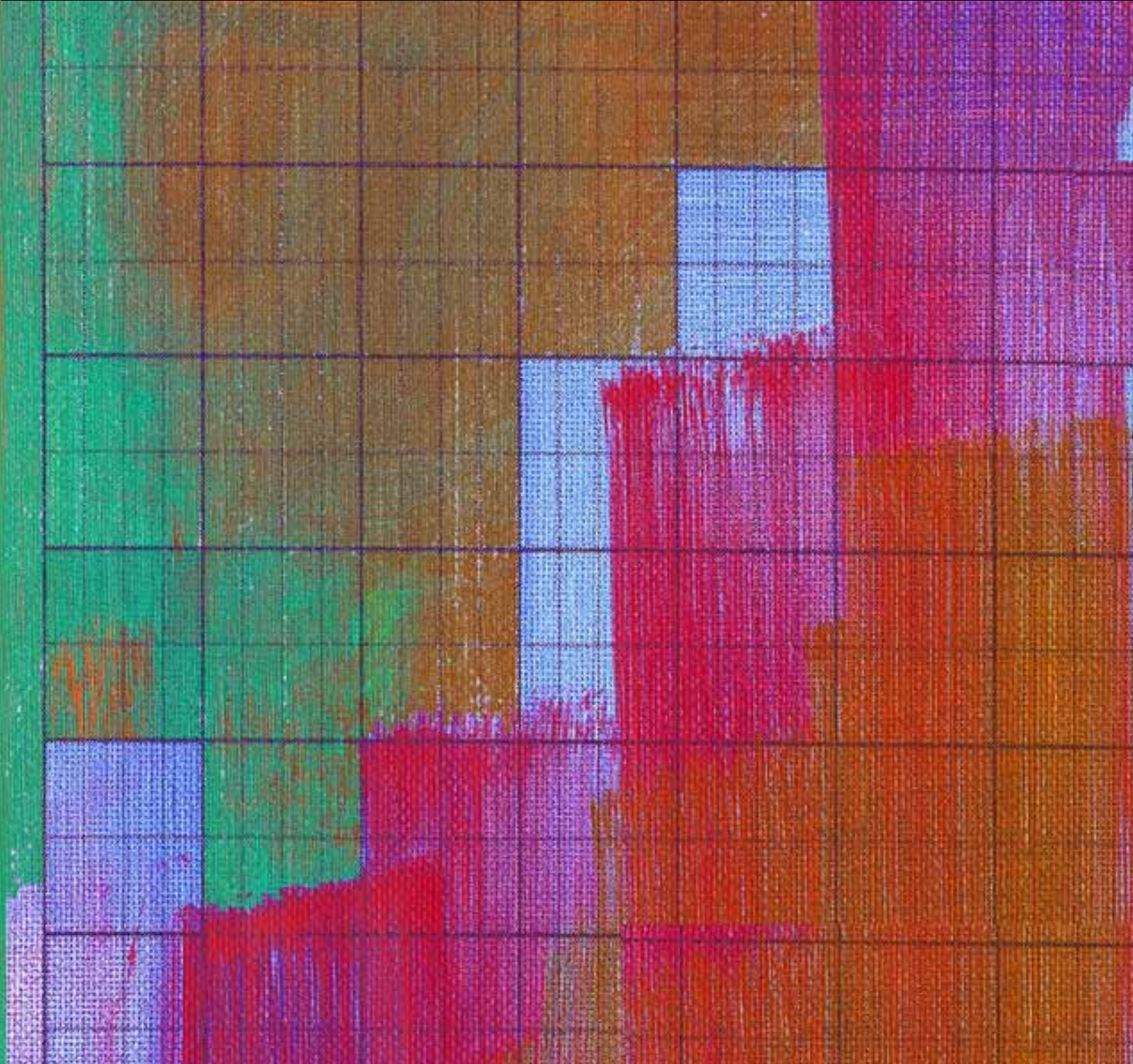


Investments in Building Citywide Out-of-School-Time Systems: A Six-City Study

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Contents

Executive Summary	i
A Conceptual Framework for OST System Building.....	ii
Key Findings.....	ii
A Guide to the Report.....	iv
Chapter I: Introduction	1
A Conceptual Framework for OST System Building.....	2
Purpose of the Study.....	3
The Six Cities in the Study.....	5
Methodology.....	7
Chapter II: Understanding Investments in OST System Building	12
Summary.....	16
Chapter III: Strategies for Providing Leadership	17
Mayoral Leadership.....	19
Governing Bodies.....	23
OST Intermediaries.....	25
Partnerships and Collaborative Relationships.....	26
Business Planning.....	26
Summary.....	27
Chapter IV: Strategies for Improving the Quality of OST Programs	29
Technical Assistance, Training, Higher Education and Professional Development.....	31
Aligning OST Programming with School District Curricula.....	37
Establishing Quality Standards and Evaluation Initiatives.....	38
Developing and Maintaining Data-Management Systems.....	40
Summary.....	42
Chapter V: Strategies for Expanding Access to and Participation in OST Programming	44
Resource and Referral Systems.....	50
Market Research.....	51
Outreach.....	52
Pilots and Program Innovations.....	53
Building Facilities and Securing Rent-Free Space for OST Providers.....	54
Summary.....	55

Chapter VI: Strategies for Financing and Sustaining Citywide OST Programs and Infrastructure	56
Fund-Development Training and Technical Assistance.....	62
Exploring Funding Options To Support OST Programs and Systems.....	63
Advocacy	63
Business Planning	65
Summary.....	66
Chapter VII: Conclusion and Implications for Future Investments, Policy and Research	67
Directions for Future Research.....	72
A Final Word.....	74
Endnotes	75
Appendices	78
Appendix A: Catalog of System-Building Investments.....	79
Appendix B: OST System-Building Profiles for Boston, Charlotte, Chicago, Denver, New York and Seattle.....	80
Appendices Endnotes.....	93
Tables	
Executive Summary Table 1: Conceptual Framework for OST System-Building Efforts.....	iii
Table 1: Conceptual Framework for OST System-Building Efforts.....	4
Table 2: Comparison of OST System-Building Attributes in the Six Study Cities	8
Table 3: Investments in Strategies for Providing Leadership.....	20
Table 4: Investments in Strategies for Improving Program Quality.....	32
Table 5: Investments in Strategies for Expanding Access to and Participation in OST Programming	47
Table 6: Investments in Strategies for Financing and Sustaining Citywide OST Programming and Infrastructure.....	60
Table 7: Total Investments in OST System-Building Efforts.....	69
Appendix Tables	
Appendix Table 1: Catalog of Profiled OST System-Building Investments	79

Figures

Figure 1: Distinction Between OST Systems and OST Programs.....	5
Figure 2: School Enrollment (Grades K–12) in the Six Study Cities	7
Figure 3: Investments in Leadership as a Percentage of Total Investments in OST System Building, by City	18
Figure 4: Investments in Improving Program Quality as a Percentage of Total Investments in OST System Building, by City ...	30
Figure 5: Percentage of Each City’s Investments in Improving Program Quality Dedicated to Specific Strategies	31
Figure 6: Chicago’s 2008 Out-of-School-Time Program Sites Linked by Citywide Data System	41
Figure 7: Investments in Expanding Access to and Participation in OST Programming as a Percentage of Total Investments in OST System Building, by City.....	45
Figure 8: Percentage of Each City’s Investments in Expanding Access to and Participation in OST Programming Dedicated to Specific Strategies	46
Figure 9: Investments in Sustainability as a Percentage of Total Investments in OST System Building, by City	58
Figure 10: Percentage of Each City’s Investments in Financing and Sustaining OST Programming and Infrastructure Dedicated to Specific Strategies.....	59
Figure 11: Percentage of Each City’s Investments in OST System Building Dedicated to Specific Strategies.....	69

Appendix Figures

Appendix Figure 1: Boston: Total Investments in OST System Building	80
Appendix Figure 2: Charlotte: Total Investments in OST System Building	83
Appendix Figure 3: Chicago: Total Investments in OST System Building.....	85
Appendix Figure 4: Denver: Total Investments in OST System Building.....	87
Appendix Figure 5: New York: Total Investments in OST System Building	89
Appendix Figure 6: Seattle: Total Investments in OST System Building.....	91

This report is part of a series documenting the costs of out-of-school-time programs and the city-level systems that support them. For more information, visit www.ppv.org, www.financeproject.org or www.wallacefoundation.org.

The Cost of Quality Out-of-School-Time Programs provides detailed information on both the average out-of-pocket expenditures and average full cost (including the value of in-kind contributions) of a wide range of quality out-of-school-time programs.

The Out-of-School-Time Program Cost Calculator is a tool that will enable users to generate tailored cost estimates for many different types of out-of-school-time programs. Available at www.wallacefoundation.org/cost-of-quality.

Investments in Building Out-of-School-Time Systems: A Six-City Study examines the resource investments cities can make to support local out-of-school-time programs.

Index of Acronyms Used Throughout the Report

ARC: Associated Recreation Council
ASEP: The After School Enrichment Program
ASM: After School Matters
BASAP: Boston After-School for All Partnership
BB: Boston After School and Beyond
BEST: Building Exemplary Systems for Training Youth Workers
BOSTnet: Building Out-of-School Time Opportunities for Children, Youth, and Families
BPS: Boston Public Schools
CAP: Chicago Area Project
CLEAR: City Leaders Engaged in Afterschool Reform
CMS: Charlotte–Mecklenburg Schools
CPS: Chicago Public Schools
CRD: Denver’s Community Recreation Division
CUNY: City University of New York
CYS: Department of Children and Youth Services
DELTAS: Department of Extended Learning Time, Afterschool and Services
DOE: Department of Education
DQUAC: Denver Quality After-School Connection
DYCD: Department of Youth and Community Development
FSS: Department of Family & Support Services
GF: General Fund
HSD: Human Services Department
LOAS: Lights On After School
LOYD: Lead to Opportunities for Youth with Disabilities
MAP: Massachusetts Afterschool Partnership
MELS: Managers of Extended Learning Services
MOEC: Mayor’s Office for Education and Children
MOST: Making the Most of Out-of-School Time
MOU: Memorandum of Understanding
MSM: Middle School Matters
NYSAN: New York State Afterschool Network
OST: Out-of-school-time
PASE: Partnership for After School Education
POST: Partners in Out-of-School Time
PUCC: Parents United for Child Care (now BOSTnet)
P/PV: Public/Private Ventures
SOWA: School’s Out Washington
SPS: Seattle Public Schools
TA: Technical assistance
TASC: The After-School Corporation
TFP: The Finance Project
UWMB: United Way of Massachusetts Bay and Merrimack Valley

Executive Summary



Out-of-school-time (OST) programs play a vital role in many children’s academic and social development. To address the growing demand for and interest in these activities, a number of US cities have initiated efforts to create OST systems—coherent, shared infrastructures designed to support, coordinate and sustain OST programs citywide.

For emerging system-building efforts to succeed, policymakers, city leaders and funders need lessons, ideas and information to guide their investments in system planning, start-up and ongoing operations. This knowledge can assist city leaders as they assemble the necessary staff and funding to get their own efforts off the ground.

To meet this need, The Wallace Foundation commissioned The Finance Project (TFP) and Public/Private Ventures (P/PV) to conduct a study of the investments six cities—Boston, Charlotte, Chicago, Denver, New York City and Seattle—made in building OST systems. Using a case-study approach, this study explores:

- Strategies and activities commonly pursued in building citywide OST systems;
- Monetary and in-kind investments associated with these efforts;
- Variations in investments from city to city; and
- Options for financing system-building efforts.

The study’s findings can inform OST system-building efforts across the country—by helping stakeholders understand the potential roles and functions of OST systems, the range of resources needed to build a solid infrastructure and the variety of funding sources that can be tapped for system development and maintenance.

This is the final report in a series documenting the costs of OST programs and the city-level systems that support them. It serves as a companion to two previous resources developed by TFP and P/PV: *The Cost of Quality Out-of-School-Time Programs*,¹ which provides detailed information on both the average

out-of-pocket expenditures and the average full cost of a wide range of quality OST programs; and an online “cost calculator”² that enables users to generate tailored cost estimates for many different types of OST programs. This report builds on these resources by discussing the strategies and system-level investments made to support OST programming in the same six cities where we previously gathered program-cost data.

A Conceptual Framework for OST System Building

Currently, there is no accepted model for building an effective OST system, so defining what a well-functioning, coordinated OST system consists of—as well as outlining how to plan, operate and sustain such a system—remains a critical goal for OST researchers.³ Thus, this study aims to further refine the conceptual framework other researchers have used to think about OST systems.⁴ Our research suggests that cities invest in four major components of OST infrastructure by:

- Providing community leadership and vision;
- Improving program quality;
- Expanding access to and participation in quality programs; and
- Financing and sustaining quality programs.

These components reflect the overarching goals of OST systems and can encompass a variety of specific strategies and activities—from establishing governing bodies and developing quality standards to developing resource and referral systems and exploring funding options. Executive Summary Table 1 outlines the potential roles and functions of OST systems.

Key Findings

There is no single blueprint for building successful OST systems or for helping local leaders project the relevant costs of developing and maintaining them. In many ways, city-level system-building efforts are charting new ground. The six cities examined in this study are among the leaders in a national movement to develop effective OST systems. Yet even today, none has what could be called a fully formed OST system. Nevertheless, during the study

Executive Summary Table 1**Conceptual Framework for OST System-Building Efforts**

Strategies			
Providing Leadership and Vision	Improving Program Quality	Expanding Access to and Participation in Quality Programs	Financing and Sustaining Citywide Programming and Infrastructure
Activities			
<ul style="list-style-type: none"> • Individual leaders, usually mayors, who use their position and influence to focus attention on the need for OST programs, bring people together, mobilize public- and private-sector resources and spearhead efforts to develop mechanisms for providing systematic guidance, management and support; • Citywide governing bodies that lead, advise and monitor system-building efforts; • OST intermediaries, generally independent nonprofit organizations established outside city government that foster collaboration and coordination among public- and private-sector stakeholders and mobilize resources; • Partnerships and collaborations among local individuals and organizations that have a stake in OST, which enable them to pool knowledge and resources to support shared system-building goals; and • Business planning by the system leaders that identifies system-building needs, priorities and the core strategies and activities to be pursued. 	<ul style="list-style-type: none"> • Technical assistance, training, higher education and professional development for OST program staff; • Alignment of OST programming with school curricula to ensure that OST offerings reinforce what students learn in the classroom; • Quality standards and evaluation initiatives to assess program effectiveness; and • Data management systems to compile and organize information on OST programs and their operations. 	<ul style="list-style-type: none"> • City-level resource and referral systems to facilitate access to existing programs; • Market research by system leaders to better understand the needs and preferences of local families and communities; • Outreach to families to increase awareness of OST opportunities; • Program innovation to attract and better serve diverse populations of local children and youth; and • Building facilities and securing rent-free space for OST programs throughout the city. 	<ul style="list-style-type: none"> • Training and technical assistance to help OST programs develop and diversify funds; • Exploring funding options to support and sustain OST initiatives; • Advocacy at the state and local levels to build public support and influence OST policy and funding decisions; and • Business planning to lay the groundwork for the organizational and financial sustainability of OST system-building efforts.

period—October through December 2007—emerging initiatives in these cities had matured to a stage such that their experiences could provide leaders in other localities with useful ideas, information and lessons concerning investments in system planning, start-up and ongoing operations.

A number of key findings related to investments in each of the four primary strategies for city-level OST system building emerged from our study:

- **There is no “right” cost or investment for building citywide OST systems.** Rather, costs depend on the desired scale of the system, the strategies and activities employed, the available resources

and whether the system can leverage existing efforts or needs to be built from scratch. We found wide variations in the amount of resources and the proportions of investments that city leaders devoted to the four key strategies for system building we identified.

- **The availability of funding significantly influenced the trajectory for system building.** Foundation funding is often important for ambitious system-building efforts to get launched and to advance. Without generous outside support, most cities do not have available resources in their agency budgets to finance OST system planning and development at the scale they desire.

Some system components, such as pilot programs and data-management systems, often require significant investments of time, money and technical expertise for design and implementation. We found that the three cities in our study that had significant foundation funding specifically dedicated to OST system building were able to move more quickly with planning and implementation and to do so on a more ambitious scale than were the other cities. Likewise, the availability of funding influenced the intensity, complexity and reach of specific activities. Across the cities in our study, the differences we observed in the scale of investments in specific system components largely reflect differences in the amount of funding that was made available to public- and private-sector leaders for these purposes.

- **Improving program quality and expanding access accounted for the largest share of system-building investments—43 percent and 38 percent, respectively, across the six cities.**
- **Providing leadership received a relatively small average investment—14 percent across the six cities and less than 5 percent in three cities.** However, we do not believe this means that leadership was less important than other components of system building. Rather, it reflects the fact that many of the individuals we interviewed found it difficult to quantify their leadership development efforts. For these reasons, we believe our data may underestimate investments in this area. Still, the relatively low level of investment is notable given the important role leadership plays in the successful development of citywide OST systems.
- **Overall, financing and sustainability received the smallest average share of investments—only 5 percent overall and 2 percent or less in four of the six cities.** This may reflect the early developmental stage of OST system-building efforts in these cities, but it also suggests that when cities have significant dedicated funding for system building, planning for long-term sustainability is less urgent. Nevertheless, creating citywide OST systems to serve all the children and youth who can benefit from quality programs will require more—and more stable—financial and organizational resources than were available to any of the cities in our study. In cities that have depended

on significant infusions of foundation funds to advance OST system building, the challenges of achieving sustainability may be especially great.

While this study represents an important step toward building a knowledge base about investments in OST system building, our dataset was too small, and the systems themselves too young, for broad conclusions to be drawn. Thus, the findings do not provide a normative guide for local leaders who want to project the investments that will be required for their own OST system building, nor do they answer the question of what can ultimately be achieved as the result of such investments. But they do offer a glimpse at how leaders in several cities approached the challenges of creating and sustaining quality OST programming and infrastructure. Despite its limitations, this study makes a critical contribution to the knowledge base by refining the framework other researchers have used to understand OST system building, along with providing a set of first-time cost estimates.

Given the early stage of development of the system-building efforts in the cities we studied, there is much more to learn about OST systems and the investments needed to create and sustain them. This study raises a number of important questions for future research about patterns of investments; the differences between start-up and ongoing operating costs; and the types of funding, infrastructure and leadership models that can advance truly sustainable citywide OST systems.

A Guide to the Report

This report is organized into seven chapters. A series of appendices provide additional information about system-building efforts in each of the six cities.

- *Chapter 1* introduces a conceptual framework for OST system building. It also describes the purpose of the study, the six cities examined and the methodology for analyzing investments.
- *Chapter 2* provides some context for understanding investments in OST system building.
- *Chapters 3 through 6* present key findings about investments in the core components of OST systems highlighted in our conceptual framework: providing leadership, improving program quality,

expanding access to and participation in OST programs, and financing and sustaining citywide OST programming and infrastructure.

- *Chapter 7* reviews and discusses the implications of the study's findings for policy, practice and future research.

Introduction

Chapter I

During the past two decades, out-of-school-time (OST) programs have become an integral part of the fabric of most American communities. The nonschool hours are a time to reinforce children’s learning gains, provide enrichment opportunities, supplement the school-day academic curriculum and create opportunities for young people to form bonds with adults and older youth who can serve as positive role models.

Across the nation, more than 53.8 million children and youth are currently enrolled in grades K–12⁵; an estimated 6.5 million of these children participate in OST programs.⁶ A growing body of research on OST programs has shown that children who attend high-quality OST programs miss fewer days of school, complete their homework more often and demonstrate improved school behavior and performance.⁷

Across the country, city leaders and funders increasingly recognize a relationship between the availability of good OST programs and the quality of life and economic viability of urban communities.⁸ More than 500 municipal leaders surveyed in 2005 by the National League of Cities ranked OST programs among the most pressing needs for children in their communities.⁹ In places where public schools have suffered cutbacks in arts, sports and other enrichment activities, these programs provide badly needed opportunities. For children with working parents, OST programs represent a safe environment that offers fun and nurturing experiences when school is out of session and parents are unavailable. As efforts to boost academic achievement take on new urgency, OST programs provide opportunities for children and youth to get much needed help with their schoolwork. And, as community leaders seek new ways to reduce crime and promote public safety, OST programs provide constructive activities for young people and foster positive connections between youth and their communities.

We define a “system” as the overarching, city-level infrastructure that supports and helps sustain quality OST programming.

Despite a growing demand for OST programs and services, very few cities have a coordinated system for funding, promoting or regulating these activities. Even cities with a long history of providing OST programs and services typically rely on a patchwork of independent agencies and organizations working in loose, cooperative networks. Elsewhere, a few centralized government-based systems oversee only a fraction of the total programs in their cities. Across municipalities, we find that programs operating in these nascent systems cobble together funding from a variety of sources to support an

array of approaches and activities, yet they often have no established guidelines for quality and rarely have the information they need to identify areas for system-level improvement.¹⁰

A Conceptual Framework for OST System Building

Additional funding and attention alone cannot ensure the quality and availability of OST programs, nor their long-term sustainability. To address these challenges, a growing number of US cities have initiated efforts to create coherent OST systems, with the goal of increasing the quality and capacity of providers to develop and maintain programs that meet the varied needs of school-age children during nonschool hours.

There is no consensus about the key attributes of successful and sustainable OST systems. For the purposes of this study, we define a “system” as the overarching, city-level infrastructure that supports and helps sustain quality OST programming. Such a system typically consists of a number of public agencies and private organizations working together to support all or many OST programs in a city or county. The array of supports and services that make up the key system components varies from place to place. As one Chicago leader noted, which services the system in a particular city provides is “often serendipitous and highly opportunistic.”

So how should city leaders think about investments in OST system building? Unlike public education systems, there is no accepted model for building an effective OST system. Indeed, defining what a well-functioning, coordinated system consists of—as well as how to plan, operate and sustain such a system—will take time and careful research.¹¹ This study aims to refine the conceptual framework other researchers have used to understand investments in OST system building.¹²

Our research suggests that cities invest in four major components of OST infrastructure by:

- Providing community leadership and vision;
- Improving program quality;
- Expanding access to and participation in quality programs; and
- Ensuring adequate funding and sustaining quality programs.

These components reflect overarching goals and can encompass a variety of specific strategies and activities, from establishing governing bodies and developing quality standards to developing resource and referral systems and exploring funding options. Table 1 on the next page outlines the potential roles and functions of OST systems and provides a framework for the report's structure. It helps answer the basic question, "Funding for what?" For each system component identified in the table, we gathered information on specific strategies and activities and their associated investments—both monetary and in-kind—as well as the sources of funding.

Invariably, there are a number of improvements that can and will be made to this conceptual framework. We hope this study will stimulate discussion in the field about OST system building and that future research will continue to contribute to a rich collective knowledge base about these issues.

OST systems are distinct from, but closely aligned with, the organizational infrastructure that supports direct-service provision. As shown in Figure 1 on page 5, efforts at both the system and program level can help support leadership, program quality, access and participation, and financing and sustainability. The main distinction between these

two levels is scale. Whereas program-level efforts typically benefit a particular OST provider or multisite agency, system-building efforts aim to create a shared, overarching infrastructure for all OST providers citywide. Systems often begin, however, by targeting a subset of programs based on their focus, population, type of provider or funding source. For the purposes of this report, we used the distinction of scale to determine what should "count" in terms of system-building investments.

Another conceptual challenge is that OST systems and programs frequently interact in dynamic ways. One might envision an ecological model of OST, in which programs are nested within citywide systems, which are in turn embedded within larger state-wide and national structures.¹³ There are linkages and interrelationships among these various levels. For example, systems are designed to support and strengthen local OST programming. Similarly, program-level efforts can also help inform and advance system building. Program leaders often participate in the governing bodies for OST systems, and innovations at the program level can serve as models for system-building efforts. Throughout this study, wherever possible, we tried to capture OST program leaders' relevant contributions to system-building efforts.

Purpose of the Study

Currently, there are only a handful of studies on OST system-building efforts, and information about investments and financing is especially limited.¹⁴ Using a case-study approach, this study addresses this knowledge gap by focusing on the following questions:

- What strategies and activities are commonly pursued in building citywide OST systems?
- What monetary and in-kind investments are associated with these efforts?
- How do these investments vary from locality to locality?
- How are system-building efforts financed?

