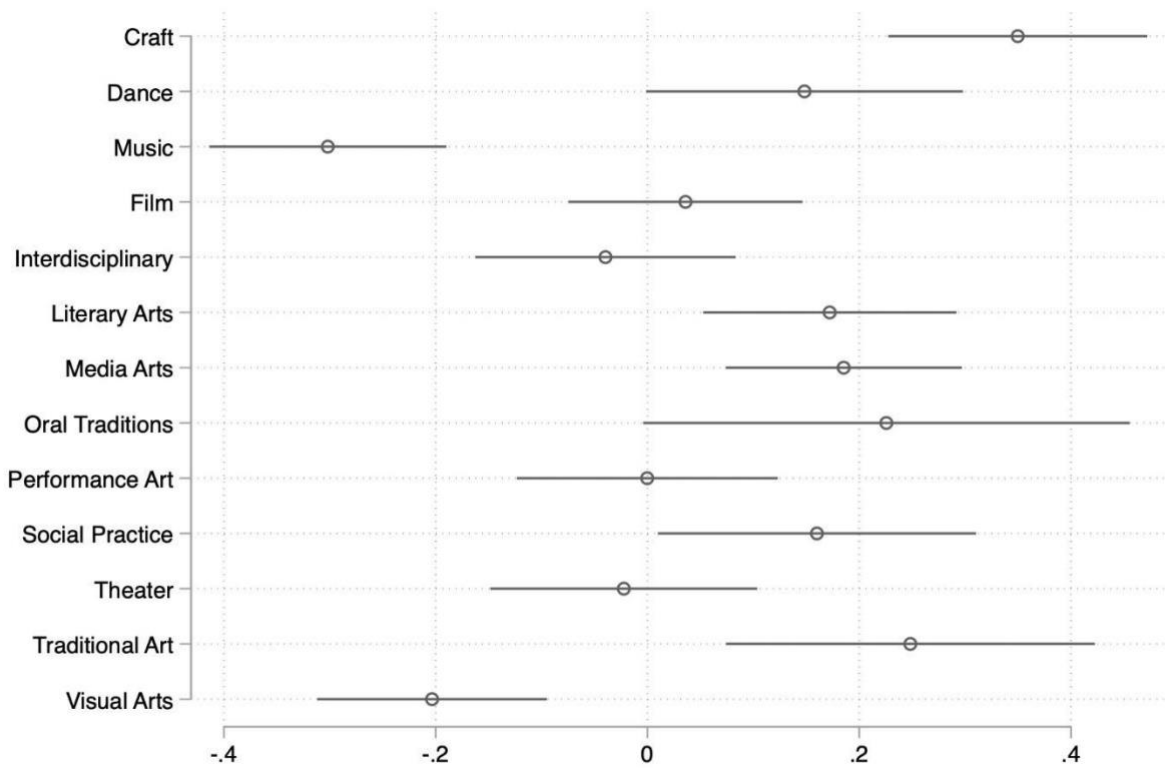
Note. Data source: CRNY GIA.

Figure 2

Coefficient Plot of Race Reported (Using White as Reference Group)

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Note. Data source: CRNY GIA.

artistic expressions, certain disciplines might inherently align more closely with the

program's objectives or appeal more to the selection criteria. This indicates that the GIA's

evaluation process is not merely discipline-centered, but takes a comprehensive view that

considers multiple dimensions of an applicant's background and identity, such as caregiver

role in the household, and financial needs.

Although the selection process for the GIA exhibits a preference for non-white racial

groups, significant variations exist among these groups themselves.[2] Figure 2 shows the

coefficient plot examining the impact of racial identity on the selection process, with

"White" serving as the reference category. The plot shows that applicants who identify as

"Indigenous American, First Nation, or Alaska Native" have the highest positive

coefficient, indicating a greater likelihood of being selected compared to white applicants.

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[2] Appendix 2 presents summary statistics for race categories as defined by the CRNY, including a detailed listing of all race categories rather than grouping them under "non-White".

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In contrast, applicants identifying as "Pacific Islander or Native Hawaiian" have a lower coefficient, indicating a lower likelihood of selection within this program. The patterns indicate the GIA's selection tendencies with respect to racial identity. Indigenous American, more than one race, and Asian racial groups were more likely to be selected than whites into the GIA. Given that the lottery was weighted to favor (all) non-white racial groups, the fact that some races (e.g., Black, Hispanic, Arab) did not get selected at a higher frequency than whites is not simply a reflection of randomness or systematic bias, but a complex interaction of controlled priority variables within the model. It suggests that the differences in selection among racial groups, including whites, are due to the equitable consideration of priority variables such as disability, transgender identity, and other variables, rather than racial identity alone.

Monte Carlo Simulation of Selection Criteria

The primary regression analysis using GIA program data does not show a statistically significant effect of receiving public assistance on the likelihood of being selected for the GIA. Conditional on the SSS eligibility criteria, this finding might not be surprising because the weighted lottery among the eligible applicant pool was facially blind to public assistance status. If GIA's chosen priority variables are themselves correlated with receipt of public assistance (see Table 2), then the insignificant result in Table 6 just reflects how the logit model captures the lottery process' blindness to public assistance. Yet it could also be the result of the particular random lottery run by CRNY. After all, the lottery did not favor immigrants as intended. Running the lottery again might yield different results. Further, the tendency of this lottery to select artists already receiving public assistance depends greatly on the initial applicant pool. Because of the non-representative nature of the applicant pool compared to the general population of artists in the state, the previous results may mask the true impact of public assistance on the likelihood of selection. Therefore, a comparison of the GIA's selection process and the broader statewide population is needed.

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By replicating the GIA's selection process 1,000 times, this simulation aims to verify if the observed patterns of selection among applicants hold consistently, thereby reinforcing the internal validity of our results. Table 7 illustrates the summary statistics from a Monte Carlo simulation designed to assess the selection priorities of the GIA after 1,000 iterations. Table 7 shows the mean values for the priority variables for the full pool of applicants (rightmost column) and for the selected participants (middle column), as in Table 2. The (leftmost) Monte Carlo column shows the average characteristics among those selected across the thousand lotteries. Comparing the Monte Carlo means to the means of the program participants and the applicant pool lets us discern the GIA's selection inclinations apart from their specific lottery results and their applicant pool.

The Monte Carlo results are consistent with expectations: all priority variables have higher means than the applicant pool, confirming that the lottery was designed to favor these criteria. Non-white, Transgender, LGBTQIAP individuals and immigrants have, on average, been assigned higher priority across iterations, as indicated by their higher mean values. This reflects a systematic preference for these categories within the selection criteria used in the simulation.

However, the nuanced difference in means – especially the slight increase for welfare recipients – suggests careful adherence to the priority variables rather than a substantial bias. Rural, disability, justice-involvement, giving care to others, financially needy, and public assistance-receiving categories all exhibit lower frequencies (on average) in the simulations, with lower mean values than in the actual CRNY lottery. The simulation means are nonetheless higher than the means of the total applicant pool.

Table 7

Summary Statistics of Monte Carlo Simulation of Selected vs. Actual Selected in CNRY Program

	Monte Carlo Simulation	Selected by CRNY	CRNY Applicants

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Variable	Mean	Δ mean > 10%	Δ mean > 20%	Mean	Std. Dev.	Mean	Std. Dev.
Race Priority (Non-White)	.6773	.595	0	.6417	.4796	.6134	.4870
Transgender Priority	.2155	1	.996	.2023	.4018	.1625	.3690
Rural Priority	.0735	.836	.364	.1455	.3527	.0625	.2421
Disability Priority	.1352	.999	.949	.1623	.3688	.1037	.3049
LGBTQIAP Priority	.5104	.999	.047	.4808	.4997	.4391	.4963
Immigrant Priority	.2306	.998	.545	.1981	.3986	.1910	.3931
Justice Priority	.0569	.988	.907	.0690	.2534	.0426	.2020
Care Giver Priority	.3298	.994	.287	.3869	.4871	.2790	.4485
Finance Priority	.9473	0	0	.9512	.2155	.9202	.2710
Receive Public Assistance	.2636	-	-	.2839	.4510	.2573	.4372
N	21,921x1,000			2,378		21,921	

Note. Data source: CRNY GIA.