It is our hope that more information about these costs and strategies will help city leaders, policymakers, providers and funders better design citywide OST systems that address the needs and

Table 1
Conceptual Framework for OST System-Building Efforts

Strategies			
Providing Leadership and Vision	Improving Program Quality	Expanding Access to and Participation in Quality Programs	Financing and Sustaining Citywide Programming and Infrastructure
Activities			
<ul style="list-style-type: none"> • Individual leaders, usually mayors, who use their position and influence to focus attention on the need for OST programs, bring people together, mobilize public- and private-sector resources and spearhead efforts to develop mechanisms for providing systematic guidance, management and support; • Citywide governing bodies that lead, advise and monitor system-building efforts; • OST intermediaries, generally independent nonprofit organizations established outside city government that foster collaboration and coordination among public- and private-sector stakeholders and mobilize resources; • Partnerships and collaborations among local individuals and organizations that have a stake in OST, which enable them to pool knowledge and resources to support shared system-building goals; and • Business planning by the system leaders that identifies system-building needs, priorities and the core strategies and activities to be pursued. 	<ul style="list-style-type: none"> • Technical assistance, training, higher education and professional development for OST program staff; • Alignment of OST programming with school curricula to ensure that OST offerings reinforce what students learn in the classroom; • Quality standards and evaluation initiatives to assess program effectiveness; and • Data management systems to compile and organize information on OST programs and their operations. 	<ul style="list-style-type: none"> • City-level resource and referral systems to facilitate access to existing programs; • Market research by system leaders to better understand the needs and preferences of local families and communities; • Outreach to families to increase awareness of OST opportunities; • Program innovation to attract and better serve diverse populations of local children and youth; and • Building facilities and securing rent-free space for OST programs throughout the city. 	<ul style="list-style-type: none"> • Training and technical assistance to help OST programs develop and diversify funds; • Exploring funding options to support and sustain OST initiatives; • Advocacy at the state and local levels to build public support and influence OST policy and funding decisions; and • Business planning to lay the groundwork for the organizational and financial sustainability of OST system-building efforts.

priorities of their communities. For this reason, our research focused on gathering information that can help stakeholders understand the potential roles and functions of OST systems, the resources needed to build this infrastructure and the potential funding sources that can be tapped along the way.

This report is a companion piece to two previous resources created by TFP and P/PV:

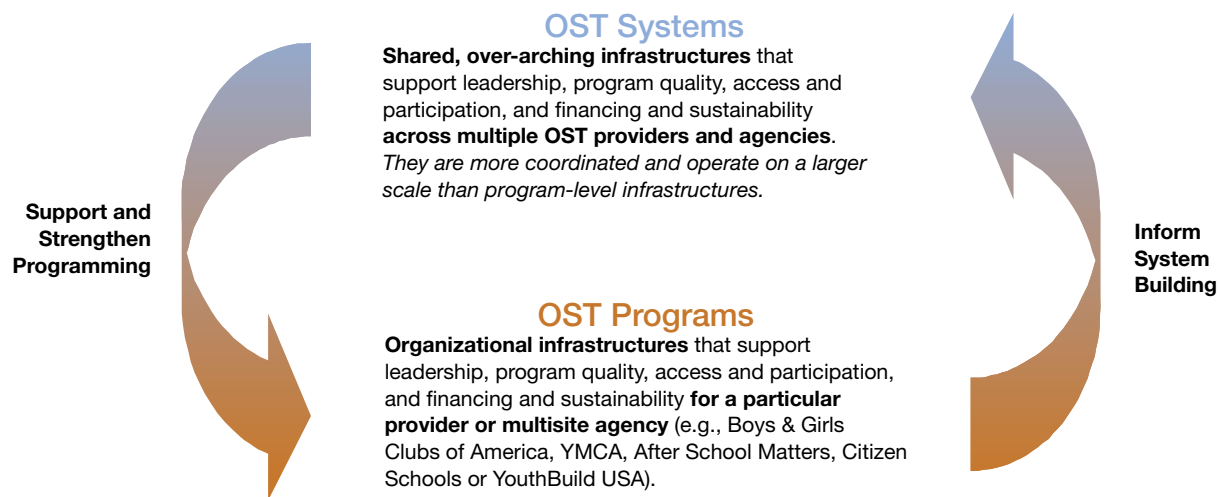
- *The Cost of Quality Out-of-School-Time Programs*, which provides detailed information on both the average out-of-pocket expenditures and full costs

(including the value of in-kind contributions) of a wide range of quality OST programs—available at www.ppv.org; and

- *The Out-of-School-Time Program Cost Calculator*, an online tool that enables users to generate tailored cost estimates for many different types of high-quality OST programs—available at www.wallacefoundation.org/cost-of-quality.

This report builds on these resources by discussing the strategies and system-level investments made to support OST programming in the same six cities where we gathered program-cost data.

Figure 1
Distinction Between OST Systems and OST Programs



The Six Cities in the Study

There is no single blueprint for building successful OST systems or for projecting the costs of developing and maintaining them. In many ways, city-level system-building efforts are charting new ground. The six cities examined in this study—Boston, Charlotte, Chicago, Denver, New York City and Seattle—are among the leaders in a national movement to address this challenge. Yet even today, none of these cities has a fully formed system. The city-wide efforts we studied varied dramatically in their developmental trajectory, scale, strategies, activities, organizational structure and the partners and resources involved.

Nevertheless, at the time of our study—October through December 2007—emerging initiatives in these cities had matured to a stage where their experiences could provide useful information and lessons about investments in system planning, start-up and ongoing operations. It is our hope that these lessons can inform the efforts of leaders in other cities who are in the beginning stages of their system-building efforts and who seek to expand and strengthen the quality, accessibility and sustainability of their OST offerings.

The six cities in our study offered a rich context for examining system-level investments for a number of reasons, including their established track record in OST programming and their leaders' demonstrated commitment to enhancing OST opportunities on a broad scale.

- **Boston** is a midsize city in the Northeast with a population of approximately 600,980 and school enrollment (grades K–12) of 85,371 children and youth.¹⁵ At the time of our study, it had a decentralized system that developed organically over decades from a number of separate OST programs and initiatives, including Making the Most of Out-of-School Time (MOST).¹⁶ Boston's recent system-building efforts were spearheaded by schools and independent nonprofit organizations that provided support to OST programs.
- **Charlotte** is a midsize city in the Southeast with a population of approximately 649,580 and school enrollment of 115,927 children and youth.¹⁷ Although its OST system was relatively young at the time of this study, Charlotte had made important progress in developing a systematic approach to providing OST programming to its school-age population, with an intermediary spearheading system-building efforts and additional leadership provided by local government, school leaders and local philanthropy.

The city-county structure of the Charlotte–Mecklenburg area has important implications for the organization and financing of a citywide OST system.

- **Chicago** is a large Midwestern city with a population of approximately 2.74 million and school enrollment of 479,746 children and youth.¹⁸ Like Boston, Chicago was involved in early system-building efforts through MOST. Over time, Chicago’s system has expanded to include all publicly funded OST programs in the city. Jointly coordinated by the Chicago Department of Family & Support Services, the Office of Children and Youth Services and After School Matters (ASM), current system-building efforts engage the mayor and leaders from an array of city agencies, public schools, community-based nonprofit organizations, local universities and advocacy organizations.
- **Denver** is a midsize city in the Rocky Mountain region with a population of approximately 576,850 and school enrollment of 85,268 children and youth.¹⁹ At the time of our study, city leaders were building a centrally administered OST system based in Denver’s public schools. The mayor and city officials, as well as the city’s youth-serving organizations, played key roles in supporting and advancing system-building efforts.
- **New York City** is a large city in the Northeast with a population of approximately 8.25 million and a highly diverse population of more than 1.39 million school enrollees that, as in all the cities in the study, includes many children and youth from low-income families.²⁰ New York City’s system-building efforts date back to 1998 with the launch of The After-School Corporation (TASC), an OST intermediary, with support from the Soros Foundation. During the past few years, city government, foundations and local nonprofit organizations have made substantial investments in OST system-building. Recently the system has become centralized under the city’s Department of Youth and Community Development. It is now one of the largest municipally financed OST systems in the country, serving about 78,000 youth per year.
- **Seattle** is a midsize city in the Pacific Northwest with a population of about 565,800 and school enrollment of approximately 59,100 children and

youth.²¹ Seattle’s 30-year history of establishing and maintaining OST programs in public schools makes it home to one of the oldest system-building efforts in the US, and it was one of the three cities (along with Boston and Chicago) involved in the MOST initiative. At the time of our study, the strong, visible presence of school- and community-based OST programs in Seattle and city leaders’ active focus on aligning school curricula with OST programming offered a distinct approach to system building.

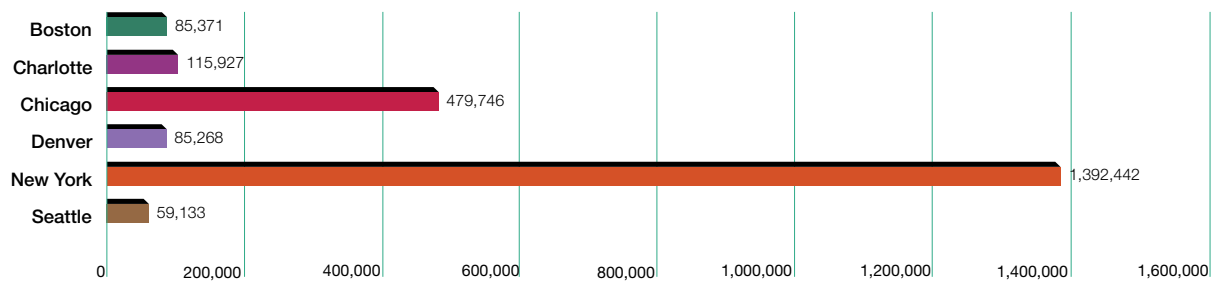
For more detailed information about these cities and their system-building efforts, see the appendices to this report.

These cities were selected to represent a spectrum of urban communities in terms of their geographic location and size, ensuring that the study’s findings would be relevant to a broad audience of local leaders. Figure 2 illustrates variations in school enrollment; Table 2 summarizes the diversity of system-building approaches across cities.

In our comparison of the system-building efforts taking place in the six cities in our study, we focused on three salient attributes:

- *Centralization* refers to the degree to which program design, content, management and administration, and funding and monitoring were controlled by a centralized entity (usually city government). Some cities in our study had highly centralized systems; others were decentralized, with decision-making responsibilities dispersed across a number of agencies and organizations within and outside of government. One city’s system-building efforts were in the process of becoming more centralized within city government.
- *Scale* describes the breadth and reach of the system. Although OST systems generally aim to serve all programs within the city, they often begin by targeting a subset of programs. For example, they may begin by concentrating on programs with a particular focus (e.g., academic), target population (e.g., elementary and middle school students) or provider (e.g., community-based organizations or public schools), or they may start with programs that receive a particular

Figure 2
School Enrollment (Grades K-12) in the Six Study Cities



Source: US Census Bureau. 2005-07. "Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at <http://factfinder.census.gov>. See notes 13 and 15 through 21 for more information.

type of funding (e.g., public funds). The scale of the OST system-building efforts we studied in the six cities varied considerably.

- *Key champions and leaders* refers to the major sources of leadership and support for expanding, improving and sustaining OST programs in each city. They include mayors and leaders from city agencies; schools; intermediaries, nonprofits and community-based organizations; and philanthropy.

During the study period, three of the cities in our sample—Boston, Chicago and New York City—were part of The Wallace Foundation’s Out-of-School Learning Initiative. As such, they received planning grants of approximately \$800,000 to \$1 million each and follow-up project support that ranged from \$8 million to \$12 million over three to five years to enhance system-building efforts. The other three cities—Denver, Charlotte and Seattle—were not part of the Wallace initiative, but they benefited from strong public–private partnerships and received some support from local foundations.

Methodology

Several features of the study’s methodology are important to understanding and interpreting the findings presented in subsequent chapters.

Case-Study Approach

Two significant factors influenced our decision to use a case-study approach to examine investments in OST systems. First, these systems are complex, and they vary dramatically from place to place. Developing case studies allowed us to gather detailed quantitative and qualitative information in a way that highlighted the nuances and gradations of system-building efforts within a real-life context. Second, our goal was to understand the “big picture” of how OST system building works in each of the study cities. OST systems involve many stakeholders, each with differing perspectives, knowledge, experiences and entry points. Accordingly, it was important to gather data from multiple sources—including a wide array of local public- and private-sector leaders—that were not always neat, consistent and comparable.

Data Collection

We conducted extensive phone interviews and made site visits to each of the six cities between October and December 2007 to gather data on systems investments. In planning for the site visits, we worked closely with key informants to help identify the relevant system components in each city and the individuals and organizations most involved with and knowledgeable about these components. While on site, we met with stakeholders to explore investments (both monetary and in-kind) and sources of funding for local OST system-building efforts. Wherever possible, we supplemented the

Table 2
Comparison of OST System-Building Attributes in the Six Study Cities

City	Centralized vs. Decentralized	Scale at the Time of Study	Key Champions and Leaders				
			Mayor	City Agencies	Schools	Intermediaries, Nonprofits and Community Organizations	Philanthropy (Local or Regional)
Boston	Decentralized	There were approximately 1,000 OST programs throughout the city, run by more than 500 organizations. But system-building efforts did not reach all programs citywide, and the scale varied by strategy and activity.	X		X	X	X
Charlotte	Decentralized	Most system-building efforts aimed to serve OST programs citywide, but training, technical assistance and quality improvement efforts were targeted to a smaller subset of programs, including 109 of 167 After School Enrichment Program (ASEP) sites. ASEP sites collectively served more than 6,000 students and always included other community partners.			X	X	X
Chicago	Centralized	Most system-building efforts targeted publicly funded OST offerings, including almost 1,300 sites and nearly 25,000 program activities serving more than 380,000 school-age youth each year. But some financing and sustainability activities could have had a broader citywide impact.	X	X	X	X	
Denver	Transitioning to a more centralized system	More than 700 programs provided OST activities. The scale of system-building efforts varied by strategy and activity and had not yet become citywide.	X	X	X	X	X
New York	Centralized	The scale of system-building efforts varied by strategy and activity. The largest initiative—New York City’s Department of Youth and Community Development’s OST Initiative—served approximately 700 programs and 78,000 youth. Several large-scale efforts were under way for supporting and increasing the quality of OST programs. Teen programming was emerging as an area of increased focus and investment.	X	X		X	X
Seattle	Decentralized but coordinated	Ninety percent of public elementary schools offered licensed school-age programs operated by community providers, and all middle and K–8 schools were associated with OST programs provided by the Parks and Recreation Department/YMCA partnership. The city offered a number of culturally specific OST programs. The scale varied by activity but they primarily targeted OST programs serving elementary- and middle-school students.	X	X	X	X	

information gathered from a series of structured interviews with budgets and other documentation. We also conducted follow-up calls to verify data, probe for hidden costs (especially those related to in-kind contributions) and gather additional information as needed. Our informants included representatives from a variety of organizations and government agencies:

Boston

- Building Out-of-School Time Opportunities for Children, Youth, and Families
- Boston After School and Beyond
- Boston Public Schools, Department of Extended Learning Time, Afterschool and Services
- Harvard University, Program in Education, Afterschool and Resiliency
- United Way of Massachusetts Bay and Merrimack Valley

Charlotte

- Charlotte–Mecklenburg Schools, After School Enrichment Program
- Child Care Resources
- City Manager’s Office
- Foundation for the Carolinas
- Mecklenburg County
- Partners in Out-of-School Time

Chicago

- After School Matters
- Chicago Area Project
- Chicago Metropolitan 2020
- Department of Family and Support Services, Office of Children and Youth Services
- Strategic Urban Solutions
- University of Chicago, Chapin Hall Center for Children

Denver

- Boys & Girls Clubs of America
- Colorado AfterSchool Network
- Denver Public Schools, Department of Extended Learning and Community Schools
- Department of Parks and Recreation
- Lights On After School
- Mayor’s Office for Education and Children

- Mile High United Way
- Rose Community Foundation
- Denver Quality After-School Connection

New York City

- The After-School Corporation
- Children’s Aid Society
- Department of Youth and Community Development
- Neighborhood Family Services Coalition
- Department of Education
- New York City Youth Alliance
- Partnership for After School Education

Seattle

- Associated Recreation Council
- School’s Out Washington
- Office of Arts & Cultural Affairs
- Human Services Department
- Office for Education
- Parks and Recreation Department
- Seattle Public Schools, Office for Community Learning
- YMCA of Greater Seattle
- Human Services Department, Youth Development and Achievement Division
- Washington State Department of Early Learning

Analysis of Investments

Throughout this report, investment data are presented in nominal dollars. For each initiative, we analyzed both the type (monetary or in-kind) and the duration (one-time or annual ongoing) of investments to provide readers with a nuanced understanding of investment patterns.

- *Type of investments.* Monetary investments reflect out-of-pocket expenditures reported by key informants. In-kind investments, on the other hand, represent an approximate value of donated goods and services. Wherever possible, we asked informants to estimate the market value of in-kind contributions, but in some cases we had to estimate the value of salaries for in-kind staff time based on job titles or responsibilities and local labor market rates.

- *Duration of investments.* One-time investments reflect time-limited expenditures in particular system-building initiatives, including planning, start-up and other costs. By contrast, annual ongoing investments represent anticipated recurring costs. (However, we do not want to mislead readers by implying that annual ongoing investments reflect true “steady state” costs. In reality, system-building efforts and their associated investments are constantly evolving.) Because the distinction between short-term and longer-term investments depends in large part on city leaders’ intentions, we relied on informants to help us with this classification.

Ideally, system-building investments would be prorated by scale—such as the number of children or OST programs served—to make the unit of analysis consistent and comparable across cities. For example, program costs are typically analyzed on a per slot or enrollee basis. However, this was not feasible given our study’s data limitations. In many cases, it was difficult to pinpoint the scale of particular system-building efforts because they were in a start-up or expansion stage.

Categorization of Investments by Types of Strategies

To understand how cities focused their OST system-building efforts, we grouped investments according to four major strategies: providing leadership, improving program quality, expanding access to and participation in OST, and financing and sustaining citywide OST programming and infrastructure.

We categorized investments according to their primary purposes, even though they may have served multiple system-building goals. Data-management systems and market research, for example, are two strategies that can support both access and program quality. Business planning is another example of a strategy that naturally crosses over multiple investment categories because it can support both leadership and the financing and sustainability of OST systems. We relied on informants’ perspectives and descriptive information to help identify the most appropriate category for each strategy about which we collected data. Nevertheless, we recognize that others may have different interpretations and that moving

strategies from one category to another would inevitably affect any analysis of the impact, influence and leverage of system-building investments.

Calculation of Total and Average System-Building Investments

To illustrate the cumulative investment of system building within and across the six cities, we totaled the relevant prior one-time and the 2005 or 2006 annual ongoing investments. While this approach was the best option given the available data, it is important to note that one-time and ongoing investments were often of very different magnitudes since one-time investments may have been made over many prior years. As noted in a discussion of the study’s limitations below, we were not able to conduct a comprehensive accounting of system-building efforts across the six cities, so our findings likely underestimate their true costs.

We also approximated the average amount cities invested in various system-building activities by summing the activity investments across cities and dividing by the number of cities with nonzero investments in that area.

Limitations

There are several methodological limitations to the study that are important to highlight.

- **Comprehensiveness.** *This study does not provide a comprehensive accounting of all system-building strategies or investments; it is better understood as a snapshot in time.* While we captured a significant amount of data from key informants between October and December 2007, it is unlikely we uncovered every system-building activity or cash or in-kind investment in any of the six cities. Our attempts at thoroughness faced particular challenges in cities with long histories of system building, such as Boston, Chicago and Seattle, all of which were involved in MOST. System building is a process, so it is only natural that goals, strategies and activities evolve over time. Accordingly, some of the information presented here may have changed since the end of the study period.
- **Reliability.** The data reflect key informants’ estimates of system-building investments in each city. As with all self-reported data, we recognize that *individuals’ ability to clearly recall past events*

is *problematic*, particularly when actions and investments were not documented in ways that anticipated the questions to be addressed in this study. In some cases, the leaders we interviewed did not report relevant information because they did not always recognize time spent, or other in-kind resources contributed, as investments in system building. Similarly, some informants had difficulty assigning a value to contributed goods and services or recalling how much time various individuals spent or the full value of other monetary and nonmonetary contributions. Overall, investments, particularly those related to planning and start-up, may be underestimated in our data. Additionally, though we attempted to identify and interview all relevant public- and private-sector leaders, we may have inadvertently left out individuals who had information that could have added weight to our findings, raised questions concerning their validity or shed a new perspective.

- **Consistency and completeness.** Given variations in the focus, structure, scale and context of OST systems, *it was not possible to gather complete and consistent information across the six study cities.* While the same interview protocols and data templates were used in each city, overall the data we were able to collect were not uniform. In some locations we were able to get more complete data on start-up costs or on the allocation of in-kind resources for planning and coordination. Where documented data were not available, we occasionally had to settle for the “best recollections” of staff members and officials, who may or may not have been part of any system-building efforts at the time of the initiative’s inception.
- **Investment comparisons.** *Comparisons of system-building investments within and between cities can be misleading.* As mentioned previously, it wasn’t feasible to prorate system-building investments by their scale (e.g., number of programs or children served). In trying to draw conclusions from our data, one underlying concern was that large investments can overshadow smaller, but important, investments. Thus, how much cities are investing in certain strategies may be best understood within the context of each city’s history, structure, available funding and system-building needs and priorities. These findings should be viewed as exploratory and understood within the

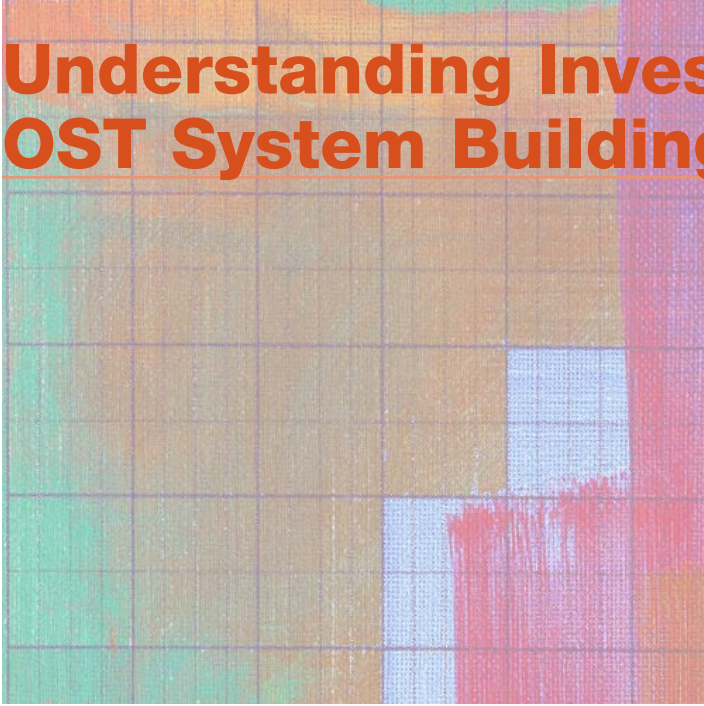
larger context of each of the six cities. (A profile of each city’s system-building efforts appears in Appendix B.)

- **Limited scope.** Some readers may want more detailed information about the origins and trajectory of the cities’ OST system-building efforts, including their history and evolution as well as the reasoning behind specific choices. A discussion of the successes, challenges and lessons learned from these efforts is also likely to be of interest.²² However, *the focus of this study is confined to the amounts and types of investments that were made in developing and sustaining citywide OST systems.* Chapter 7 briefly considers questions that were beyond the scope of this investigation and directions for future research.

Understanding these limitations is important to correctly interpreting the study’s findings and potential implications. However, despite its limitations, the study makes a critical contribution to our knowledge base—by presenting both a framework for understanding system building and a set of investment estimates that can help inform policy and practice.

Understanding Investments in OST System Building

Chapter II





OST initiatives in almost every city across the country encompass a “heterogeneous, decentralized and fragmented” array of programs and services.²³ Diversified and decentralized networks of OST programs have many advantages and strengths, as researcher Robert Halpern and others have pointed out. They often consist of a wide array of activities and approaches that engage local OST stakeholders.

Many cities are still in the early stages of developing systems to organize and support these efforts. The marked lack of a truly systemic OST infrastructure poses significant challenges for leaders who want to make programs better and more equitable on a wide scale. As Proscio and Whiting note, “The reality, for most cities, is that there is still no coherent system of funding, administration, service delivery, regulation, and policy formation for widespread after-school activity. All these elements exist to some degree, but usually in a fragmentary or haphazard way.”²⁴ Most profoundly, issues of leadership turnover and wavering political interest make it difficult to achieve coherence in planning, managing and allocating scarce resources. In addition, political influences on the distribution of resources can cause a mismatch between neighborhood needs and available funding. Without established processes for planning and setting priorities, city leaders may not have a clear concept of how to build capacity most effectively and efficiently. Program providers may be unaware of available resources that could support their efforts, and potential funders, particularly those in the private sector, may be unsure about where and how to focus their investments.²⁵

In undertaking this study, several themes emerged that provide important context for understanding the findings described in the remaining chapters of this report.

System building is not a uniform process—it varies from place to place and time to time.

Local leaders in all six cities shared a common desire to improve quality, expand access and ensure the sustainability of high-quality OST programming that responds to the diverse needs of students, families and neighborhoods. However, they approached those goals in very different ways. The diversity among the various system-building initiatives was striking.

Some city systems were highly centralized, while others were built around numerous disconnected networks of stakeholders. Some cities relied on a single intermediary organization to coordinate services, while in others, multiple organizations shared leadership responsibilities. Some had a clear governance structure, while others relied on informal, voluntary partnerships. And some had central, transparent records and data systems, while others did not.

This study also made clear that the resources available for system building can be both a cause and a result of these very different structures and approaches. In places where significant funding for system building was available, efforts tended to be more centralized, and the costs associated with various activities, such as the development of a data-management system, were more easily quantified. The opposite was true in places that had minimal financial support: In these cities, system-building efforts were less formal and more diffuse, with the costs of particular capacities and activities spread among many organizations and individuals. In these cases, information on costs was generally more difficult to determine.