We can examine how the CRNY lottery deviated from expectations because of either randomness or correlations among the priority criteria. Specifically, columns 3 and 4 in Table 7 explore the likelihood of a weighted lottery yielding a selection of participants that greatly differs from the mean of applicant pool. This analysis assesses the extent to which the weighting mechanism amplifies the representation of priority groups considering potential correlations among criteria. For each priority variable, we report the frequency of iterations that exhibit a mean that is 10 or 20 percent above the applicant mean. The finance priority never crosses these thresholds for deviation from the applicant mean because the mean (0.9202) is so close to one. With so much financial need among applicants, the weighted lottery cannot substantially favor it. Some variables, such as transgender status, disability, and justice involvement exhibit substantial deviations, with nearly all cases surpassing even the 20% threshold. For this applicant pool, prioritizing these factors leads to sizeable shifts from the actual applicant mean. Among the more rare attributes, rural and justice priorities, one shows a much greater frequency of a 20% increase than the other, suggesting that rural status is less correlated with other priority criteria. These results also

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reinforce just how unlikely it was for the immigrant priority mean to be that low among those selected by CRNY. Overall, these findings suggest that the impact of the weighted lottery is not uniform across priority groups. Some groups, particularly those with higher baseline prevalence (e.g., race and LGBTQIAP priority), exhibit less deviation, while others, especially those with lower baseline representation (e.g., justice and rural priority), experience more pronounced shifts in selection outcomes.

Table. 8

Summary Statistics of GIA Applicants vs. Census Artists in NY

	CRNY (GIA) Applicants	ACS
Variable	**Mean**	**Mean**
Race Priority (Non-White)	.6134	.2017
Transgender Priority	.1625	-
Rural Priority	.0625	.0037
Disability Priority	.1037	.0289
LGBTQIAP Priority	.4391	-
Immigrant Priority	.1910	.2285
Justice Priority	.0426	-
Finance Priority	.9202	.0079
Care Giver Priority	.2790	.2920
Receive Public Assistance	.2573	.1036
N	21,921	10,867

Note. Data source: CRNY GIA and ACS data from 2010 to 2023.

Table 9

Summary Statistics of Monte Carlo Simulation with Selected vs. Total Census Artists in NY

	Monte Carlo Simulation		Total Census Artists in NY	
Variable	**Mean**	**Std. Dev.**	**Mean**	**Std. Dev.**
Race Priority (Non-White)	.3114	.0054	.2017	.4013
Rural Priority	.0053	.0008	.0037	.0606
Disability Priority	.0419	.0024	.0289	.1675
Immigrant Priority	.3593	.0055	.2285	.4199
Care Giver Priority	.4184	.0054	.2920	.4547
Finance Priority	.0145	.0016	.0079	.0886
Receive Public Assistance	.1171	.0036	.1036	.3048

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N		10,867x1,000		10,867

Note. Data source: ACS data from 2010 to 2023.

We also simulated the selection process of GIA to the broader NY population of artists by using data from the 2010 to 2023 ACS. With CRNY selecting 10.8% of its applicants for the GIA, we also selected 10.8% of NY artists (1,179 out of 10,867) from the ACS data. This approach allows us to analyze the GIA's alignment with the needs of a diverse artist population across the state. By simulating the selection process using ACS, we aim to measure the program's impact and its ability to fill gaps not covered by traditional social welfare. This iterative analysis, enriched with more comprehensive data over time, will help us assess the program's effectiveness as a supplemental support system and provide a clearer understanding of its potential to strengthen the artistic community statewide. Based on this population of 10,867 artists as defined in the ACS, we replicate the GIA's weighted lottery process using these six available priority variables for 1,000 simulated lotteries.

To begin with, the profile of Census artists differs significantly from the GIA applicant pool. Specifically, CRNY applicants are more likely to be non-white, transgender, rural, disabled, LGBTQIAP, justice-involved, or receiving public assistance compared to the broader Census population. For example, 61.34% of CRNY applicants are non-white, compared to only 20.17% in the Census, and 43.91% identify as LGBTQIAP, a category not represented in the Census data. These disparities highlight the targeted nature of the CRNY program, which aims to support marginalized artists by prioritizing individuals with these identities or experiences.