System building is evolutionary: As resources, interests and needs converge, systems emerge.

Recognizing that all system-building efforts are works in progress is central to understanding their costs. Among the cities we studied, several—Charlotte and Denver—were in the early developmental stages of system building. Planning was under way, but that planning lacked both a formal structure and a widely held vision for how OST programming should look. It was often a particular OST program or initiative that provided the impetus for system building by highlighting the need for quality programs and services and the capacity

to support them. In cities where system-building efforts were relatively new, we often found that there were few monetary resources dedicated to these activities.

In cities with somewhat longer histories of OST system building, we found that development efforts had ebbed and flowed in response to changes in public leadership and public-private investments. In several cities, we saw the destabilizing effects of changes in city leadership, demographic profiles, economic conditions and funding priorities. However, in cities where community leadership was more consistent and the commitment to securing additional OST funding was more widely shared, system-building efforts were able to successfully weather political, demographic and economic changes.

System building occurs from the top down, from the bottom up and sometimes from both directions at once.

In cities where system building began as a deliberate effort by a group of concerned stakeholders, investments frequently supported regular meetings of high-level city staff and community partners and encouraged planning to raise funds for sustaining system development. Occasionally, dedicated funds were in place to support this work, including allocating staff time to organize meetings, manage administrative tasks and communicate regularly with partners. Cities with this type of top-down structure were generally better able to provide information about the costs associated with investments in system components and to use this information to inform decision-making. But even in cities with more centralized and structured system-building processes, cost estimates related to start-up and planning activities were difficult to determine.

In other cases, system-building efforts were more organic and developed from converging interests among several grassroots organizations responding independently to OST challenges and priorities. Where system-building efforts were initiated by community partners, they tended to be less structured, making the collection of investment data much more challenging. In these cities, many of the system-building functions were rolled into other activities and programs sponsored by multiple organizations. Teasing out the costs associated with system building

from those associated with improving quality or strengthening leadership in a single program or organization was very difficult, even with the help of knowledgeable budget officials.

System building can proceed even without a centralized system.

In each of the six cities, there was clear evidence of system building that involved a variety of activities, individuals and organizations. Local leaders worked to improve the quality of OST programming, increase the number of programs and find more resources to address sustainability challenges. For the most part, these system-building activities did not target all programs or all children in a city but rather a subset of programs or children. As Proscio and Whiting also observed, systems commonly expand by adding new programs and services; bringing them to previously unserved or underserved neighborhoods; and introducing system elements, such as reliable funding, quality standards, centralized support and regulation for a subset of programs.²⁶ However, we did not want to count efforts of a single organization directed at only its members, such as Ys offering training to their executive directors, as a system cost. For the purposes of this study, we counted costs as “system building” if the activity targeted a significant proportion of OST activities across multiple organizations. (Efforts of a single organization directed at only its members are best understood as program-level costs.)

The rationale for our approach was twofold. First, we wanted to learn as much as possible about investments associated with a wide variety of system-building activities, so it made sense to include as much information as possible. Second, we recognized that system-building work is continuous and evolutionary. Over time, investments that targeted a subgroup of OST programs and organizations may have contributed to universal results.

Partnerships matter.

Long-standing public-private partnerships were central to the system-building efforts in each of the six cities. Leaders from city hall and local government agencies, intermediaries, providers, advocacy groups, employers and private foundations had

established track records of working together to pursue shared goals for their communities. Many of these groups had worked together for a decade or more, and their individual organizations may have had even longer histories of productive collaboration. We observed that it was the strength of these existing relationships that enabled public- and private-sector partners to take advantage of new opportunities to grow or enhance their OST systems.

Not surprisingly, it was difficult to assign a value to investments in partnership building. Most individual partners represented key organizations and agencies, but their job descriptions did not explicitly include OST system development. Few leaders could point to a budget line item or portion of their salary that was dedicated to the partnership and coordination work associated with system building. Instead, these activities were generally performed during time squeezed from their primary responsibilities or were piggybacked onto other tasks that engaged the same individuals and organizations. For this reason, it was challenging to estimate the full costs of building and nurturing effective partnerships and managing coordination; although we are keenly aware of how important partnership building was to successful system building, it is likely that our data underestimate the true cost of those efforts.

Dedicated funding is not always available.

Community leaders in two cities indicated that they carried out much of their early system-building work without dedicated funding for planning and development. In fact, one informant suggested that most start-up work in her city had actually benefited from the lack of funding because all partners were viewed as equals and their agenda was not influenced by the desires of an external funder. Without dedicated support, partners became each others' de facto advisers and sounding boards, sharing expertise and ideas in ways that might not have happened otherwise.

Ultimately, however, adequate funding and in-kind support were necessary to move beyond this collaborative start-up phase to an intentional, coordinated citywide OST system. The cities without dedicated resources for system building were able to maintain

a limited scale of shared planning and oversight but could not make significant progress toward system growth or sustainability.

Understanding system-building costs and investments is difficult because data are not uniform and centralized.

Comprehensive information about city OST systems and their associated costs does not exist. Across the six cities, there was no central repository for cost data, no standardized approach to gathering and recording information on revenue and expenditures, no uniform method for valuing in-kind contributions and no accepted template for counting and tracking investments that were partially or wholly related to system building. This was true regardless of the level of involvement of local leaders, the maturity of system-building efforts or the amount of dedicated funding. Because system-building endeavors necessarily involve a wide array of partners—each with its own accounting system and methods for classifying expenditures—creating completely accurate systemwide cost estimates was impossible.

While we captured information about spending for an array of system-building strategies and activities, these data are not necessarily comprehensive or comparable across cities because they depended on respondents' memories and often incomplete records. However, by aggregating and reconciling data from multiple sources, we were able to shed light on the scale of investments in each city. Thus, data presented in this report should be interpreted as ballpark estimates of city investments rather than as definitive estimates of system-building investments.

System building can be supported and advanced at both the city and state level.

There are currently 38 statewide after-school networks that actively engage key decision-makers and work to coordinate and influence OST systems.²⁷ Although this study focuses on system building in six cities, citywide efforts were frequently coordinated or aligned with statewide initiatives.

Citywide and statewide system-building efforts can be mutually beneficial and reinforcing. In Seattle, a statewide intermediary, School's Out Washington

(SOWA), spearheads the Washington Afterschool Network's statewide system-building efforts and works in partnership with city and district staff members on local systems. In Boston, Chicago and New York City, statewide planning, research and advocacy efforts helped inform city-level system-building efforts. For example, the New York State Afterschool Network developed a quality self-assessment tool that is widely used across the city and state and is a requirement for some funding streams.

Conversely, some city leaders helped advance statewide efforts: Partners in Out-of-School Time (POST) in Charlotte collaborated with the North Carolina Center for Afterschool Programs; city and school district leaders in Denver were part of the governance team for the Colorado AfterSchool Network; and system-building efforts in New York City helped propel statewide planning, research and advocacy through New York State's Afterschool Network.

Summary

The stories of how leaders in each of the cities in this study pursued system building—the goals that guided their work, the avenues through which they marshaled money and political support, the methods they used to design initiatives and create infrastructure—are unique. While documenting their investments does not necessarily illuminate a set of “right” or “best” practices, it does underscore some interesting patterns of investment and how those patterns were influenced by each city's political, historical and economic context. As we will see in the following chapters, some common themes emerged related to the types of system-building strategies and activities that were initiated; equally interesting were the variations seen among the cities' investments and the types of funding (cash and in-kind) that supported them.



Strategies for Providing Leadership

Chapter III

Committed, visible, high-level leadership from policymakers and other OST stakeholders seems to be critical to achieving a broad base of support for citywide system building. Key champions can include elected city officials (e.g., mayors, county executives, police chiefs or school superintendents), influential private-sector leaders (e.g., foundation or business leaders), religious leaders, judges, local school principals and heads of community-based organizations. These individuals can secure resources, raise awareness, build a broad base of community support, allocate public funding, leverage private support and influence policy.²⁸

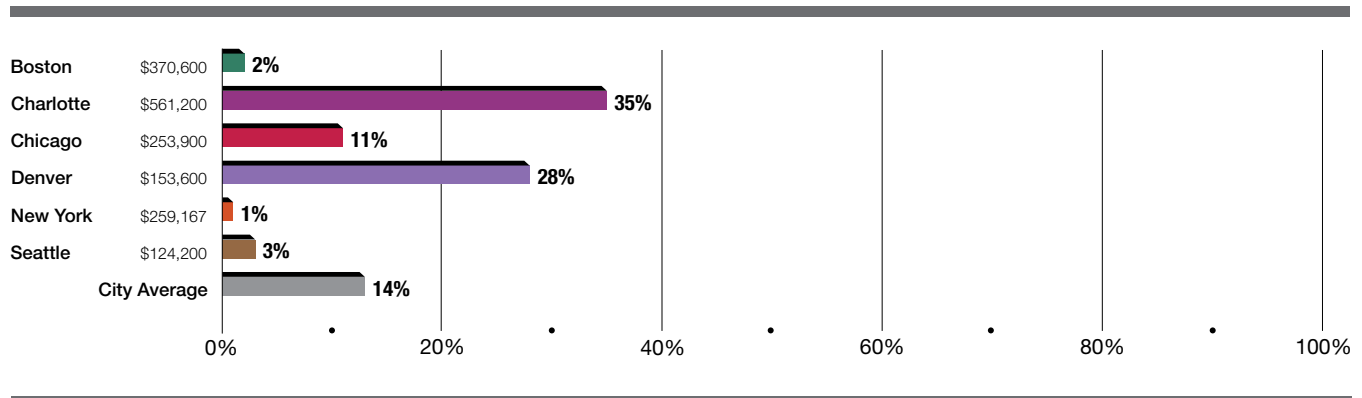
OST-system leadership often extends well beyond the interest, energy and actions of a single individual. A mayor, county executive or school superintendent—each of whom controls substantial financial and bureaucratic resources—can do a great deal. But for systems to operate effectively and grow over time, they need to survive beyond the tenure of an individual leader: Widespread, ongoing support is essential. Thus, leadership and participation in crafting a city’s vision for OST should be broad, adaptive and strong enough to outlast inevitable changes in city administrations and private-sector positions.

We observed strong leadership in all six cities in the study. That leadership came from a wide variety of sources and worked in many different ways. Because investments often took the form of in-kind contributions of staff time for planning and oversight, it was difficult to assign these activities a dollar value. Not surprisingly, in cities with at least some dedicated funds for planning, it was easier to get sound estimates of leadership investments; this may have been because there was tacit recognition that participation in activities that help shape and guide OST system building does have a cost, even if it is not covered with dedicated funds.

As Figure 3 illustrates, the cities in our study spent an average of 14 percent of their total system-building investments—ranging from 1 to 35 percent—on leadership. To calculate these percentages, the investments a city made in leadership were divided by the sum of planning, start-up, other one-time investments and 2005’s (or 2006’s) annual ongoing investments across all four strategies (providing leadership, improving program quality, expanding access and financing and sustaining citywide OST programming). We believe that the average percentage is a more meaningful average than an average dollar amount, which would disproportionately emphasize large cities and large investments. We use this approach throughout the report.

Figure 3

Investments in Leadership as a Percentage of Total Investments in OST System Building, by City



Investments in leadership represented the second smallest share of support among the four system-building strategies we identified. However, because many of the individuals we interviewed found it difficult to quantify their leadership efforts, these figures likely underestimate investments in this area.

We observed five general strategies for nurturing OST-system leadership:

- *Mayoral leadership*, or the leadership of another individual with visibility and stature in the community who used his or her position and influence to 1) focus attention on the need for OST programs, 2) bring people together to address that need, 3) mobilize public- and private-sector resources to support new programs and services, and 4) develop mechanisms for providing systematic guidance, management and support over time;
- *Citywide governing bodies*, including an array of elected and appointed boards, networks, commissions and councils composed of local stakeholders, that led, advised and monitored system-building efforts;
- *OST intermediaries*, generally independent non-profit organizations established outside city government, that fostered collaboration and coordination among public- and private-sector stakeholders and mobilized an array of resources—time, money, in-kind contributions, knowledge, skills, experience, political capital and influence—that were critical to successful system building;
- *Partnerships and collaborations* among local individuals, organizations and schools that had a stake in OST programs and services and pooled knowledge and resources to support shared system-building goals; and
- *Business planning* that identified system-building needs, priorities and the core strategies and activities to be pursued.²⁹

Though each city consistently employed one of these strategies, we found important differences in the forms of leadership, the scale of investments and the sources of funding. Not surprisingly, each city's investments were highly concentrated around specific strategies. Leadership investments were primarily directed toward governing bodies in Chicago (100 percent) and New York City (98.5 percent);

OST intermediaries in Charlotte (95.5 percent) and Seattle (100 percent); and partnerships and collaborative relationships in Boston (100 percent) and Denver (100 percent).

Drawing on the summary data provided in Table 3, this chapter presents key findings related to OST system-building investments focused on leadership and provides illustrative examples of particular activities from the six cities.

Mayoral Leadership

In several cities, the mayor used his or her position and influence to focus attention on the need for OST programs. In New York City, Mayor Michael Bloomberg played a key role in OST system building; in Chicago, Mayor Richard Daley and First Lady Maggie Daley garnered resources and support for OST initiatives; and in Boston, Mayor Thomas Menino greatly influenced early citywide system development. In Seattle, Mayor Greg Nickels's leadership was critical to the passage of the third Families and Education Levy, which included funds for OST programs for elementary- and middle-school-age children.

These high-level city leaders saw a need in their communities and gave voice to it. They created awareness and mobilized interest, energy and support from many sectors to address local challenges and develop new initiatives. Although these individual leaders may not have articulated a fully formed vision for an OST system in all its dimensions, or specific strategies for pursuing such a system, they did convey a sense of urgency about the need to provide quality OST opportunities for children and youth in their communities—and this was of the utmost importance. We found that mayors often played a key role in:

- Calling attention to the need for OST programs and services while leaving room for broad community participation in shaping programs and system components;
- Tasking individuals on their personal staffs or in city agencies to pursue his or her after-school agenda and coordinate efforts across city government;

Table 3
Investments in Strategies for Providing Leadership

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Mayoral Leadership	Mayoral leadership in Boston, Chicago, New York and Seattle was key to building public and private support for OST system-building efforts.	Data not available	Data not available	Data not available
Governing Bodies	Chicago established a governing body to lead system-building efforts through planning, coordinating and monitoring key areas of work across partner city agencies. Its efforts affected the majority of publicly funded OST programs in the city, including 1,298 sites and nearly 25,000 program activities serving more than 380,000 school-age children and teens each year. The governing body is staffed by representatives from city agencies, ASM and consultants.	<i>Total Investments</i> \$253,900 for 2006–07 <i>Monetary</i> \$234,700 in salaries for key staff and consultants <i>In-Kind</i> \$19,200 in staff time	Data not available	Private foundation, city agencies
	New York's mayor's office and Department of Youth and Community Development (DYCD) dedicated staff to overseeing system-building efforts. In addition, a Youth Council and Youth Board advised DYCD on the planning, development and funding of youth programs, including OST services.	Data not available	<i>Total Investments</i> \$255,167 <i>Monetary</i> \$250,000 <i>In-Kind</i> \$5,167 in staff time	Private foundation, city agencies
	Seattle's Human Services Department (HSD), Parks and Recreation and the Seattle Public School's (SPS) Office for Community Learning dedicated staff to providing shared leadership for system-building efforts.	Data not available	Data not available	Data not available
OST Intermediaries	Charlotte invested in a nonprofit intermediary, POST, which led system-building efforts in the city.	<i>Total Investments</i> \$420,000 <i>Monetary</i> \$420,000 (adjusted from 2000 to 2006 dollars) <i>In-Kind</i> None reported	<i>Total Investments</i> \$116,000 <i>Monetary</i> \$116,000 <i>In-Kind</i> Unspecified amount of staff time	<i>Start-up:</i> Private foundation <i>Ongoing:</i> Private foundations, city and county agencies, individuals, community partners, program participants
	Seattle's efforts were coordinated by a state-wide intermediary organization, SOWA, in partnership with city government and the school district. SOWA provided services to more than 90 OST programs, both statewide and in targeted cities, in four core areas: leadership, training, advocacy and funding.	<i>Total Investments</i> \$14,200 <i>Monetary</i> \$14,420 (start-up grant of \$8,000 in 1987 adjusted to 2006 dollars) <i>In-Kind</i> None reported	<i>Total Investments</i> \$110,000 <i>Monetary</i> \$110,000 ^a <i>In-Kind</i> None reported	City agencies, private foundations, federal grants

Table 3 continued
Investments in Strategies for Providing Leadership

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Partnerships and Collaborative Relationships	In Boston , more than a dozen city leaders regularly convened to consider what investments were needed to strengthen system-building efforts and facilitate networks at the state, city and program levels. Boston After School and Beyond (BB) and Building Out-of-School Time Opportunities for Children, Youth, and Families (BOSTnet) each coordinates one of the two efforts to strengthen system building and facilitate networks.	Data not available	<i>Total Investments</i> \$370,600 <i>Monetary</i> \$358,000 ^a <i>In-Kind</i> \$12,600 in BB staff time	In-kind investments contributed by partner organizations (unable to obtain source for monetary investments)
	Charlotte's intermediary, POST, oversaw a steering committee that facilitated collaborations among more than 60 OST organizations in the city and helped program leaders share information on best practices, valuable resources, and opportunities for training and technical assistance.	Data not available	<i>Total Investments</i> \$25,200 <i>Monetary</i> None reported <i>In-Kind</i> \$25,200 in staff time	Community partners, POST
	Denver invested in two initiatives coordinated by Lights On After School (LOAS) and Denver Quality After-School Connection (DQUAC) to build collaborative relationships. These initiatives, which brought together 17 youth-service providers and 91 schools serving 10,000 students, were designed to leverage resources to develop, promote, sustain and expand quality OST programming in Denver.	<i>In-Kind</i> An unspecified amount of in-kind technical assistance from the National League of Cities ^b	<i>Total Investments</i> \$153,600 <i>Monetary</i> \$60,000 in staff salaries: • \$30,000 from LOAS • \$30,000 from DQUAC <i>In-Kind</i> \$93,600 in staff time: • \$60,000 from LOAS • \$33,600 from DQUAC	Individual organizations, private foundation
	New York regularly convened an Interagency Coordinating Council on Youth that included representatives from the city's 21 youth-serving agencies. Its work groups on after-school programming and court-involved youth both supported OST system-building efforts by promoting interagency collaboration.	Data not available	<i>Total Investments</i> \$4,000 <i>Monetary</i> None reported <i>In-Kind</i> \$4,000 in staff time	City agencies
Business Planning	Boston, Chicago and New York engaged in business planning that identified system-building needs, priorities and the core strategies and activities to be pursued.	See Table 6	See Table 6	See Table 6

Note: "Data not available" indicates that we were not able to gather information on system-building investments in this area.

^a Where specific monetary investment values were unavailable, we assumed that approximately 10 percent of the overall operating budgets for each city's central intermediaries was dedicated to providing leadership.

^b Through a grant from City Leaders Engaged in Afterschool Reform (CLEAR), the National League of Cities provided an unspecified amount of in-kind technical assistance to local leaders to help them assess readiness, create a local action plan and engage in peer learning to support the development of a citywide OST system.

- Creating incentives for officials in different branches of city government—public schools, child and family services, parks and recreation, libraries—to work together and pool resources for new initiatives;
- Working with their city councils to allocate dedicated resources;
- Attracting private-sector involvement and leadership from business, philanthropy, the religious community and the nonprofit sector to leverage resources, support coordinated efforts to expand and improve programs, and create a citywide system;
- Encouraging coordination and collaboration among a wide array of community stakeholders who often had competing interests; and
- Keeping the focus on the difficult and expensive work of system building even after the excitement of creating new programs had faded.

New York City, under the leadership of Mayor Bloomberg, has vigorously pursued the creation of an ambitious OST system. The mayor's office and the Fund for the City of New York led early system-planning work; The Wallace Foundation also contributed \$1 million to these efforts. Today, the New York City Department of Youth and Community Development leads system-building efforts with the mayor's continued support: In 2008, the mayor's office allocated \$10 million to expand school-based OST programs for elementary school students; more recently, the mayor announced that the city's annual OST budget will reach \$121 million in fiscal year 2009, an increase of 150 percent over the past four years. Mayor Bloomberg's commitment to increasing the availability of quality OST programming citywide has been a key factor in generating public and private funding for programs and the system that supports them.

In Chicago, Mayor Daley has long recognized OST as a critical need for city youth, and he made the development of an OST system a cornerstone of his reelection campaign in 2002. He then spearheaded a major reorganization of city government and established the Department of Children and Youth Services (now an office within the Department of Family and Support Services), charging it with leading and coordinating Chicago's system-building

efforts. In addition, he called on agency leaders from the Chicago Public Schools, Chicago Park District, Chicago Public Library, Chicago Department of Public Health, Chicago Police Department and Chicago Housing Authority to dedicate resources and personnel to support OST system building. First Lady Maggie Daley was also a prominent champion for these efforts. She was one of the founders of ASM, a local nonprofit that provides an array of after-school programs for teens in underserved areas of Chicago; she continues to provide visible leadership and conduct successful fundraising efforts on its behalf. The Daleys' strong support for OST attracted broad engagement from business leaders, national and local foundations, public schools and community-based organizations, creating opportunities for a diverse group of leaders to participate in the governing body for citywide system-building efforts.

In Boston, Mayor Menino took two important steps toward promoting a more coordinated approach to OST programming. First, he created Boston 2:00-to-6:00 After-School Initiative, a forum of school, nonprofit, government and business leaders, to coordinate their resources to achieve the ambitious goal of offering after-school programming to all Boston children in elementary through high school. Second, he created an OST system task force, which identified two urgent needs: expanding citywide access to OST programs and improving program quality. To address these issues, the task force recommended that new programs be established in public schools and that Boston's OST stakeholders should join forces and invest in quality initiatives. Mayor Menino also called for the formation of Boston's After School for All Partnership, a four-year standing committee of local leaders and funders charged with developing a long-term citywide strategy for improving OST programs.

Despite the importance of these contributions, we were unable to quantify investments in strong mayoral leadership, as indicated in Table 3. City leaders we interviewed could not designate a portion of their mayors' salaries for time spent on OST matters, nor could they identify and quantify the amount of time their mayors' personal staff members spent on research, speech writing and administrative matters related to OST system building. In cities where senior executives made OST

programming a priority and lent their voices and energy to expanding programs and fostering systems development, it seems to have been regarded as an integral part of the job, not something separate and apart from normal duties. Accordingly, we do not identify specific investment values for mayoral leadership or for leadership by other influential community leaders.

Governing Bodies

Within the OST system-building process, governing bodies are commonly charged with providing oversight and policy direction, guiding program operations and allocating funding and other resources.³⁰ These groups can take the form of boards, networks, commissions, councils or even individuals acting as executive heads of local system-building efforts. They vary in the size and composition of their membership, their decision-making processes and the scope of their authority. All these factors impact their operating costs.

In our study, governing bodies were often tasked with articulating a clear vision for OST system building in their city—to provide a concrete reminder of what local leaders believe about the importance of OST and what they want to accomplish in working together.³¹ In many cases, the governing bodies operated according to the principles of effective governance outlined by the US Department of Health and Human Services Administration of Children and Families Child Care Bureau (2006). Specifically, we found that they:

- *Were responsible for oversight and ensuring the quality and integrity of system-building work.* They guided and monitored public- and private-sector actions to build the city's capacity to nurture, monitor and track program development, regulatory systems, funding, communications and outreach.
- *Ensured that all stakeholders had a voice in OST system-building decisions* by convening hearings, public forums, advisory groups and other vehicles for gaining critical input from OST providers, families and funders.
- *Promoted sustainability by attracting broad-based support.* They brought together community leaders who had credibility with key constituencies

and whose monetary, political and in-kind support was crucial to the ongoing success of OST initiatives.

- *Kept partners and stakeholders actively engaged in system building over time.* They provided an ongoing institutional structure that actively engaged public- and private-sector leaders in decision-making, even as the focus of system-building efforts evolved and as new partners and stakeholders emerged.³²

An example of this type of governance body is presented in the box on the next page.

As noted in Table 3, it was difficult to obtain reliable information on start-up investments for governing bodies because, in most cases, initial funding and other contributions were made a number of years prior to our study. However, because Chicago used some of the funding it received from The Wallace Foundation to build a new umbrella governance structure, and New York City and Seattle dedicated a number of city agency staff to overseeing system-building efforts, we were able to gain some insight into the types of leadership investments made in those cities:

- Investments in Chicago's and New York's OST governing bodies totaled approximately \$250,000 each.
- Monetary investments in dedicated staff time accounted for the vast majority of support for governing bodies.
- In Chicago, in-kind support was an important, albeit small, share of total investments in governing-body leadership. Investments of staff time totaled approximately \$19,200—8 percent of the leaders' combined full-time-equivalent salaries. Thus, the organizations they represented either covered the costs of time devoted to planning, design, oversight and review or the leaders spent time attending meetings over and above their normal workloads. However, as in other cities, in-kind investments are likely underestimated because many of the individuals we interviewed had difficulty calculating the amount of time they devoted to leadership activities.

Leadership for The Chicago Out-of-School Time Project

In June 2006, The Chicago Out-of-School Time Project, cochaired by the Chicago Department of Family & Support Services (FSS) and ASM, set out to systemically advance OST efforts in the city with an \$8 million grant from The Wallace Foundation.

The Project and its partners set the following strategic priorities:

- Increase coordination, access and reach of quality programming by creating a citywide initiative and a participant database that could be shared across agencies and program providers;
- Increase teen participation through 1) a citywide media/communications initiative informed by market research with Chicago teens and 2) dissemination of best teen-programming practices, featuring the ASM apprenticeship model;
- Establish citywide common definitions of after-school program quality and increase supports for continuous improvement by offering professional development opportunities and creating common tools and technical assistance resources directly to program providers; and
- Continually build and refine support and readiness strategies for achieving sustainable, coordinated and dedicated funding.

The single, commonly accepted goal of constructing a coordinated, sustainable infrastructure to support after-school efforts in Chicago has enabled separate investments made by the many partners to complement each other. Together these investments are moving Chicago's OST system forward.

Organizational Framework

Early on in the planning stages, the Project decided it was imperative that Chicago's major public OST funders—FSS Office of Children & Youth Services, ASM, Chicago Public Schools, the Chicago Park District and Chicago Public Libraries—be involved in the governance and monitoring of the Project's progress and help guide its evolution. Thus, the initial organizational structure of the Project consisted of:

- A *steering committee* that met semiannually to provide umbrella leadership for system-building efforts. It was cochaired by First Lady Maggie Daley of ASM and Commissioner Mary Ellen Caron of the Chicago Department of Family and Support Services. Also on the steering committee were the chief executive officers of the Chicago Public Schools, the Chicago Public Library, the Chicago Park District, the Chicago Police Department, the Chicago Housing Authority, the Chicago Department of Public Health, Chicago Metropolis 2020 as well as executives from the Polk Brothers Foundation, Chapin Hall Center for Children at the University of Chicago and others.
- An *executive committee* chaired by Caron and including David Sinski, executive director of ASM, which met every two weeks to oversee the day-to-day operations of the Project.
- *Several working groups* that the Project organized and convened as needed to tackle important issues, such as sustainability, program improvement and youth employment. These working groups typically consisted of local and national content experts, practitioners and, where appropriate, youth representatives.

This organizational framework created channels for multiple levels of staff from partner organizations to meet regularly to discuss their work and coordinate decisions. As one participant noted, "We're all city agencies, and we're all working with the same kids. It makes sense for us to talk regularly and set expectations and standards for our programs—but it wasn't happening. Sitting at the same table now and working together has been invaluable."³³

We anticipate that though there may be some economies of scale over time as organizational structures and processes become institutionalized, the recurring costs of the leadership provided by governing bodies are likely to be similar to start-up investments.

OST Intermediaries

Intermediaries can be effective vehicles for fostering collaboration and coordination and for bringing together an array of resources—time, money, in-kind contributions, knowledge, skills, experience, political capital and influence—that are critical to successful system building. Intermediaries are usually independent nonprofit organizations that exist outside city government. This autonomy can enable them to continue to operate effectively when newly elected leaders come into office and help them maintain credibility among an array of public- and private-sector leaders, agencies and organizations.

We found that intermediaries played an important role in supporting and nurturing OST system-building efforts in the cities that had them. OST intermediaries contributed to leadership by facilitating planning and decision-making processes that involved a wide variety of local stakeholders. Intermediary organizations helped articulate shared goals and define a road map for achieving them, assigned specific roles and responsibilities to leaders, specified funding needs, identified desired results and measured progress. One benefit of the intermediaries we examined was that they had diverse oversight committees or boards—which provided a valuable forum for collaborative decision-making.

Both Charlotte and Seattle had independent intermediaries that helped provide leadership for OST system building. Foundation for the Carolinas established POST in 2000 to lead citywide OST system-building efforts in Charlotte–Mecklenburg County. In collaboration with other organizations that have invested in OST programs in Charlotte, POST developed several overarching goals for citywide system-building work and led efforts to create a model for cooperative action. At the time of the study, POST served as an intermediary for more than 60 OST organizations in Charlotte–Mecklenburg County.

In Seattle, leadership activities were coordinated by a state-level intermediary, SOWA, that supports and strengthens neighborhood-based OST programs and services with a focus on four core functions: leadership, training, advocacy and funding. Leadership activities ranged from helping local stakeholders define and realize concrete goals to increasing the field’s knowledge of its own needs and capacities.

It’s important to note that intermediaries were in place in other cities, such as BB in Boston and TASC in New York City, but they are not included in this portion of our analysis because they did not provide leadership for citywide system-building efforts at the time of our study.

In Table 3, we present information on investments in leadership provided through citywide intermediaries. Several notable patterns emerge from these data.

- Start-up investments in establishing intermediaries’ leadership roles and responsibilities ranged from approximately \$14,200 in Seattle to a reported \$420,000 in Charlotte. We attributed intermediaries’ total initial grants to leadership, since leadership was their primary function during the start-up phase of system-building efforts. The difference in the initial investments made by Charlotte and Seattle is notable because the two cities are of similar size. We attribute that dissimilarity to the availability of foundation funding in Charlotte, which allowed them to establish POST. Independent funding of that magnitude was not available in Seattle.
- In Charlotte and Seattle, leadership activities were conducted by intermediary staff (whereas in other sites leaders from many organizations donated their time). However, because the leadership expenditures were typically incorporated into the intermediary’s overall operating budget, and not broken out, it was difficult to isolate them for the purposes of this study. As a ballpark estimate, we assumed that approximately 10 percent of an intermediary’s total budget was attributed to leadership functions, which translated to approximately \$110,000 in Seattle and \$116,000 in Charlotte. These allocations covered dedicated staff time.

In both cities, start-up funding for intermediary organizations came primarily from private foundations that provided seed grants for system-building initiatives. Funding for ongoing operations, however, usually came from a combination of local public agencies and private donors, including foundations and individuals.

Partnerships and Collaborative Relationships

Beyond formal governing bodies and intermediaries with operating responsibilities, broad-based representation and participation from other interested parties (such as foundation executives or leaders from existing OST organizations) can be important to the success of citywide system-building initiatives. Accordingly, planning partners need to carefully consider how these other stakeholders are selected and how their involvement is structured.

Although leaders in the cities we studied settled on different arrangements, they generally followed the patterns of effective governance outlined by Dobbins-Harper and Jones in forming and maintaining partnerships.³⁴ They intentionally appointed members and delineated planning, implementation and oversight jurisdictions for city OST networks. In some cases, these arrangements were spelled out formally in Memorandums of Understanding (MOUs) between the partners; in other cases the relationships were less formally defined. However, in all cases, partnering meant that all parties (individuals and organizations) brought resources to the table and had opportunities to benefit from working closely with others. These public-private partnerships provided a way of sharing costs and accountability for outcomes.

In Boston, Charlotte, Denver and New York City, a variety of collaborative partnerships shared governance responsibility for citywide OST system building. We present findings about investments in providing leadership made through partnerships and other collaborative relationships in Table 3. Of note:

- Total reported investments in ongoing efforts to build and maintain collaborative relationships across public and private organizations varied substantially from \$4,000 in New York to \$370,600 in Boston.

Collaborative Partnerships in Denver

In Denver, two collaborative partnerships shared governance responsibility for OST system building.

Lights On After School was a collaborative body that brought together leaders from the Mile High United Way, the Denver Public Schools Foundation and the Mayor's Office for Education and Children as funding partners. The Denver Public Schools Department of Extended Learning and Community Schools provided program support and management.

DQUAC was a coalition of youth-service providers working together to promote quality OST programming. The group, which was convened by the Department of Extended Learning and Community Schools, included 25 government agencies and private-sector organizations that provided services for school-age children during nonschool hours.

- Investments in collaborative relationships tended to support participants' time and meeting costs. Thus, investment variations across cities mainly reflected differences in the number of organizations and individuals involved and the frequency of meetings.
- Across the cities, investments included a combination of monetary and in-kind contributions. The particular investment mix appeared to reflect available funding and resources.
- Funding to promote collaborative relationships across a wide array of agencies and organizations was generally decentralized, with each participating entity covering the costs of its representation and participation through monetary investments and in-kind contributions of staff time.

Business Planning

Business planning can help conceptualize, coordinate and launch OST system-building efforts. Good business plans help city leaders and partners clarify where they are and where they want to go by laying out—in a clear and compelling way—the priorities, core strategies and activities that will help them achieve their system-building goals, as well as the resources needed to support these efforts. They can be an important mechanism for engaging or

deepening the commitment of key leaders and partners, and they can provide a blueprint for action, guiding ongoing management and implementation.

Importantly, business plans can also provide a foundation for financing and sustainability. They help leaders take stock of the range of resources that will be needed to support system-building efforts over time, identify specific funding gaps and think creatively about financing strategies and options for meeting their needs.

Leaders in Boston, Chicago and New York engaged in business planning to support their OST system-building efforts. In each case, business planning contributed to the dual goals of leadership and sustainability. It is important to acknowledge that aspects of these monetary and in-kind investments are undoubtedly germane to leadership, but because key informants primarily emphasized using the plans to support fundraising, our discussion of business-planning investments is included in Chapter 6.

Summary

All six cities in this study demonstrated strong leadership for OST system building. As highlighted at the beginning of this chapter, this leadership took different forms, came from different places and worked in different ways in each locale. In most cities, strong visible leadership from the mayor or another influential individual was crucial throughout the initial stages of system building. Without the strong voices of these elected leaders, it seems unlikely that OST system building would have received the attention and resources it has in cities like New York and Chicago, where there is a very broad commitment to providing quality OST opportunities to all school-age children who need them.

The study cities invested in a number of different strategies to support leadership for local system-building efforts, including the establishment of governing bodies, the selection of an OST intermediary and the development of citywide collaborations to pool knowledge and vital resources.

- In Boston, Charlotte, Chicago, Denver, New York City and Seattle, investments in leadership ranged from approximately 1 percent to

35 percent of total investments in local OST system-building efforts. It was extremely difficult to calculate investments in leadership, and our estimates are likely to be somewhat conservative. In many cases, we believe local leaders underestimated the time spent on planning, coordination and oversight, and even if they recognized that these activities were part of OST system leadership, they found it difficult to accurately report the amount of time spent and to quantify the monetary value of that contribution.

- It is particularly difficult to quantify the value of individual leadership by a mayor or other influential city leader. In the three cities where this kind of leadership was key to OST system building, we were unable to gather any data on the monetary value of the time and influence that these individuals contributed to building public support, mobilizing resources and facilitating cooperation between public- and private-sector leaders. Often, it seemed that this simply was considered a normal part of the city leader's job. Similarly, we did not find any outside funding to cover a portion of a mayor's or councilperson's salary dedicated to OST system-building efforts.
- Governing bodies, intermediaries and partnerships/collaborations are alternative ways of bringing leaders together to plan, manage and allocate resources for OST systems.
- The size of reported investments in start-up and ongoing activities to foster leadership varied from city to city. Investments seemed to be more closely related to the availability of funding from a third-party source than to the size of the city and its youth population. This may be because it was easier to accurately discover and document monetary resources than in-kind resources.
- Regardless of the approach that cities and other local communities employed, the key ingredients to successful system-building leadership were people and their time. Investments in leadership included the costs of leaders' time incurred to participate in governing bodies, intermediaries and other collaborative relationships. These costs varied depending on the participants and their role in the decision-making process.
- Leadership activities overseen by intermediary organizations were supported to a greater extent with dedicated staff time, while leadership

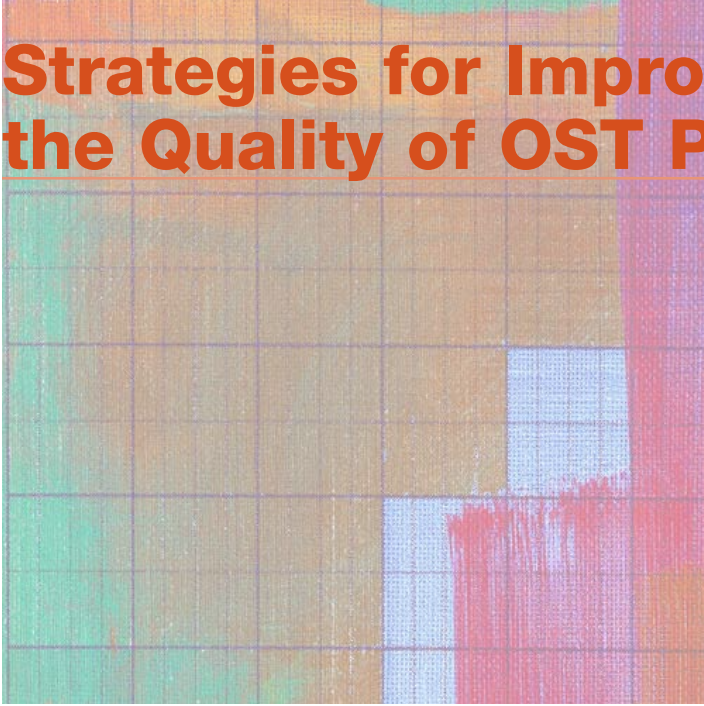
activities that occurred in cities without intermediaries were supported more by time volunteered by leaders from several organizations.

- Investments in OST intermediaries were often provided by private foundations and public agencies interested in advancing system-building efforts. While it appears that leadership investments were higher for OST intermediaries than for governing bodies or partnerships and collaborations, it may be because these investments were easier to document.
- Both past and present foundation support played an important role in nurturing leadership and vision for OST in the cities we studied. Foundation investments provided critical funding for OST planning, decision-making and monitoring results. In New York City, for example, the Soros Foundation launched TASC, an intermediary and precursor to the DYCD OST Initiative. In Charlotte, Foundation for the Carolinas launched POST. In Seattle, Chicago and Boston, The Wallace Foundation played an early role in creating the infrastructure to support strong leadership through its MOST program investments.
- Strong leadership for OST system building also developed in Denver, where there was some discrete in-kind support for planning from external sources, but the majority of ongoing investments came from partner organizations that contributed their time to work together toward common goals.

We suspect that the recurring costs of supporting leadership are likely to be similar to start-up investments, although there may be some economies of scale over time as organizational structures and processes become more institutionalized.

Strategies for Improving the Quality of OST Programs

Chapter IV



Improving the quality of OST programs is critical to successfully attracting and engaging students in ways that will yield academic and developmental benefits. Improving programs on a broad scale, however, requires overcoming two important challenges. The first is that quality programs cost money, and many OST providers are underfunded. This lack of resources is often reflected in inadequate facilities, limited management expertise, an underqualified or undersized staff and a dearth of necessary materials.³⁵ The second major hurdle is the perpetual trade-off in many cities between expanding access to OST programs to more students and investing additional resources in existing programs to ensure that, even if they serve fewer students, they are of high quality.

In the six cities we studied, leaders were unanimously committed to offering high-quality OST services on a broad scale. On average, the cities devoted 43 percent of their OST system-building investments to improving program quality—although the percentage ranged widely from 4 percent to 69 percent. (See Figure 4.)

We found investments in a number of strategies aimed at increasing the quality of OST programs. They included:

- Technical assistance, training, higher education and professional development for OST program staff;
- Alignment of OST programming with school district curricula to ensure that OST offerings reinforced what students were learning during the school day;
- Adherence to published quality standards and methods to evaluate and assess OST program effectiveness; and
- Data-management systems to compile and organize information on OST programs and indicators of effective programming.

Figure 5 on the next page presents the percentage of total investments dedicated to these four quality-improvement strategies. Though each city consistently employed several strategies, investments in quality were heavily concentrated in technical assistance (TA), training, higher education and professional development. Quality standards and data-management systems also accounted for a substantial percentage of total investments in Denver and Chicago.

We found substantial differences in both the sources of funding that were tapped to improve OST program quality and the scale of investments that were made. Drawing on the summary data in Table 4 on page 32, this chapter presents findings related to OST system-building investments focused on improving quality.

Figure 4
Investments in Improving Program Quality as a Percentage of Total Investments in OST System Building, by City

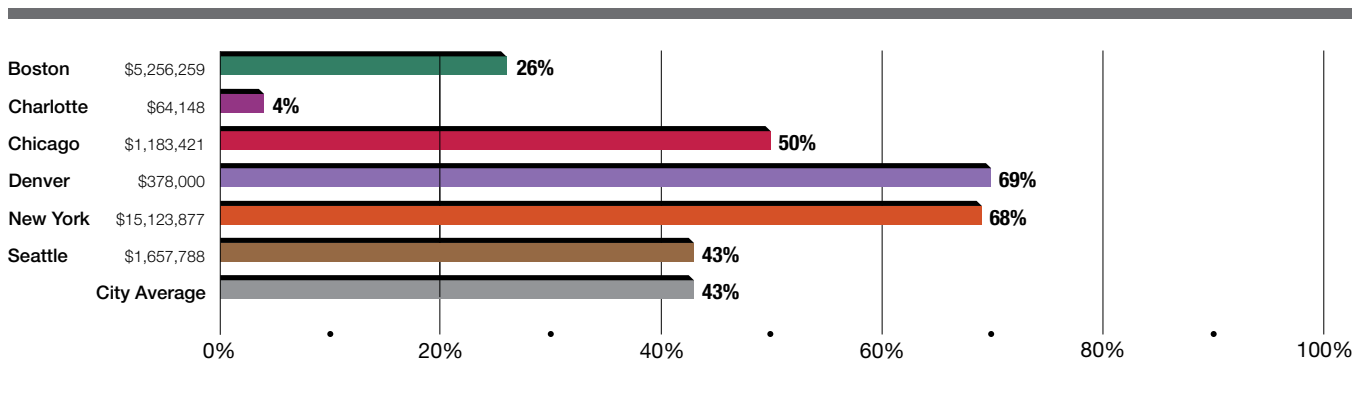
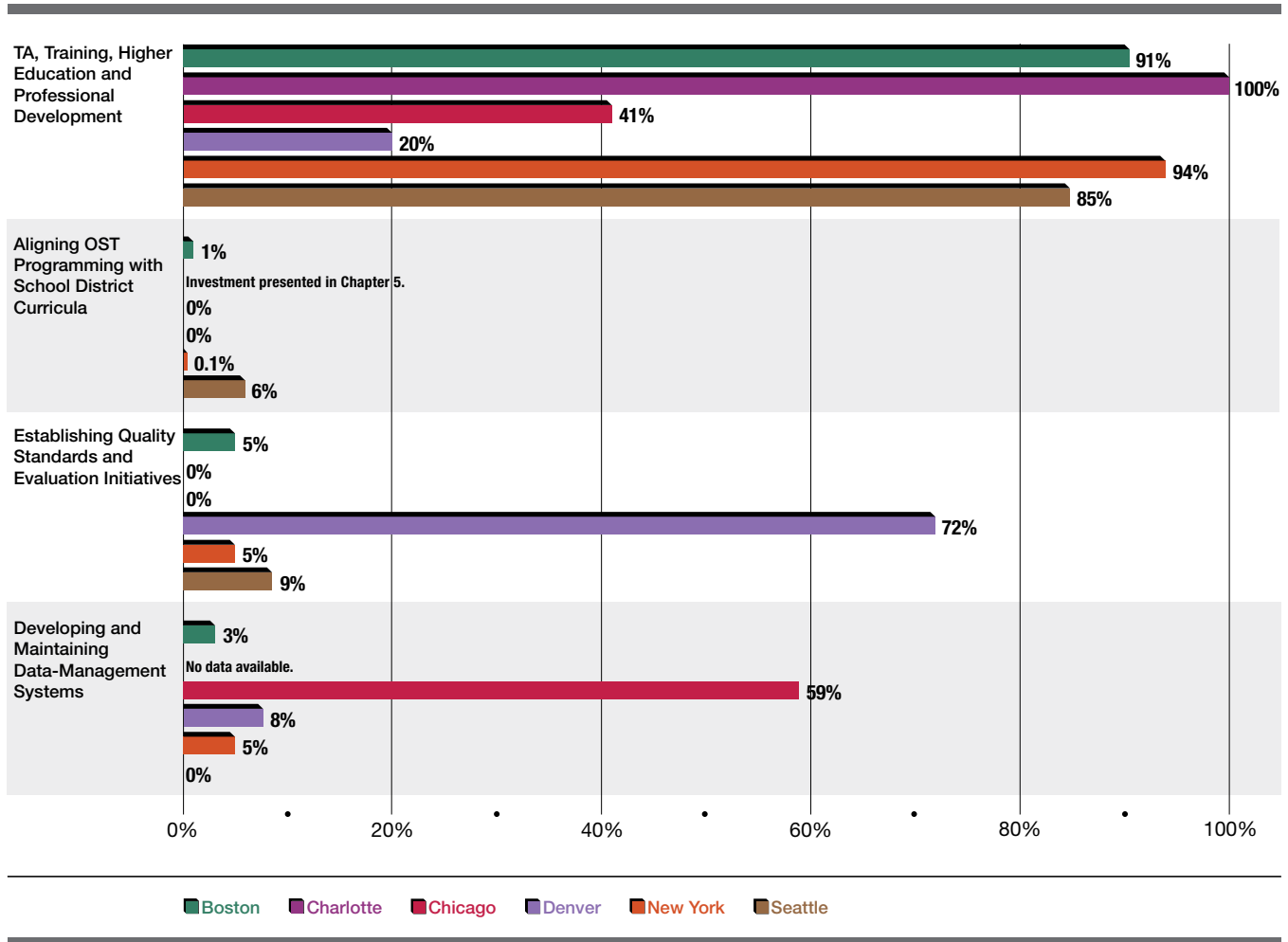


Figure 5
Percentage of Each City’s Investments in Improving Program Quality
Dedicated to Specific Strategies



Technical Assistance, Training, Higher Education and Professional Development

All six cities in this study invested in TA, training, higher education and professional development as part of their OST system-building efforts. Although these services were designed and implemented in different ways and on different scales, they consistently appeared to be a “bread and butter” component of citywide efforts to improve program quality. Research supports the notion that quality OST programs depend on strong teachers and other staff members.³⁶ It is not surprising, then, that on average, approximately 72 percent of overall investments in quality improvements were allocated to support, training and development for staff.

Through collaborative networks and intermediaries, local leaders compiled information, tools and other TA resources to help OST providers improve their programming, professionalism, facilities, management and administration—all of which contribute to program quality. Local leaders also convened meetings, workshops and tutorials; sponsored coursework and specialized certificate or college degree programs; and brought in national experts on specific aspects of OST education enrichment. The focus of the TA, training, higher education and professional development varied depending on local needs and priorities. It ranged from developing effective and well-planned programming to teaching technical skills, such as accounting and fiscal management or conflict resolution.