Table 9 shows the outcome of a Monte Carlo simulation that identifies individuals within the NY ACS data for artists who are most likely to be selected by the GIA. Specifically, the table compares the weighted mean and standard deviation of NY artists being selected through 1,000 iterations against the overall demographic profile of artists in the NY ACS data.

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The comparison of these means after numerous iterations confirms that the GIA process consistently selects applicants based on these priority variables, demonstrating the program's commitment to supporting a diverse and underserved artist community. Moreover, it provides evidence that the GIA program scaled to a broader population of artists would tend to cover artists mostly not receiving public welfare assistance. Though about 10% of artists in the ACS receive public assistance, the simulated lotteries targeting marginalized status among this artist population selected artists receiving public assistance less than 12% of the time.

The simulating selection process of GIA with ACS data covering artists in NY suggests that, even when considering a broader demographic of artists who may not engage with the GIA, prioritizing certain demographics consistently expands support across the population. It does not predominantly target those already receiving public assistance. This disparity indicates that the GIA potentially plays a supplementary role, extending support to individuals who may be underrepresented or insufficiently served by existing public assistance programs. It reflects the initiative's probable intention to address the needs of artists who face extra hurdles to achieving self-sufficiency, including those who may require urgent support in times of crisis, such as during the COVID-19 pandemic. The underrepresentation of individuals already receiving public assistance in the simulation also highlights the program's extension towards artists who, despite financial challenges, may not receive or qualify for other forms of government support. These findings underscore the GIA's potential to fill gaps in the existing safety net, catering to the unique circumstances faced by artists in the state.

Discussion

Existing literature has underscored the exclusionary nature of current social assistance programs, which often overlook certain populations due to eligibility criteria based on

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federal poverty guidelines and stringent work requirements. Moreover, federal data often provides a snapshot of a specific subset of individuals—in this study, those who primarily earn their income from artistic work—while other samples, such as the GIA data, offer insight into a broader population. Relying solely on federal data to assess "need" would overlook many individuals who do not fit that narrow definition. By incorporating additional sources, we can better understand these gaps and highlight the role of non-governmental organizations in addressing unmet social and economic needs within a population. This paper focuses on this gap within social welfare, with a specific focus on artists. Artists face financial challenges that may not be captured by federal poverty guidelines, and their unconventional work conditions further challenge them to meet the work status requirements under general social assistance programs. Therefore, the research is designed to assess whether a nonprofit-initiated guaranteed income program for artists that prioritizes more complex financial needs and reduces burdens in meeting eligibility requirements can effectively address these gaps within the current government assistance framework.

The imperfect correlation among priority factors that reflect populations in need and the receipt of governmental assistance allows for a GI program, like CRNY's, to supplement or expand coverage of the public safety net. The GIA program included priority criteria that targeted marginalized groups, which did not overlap significantly with those receiving public assistance. As we would predict, artists on public assistance were more likely to be selected into the GIA program, but only because the receipt of public assistance is correlated with the priority factors identifying marginalized groups. In other words, conditional on the priority criteria, public assistance neither helped nor hindered the odds of being selected into the GIA program. The GIA program, being blind to governmental assistance, did not just deepen the support to individuals already receiving governmental support, but it expanded coverage in effect widening the social safety net in NY and serving a supplementary role.

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Our analysis contributes to the field by introducing a micro-level approach to measuring the supplementary roles of nonprofits through the case of social welfare programs for artists in New York State. The results underscore the importance of contextual conditions surrounding the emergence of supplementary roles, consistent with existing literature. As supported by Moulton and Eckerd (2012), an organization's income sources can influence its likelihood of developing innovative actions that supplement existing programs. CRNY is operated without the need for earned income, relying fully on non-governmental grants from foundations. This funding structure may have facilitated the emergence of a supplementary role for CRNY, as predicted by existing studies.