Table 4
Investments in Strategies for Improving Program Quality

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
TA, Training, Higher Education and Professional Development	Boston established seven initiatives that provide TA, training, higher education and professional development for OST providers, including college-level courses that lead to a credential, certificate or BA in OST education or school-age youth development. TA is provided by BOSTnet, BB, Boston Public Schools, the Department of Extended Learning Time, Afterschool and Services (DELTAS), Achieve Boston, United Way of Massachusetts Bay and Merrimack Valley (UWMB) and The Medical Foundation. Local colleges and universities provide professional development services.	<p><i>Total Investments (over four years)</i> \$155,000</p> <p><i>Monetary</i> \$25,000 for staff time to support the development of OST-credential programming</p> <p><i>In-Kind</i> \$130,000 in donated time from university administrators</p>	<p><i>Total Investments</i> \$4,608,584</p> <p><i>Monetary</i> \$4,589,400. This includes:</p> <ul style="list-style-type: none"> • BOSTnet \$885,000 for training and networking; \$190,000 for creating and disseminating best practices • Achieve Boston, BB, UWMB working together, \$330,000 for credential development • DELTAS \$434,400 for TA and training • The Medical Foundation \$2.75 million for credential development <p><i>In-Kind</i> \$19,184. This includes:</p> <ul style="list-style-type: none"> • BOSTnet \$5,184 for training • DELTAS \$14,000 for experts at leadership training 	Private foundations, community fundraising, federal grants, public schools, participant fees
	Charlotte established a variety of TA and training efforts for OST professionals city-wide, including training on acquiring a School-Age Care Environment Rating Scale Certification. These programs were offered by POST, city agencies and Charlotte-Mecklenburg Schools' ASEP.	Data not available	<p><i>Total Investments</i> \$64,148</p> <p><i>Monetary</i> \$64,148. This includes:</p> <ul style="list-style-type: none"> • POST \$47,548 • City of Charlotte (data not available) • ASEP \$16,600 in estimated salary investments 	Public schools, private foundations, individuals, city agencies, federal grants
	Chicago offered professional development, training and credentialing for youth development agencies and their staff members. Services were coordinated by Chicago Area Project (CAP).	Data not available	<p><i>Total Investments</i> \$482,521</p> <p><i>Monetary</i> \$482,521 for CAP staff training sessions</p> <p><i>In-Kind</i> None reported</p>	City agencies, federal funds, private foundations
	Denver invested in multiple opportunities for training and TA across more than 300 programs. Services, provided by Assets for Colorado Youth and Denver Parks and Recreation, included positive youth development principles, cultural competency instruction and access to programs and services from public agencies.	Data not available	<p><i>Total Investments</i> \$76,000</p> <p><i>Monetary</i> \$76,000. This includes:</p> <ul style="list-style-type: none"> • \$70,000 by Assets for Colorado Youth and \$6,000 annually (for 5 years) for trainings to improve quality <p><i>In-Kind</i> None reported</p>	City agencies, OST organizations and partnerships

Table 4 continued**Investments in Strategies for Improving Program Quality**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
TA, Training, Higher Education and Professional Development (continued)	New York , through Partnership for After School Education (PASE), TASC and DYCD, developed eight unique training and TA opportunities for OST staff members in a variety of topic areas. These services are supplemented with professional development opportunities in the form of college-level courses that lead to a certificate or BA in OST education or youth studies. A joint initiative of DYCD and New York State Afterschool Network (NYSAN) also established a Professional Development Institute to train staff members across several city and state agencies.	<i>Total Investments</i> \$150,000 <i>Monetary</i> \$150,000. This includes: DYCD \$50,000 for a Best Practices Conference and \$100,000 for a Professional Development Institute <i>In-Kind</i> None reported	<i>Total Investments</i> \$13,444,077 <i>Monetary</i> \$13,156,000. This includes: • PASE \$2.2 million for TA and training • TASC \$6 million for TA and training and \$1.7 million for the professional degree program • DYCD \$2.3 million for TA and training and \$331,000 for the credential program • Department of Education (DOE) \$625,000 for TA focused on fiscal and grant management <i>In-Kind</i> \$288,077 in donated staff time	Government agencies, private foundations, individuals
	Seattle matched trainers from SOWA with more than 90 programs on an ongoing basis to help them develop and meet yearly goals. The city also conducted research to build knowledge of professional-development needs and capacities in the field.	<i>Total Investments</i> \$439,000 <i>Monetary</i> \$439,000 for SOWA workforce study <i>In-Kind</i> None reported	<i>Total Investments</i> \$970,538 <i>Monetary</i> \$970,538. This includes SOWA \$79,338 for training program; \$264,000 for trainers; \$43,950 for manager salaries (15% of managers' full-time salaries); \$56,250 for staff (25% of employees' full-time salaries); and \$527,000 for research and workforce study <i>In-Kind</i> None reported	Federal, state and local government agencies, private foundations, fees from contracting organizations
Aligning OST Programming with School District Curricula	Boston funded nine schools through a UWMB initiative to coordinate OST activities with school curricula.	Data not available	<i>Total Investments</i> \$68,000 <i>Monetary</i> \$68,000. This includes UWMB \$33,000 for school-CBO partnerships and \$35,000 for managers of extended learning services <i>In-Kind</i> None reported	Private foundation
	Charlotte's ASEP offered an aligned curriculum that was provided to participating schools and community partners.	See Chapter 5	See Chapter 5	See Chapter 5
	New York's DYCD worked to promote collaboration between schools and OST providers that operate rent-free in school facilities.	Data not available	<i>Total Investments</i> \$17,800 <i>Monetary</i> None reported <i>In-Kind</i> \$17,800 in donated staff time	City agencies

Table 4 continued**Investments in Strategies for Improving Program Quality**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Aligning OST Programming with School District Curricula (continued)	Seattle's Community Alignment Initiative worked to ensure that all OST programs operating in SPS facilities and receiving free space aligned their program goals and activities with learning goals set by their host schools. The initiative is overseen by an advisory group—the Learning Partners—composed of staff from HSD, Parks & Recreation, SOWA, YMCA of Greater Seattle and other OST providers. At the time of this study, the initiative served OST programs in more than 80 elementary, middle and K–8 schools.	Data not available	<i>Total Investments</i> \$105,000 <i>Monetary</i> \$105,000 <i>In-Kind</i> None reported	Public schools, partnering provider organizations
Establishing Quality Standards and Evaluation Initiatives	Boston's DELTAS, UWMB and BB developed site-monitoring tools and program evaluation initiatives to improve OST program quality. These efforts included DELTAS's development of The Roadmap for the 21st Century (a quality-assessment tool and guidebook that detailed minimum quality standards for community collaborations).	<i>Total Investments</i> \$270,250 <i>Monetary</i> \$237,450. This includes: • DELTAS \$2,450 for Roadmap • UWMB \$60,000 for assessment tool • \$175,000 for evaluation by Policy Studies Associates <i>In-Kind</i> \$32,800 for development of DELTAS's Roadmap	Data not available	Federal funds, private foundation
	Denver's Community Recreation Division (CRD), LOAS and the Mayor's Office for Education and Children (MOEC) sponsored a longitudinal evaluation to assess the impact of OST participation on student engagement and academic achievement. Additional evaluations of school-based OST programs focused on accessibility, quality, strengths and weaknesses, and participant and parent feedback. Local leaders also developed two sets of quality standards—one developed by MOEC for school-based programs receiving funding from LOAS and another developed by DQUAC for all area OST programs. These standards include requirements for after-school programs to align with school curricula.	<i>Total Investments</i> \$155,000 <i>Monetary</i> \$136,000. This includes: • Parks and Recreation/CRD \$30,000 for evaluation and \$100,000 for 2006–07 independent evaluation • LOAS \$6,000 for assessment tool development <i>In-Kind</i> \$19,000. This includes: • DQUAC \$13,000 for assessment tool development • MOEC \$6,000 for assessment tool development	<i>Total Investments</i> \$117,000 <i>Monetary</i> MOEC \$111,000 in 2006 evaluation <i>In-Kind</i> MOEC and LOAS \$6,000 for quality assessments	City agencies, public schools, affiliated agencies
	New York's DYCD conducted annual evaluations of 730 OST programs and centers. The initial report explored program partners and participants as well as attendance and implementation measures. The next report will focus on outcome measures. DYCD also created an inventory of core competencies and associated indicators for frontline youth workers and their supervisors.	<i>Total Investments</i> \$62,000 <i>Monetary</i> \$62,000 <i>In-Kind</i> None reported	<i>Total Investments</i> \$700,000 <i>Monetary</i> \$700,000 for Policy Studies Associates' evaluation of OST and Beacon Initiatives <i>In-Kind</i> None reported	Private foundations, government agencies
	Seattle provided quality-assurance services for licensed, school-based programs receiving General Fund monies, including OST programs in more than 80 elementary and K–8 schools. Services included quality assessments, oversight of licensing for new programs and training. These services were conducted by HSD for HSD-licensed programs only. Other programs conducted parallel quality-monitoring activities as self-assessments.	Data not available	<i>Total Investments</i> \$143,250 <i>Monetary</i> \$143,250. This includes HSD \$87,000 and \$56,250 for staff salaries (25% of employees' full-time salaries) <i>In-Kind</i> None reported	City agencies

Table 4 continued**Investments in Strategies for Improving Program Quality**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Developing and Maintaining Data-Management Systems	Boston's BB piloted a participant tracking system, Academics Plus, to help individual programs track their operations and improve their reporting processes.	<i>Total Investments</i> \$154,425 <i>Monetary</i> \$154,425. This includes: BB \$79,425 for start-up and \$75,000 for installation, training and maintenance <i>In-Kind</i> None reported	Data not available	Private foundations
	Charlotte's POST and Police Athletic League utilized the KidTrax System to compile program and participant information for two of its OST programs.	Data not available	Data not available	City agencies
	Chicago developed a shared information system to collect and analyze data for planning and accountability purposes. The Program and Participant Tracking System will connect the majority of publicly funded OST initiatives—some 1,298 sites, with nearly 25,000 program activities serving more than 380,000 school-age children and teens.	<i>Total Investments</i> \$700,900 <i>Monetary</i> \$679,900. This includes: \$466,742 for management and oversight; \$15,786 for user manual development; \$173,372 for staff training and support; \$2,000/month for help desk <i>In-Kind</i> \$21,000 for staff time from partner agencies	Data not available	Private foundation
	Denver utilized the Cayen data system, which collects data on study participants for the Department of Extended Learning and Community Schools/LOAS Longitudinal Out-of-School Time Evaluation.	<i>Total Investments</i> \$25,000 <i>Monetary</i> \$25,000 <i>In-Kind</i> None reported	<i>Total Investments</i> \$5,000 <i>Monetary</i> \$5,000 <i>In-Kind</i> None reported	City agency
	New York's OST Online, coordinated by DYCD for the programs it manages, tracks participant attendance for more than 700 programs and can link attendance data with educational outcomes through a partnership with the school district.	Data not available	<i>Total Investments</i> \$750,000 <i>Monetary</i> \$750,000 for maintenance, staff time and infrastructure building <i>In-Kind</i> None reported	Private foundation

Each city invested in multiple training and TA activities to improve the skills, knowledge and expertise of OST staff members. In Seattle, the statewide intermediary matched trainers with more than 90 OST programs to help them develop and meet yearly school-alignment goals. In both Boston and New York City, leaders invested in the development of accredited courses that led to a certificate or college degree in OST education, school-age youth development or youth studies.

In Table 4, we present our findings related to investments in improving program quality. Investments in TA, training, higher education and professional development frequently supported staff salaries and benefits; expert consultants and trainers; preparation and distribution of workshop and training materials; communications related to outreach, marketing and network-building; meeting space and expenses; travel; and other direct costs. Key findings include:

- In all of the cities we studied, leaders made TA, training, higher education and professional development a central feature of their efforts to improve program quality. However, we found significant variations in how they focused and delivered training, the incentives they used to encourage OST staff members and youth workers to seek professional development opportunities, and their levels of investment.
- In New York, Boston, Denver and Seattle, we were able to document some of the start-up investments in planning and creating TA, training, higher education and professional-development opportunities. These initial investments varied from approximately \$150,000 in Boston and New York City to \$439,000 in Seattle. Almost all start-up investments were funded by private foundations, public schools and other public agencies, OST organizations and federal grants.
- Ongoing operating budgets for TA, training, higher education and professional development varied dramatically. For example, ongoing investments in Charlotte and Denver were under \$100,000, while investments totaled several million dollars in Boston and New York City. Although New York City's school-age population is 15 times larger than that of Denver, Boston, Charlotte and Seattle and three times larger than that of Chicago, it appears that factors beyond population impacted

the scale of investments in TA, training, higher education and professional development. Key among these factors seems to have been dedicated public- or private-sector funding for these purposes, such as the Families and Education Levy in Seattle, a local tax levy in New York City that generates \$500,000 annually for OST efforts, and significant foundation funding in New York and Chicago that allowed training functions to become more institutionalized. In cities where more resources were available, system-level quality-improvement investments were greater. In cities without dedicated sources of public- and private-sector funding for training, these activities received considerably less funding.

- Ongoing support for TA, training, higher education and professional development was provided principally by private foundations, public schools and other public agencies, federal grants, individual donors and fees paid by OST organizations. We were able to document very little in the way of in-kind contributions in any of the cities we studied.
- Our findings suggest that when a city gets to the point of having a centralized training organization, such as PASE in New York or BEST (Building Exemplary Systems for Training Youth Workers) in Boston, the amount invested in training is quite large and the vast majority of these dollars funnels through this central institution. It is difficult to know whether the existence of such a training organization leads to large investments in training or whether these organizations are created in places that wish to do large amounts of training.

New York City's Professional Development and Higher Education Initiatives

DYCD developed a **Scholars Program** that offered a career ladder for individuals working with youth in the department's initiatives. In partnership with City University of New York's (CUNY) John F. Kennedy, Jr. Institute for Worker Education, DYCD awards scholarships for selected staff to participate in a two-year college-credit certificate program in youth studies. The five-course certificate combines staff members' on-the-job experience with casework in a range of areas related to youth development. To date, 25 people have received scholarships to participate in the program. Ongoing monetary investments in this initiative totaled \$331,000 in 2007 and were supplied through a grant from a private foundation. This figure includes \$135,000 for staff salaries; \$150,000 for tuition; \$20,000 for materials, books and supplies; and \$26,000 for indirect costs. DYCD contributed an unspecified amount of in-kind investments to manage this initiative.

TASC's **Center for After-School Excellence** was developed to improve the quality of OST opportunities by offering accredited classes for program staff. Through a partnership with CUNY, the center enables OST staff to earn college credit or degrees in OST service provision that will be recognized across schools and organizations. Center leaders also worked to replicate and sustain citywide professional-development systems and ensure that best practices learned through the program are shared with the larger field of OST practitioners. Ongoing monetary investments in the center's quality-improvement initiatives amounted to approximately \$1.7 million in 2006–07 and were covered by a grant from a private foundation. No in-kind investments were reported.

Under a contract with DYCD, **PASE** provided TA to OST providers throughout the city. Ongoing monetary investments for this initiative totaled \$500,000 annually. DYCD also contributed an unspecified amount of in-kind resources to manage this initiative.

DYCD and NYSAN developed a **Professional Development Institute** to provide specialized training for city and state agency staff involved in OST system-building efforts. The training is designed to shift the way agency staff interact with OST providers—from a compliance-oriented perspective to a coaching and technical-assistance perspective. At the time of the study, 70 staff members from a variety of city and state agencies had participated in the training. Ongoing investments in this initiative totaled approximately \$288,077 in 2007, which includes the training fee and the in-kind investment of participating staff members' time.

Aligning OST Programming with School District Curricula

Priscilla Little notes that “meaningful links between OST programs and schools are essential to supporting children’s learning and development in both settings.”³⁷ When school and community partners align their efforts, they can use resources more efficiently and effectively. Promoting coordination and communication between classroom teachers and OST staff fosters the development of shared goals for program participants and helps reinforce classroom lessons in OST activities. Although OST programs should not necessarily be just “more school,” they can coordinate resources to help students improve academic outcomes. Strategies for accomplishing this alignment can include:

- *Shared lesson plans.* Classroom teachers and OST staff collaborate on lesson planning to ensure that OST activities reinforce instruction provided during school hours.
- *Homework activities that relate directly to classroom lessons.* Classroom teachers and OST staff coordinate homework assignments and activities to ensure that they relate to classroom lessons.
- *Shared understanding of the learning styles and needs of individual students.* Classroom teachers and OST staff communicate regularly to understand the particular learning styles and needs of individual students. This can be especially beneficial for students who are struggling and need special help and/or alternative teaching modes.
- *Parent engagement.* In coordination with classroom teachers, OST staff members can communicate with parents and encourage their involvement and engagement in their children learning.

Two cities in our study made notable investments to align OST with school curricula. First, Boston’s UWMB provided grants for nine OST–school partnerships to work with a consultant to align in-school and out-of-school efforts. Second, a large pilot program, Partners for Student Success, aimed to coordinate OST activities with elementary school curricula with the help of specially hired Managers of Extended Learning Services (MELS). These consultants had managerial responsibilities and helped ensure that the content of after-school tutoring and other activities was linked to the school curricula.³⁸

In Seattle, 90 percent of public elementary schools and all middle and K–8 schools have on-site OST programs. Under SPS’s Community Alignment Initiative, all school-based OST programs have an alignment partnership plan with their schools. The plan allows programs to operate in school buildings rent-free, as long as they align their activities with learning goals set by the district and their host schools.

Investments aimed at aligning OST programming with school curricula are detailed in Table 4. Among the notable findings:

- Investments in aligning OST with school curricula commonly supported staff time and training to promote planning and coordination between schools and OST providers.
- The scale of efforts to align OST with school curricula depended largely on the availability of resources from school districts and other sources. In Seattle, where funding came from school budgets and partnering organizations, ongoing annual investments were approximately \$105,000 for programs in more than 80 schools. In Boston, where private foundation grants fostered alignment initiatives, the annual investment was approximately \$68,000.
- We were not able to document major start-up investments in staff time, planning or capital investments among the cities we examined. It seems likely that planning costs were absorbed in other school-planning activities and in other OST-planning and coordination activities.

We believe that aligning OST and classroom learning in a systematic way across an entire city will likely require monetary support or in-kind contributions from school districts on an ongoing basis as curricula shift and change. Although in some cases private foundation funding contributed to launching these initiatives, it is unlikely that grant funds will sustain them over time.

Establishing Quality Standards and Evaluation Initiatives

Quality standards, program assessment tools and incentives to help programs meet benchmarks have proven useful in improving the quality and consistency of program staff members, curricula and other resources.³⁹ Standards can take a variety of forms and may focus on health and safety; relationships among program staff, volunteers, young people and families; programming and activities; staffing and professional development; or management and administration.

Although quality-rating systems have emerged only recently in the OST field, they can be an important part of citywide efforts to improve program quality. Rating systems can provide incentives for program improvement by:

- Providing staff members with feedback on various dimensions of program quality, ongoing assessment and monitoring;
- Establishing a set of standards that can be used as licensing regulations or to create financing incentives; and
- Generating program-quality “grades” that can be disseminated to parents and youth to help inform program selection.⁴⁰

Four cities in this study—Boston, Denver, New York and Seattle—undertook efforts to develop and implement a range of quality standards and evaluation initiatives. For example, in New York, city leaders conducted a multisite annual evaluation of 730 OST programs and centers.⁴¹ The initial evaluation report examined program partners and participants, attendance and implementation using an array of measures; the second year of the evaluation focused on efforts to increase program quality and scale. Future evaluation studies will focus on student outcomes, including academic achievement, social behavior and other aspects of youth development. Seattle leaders are involved in a number of quality-assurance activities for licensed school-based programs receiving General Fund monies, including quality assessments, licensing for new programs and training. Leaders in Chicago are planning to develop and pilot a citywide quality-improvement system, similar to a model being used in Palm Beach, FL, that includes annual external

assessments by trained experts, self-assessments using a countywide program-quality-assessment tool, a program-improvement plan that uses the assessment results to identify and address areas needing improvement, and continuing on-site TA, training and program supports. Investment data on this initiative were not available at the time of this study. Denver launched a longitudinal evaluation in 2002 to determine the impact of OST programming on student engagement and academic achievement. Currently, the evaluation is focused on identifying OST programming's impact on graduation rates.

Table 4 presents investments in establishing quality standards and evaluation initiatives. Funding for these initiatives was typically used to support staff and consultant time for policy and program design, implementation and monitoring. It also went to creating and disseminating information and materials about standards and compliance aimed at providers as well as information for parents and youth on the quality levels or "grades" of programs and organizations providing OST services.

- We were able to document start-up costs in three cities for establishing quality standards and assessment tools. In New York City, DYCD invested \$62,000 in creating an inventory of core competencies and indicators for frontline youth workers and their supervisors. In Boston, DELTAS and UWMB created two assessment tools, investing \$35,000 and \$60,000, respectively. Denver invested \$25,000 for its assessment tool.
- In both Boston and New York, local leaders made substantial investments in evaluations of participant data conducted by Policy Studies Associates. In Boston, the investment totaled \$175,000, while investments in New York totaled \$700,000.
- Rigorous evaluation research supports decision-making by internal management, and it can help convince outside funders of the value of OST program and system investments. But evaluation research can be costly. Conducting personal interviews to measure individual youth outcomes or analyzing administrative data to assess system outcomes can require considerable resources. Whether city leaders initiated efforts to develop data-management systems and commission evaluations did not necessarily reflect notable differences in the intrinsic value they placed on obtaining sound information on system and

Seattle's Quality Assurance Initiative

The Quality Assurance Initiative sponsored by the City of Seattle provides program assessment and training to local OST organizations. HSD employs childcare specialists, who conduct annual quality assessments of more than 120 OST programs that receive subsidies from Seattle's General Fund (GF) and serve school-age children. HSD specialists work closely with SOWA staff members and trainers to set training goals for sites based on the assessment findings. Organizations that manage OST programs but do not receive GF subsidies conduct their own parallel quality assessments. The Parks Department/Associated Recreation Council (ARC) partnership, for example, managed community-center-based programs for elementary school children and was in the process of designing its own assessment initiative at the time of our study.

Annual ongoing monetary investments for Seattle's Quality Assurance Initiative amounted to about \$143,250, which was provided by several city agencies. Investments primarily covered staff time for the agency directors to participate in conducting assessments. No in-kind contributions were reported.

youth outcomes. Instead, we found that the scale of investments in data collection and analysis seemed to depend largely on the availability of funding for developing these system components in each city. Most of the OST evaluations we encountered during our study were undertaken as one-time investments. They may or may not be repeated in future years depending on funding.

- Across cities, the size of ongoing investments in quality standards varied. Boston organizations did not have enough experience with their new assessment tools to project the cost of implementing their evaluation process on an ongoing basis. Denver's and Seattle's contributions were fairly similar to one another, with Denver investing \$117,000 annually and Seattle investing \$143,250. New York, which is a much larger city, invested \$700,000 annually.
- Investments in quality standards and evaluations generally blended funding from multiple public and private sources.

Chicago's Program and Participant Tracking System

An important focus of Chicago's system-building efforts involved the development of a shared information system that supports the collection and analysis of data for planning, coordination and accountability purposes. Development of the Program and Participant Tracking System began in 2006 and was the result of a partnership among several key OST organizations (see section on governing bodies, page 24, for a description of this partnership).

The Chicago Out-of-School Time Project worked with Cityspan to build the technology infrastructure, provide staff training and troubleshoot technical issues throughout the implementation process. The Project also helped assess agency needs, determine necessary customizations for each partner and oversee the piloting and rollout of the system. By October 2007, the Project had successfully piloted and implemented the system with several city agencies and community partners, including Department of Children and Youth Services (CYS), Chicago Public Schools (CPS), ASM, Chicago Park District and the Chicago Police Department Juvenile Intervention Support Center. Upon its completion in 2008, the system was expected to connect 1,298 OST sites, providing nearly 25,000 program activities and serving more than 380,000 school-age children and teens (see Figure 6 on page 41).

Monetary investments in start-up and planning for the Program and Participant Tracking System totaled \$679,900 in 2006–07; that number included the costs of management and oversight (\$466,742), the development of a user manual (\$15,786), training and support for program staff members (\$173,372) and the establishment and staffing of a help desk (\$2,000 per month). Financial support was provided through a private foundation grant, with city agency funds added for system customization and trainings. Stakeholders budgeted an additional \$170,841 for ongoing development of the system. An estimated 600 hours of staff time were donated by partner city agencies during the development and piloting of the system.

Leaders in Chicago noted that “because information lies at the heart of Chicago's efforts to improve OST, it was a logical place to embark on system-building efforts. Working on information first also made strategic sense because information sharing represented a high-value but low-stakes commitment for each partner. It was high-value because each partner needed a tracking system to provide better information about his or her program and low-stakes because [the city] would provide all of the software, training and hardware resources needed.” (Root Cause. 2007. *The Chicago Out-of-School Time Project Business Plan Draft.*)

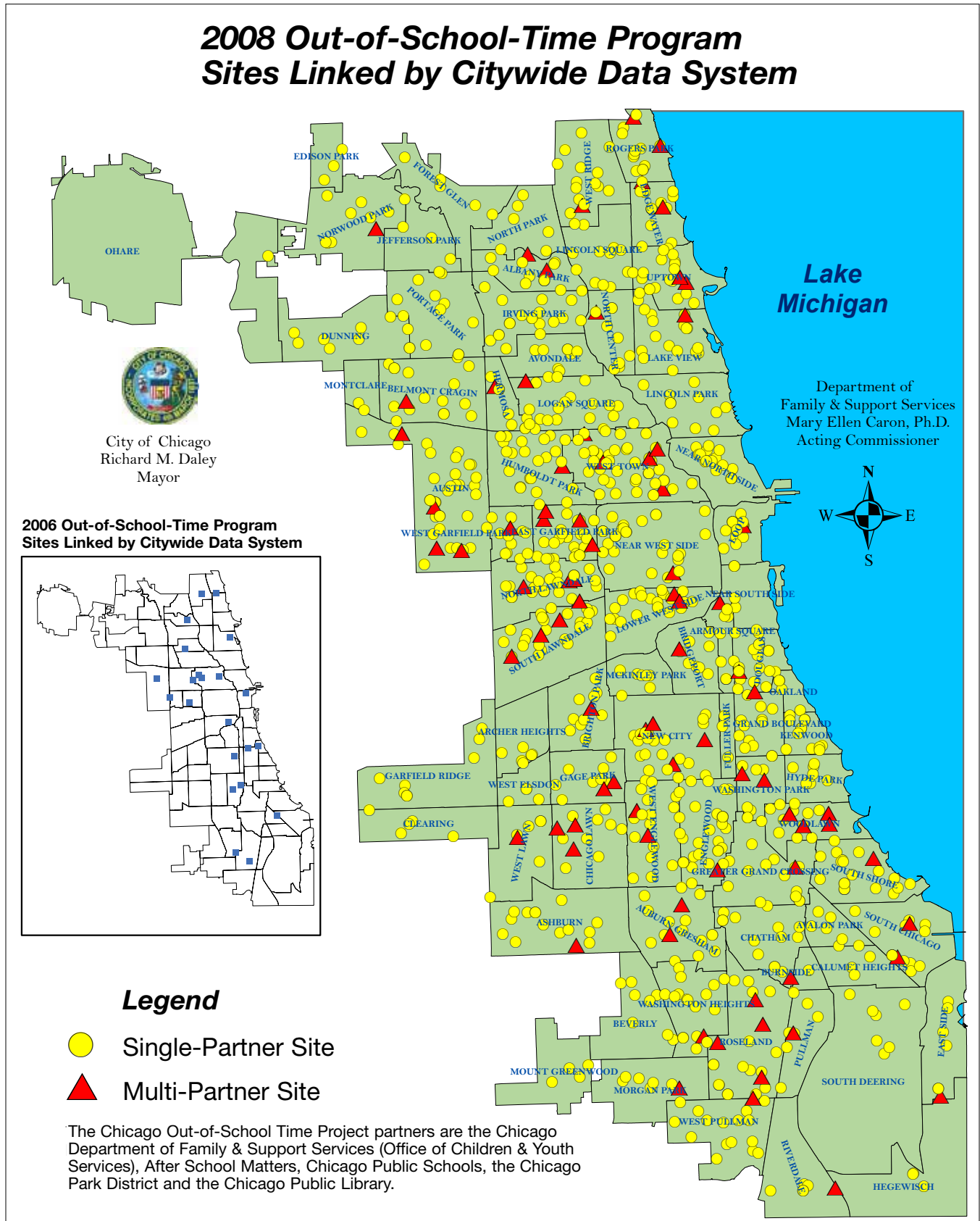
Developing and Maintaining Data-Management Systems

The availability of comprehensive and reliable information is critical to sound decision-making in citywide OST systems. Unfortunately, in most cities there is no centralized database for collecting and analyzing information about the supply of and demand for OST services, patterns of participation and attendance, program quality and outcomes or the costs of programs and services.⁴²

Four cities in our study made substantial investments in creating centralized data-management systems that gather vital OST program and participant data.

- Boston piloted a participant tracking system in its school-alignment program, Academics Plus, to help monitor the operations and outcomes of OST programs and assist the programs in meeting their reporting requirements.
- Charlotte used the KidTrax System to compile and organize program and participant information for OST programs run by the citywide intermediary, POST, and the Police Athletic League.
- Chicago developed a shared-information system to help OST agencies and providers collect and analyze data for planning, coordination and accountability purposes. The Cityspan Program and Participant Tracking System will ultimately connect the majority of publicly funded OST programs in the city; together, those programs provide nearly 25,000 activities and serve more than 380,000 school-age students and teens across 1,298 sites. (See box above and Figure 6 on the following page.)
- New York invested in a customized web-based data-management system, OST Online, which tracks participant attendance in more than 700 programs. Through a partnership with New York Public Schools, the system can link attendance data with educational outcomes. Investments in developing and maintaining

Figure 6
Chicago's 2008 Out-of-School-Time Program Sites Linked by Citywide Data System



data-management systems for OST programs are detailed in Table 4 on page 35. Funds were used to support staff members and consultants involved in the design and implementation of these systems as well as to develop hardware and software, create training procedures and provide ongoing support for central office and program staff involved in data collection and analysis. Virtually all investments in creating and maintaining data-management systems were in the form of direct funding; very little came from in-kind contributions. One exception, however, was in Chicago, where some staff from city agencies donated time to help inform the design and customization of the data-management system.

- Developing and implementing an OST data-management system is a complex endeavor that entails significant start-up costs. The size of initial investments in creating such systems varied across cities in our study. Denver reported spending \$25,000 on tailoring an existing program-participation data system, whereas Boston reported investing \$154,000-plus on developing a new data-management system. Chicago, a city that is approximately five times larger, reported total investments of more than \$700,000. These variations may reflect differences in the scope and sophistication of the data systems, the availability of funding and the frequency of data collection and analysis.
- Our understanding of ongoing investments to maintain data-management systems is limited, and the information that was available varied dramatically across cities. While Denver invested \$5,000 annually for ongoing system maintenance, ongoing annual investments in New York City (which is 15 times larger than Denver) were approximately \$750,000. Leaders in the other cities found it challenging to estimate annual operating costs because their systems were too new to allow for such projections. New systems carry with them unknown costs related to variables, such as the need for hardware and software upgrades, staff training, and system monitoring and troubleshooting—all of which potentially entail substantial ongoing expenditures.
- Investments in creating and maintaining data-management systems came from a blend of funding from private foundations and city sources.

Summary

In all six cities, improving the quality of OST programs and services was a high priority, as evidenced by the amount of financial resources allocated to strategies that boost quality and the large number of initiatives that were under way at the time of our study. Among the four overarching components of system-building strategies, those aimed at enhancing program quality received the largest share of funding, and they were the most diverse and numerous initiatives embarked on across the cities. These initiatives included efforts to provide TA, training, higher education and professional development; to align OST programming with school curricula; to establish quality standards and assessments; and to develop data-management systems.

Across these quality-improvement strategies, we observed large variations in the amounts of resources that were devoted to specific activities. To some extent, the variations reflected differences in the size of the school-age population and most likely the number of OST programs in each city. However, it also reflected the extent to which city leaders prioritized specific quality improvement strategies, such as training (as in New York and Boston) or assessment (as in Seattle), and the availability of dedicated funding for those purposes. The choices that city leaders made also highlighted their understanding of their communities' most salient program-quality needs and the best ways to address them. Notably, leaders in every city we studied decided to invest in training or TA in some way. Major findings include:

- Across the six cities, investments aimed at improving OST program quality varied dramatically. On average, cities devoted 43 percent of their OST system investments to improving program quality.
- These investments consisted primarily of cash contributions and a small amount of in-kind donations. Out-of-pocket contributions largely covered staff members, consultants, facilities and equipment, materials development and other direct costs. Although we saw a number of cases where space was donated or discounted for professional-development and training purposes, most investments in quality improvement were cash outlays.

- TA, training, higher education and professional development were central components of most cities' efforts to improve program quality. Leaders in all of the cities made major investments in these activities. In cities with existing training organizations that offered relevant credentialing or degree programs, investments were significantly larger than they were in cities that relied on consultants and outside trainers to conduct workshops and train-the-trainer sessions. This pattern suggests that there may be a tipping point at which city leaders determine it makes sense to institutionalize quality-improvement functions, or that institutions create their own demand.
- Several cities were involved in the process of developing standards, a popular strategy for improving program quality. Local leaders were using lessons they had learned from state initiatives and national professional organizations to help shape the design and implementation of quality-rating processes. It does not appear that developing quality-rating tools required substantial monetary investments, but we have little information on what was required to successfully implement assessment systems.
- Tracking participation and student outcomes are important steps toward identifying areas of weakness and mobilizing resources for program improvement. Three of our cities launched major efforts to collect participation and outcomes data across organizations and programs that serve children during their out-of-school time. These data-management systems required significant investments to design and implement. Although we were unable to collect much data about ongoing costs, we anticipate that the cities will have to expend resources in the future to maintain the hardware and software and provide training for new staff.
- Private foundation funding was important in developing new quality-improvement strategies—such as financing data-management systems and supporting evaluations. Local leaders acknowledged that without foundation support, these efforts would not have occurred or would have been less ambitious. Uniformly across the cities that were creating new OST data-management systems, we heard from local leaders that strong foundation support was critical to covering the costs of design consultation, hardware and

software development, training, system maintenance and user support. Sustaining these new strategies, whether it is a new quality-rating system or a new, sophisticated data-management system, will likely depend on finding ways to embed ongoing costs in the operating budgets of relevant city agencies. Without this integration, the long-term sustainability of these initiatives will be problematic because foundations and other private funding sources are unlikely to assume the financial burden for maintaining public information systems over time.

- Ongoing quality-improvement strategies were typically funded with a blend of public and private resources, including funds from federal, state and local programs, foundation support, fees and individual donations.

Improving the quality of programs requires a multi-faceted approach. All of the cities we studied recognized this and were making investments on many fronts.



Strategies for Expanding Access to and Participation in OST Programming

Chapter V

Expanding access to and participation in OST programs is an important goal for many policymakers, providers and advocates. Such expansion involves ensuring not only that high-quality OST activities are available to interested children and families but also that individuals have access to programs that are developmentally appropriate and address their particular needs and interests. Providing programming that meets identified needs and is also attractive to children and families is more challenging when children have special needs. It also becomes more difficult as youth grow older and have jobs, family responsibilities and social interests competing for their time and attention.

For city leaders who want to increase OST participation so that it yields important academic and developmental benefits, the challenge is twofold. First, leaders must work to increase the “intensity of participation”—the number of days and hours per week or year that children attend OST programs.⁴³ Second, they must increase “the duration of participation”—the length of time participants stay active in OST programs. Recognizing the inherent challenges of attracting and serving diverse populations of children and youth, some OST planners have acknowledged the need to shift their focus from general enrollment growth to promoting increased participation among targeted groups of youth.⁴⁴

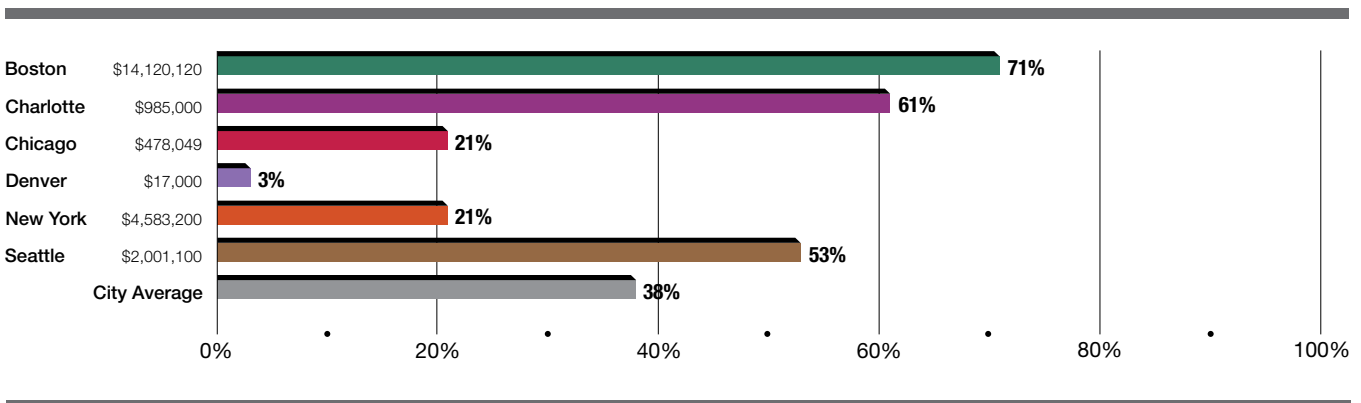
Investments in expanding access to and participation in OST programs are detailed in Figure 7. These investments averaged 38 percent of total investments in local OST system-building efforts. Individual city totals ranged from as little as 3 percent in Denver to 71 percent in Boston.

We observed several approaches for expanding access to and participation in OST programs, including:

- *Resource and referral systems* to facilitate access to existing programs;
- *Market research* to better understand the needs and preferences of local families and communities;
- *Outreach* to increase awareness of OST opportunities;
- *Pilots and program innovations* designed to attract and better serve diverse populations of children and youth; and
- *Building facilities and securing rent-free space* for OST programs throughout the city.

Though each city consistently employed one or more of these five strategies, we found considerable differences in the design and implementation of the initiatives, the scale of investments that were made and the sources of funding for each effort. Investments in expanding access and participation accounted for the largest share of overall

Figure 7
Investments in Expanding Access to and Participation in OST Programming as a Percentage of Total Investments in OST System Building, by City



investments in OST system building. However, unlike investments in quality improvements, which primarily consisted of ongoing training and TA expenditures, investments in expanding access and participation were largely one-time allocations for start-up and development.

As shown in Figure 8 below, four of the six cities chose to heavily concentrate their investments in particular strategies. Denver spent 100 percent of its investments in expanding access and participation

on resource and referral systems; Boston and Charlotte spent 97 to 100 percent on pilots and program innovations; and Seattle spent 100 percent on building facilities. By contrast, in New York City and Chicago, investments in expanding access and participation were spread across multiple strategies.

Throughout the remainder of this chapter, drawing on data presented in Table 5, we highlight salient findings about investments that were aimed at increasing access to and participation in quality OST programs.

Figure 8
Percentage of Each City’s Investments in Expanding Access to and Participation in OST Programming Dedicated to Specific Strategies

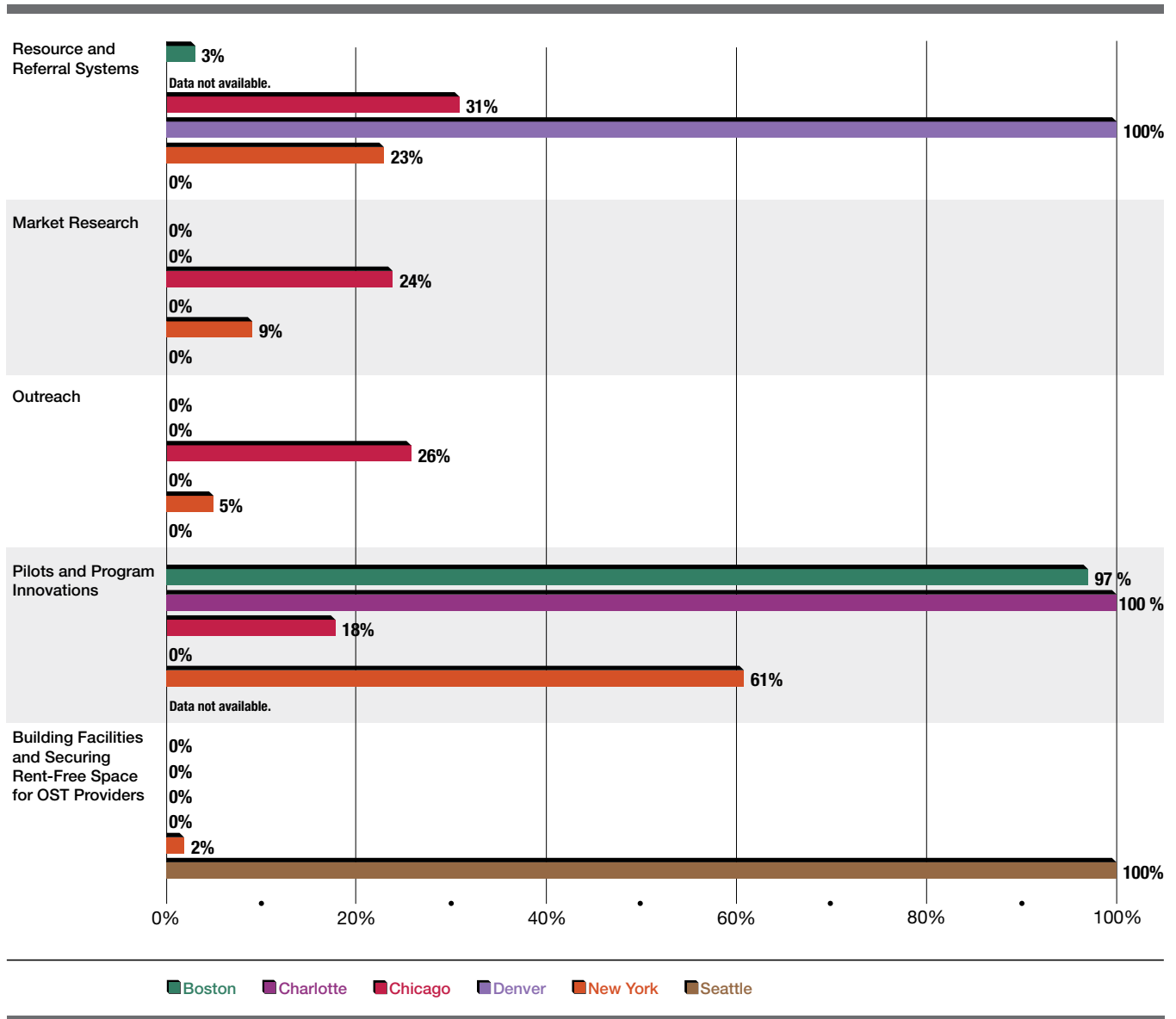


Table 5**Investments in Strategies for Expanding Access to and Participation in OST Programming**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Resource and Referral Systems	Boston's BOSTnet, BB and city agencies developed and maintained BOSTNavigator, a web-based program locator that provided descriptions of more than 1,000 OST programs throughout Boston run by 500-plus organizations. This information was also distributed via 5,000 hard copies each year.	<i>Total Investments</i> \$445,000 in 2006–07	<i>Total Investments</i> \$40,000	Private foundation, city agencies
		<i>Monetary</i> \$345,000 in 2006–07	<i>Monetary</i> \$40,000	
		<i>In-Kind</i> \$100,000	<i>In-Kind</i> None reported	
	Charlotte's Child Care eSearch provides comprehensive information about licensed and legally exempt childcare programs serving children from birth through age 12. An Internet-based OST program locator, with information about programs and activities for children ages 5 to 12, was also under development. The OST program locator will include mapping software when it is complete.	Data not available	Some recurring costs for updating and enhancing the system over time are likely.	State and local agencies
	Chicago developed the online After-School Chicago Program Locator (afterschoolchicago.org), which provides information for and maps the locations of more than 25,000 OST programs located at 1,298 sites. The information is also accessible through the city's 311 call center and at local library branches city-wide. The Program Locator initiative is led by the Chicago Department of Children and Youth Services and supported by Pangaea Information Technologies.	<i>Total Investments</i> \$150,049 in 2006–07 <i>Monetary</i> \$150,049 in 2006–07. ^a This includes \$120,049 for data collection and \$30,000 for test-piloting it. <i>In-Kind</i> None reported	Some recurring costs for updating and enhancing the system over time are likely.	Private foundation
	Denver's Colorado After School Network conducted a survey on citywide OST program offerings; the findings of that study were used by the City and County of Denver to develop the OST Program Mapping and Searchable Database. The database, which is updated by MOEC and accessed through the City and County of Denver website, overlays demographic information about Denver's children and youth with 700 OST program sites.	<i>Total Investments</i> \$17,000 <i>Monetary</i> \$17,000 <i>In-Kind</i> An unspecified amount of staff time	Some recurring costs for updating and enhancing the system over time are likely.	City and county agencies, state-wide networks
	New York has developed three resource and referral efforts—Youth Connect, Citywide 311 and an Out-of-School Time website (nyc.gov/html/dydc/html/afterschool/out_of_school_time.shtml)—that provide families with information on more than 700 local OST programs. These efforts are coordinated by DYCD and the City of New York.	Data not available	<i>Total Investments</i> \$1,068,000 <i>Monetary</i> \$1,068,000. This includes \$286,000 for Youth Connect and \$782,000 for the OST website. <i>In-Kind</i> None reported	State and local agencies, including funds from a city tax levy

Table 5 continued**Investments in Strategies for Expanding Access to and Participation in OST Programming**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Market Research	Chicago conducted research to understand the supply of and demand for OST programs serving teens in the city. Findings of the study, which was conducted by Chapin Hall Center for Children at the University of Chicago, will be used to inform efforts to expand access for teens, including the development of public awareness and enrollment campaigns designed to attract more teens to OST activities.	<i>Total Investments</i> \$115,049 in 2006–07 <i>Monetary</i> \$115,049 in 2006–07 <i>In-Kind</i> None reported	Data not available	City agency, private foundation
	New York , through a DYCD initiative, conducted focus groups with parents to learn more about what they want from OST programs and to develop programs that better meet their needs. The city also conducted market research to inform the development of culturally relevant programs for underserved populations and high school students who are not involved in OST activities. This research examined the spatial distribution of OST sites to determine where future programs should be located.	<i>Total Investments</i> \$434,000 in 2007 <i>Monetary</i> \$434,000 in 2007 <i>In-Kind</i> None reported	Market research is continuing and will total more than \$1 million.	Private foundation
Outreach	Chicago's Rescue Social Change utilized the results of a teen survey and teen focus groups to develop a comprehensive marketing campaign to promote the city's program locator and to inform hard-to-reach teens about available OST opportunities.	<i>Total Investments</i> \$126,000 in 2006–07 <i>Monetary</i> \$126,000 in 2006–07 ^b for research and strategic planning <i>In-Kind</i> None reported	Data not available	Private foundation
	New York , through a DYCD initiative, held a variety of public events and forums to create awareness of OST opportunities across the city and distributed parent guides, pamphlets and other publications to increase awareness.	<i>Total Investments</i> \$210,000 in 2007 <i>Monetary</i> \$210,000 in 2007. This includes: \$10,000 for public events and forums; \$20,000 for special events; \$50,000 for outreach materials; and \$130,000 for grassroots marketing. <i>In-Kind</i> None reported	Data not available	Private foundation

Table 5 continued**Investments in Strategies for Expanding Access to and Participation in OST Programming**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)	
Pilots and Program Innovations	Boston's BB and UWMB invested in several innovation and expansion initiatives, including two demonstrations of academically oriented programs—Partners for Student Success and Connect to Schools. These pilots included a program that focused on math, science and technology; a recreational curriculum for programs without gym facilities; and initiatives to better serve teens, girls and high-risk youth. In addition, BOSTnet launched the Lead to Opportunities for Youth with Disabilities (LOYD) initiative, an ongoing effort to provide services to children with disabilities.	<i>Total Investments</i> \$13,456,200	<i>Total Investments</i> \$153,920–\$203,920	Private foundations, state and federal agencies	
		<i>Monetary</i> \$13,431,000	<i>Monetary</i> \$150,000–\$200,000 for the LOYD initiative		
		<i>In-Kind</i> \$25,200	<i>In-Kind</i> \$3,920 for an oversight committee composed of funders and disability advocates that provided direction to and generated interest in and support for the LOYD initiative.		
		<i>Total Investments</i> \$985,000 in 2007	Data not available		Private foundations, city and county agencies, individual donors, program participants, nonprofit community partners
		<i>Monetary</i> \$985,000 in 2007			
<i>In-Kind</i> None reported					
Chicago's ASM used multiple strategies to improve OST programs for older youth, including developing new advanced apprenticeships and internship opportunities, creating special modules with topics of relevance to teens, developing a Youth Portfolio program for teens to record their OST experiences and achievements online and convening issue-focused youth councils to obtain feedback on these innovations.	<i>Total Investments</i> \$87,000 in 2006–07	Some costs described in the one-time investments column may recur in future years.	Private foundation		
<i>Monetary</i> \$87,000 in 2006–07					
<i>In-Kind</i> None reported					
New York's DYCD piloted Cultural After School Adventures, which provided contracts to arts and cultural organizations to work in collaboration with 122 OST programs citywide to offer cultural experiences to participating youth.	<i>Total Investments</i> \$2.8 million for 2008	Data not available	City agencies		
<i>Monetary</i> \$2.8 million for 2008					
<i>In-Kind</i> None reported					
Seattle developed a number of culturally specific OST programs for immigrant and refugee children and youth, including those of Chinese, Laotian, Hispanic, Asian, Eritrean and Native American descent. Organizations involved in these efforts included the Chinese Information and Service Center, Refugee Women's Alliance, Lao Communities Center, El Centro de la Raza, Asian Counseling and Referral Service, YMCA of Greater Seattle, Atlantic Street Center, Seattle Emergency Housing Service, Eritrean Association in Greater Seattle, Huchoosedah Indian Education Program and First Place School.	Data not available	Data not available	City agencies, private foundations		

Table 5 continued**Investments in Strategies for Expanding Access to and Participation in OST Programming**

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Building Facilities and Securing Rent-Free Space for OST Providers	New York's DYCD established a MOU with the NYC DOE, which provides rent-free space in public school buildings for community-based organizations to operate out-of-school-time programs. The MOU is valued at \$8 million annually and is supported by a dedicated staff person who is responsible for finding space for OST and summer programs. DYCD also has agreements with other city agencies, such as Parks and Recreation and the Housing Authority, to allow contractors to operate out-of-school-time programs in their facilities.	Data not available	<i>Total Investments</i> \$71,200 <i>Monetary</i> None reported <i>In-Kind</i> \$71,200 in donated staff time. (The value of the space is a program resource, not a system resource.)	City agencies
	Seattle , through a Seattle School District initiative, constructed additional dedicated childcare space in 35 elementary schools for after-school and early learning programs.	Data not available	<i>Total Investments</i> \$2,001,100 in 2007 <i>Monetary</i> \$2,001,100 in 2007 <i>In-Kind</i> None reported	School district capital construction bonds

^a In addition, the city has budgeted approximately \$54,000 for continued development.

^b In addition, the city has budgeted approximately \$103,000 for the continued development and implementation of the public awareness and enrollment campaign.

Resource and Referral Systems

In some of the cities in our study, local leaders facilitated access to OST programs by developing resource and referral systems that compiled and organized information about local programs, then made those systems available to families and youth. Resource and referral systems can take a variety of forms, including printed directories, web-based clearinghouses and information call-in centers (e.g., the 311 help lines available in many US cities). Increasingly, these systems use technology that makes information easily accessible on the Internet. Boston, Chicago, Denver and New York, for example, invested in searchable websites and online databases that enable children, youth and their parents to learn about OST opportunities tailored to their particular needs and preferences. Some of these systems also include mapping software to help families find the programs closest to their homes and their children's schools.