CRNY serves the artistic community in New York State, but the majority of artists (65% of the state's total artist population) are based in New York City (NYC). According to 2017 estimates from the Office of the Comptroller based on the ACS, creative industries contribute 13% of the city's total economic output, and 12% of all US creative employment is located in NYC. Additionally, NYC is demographically diverse with higher rates of immigration, greater racial diversity, and a larger population of and legal support for LGBTQ communities than the rest of the country.

Arts and diversity have been economically and politically significant for NYC, especially in light of COVID-19's impact on arts and culture businesses. We expect factors like the size and division of the economy, political advocacy from communities, and local government support to correlate with the supplementary role of nonprofits (AbouAssi et al., 2019; Grønbjerg & Smith, 2021). The CRNY's supplementary role in filling a gap in artists' financial needs and diversity in social programs aligns with these findings.

Conclusion

This study provides empirical support for prior studies in supplementary role of nonprofits and highlight the importance of further exploring the government-nonprofit relationship both

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at the organization-level and in additional contexts. However, our analysis is not without limitations. First, the GIA applicant data used in this research is self-reported. Despite CRNY's efforts to verify responses regarding household income and the history of receiving social welfare programs through supplementary tax and spending documents, other parts of the responses may contain errors. Additionally, the age of applicants was not recorded, and variations due to age were not considered in the analysis. Second, in the simulation analysis, although efforts were made to match variables in CRNY data to the census data for simulations, it was not a perfect match because the census data does not contain certain variables, such as gender identities and legal system involvement. Lastly, the literature suggests that artists can face substantive hurdles due to their occupational characteristics and demographic conditions, limiting their access to social welfare programs. However, we cannot rule out the possibility that some artists may choose not to apply to welfare programs even when they individually have the means to overcome those hurdles described in the literature. This potential endogeneity can be further explored with qualitative interviews and surveys capturing perceptions and reasons behind individual artists who have not received social welfare assistance despite being in financial need.

Despite the limitations, the CRNY case demonstrates the capacity of nonprofits serving a supplementary role in social assistance diversifying the population of people receiving support. In line with its objectives, GIA program recipients generally exhibited priority factors indicative of marginalized status. Additionally, simulations suggest that extending the GIA program to a wider demographic could encompass a more diverse group of economically vulnerable individuals who may not meet the criteria for public welfare assistance.

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Appendix

Disciplines	Mean	Standard Deviation	Min	Max
Craft	0.1509	0.3590	0	1
Dance	0.0960	0.2946	0	1
Design	0.1697	0.3754	0	1
Film	0.2323	0.4223	0	1
Interdisciplinary Arts	0.1577	0.3645	0	1
Literary Arts	0.1579	0.3647	0	1
Media Arts	0.1910	0.3931	0	1
Music	0.3342	0.4717	0	1
Oral Traditions	0.0301	0.1708	0	1
Performance Art	0.1664	0.3725	0	1
Social Practice	0.0838	0.2772	0	1
Theater	0.1781	0.3826	0	1
Traditional Art	0.0572	0.2322	0	1
Visual Art	0.3975	0.4894	0	1

Appendix 1. Summary Statistics of Disciplines in CRNY

Disciplines	Mean	Standard Deviation	Min	Max
White	0.3167	0.4652	0	1
Arab	0.0152	0.1223	0	1
Asian	0.0814	0.2735	0	1
Black	0.2048	0.4036	0	1
Hispanic	0.1218	0.3270	0	1
Pacific	0.0005	0.0234	0	1
Indigenous	0.0076	0.0867	0	1
Multi-race (more than one race)	0.2005	0.4004	0	1

Appendix 2. Summary Statistics of Race in CRNY

Acronyms	Definitions
GI	Guaranteed income
GIA	Guaranteed Income for Artists (GIA)
NEA	National Endowment for the Arts
CRNY	Creatives Rebuild New York
ACS	American Community Survey
WPA-FAP	Works Progress Administration Federal Art Project
SAA(s)	State arts agencies
BIA	Basic Income for Artists (Ireland pilot program)
SSS	Self-Sufficiency Standards

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Appendix 3. List of Acronyms and Definitions

(Listed in the order of appearance in the paper)

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