Our findings related to investments in resource and referral systems are presented in Table 5. Three key points emerge from our data:

- The cost of developing resource and referral systems varied depending on the depth and quantity of information provided, the manner in which the information was displayed (e.g., the use of graphics or mapping technology) and the frequency of updates to the system data and technology. Boston reported monetary start-up investments totaling \$445,000. Initial investments in other cities were notably smaller, totaling about \$150,000 in Chicago and \$17,000 in Denver.⁴⁵
- Available data for Boston and New York showed very different levels of ongoing investments in maintaining and updating resource and referral systems. Leaders in Boston reported spending approximately \$40,000 per year on ongoing operations, while leaders in New York (which is 15 times larger than Boston) reported annual expenditures of just over \$1 million. The difference in the numbers of OST programs operating in the two cities probably accounts for much of the difference in investments. Still, the variation in ongoing investments is difficult to fully explain, even when allowing for differences in city sizes, school-age populations and the number

Boston: BOSTONavigator Referral System

Developed through a collaboration among BB, BOSTnet and the City of Boston, the BOSTONavigator Referral System (<http://bostonnavigator.org>) offers a citywide, web-accessible inventory of OST programs. Before BOSTONavigator's inception, the city relied on numerous decentralized sources for information about local programs; BOSTONavigator combines these resources into one comprehensive online portal to better serve local children and families. The system provides detailed information on program location, ages of children and youth served, program focus, range of services and days and hours of operation. In addition to providing families with vital information about local programs, BOSTONavigator also helps OST leaders understand gaps between the supply of and demand for OST services.

Monetary investments in the planning and development of the BOSTONavigator Referral System totaled \$345,000 for the 2007–08 fiscal year. Ongoing monetary investments totaled approximately \$40,000 each year. Both initial and ongoing investments were funded by a grant from a private foundation. No in-kind investments were reported.

of OST programs and providers in each location. Although comparable information was not available in Chicago and Denver because their resource and referral systems were still in the early stages of development, leaders in these cities anticipated that there would be recurring costs for updating and enhancing their systems over time.

- Private foundations funded the start-up of resource and referral systems in Boston and Chicago and continued to provide some ongoing operational support. The systems in New York and Denver were established using public funding and continued to be funded from state and local agency budgets.

It is difficult to imagine that foundations will bear the costs of maintaining local resource and referral systems over time. For these systems to be sustainable over the long term, leaders will likely need to secure public funding to support them.

Market Research

OST program attendance is voluntary, so programs need to appeal to young people's interests to attract participants and keep them engaged. Market research can help city and program leaders understand and respond to supply and demand issues related to OST. Through focus groups, surveys and other opinion-research methods, market research was designed to collect information about:

- *Characteristics that children, youth and parents seek in OST programs* in a way that accounts for their various backgrounds and differing academic, social, cultural and personal needs and aspirations;
- *Factors that influence their choices* (e.g., cost, convenience, hours of operation, safety, peer participation, program content); and
- *Their opinions about the desirability of existing local programs.*

Two of the six cities we studied invested in market research. In Chicago and New York, it appeared that the benefit of market research went beyond helping decision-makers and program providers think about how to create OST programs that young people will want to attend. Leaders also saw market research as a vehicle for giving parents and youth a voice in local OST policy and program decisions that directly affect them. Additionally, it helped programs and leaders develop a compelling message about the importance of OST and build public will for programs and investments.

Key findings related to investments in market research are presented in Table 5. Three patterns emerged from our data:

- Although leaders in only two cities—Chicago and New York—were actively engaged in conducting market research, leaders in several cities acknowledged its importance and usefulness. Chicago invested \$115,049 in market research, while New York City (which is approximately five times larger than Chicago) invested \$434,000. This variation may reflect differences in city size and youth population, as well as the complexity of the research undertaken.

- Investments in market research in both Chicago and New York were covered by foundation grants. In Chicago, a city agency also contributed to the data-gathering initiative.
- The market research initiatives in this study were one-time investments, so no information is available concerning annual ongoing expenses. However, we imagine that ongoing investments in market research efforts would have some economies of scale in terms of design costs.

Outreach

In Chicago and New York, local leaders sought to expand access to OST programs through targeted outreach efforts that fostered increased awareness among students and parents about local OST opportunities and also encouraged them to become involved in the programs that best suited their needs. These outreach efforts took a variety of forms, including:

- *Public service announcements* in the local media;
- *OST fairs* where providers set up displays and shared information about their programs with prospective students and parents;
- *Brochures and other printed materials* describing OST programs and opportunities;
- *Hotlines* for students and parents to call in and get resource and referral information;
- *Articles and printed announcements* in school bulletins and faith-based and other neighborhood organizations' newsletters; and
- *Presentations* at local citizens' group meetings.

Our research also revealed cases where city leaders initiated public outreach campaigns to recruit specific groups of students to participate in OST programs. In Chicago, for example, city leaders launched a carefully designed campaign to appeal to hard-to-reach teenagers. The campaign developed a branded identity and used marketing strategies to raise teenagers' awareness of and participation in the OST programs specifically designed for them.

New York: Parent Focus Groups

New York's DYCD sought to better understand the city's OST market by conducting focus groups with parents. Each focus group was designed to uncover how parents make decisions about their children's OST care arrangements, enabling city leaders to tailor programs to the needs of local families. Focus groups explored issues relating to:

- Factors that influence parent decisions about childcare arrangements;
- The most effective sources of information about childcare options;
- Parental satisfaction about current OST care arrangements;
- Parental awareness and perceptions of OST programs;
- Barriers that prevent program participation; and
- Parental preferences regarding OST programming.

One-time monetary investments totaled \$434,000 in 2007 and were provided through a grant from a private foundation. No ongoing monetary or in-kind investments were reported.

In Table 5, we present our key findings related to investments in outreach. Of note:

- Only two of the six cities we studied—Chicago and New York—initiated major outreach efforts, and those efforts were supported by foundation grants. Municipal agencies in other cities did not allocate resources for major outreach.
- Chicago made \$126,000 in start-up and one-time investments to develop a marketing campaign, while New York City invested \$210,000 to convene public events and develop information resources. As with market research, differences in city size and youth population partially explain this contrast.
- We were unable to gather any information on annual ongoing investments in OST outreach activities in the two cities that utilized this strategy because their efforts were still in the start-up phase at the time of our study. However, it seems fair to predict that there will be recurring costs associated with these efforts.

New York: Parent-Outreach Initiatives

DYCD developed several parent-outreach initiatives to increase awareness of OST opportunities throughout the city and to facilitate access to programs for local families. In 1992, DYCD launched Youth Connect (formerly “Youthline”), a hotline designed to answer questions from parents and youth about OST opportunities throughout the city. The hotline is staffed by adults familiar with the city’s programs. Monetary investments in Youth Connect amounted to \$286,000 per year and were funded through a city tax levy. No in-kind investments were reported.

DYCD’s parent-outreach efforts also included convening public events, forums and special events, as well as distributing brochures and other materials about OST opportunities. Monetary investments in parent-outreach initiatives totaled \$80,000 per year: \$10,000 for public events and forums, \$20,000 for special events and \$50,000 for outreach materials. Funds were provided by a grant from a private foundation. Again, no in-kind investments were reported.

Pilots and Program Innovations

As city leaders seek to increase access and participation, many have acknowledged the need to develop new and innovative OST initiatives to attract and better serve diverse populations of local children and youth. Across the cities, we found a number of pilot projects aimed at creating OST opportunities targeting the unique needs and interests of specific age groups. In some cases, OST leaders created entirely new opportunities; in others, they enhanced existing activities to make them more responsive to youth interests and priorities. For example, Boston’s largest pilot, BB’s Partners for Student Success, helped expand OST programming aimed at boosting student achievement in low-performing elementary schools citywide. In Charlotte, stakeholders created new programs for middle school students, an age group that previously had limited OST opportunities in that city. In Chicago, leaders expanded ASM’s innovative OST programs and apprenticeship opportunities for teens, an age group that is notoriously difficult to attract and retain.

We also found a number of program innovations designed for children with special needs, who may not be served effectively by mainstream OST

offerings. In Boston, for example, the LOYD initiative focused on building the city’s capacity to serve children with disabilities by organizing awareness campaigns, sharing best practices and providing training, TA and funding to OST providers. Seattle stakeholders created programs specifically tailored to refugee and immigrant populations.

Pilots and program innovations could be thought of as strategies either to increase access to OST for youth who are not attracted to the current selection of programs, or to improve the quality of OST programs that serve particular populations. To avoid double-counting investments, we have included pilots and program innovations as a strategy under only one heading—increasing access. We chose this because most efforts involved experimenting with and assessing alternative curricula and program offerings for specific target populations. However, it is important to note that these investments were also aimed at improving program quality.

Our findings about investments in program innovations are presented in Table 5; some interesting patterns emerge from these data:

- Program innovation initiatives generally entailed sizable one-time investments. In most cases, these initial investments were a blend of funding from federal and city sources and private-sector contributions (primarily from foundations). Boston invested more than \$13.4 million in piloting new program models, building on existing OST partnerships with the local public school system and sharing information about promising practices. New York invested approximately \$2.8 million to provide an array of arts and cultural activities to participating youth at 122 OST programs citywide. Charlotte invested almost \$1 million to launch a pilot OST program for middle school students in three school sites; the city hopes to expand those services to all 34 of its middle schools by 2010.
- The scale and area of investments in program innovations were a function of the opportunities and interests in particular cities, available resources and the priorities of community leaders. In Chicago, for example, leaders were particularly interested in improving and expanding upon ASM’s network of OST opportunities for teens in underserved communities. The initial

Charlotte: The Middle School Matters Program

POST's Middle School Matters (MSM) program represents a significant investment in increasing OST access in the city of Charlotte. Until the creation of MSM, the city offered only minimal opportunities for middle school students to participate in OST activities. MSM was created in early 2007 to establish a network of quality OST programs spanning each of Charlotte-Mecklenburg's 34 middle schools by the year 2010. The effort began with the development of three pilot sites in 2008 and will expand to new schools each year. Each site serves 100 students five days per week and is managed by an external nonprofit organization that serves as the program's coordinating partner.

Monetary investments in piloting the program at the three initial sites totaled \$985,000 and were provided by the city, the county and a variety of private funders, including foundations, corporations and individual donors. No in-kind contributions were reported.

investment for these efforts totaled approximately \$87,000 in 2006–07. In Boston, a funder was particularly interested in expanding the access of OST opportunities to disabled youth, providing between \$150,000 and \$200,000 annually to help OST leaders make their programs more attractive and accessible to these children.

- Not surprisingly, few cities reported ongoing investments in pilots and program innovations. By design, many program-innovation initiatives are one-time investments intended to test or seed new OST programming approaches or models. If they are deemed successful and continue, they are expected to receive program support.
- Investments in program innovations came from a blend of funding from city government agencies, local service organizations, foundations and individual donors. Foundations were especially important in the start-up phase.

Building Facilities and Securing Rent-Free Space for OST Providers

A major challenge for many OST program leaders is finding and maintaining adequate facilities for program operations. The ability to offer safe and clean areas for activities, a warm and welcoming decor, sufficient space and adequate supplies can greatly impact an OST program's ability to provide quality services to children and youth.⁴⁶ When organizations have ample space and resources within their facilities, they can allow students to choose from a wide variety of activities. This space can come in a variety of forms, from stand-alone facilities to dedicated space within a school, church or community center. With the growth of 21st Century Community Learning Centers and partnerships between schools and OST programs, many OST providers now look to local school districts to provide facilities for programming outside of the traditional school day.

While sharing school facilities may seem to be an ideal arrangement, challenges can arise when schools need to reclaim space for school-sponsored events and activities during nonschool hours. Establishing space within the school site allotted solely for OST programs can be a solution to this challenge for both school leaders and OST operators.

Although several of the cities in this study utilized school space for OST activities, only New York and Seattle reported citywide initiatives to construct or negotiate dedicated space for OST programming on school sites. In New York, DYCD established an MOU with the NYC DOE to provide rent-free space in public school buildings for community-based organizations to operate OST programs. The MOU is valued at \$8 million annually and is supported by a dedicated staff person who is responsible for finding space for OST and summer programs. DYCD also has agreements with other city agencies, such as Parks and Recreation and the Housing Authority, to allow contractors to operate OST programs in their facilities. In Seattle, SPS, as part of its Building Excellence capital construction program, partnered with various city agencies and with Environmental Works, a nonprofit dedicated to providing architectural and planning services to low-income community groups in Washington, to build dedicated early-learning and after-school spaces in local public

schools. Since the mid-1980s, dedicated childcare spaces have been built in 35 new or remodeled elementary schools as part of this program. After the space is built, HSD staff partner with the SPS Office of Community Learning to select a childcare provider and provide technical assistance on licensing and program start-up.

Key findings about investments in building facilities and securing rent-free space for OST providers are outlined in Table 5. Among the highlights:

- During the study period, New York made \$71,200 in ongoing investments in building facilities and securing rent-free space for OST providers,⁴⁷ while Seattle leaders invested more than \$2 million to cover construction costs and consulting fees related to the creation of OST spaces in their city. Funding for these construction costs was provided through SPS's Building Excellence and Building Excellence II Capital Bond (BEX and BEX II), a six-year, \$490 million bond approved in 1995 and expanded in 2001 to address capital improvement needs in local schools.⁴⁸
- We were not able to obtain data on one-time start-up investments in building dedicated OST space at school sites.

Summary

Investments in efforts to increase access to and participation in OST programs—be it through resource and referral systems, market research, outreach or pilots and program innovations—were evident in all of the cities we studied. Investments in this system-building component accounted for the second-largest share of overall OST system-building investments, averaging 38 percent of total investments across all cities. Most of these investments were start-up or one-time expenditures.

Funding was used to cover staff salaries and benefits, consultants' time, contracted services provided by communications and market research firms, printing, and administrative resources related to maintaining program-information databases and data analysis. We found little evidence of in-kind contributions in this area; it is possible, however, that communications and market research firms

donated some portion of their services or provided discounted rates (compared with what they charge for-profit corporate clients).

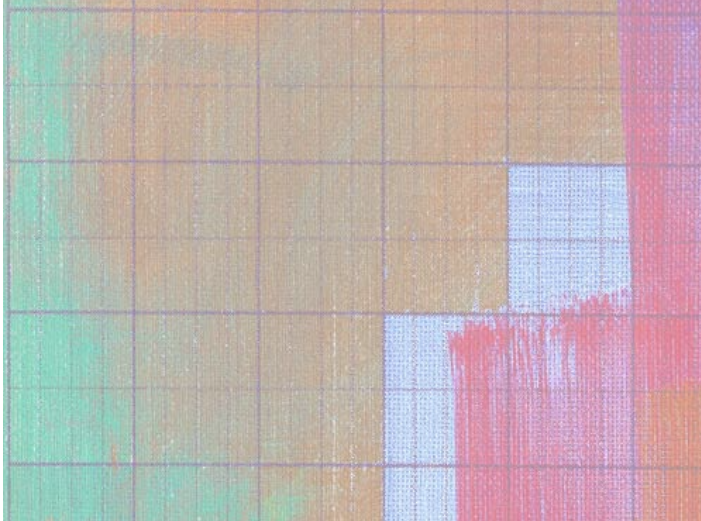
The size of investments in each type of strategy and activity varied, but these variations did not always correspond to the size of the cities or of their youth populations. An important determinant of the scale of these efforts and the investments made in them, we believe, was the availability of funding from either public or private sources. Without funding allocated specifically for resource and referral, market research, outreach and pilot initiatives to address the needs of target populations, these strategies would not have been pursued—at least not at the scale that we observed.

In the cities in this study, resource and referral expenditures were recognized as recurring costs, and we were able to gather some data on investments to support those ongoing operations. For other types of one-time access initiatives, particularly market research and outreach, investment data were not available. We believe that may be because these activities were relatively new and had not yet become part of ongoing system-building efforts. Most were undertaken as one-time events or activities, often with the hope that they may be repeated or updated in the future if the funding required to do so becomes available.

Because all six target cities were in the early development and implementation phases of their efforts to increase OST program access, it is difficult to project the scale of ongoing investments that will be required to ensure that these strategies and activities become core parts of citywide systems. Of particular concern is the fact that so much of the early investment in these activities came from foundation contributions. In most cities, we found no clear path for embedding these initiatives in city agency budgets. To sustain elements of citywide OST systems aimed at expanding access and participation, city leaders and system developers will need to seriously consider incorporating these strategies and activities into ongoing city agency operating budgets.

Strategies for Financing and Sustaining Citywide OST Programs and Infrastructure

Chapter VI



Sustainability is a critical issue for city leaders who are committed to creating and maintaining quality OST programs and systems. Time-limited grants, narrow categorical funding streams and budget cuts at federal, state and city levels leave program developers and other local leaders constantly searching for funds to maintain and grow their work. An important part of system building is developing a stable base of support that will sustain valuable programs and infrastructure over time.

Several long-standing conditions present barriers to sustainability both in the cities we studied and across the country.⁴⁹

- *Funding for OST initiatives is fragmented.* A vast array of federal, state, local and private funding sources supports school- and community-based programs as well as citywide OST infrastructures. These funding streams sustain varying services, target different populations and are administered by different agencies. Each source has its own eligibility requirements, application processes and reporting procedures. Blending these sources so local programs and agencies can easily access available funding can be extremely challenging.
- *Many of the most relevant funding sources are not sustainable.* Very few OST funding sources are renewable over the long term. As Deich and Hayes note, “One of the largest federal programs supporting youth, the 21st Century Community Learning Centers Program, focuses on starting new programs but provides few resources to sustain promising efforts. Likewise, state and local efforts have focused on program development and quality improvements rather than on sustainability.”⁵⁰ Foundations, particularly those with national grantmaking programs, can be an important source of start-up funding for OST programs and citywide system-building efforts, but they rarely offer long-term operating support. These sources tend to be time-limited, operating under the assumption that other sources of funding will become available to support promising programs and infrastructure once the initial development period ends.
- *Funding for youth services fluctuates with economic conditions and changes in city leadership.* When the economy is flourishing and public revenues are on the rise, state and local governments are more likely to support investments in youth services than they are when economic conditions deteriorate and state and local tax bases contract. Budgets for youth programs tend to be cut before budgets for other services, such as public safety, transportation, public infrastructure and other services that are traditionally supported through state and local appropriations. Also, when elected city leaders change—mayors or city council members, for example—so do funding priorities. Promising OST programs and infrastructure can lose valuable resources when new elected officials come to office with their own ideas and initiatives that require funding.
- *Redirecting public resources toward expanding OST programs and services can pull resources away from administrative systems that are critical to OST program quality and sustainability.* Across the country, efforts to boost student achievement and strengthen youth development have led to growing public pressure to increase the availability of OST programs—meaning investments are often concentrated in this area. Too often, this situation discourages investments in the management and administrative capacities that are critical to the success and sustainability of citywide OST programs and systems.⁵¹ By placing a higher value on creating more program slots than on providing TA and professional development, building systems to track student participation and benefits, and maintaining resource and referral systems, local leaders risk under-investing in the systemic resources that may be most important to convincing the public and funders that OST programs meet essential community needs.

Adequate funding is essential for sustaining and expanding citywide OST infrastructure, but funding alone is not enough. In addition to monetary support, OST system building requires a clear vision of its purpose and desired outcomes; sustained leadership from individuals and organizations that can influence policy and funding; a broad base of support from students, parents and other community leaders; sound evidence that students are

participating and benefiting from programs; and a capacity to adapt to changing conditions that affect the supply and demand for services.⁵² Accordingly, an important focus of OST system building is ensuring that adequate funding and other critical non-monetary resources are available when needed.

Local leaders in each of the six study cities expressed concern about sustaining early investments in local OST programs and systems. Respondents recognized that continuing to both grow and strengthen programs and develop underlying management and administrative capacity requires stable financial support. How that will happen and where the funding will come from are open questions. But all of the local leaders we interviewed recognized that it will require:

- Building strong and consistent leadership at many levels throughout their cities;
- Generating public support for the value of OST; and
- Convincing the public and funders that initial public- and private-sector investments were worthwhile.

To accomplish these goals, local leaders have begun to invest in four broad strategies to improve financing and enhance the sustainability of OST programs and infrastructure:

- *Training and technical assistance* to help OST programs develop and diversify funds;

- *Exploring funding options* to support and sustain OST initiatives;
- *Engaging in advocacy activities* at the state and local levels to build public will and influence OST policy and funding; and
- *Developing business plans* that lay the groundwork for the organizational and financial sustainability of OST system-building efforts.

It is important to note that investments in activities to enhance sustainability were not a major focus of system building in the six cities we studied. On average, leaders invested 5 percent of their system-building resources to support sustainability activities. As shown in Figure 9, these investments ranged from less than 1 percent to 18 percent of total system-building investments. Although several cities had initiatives aimed at improving financing for and sustainability of citywide programs and systems, they were neither well coordinated nor integrated with central system-building efforts. In most cases, the scale of these activities was determined by the availability of specialized funding from foundations and the in-kind contributions of leaders who contributed their time to participate in coalition and network activities.

The investments we found suggest that in each city, local leaders had a slightly different take on the meaning of sustainability and how best to achieve it in their communities. Some leaders pursued “offensive” strategies to increase funding for OST, while others relied more on “defensive” strategies to protect against cuts in existing funding.

Figure 9
Investments in Sustainability as a Percentage of Total Investments in OST System Building, by City

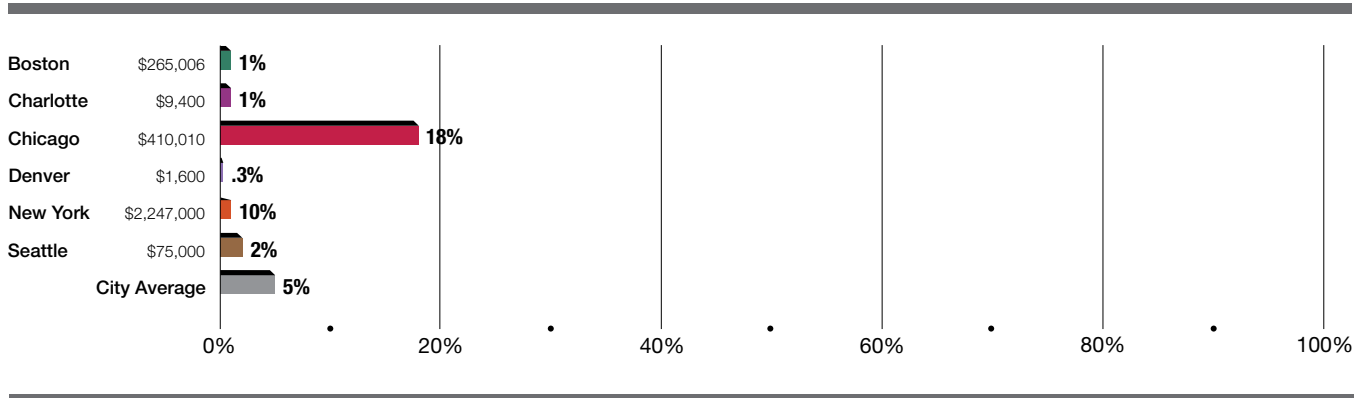
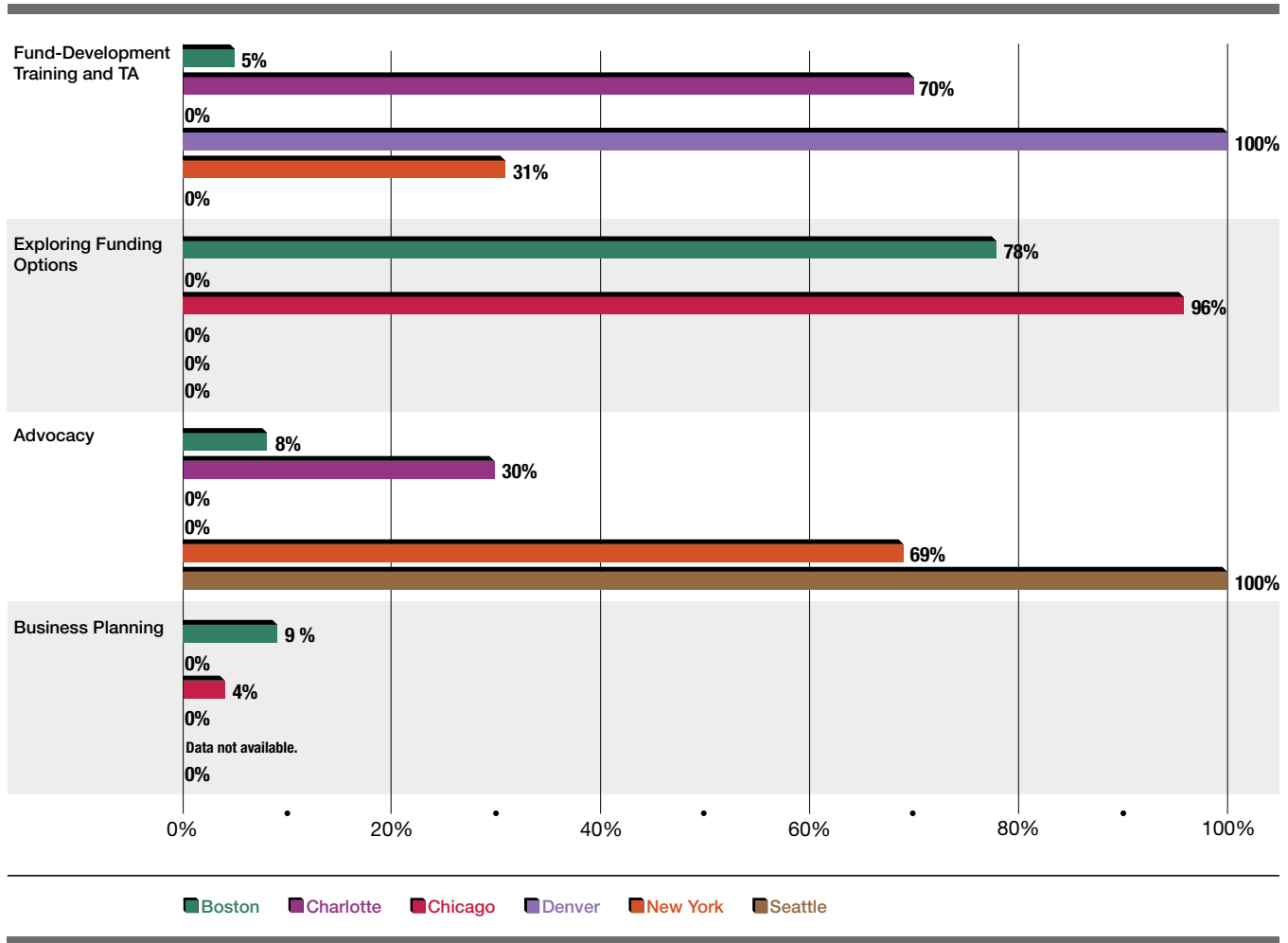


Figure 10
Percentage of Each City’s Investments in Financing and Sustaining OST Programming and Infrastructure Dedicated to Specific Strategies



- In New York City, Chicago and Seattle, we found a strong focus on changing the funding environment to create conditions that would favor broad-based funding for OST. The creation of dedicated local revenue sources like the Families and Education Levy in Seattle and the local tax levy in New York City provide funding that isn’t dependent on annual appropriations by the state legislature or the city council. Leaders in Chicago expressed hope that local dedicated funding sources will be established in their city as well.
- In Boston, Denver and Charlotte, there was a concerted focus on preserving current OST programs in the face of deteriorating economic conditions. In these cities, system building continued with founda-

tion support, but efforts to improve financing were most concerned with preventing cutbacks in current levels of state and local funding.

Figure 10 illustrates the percentage of each city’s investment in financing and sustaining systems that was dedicated to specific strategies.

In this chapter, we describe the types of sustainability activities we observed in the cities we studied, the levels and variations of investments and the ways in which these investments were funded.

As shown in Table 6, city leaders used many different approaches and tended to rely heavily on one or two strategies to enhance system sustainability over time.

Table 6
Investments in Strategies for Financing and Sustaining Citywide OST Programming and Infrastructure

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Fund-Development Training and TA	Boston's DELTAS offered workshops on fund sustainability to staff from 40-plus OST programs.	Data not available	<i>Total Investments</i> \$12,000 <i>Monetary</i> \$12,000 <i>In-Kind</i> None reported	Federal agencies, national nonprofit network, private foundations
	Charlotte's POST provided fund-development training for programs citywide to help strengthen and sustain their OST initiatives. Efforts included fiscal workshops to help OST programs access public funding from city and county agencies.	Data not available	<i>Total Investments</i> \$6,600 <i>Monetary</i> \$6,600 <i>In-Kind</i> None reported	City and county agencies, private foundations, individual donors
	Denver's Community Recreation Division provided training for OST staff and parents on accessing funds from the Colorado Child Care Assistance Program to pay for OST activities. It also had a recruiter on-site once a year to help parents renew their eligibility for funding. These training sessions were available at eight recreation centers serving more than 3,370 youth.	Data not available	<i>Total Investments</i> \$1,600 <i>Monetary</i> None reported <i>In-Kind</i> \$1,600 for staff members to conduct training sessions	City and state agencies
	New York's TASC provided fund-development training and TA to more than 200 OST programs. Services included assistance with grant and proposal writing and accessing public funding sources. In addition, a city agency published a monthly newsletter about upcoming requests for proposals and awards for OST providers.	Data not available	<i>Total Investments</i> \$687,000 <i>Monetary</i> \$687,000 ^a <i>In-Kind</i> Yes, but estimated value not available	Public agencies, private foundation, individual contributions
Exploring Funding Options	Boston's DELTAS provided site managers for nine programs in 2005 and seven additional programs in 2006. Site managers helped finance and sustain operations by identifying and pursuing new funding opportunities. Through a BB initiative, TFP and Community Matters conducted a sustainability study to help leaders develop strategic and integrated approaches to delivering school-connected services for Boston Public Schools (BPS) students during in-school and out-of-school time.	<i>Total Investments</i> \$172,506 for 2007 <i>Monetary</i> \$172,506 in 2007 for sustainability study <i>In-Kind</i> None reported	<i>Total Investments</i> \$35,000 <i>Monetary</i> \$35,000 for managers of extended learning services <i>In-Kind</i> None reported	Private foundations
	Chicago , through an initiative of the City of Chicago, Metro 2020 and the Illinois After-School Partnership, supported multiple efforts to understand OST resource needs and funding options, including projecting the total costs of maintaining an OST system and researching dedicated OST funding options as well as public support for such funding.	<i>Total Investments</i> \$393,000 for 2006–07 <i>Monetary</i> \$203,000. This includes \$75,000 for research on dedicated funding options and \$128,000 for public will research <i>In-Kind</i> \$190,000 in staff time	Data not available	Private foundations
Advocacy	Boston's DELTAS, BB and BOSTnet supported OST advocacy efforts through their participation in statewide after-school networks—such as the Massachusetts Afterschool Partnership (MAP) which works to support, finance and build partnerships among OST programs, and the Governor's Readiness Council, which examines best practices for making sure that children are ready for school.	Data not available	<i>Total Investments</i> \$22,500 <i>Monetary</i> \$22,500 <i>In-Kind</i> None reported	Data not available

Table 6 *continued*

Investments in Strategies for Financing and Sustaining Citywide OST Programming and Infrastructure

Strategies	Description of Relevant Initiatives	Planning, Start-Up and Other One-Time Investments	Annual Ongoing Investments	Funding Source(s)
Advocacy <i>(continued)</i>	Charlotte's POST and city agency staff members participated in a statewide OST network that works to increase awareness and support for OST initiatives throughout North Carolina.	Data not available	<i>Total Investments</i> \$2,800 <i>Monetary</i> \$1,800 for senior-level staff time invested by POST <i>In-Kind</i> \$1,000 in staff time donated by a midlevel manager from the City of Charlotte	Intermediary organization, city agencies
	New York invested in four advocacy initiatives throughout the city. Each included efforts aimed at achieving financial security for OST programs, fostering community organizing and lobbying for funding and resources for OST. These efforts were coordinated by TASC and PASE.	Data not available	<i>Total Investments</i> \$1,560,000 <i>Monetary</i> \$1,560,000. This includes: • TASC \$1,000,000 • PASE \$560,000 <i>In-Kind</i> Investments in each of the four initiatives varied from a few thousand to more than \$100,000 in TASC or PASE staff time. NYC Youth Alliance members donated staff time for participation in meetings, workshops and other advocacy efforts.	Public agencies, private foundation, individual contributions
	Seattle's SOWA lobbied at the state level for OST funding. The city hosted candidates' forums, testified before city council on the importance of OST and was heavily involved in public advocacy for the renewal of the Families and Education Levy.	Data not available	<i>Total Investments</i> \$75,000 <i>Monetary</i> \$75,000 <i>In-Kind</i> None reported	Private foundations
Business Planning	Boston developed a business plan that lays the groundwork for the organizational and financial sustainability of OST system-building efforts citywide.	<i>Total Investments</i> \$23,000 in 2006–07 <i>Monetary</i> \$23,000 in 2006–07 <i>In-Kind</i> None reported	Data not available	Private foundation
	Chicago's Root Cause developed a business plan that lays the groundwork for the organizational and financial sustainability of OST system-building efforts citywide.	<i>Total Investments</i> \$17,000 in 2007 <i>Monetary</i> \$17,000 in 2007 <i>In-Kind</i> City agency staff donated an unspecified amount of work hours to support these efforts.	Data not available	Private foundation, city agencies
	New York developed a business plan that lays the groundwork for the organizational and financial sustainability of OST system-building efforts citywide.	Data not available	Data not available	Private foundation

^a Costs for this initiative are embedded in TASC's overall operating expenses. Funds that do not go to TA are spent on advocacy efforts.

Fund-Development Training and Technical Assistance

As awareness of the challenges inherent in sustaining OST and other youth programs has grown over the past several years, city leaders have developed an array of tools, TA resources and training opportunities to help sustain promising programs and systems initiatives. These resources can help local leaders:

- *Improve their ability to plan systematically for sustainability and help them align financing strategies with their needs*⁵³;
- *Understand the array of financing strategies that may be available to them and figure out how to implement these approaches in their own communities*⁵⁴;
- *Think creatively and strategically about possible sources of funding for OST programs and systems and how to access them (e.g., school and community sources; funding from foundations and corporations; local city, county and tribal funding streams; and state and federal programs)*⁵⁵; and
- *Understand the mechanics of accessing available funding sources most effectively and efficiently.*⁵⁶

Leaders in four of the cities made training and TA resources available to help OST program staff improve and diversify their strategies for acquiring funds:

- In New York, TASC provided regular grant-writing workshops to assist site staff in applying for competitive grants and pursuing noncompetitive public funding sources, such as federal work/study dollars and childcare vouchers.
- In Charlotte, POST offered a wide variety of TA services to local OST organizations. POST worked with program managers around the city, providing information to help strengthen and sustain their OST initiatives. For example, POST held fiscal workshops to help OST programs access public funding from city and county agencies. During these workshops, POST reviewed city and county government websites to familiarize program leaders with available funding opportunities, helped analyze their funding priorities and highlighted important application deadlines and requirements.

- In Boston, the Massachusetts Special Commission on After School and Out of School Time sponsored funding and sustainability planning workshops conducted by TFP for public- and private-sector leaders statewide. Additionally, DELTAS provided consultants to teach OST program leaders how to identify potential sources of funding and other resources to sustain their initiatives. Training was available to site managers and other DELTAS program leaders.
- In Denver, city leaders provided training for OST program staff members and parents on how to access funds from the Colorado Child Care Assistance Program (a blend of federal and state funding for low-income families that includes childcare vouchers) to pay for OST activities. These training sessions, provided at eight neighborhood recreation centers, also placed a recruiter on-site once each year to help low-income parents register or renew their eligibility for childcare assistance.

In Table 6, we present our data related to investments in OST financing and sustainability. When considering these data, it is important to recognize that the investments we documented may represent a transitional stage in the development of systemic approaches to sustainability. On the one hand, the foundations, local public funders and intermediaries that contributed seed funding for system building assumed that individual programs would be responsible for their own self-perpetuation. On the other hand, by providing sustainability training, intermediaries and agencies also assumed a role in preserving OST programs and system components. Major findings include:

- In most of the cities in this study, the levels of investment in fund-development training and TA were relatively modest, ranging from \$1,600 for in-kind staff training contributions in Denver to \$12,000 for funding workshops that engaged leaders from 40 OST programs in Boston. In contrast, New York invested \$687,000 annually to provide training and TA to more than 200 local OST programs.
- No data were available on planning and start-up investments related to fund-development training and TA. This may reflect the fact that city leaders hired outside consultants for these purposes

or, as in New York and Seattle, investments were made a number of years ago, and current leaders were unable to recall or retrieve this information.

- Ongoing annual support for fund-development TA and training came from a variety of sources, including private foundations; city, county and state agencies; federal funding streams; and some individual contributions.

Exploring Funding Options To Support OST Programs and Systems

As local leaders plan for the sustainability of their OST initiatives, they need to understand the financial implications of system building. Effective system building requires that leaders have a clear sense of the programs and services they want to sustain and that they make sound projections of ongoing operating costs. It requires mapping existing sources of funding (cash and in-kind) and assessing the extent to which leaders can help sustain the promising programs and system components that are in development. In some cases, local leaders have the time, technical expertise and data required for this type of analysis and planning. In other cases, they need to call in outside experts to consult and coach them through this process.

Leaders in two cities in our study were engaged in efforts to explore funding options to support their OST programs and systems. In Chicago, multiple efforts were under way to identify funding options for OST programs and systems components over time. Both the Illinois After-School Partnership and Chicago Metropolitan 2020 (a regional business planning and public policy organization) conducted research on public- and private-sector funding options to support OST programs in Chicago, including the feasibility of creating a dedicated revenue stream.

In Boston, we found several efforts to help local leaders clarify their short- and long-term resource needs and find funding. As part of the Partners for Student Success demonstration, leaders hired dedicated staff (Managers of Extended Learning—MELS) for OST programs. These individuals spent a significant portion of their time identifying and applying for various public and private grants. System leaders in Boston believed that the presence

of these individuals greatly enhanced the survival of OST programs. Thus, we have categorized half of the money spent on support from MELs as an investment in system sustainability. (The other portion is categorized under school-alignment investments; see Chapter 4.)

Additionally, leaders from BB commissioned TFP and Community Matters to conduct a sustainability analysis that examined the array of available public and private OST funding in the city and identified significant funding gaps. This analysis also assessed the feasibility of pursuing various strategies to fill those gaps.

As shown in Table 6, investments in exploring funding options to support OST programs and systems varied dramatically in the two cities engaged in these activities:

- Leaders in Chicago reported initial investments of approximately \$393,000 for efforts to explore funding options. Of that amount, \$203,000 was in the form of monetary investments, and \$190,000 was in in-kind expert time to support these efforts. Because the work in Chicago was just beginning at the time of our study, no estimates of ongoing annual investment requirements were available. However, city leaders acknowledged that there would be recurring costs associated with monitoring new public funding opportunities over time.
- In Boston, leaders invested \$172,506 in a one-time sustainability analysis and approximately \$35,000 annually for the MELs.
- Investments in exploring funding options were supported primarily by private foundations in both Chicago and Boston.

Advocacy

Building public support for OST programs requires intentional and focused communication, outreach and advocacy. To be successful, OST professionals need to increase public awareness of the strengths and contributions of quality programs, the role of qualified program staff and the resources required to build and sustain strong programs and a highly skilled OST workforce. Effective communication, outreach and advocacy are most valuable when

Boston's DELTAS Initiative Explores Multiple Options To Help Programs Finance and Sustain Their Efforts

Boston's DELTAS recently piloted a new staffing configuration to aid in OST program sustainability. In 2005, DELTAS assigned one MELS to each one of its nine OST programs to support executive directors in their efforts to finance and sustain their organizations. The MELS each focused primarily on fund development and worked to explore fundraising opportunities and identify partnerships, memberships or collaborations that could leverage additional resources for the site. After initial success at the pilot locations, DELTAS expanded the initiative to include an additional seven sites in 2006. According to DELTAS representatives, the MELS is second only to the executive director in their impact on each program's fiscal survival.

Sustainability investments for the MELS total \$35,000, which covers half of the managers' salaries. (The remainder of the salaries is categorized as quality investments for OST-school alignment.) Each MELS is expected to be self-funding within a year or two. At the time of the study, the initiative was funded by a private foundation. No in-kind investments were reported.

In addition to MELS, DELTAS provides consultants to teach OST program leaders how to identify potential funders and other resources needed to sustain their initiatives. Training is available to each MELS and other DELTAS program leaders across approximately 40 program sites. Monetary investments for this activity are shown in DELTAS's \$100,000 annual budget for consultants in 2007. Funding for this effort also was provided by a private foundation grant. No in-kind investments were reported.

many voices speak both individually and together about the needs and benefits of OST programs and services. Building public will and support for continuing investments requires the development of targeted messages for state and local audiences about the value of OST. It also requires strategic outreach to encourage influential opinion leaders and policymakers to lend their support.

In four of the six cities in this study, leaders engaged in advocacy efforts designed to improve the financing and enhance the sustainability of OST programming and infrastructure:

- In Boston, DELTAS, BB and BOSTnet all participated in a statewide after-school network and in MAP, which worked on statewide advocacy for OST programming and helped support, finance and build partnerships among programs. MAP also distributed information about funding opportunities.
- In Charlotte, city leaders and representatives from POST were partners in the North Carolina Center for Afterschool Programs. Through this network, they collaborated with other intermediaries to create avenues for pooling communications, outreach and advocacy resources for OST organizations around the state. As partners, Charlotte city leaders and POST representatives contributed to and benefited from the resources that the statewide initiative was able to marshal.
- In New York City, the Youth Alliance was an advocacy network made up of 14 youth-focused umbrella organizations. The goal of the Youth Alliance was to provide a common voice on issues affecting youth at both the city and state levels, specifically in the area of funding for youth services. During our study, Youth Alliance members worked together to establish unified recommendations for policy and appropriations.
- In Seattle, SOWA worked at both the state and local level to build public support for children and youth services and to lobby for state-level funding increases for OST programming through the Families and Education Levy. By organizing and sponsoring activities such as phone banks and public forums, SOWA played an active role in raising public awareness, educating voters and taxpayers and fostering public discussion about how best to meet citywide needs for quality OST programs and services.

Data related to investments in OST advocacy are presented in Table 6. Most notably:

- The scale of OST advocacy varied dramatically from city to city. In Boston and Charlotte, investments in advocacy were limited to monetary and in-kind contributions of time that allowed city agencies and organizations to participate in statewide OST networks. In contrast, New York had

The New York City Youth Alliance: Advocates for OST

The New York City Youth Alliance, an advocacy network of 14 youth-focused umbrella organizations, was one of several efforts by New York stakeholders to build political and public support for OST. The goal of the Youth Alliance was to provide a common voice on issues affecting youth at both city and state levels, specifically in the area of funding for youth services.

We found that Youth Alliance members worked together to establish unified policy recommendations. This increased efficiency by removing the need for each organization to develop its own policy positions and testimony. Furthermore, because the Youth Alliance represented the consensus of a wide spectrum of youth-focused organizations, the weight given to its positions was increased above and beyond that of any single organization.

Ongoing support for the Youth Alliance was made through in-kind contributions from the member organizations, which themselves were funded through a variety of public and private sources. It was difficult to estimate total investments because each member organization contributed different levels of staff time and materials; contributions ranged from a few thousand dollars to more than \$100,000.

funding available to support four major advocacy initiatives, which involved community organizing, lobbying at the city and state levels and ambitious efforts to build community support for OST services. Boston reported investing \$22,500 annually on advocacy initiatives, while New York reported spending more than \$1.5 million. The dramatic difference in funding levels may reflect differences in the availability of private-sector funding for these purposes. It may also reflect differences in the development and maturity of the OST communications and outreach capacity in these cities.

- Because local leaders in all of the study cities were unable to report one-time start-up investments, we have no information on the initial investments in planning and building OST advocacy efforts.
- Advocacy funding came from foundations and individual contributions as well as from intermediary organizations funded by foundations. Additionally, organizations that participated in advocacy initiatives in New York made member contributions that ranged from a few thousand dollars to more than \$100,000 per year.

Business Planning

Sustainability ultimately depends on developing a clear, sensible and convincing plan for building and maintaining OST systems over time. Though they can take a variety of forms, business plans, work plans and sustainability plans document how

stakeholders will prioritize and implement strategies. Importantly, these plans can also help support financing and sustainability goals by educating potential partners, investors and champions about the value of system-building work and the importance of broadening the base of support for these efforts.⁵⁷

In three of the six cities we studied—Boston, Chicago and New York—leaders engaged in business planning to enhance the financing and sustainability of OST programming and infrastructure. All three received considerable support for system building from The Wallace Foundation, with total grants ranging from \$8 million to \$12 million over three to five years. As part of their grant requirements, each of these cities developed a business plan that addressed issues related to financing and sustainability. In addition to providing a rationale and framework for system-building efforts, the plans recognized the need to strategically analyze and prepare for the organizational and financial sustainability of system-building efforts.

In Table 6, we present our data on investments in business planning. Among our key findings:

- Boston reported investing \$23,000 in business planning. At the time of this study, Chicago had just begun its work in this area; monetary investments in that city totaled \$17,000 in 2007, but future costs were projected at an additional \$120,000. We were not able to obtain comparable investment data about business-planning efforts in New York.

- Because local leaders in Boston and Chicago did not report any ongoing investments in this area, we have no information on recurring investments for maintaining their business-planning capabilities.
- Monetary funding for business planning came from private foundations, while various city agencies contributed in-kind staff time.

Summary

Most of the cities in this study made relatively modest investments—about 5 percent of total system-building resources—in improving financing and enhancing sustainability. The greatest share of these resources was devoted to advocacy. The most likely explanation for this pattern of investment is that cities were in the early stages of their efforts to build OST systems and had focused on developing quality OST programs and infrastructure before determining how to sustain them over time. In addition, because all of these cities had at least some private foundation funding for system building, there was no immediate financial imperative at the time of our study to focus on sustaining their system infrastructure.

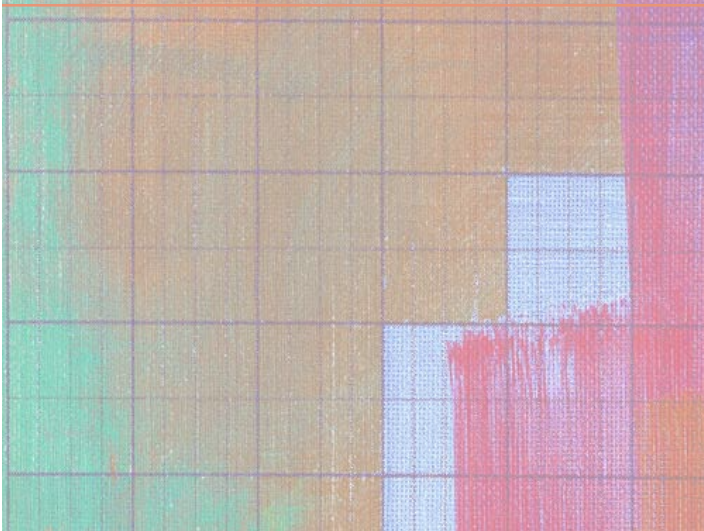
Although we uncovered some public-sector funding for sustainability planning and advocacy, the vast majority of investments in efforts to improve financing and sustain promising OST programming and infrastructure were from foundation grants and in-kind contributions of staff time. Where leaders tapped public sources, they tended to use funds from 21st Century Learning Centers to support participation in sustainability workshops and training seminars. Leaders in New York and Seattle tapped dedicated local funding sources to support PASE and SOWA, respectively.

In five of the six cities, local leaders made investments in providing training and technical assistance on financing for program providers; exploring funding options to support OST programs and systems; building public will and influencing OST policy through communications, outreach and advocacy; and business planning. In most cases, these were isolated investments in activities that were not closely aligned with the cities' broader system-building agendas. However, in New York City,

we found a well-developed capacity to train providers on how to find funding for their programs. The maturity and reach of New York's financing and sustainability efforts were probably a by-product of generous support from private foundations that helped make sustainability a central priority.

Finally, in Seattle, where OST programs and services receive considerable funding from a local dedicated revenue source, the Families and Education Levy, advocacy focuses less on lobbying for increased annual appropriations and more on building broad awareness and a shared sense of commitment to support quality OST programming. Because the levy—which was created by a ballot initiative—must be reauthorized every seven years, the focus of advocacy efforts is on local voters. If voters are to continue to support the levy, they need to believe in the potential of OST programs and services to promote widely shared community values and support positive outcomes, including improving school achievement, helping children and youth develop their talents and interests, and promoting community safety. In the other cities, advocacy efforts looked very different: They were primarily directed at building support for increased annual appropriations among the state and local legislators and agency decision-makers who hold the purse strings.

Conclusion and Implications for Future Investments, Policy and Research



Chapter VII

City-level OST system building is charting new ground. As we have noted throughout this report, these efforts vary dramatically from city to city in terms of scale; developmental trajectory; capacity, strategies and activities; organization; and the partners and resources involved. None of the six cities we studied had a fully formed OST system, and all were at different stages of development when we collected our data. Nevertheless, each city was far enough along in its system-building process to provide leaders from other localities with useful ideas, information and lessons to consider.

Table 7 and Figure 11 offer a summary of the cities' investments in the four major components of OST system building identified in this study: providing leadership, improving quality, expanding access and participation, and building sustainability. This overview can help local leaders think about the range of investments involved in system building for cities of various sizes—in the context of the unique approaches and experiences of the cities in our study.

Several conclusions emerge from this overview:

- There is no “right” cost or investment for building citywide OST systems. Rather, the cost of system building depends on the desired scale of the OST system, the strategies and activities employed, the partners and resources involved and whether system-building leverages and builds off existing efforts or needs to be started from scratch. We found wide variations in the amount of resources and the proportion of investments that city leaders devoted to the four key components of system building that we identified.
- Overall, financing and sustainability received the smallest average share of investments—only 5 percent overall, and 2 percent or less in four of the six cities we studied. This may reflect the early developmental stage of OST system building in these cities. However, it also suggests that when cities have significant dedicated funding for system-building, planning for long-term sustainability is less urgent.

- Leadership also received a relatively small average investment—14 percent across the six cities, and less than 5 percent in three cities. Our calculations likely underestimate the actual investments because the OST leaders we interviewed were unable to provide complete information on monetary and in-kind investments in this area. Still, given the important role leadership plays in the successful development of city OST systems, the relatively low level of investment is notable.
- Expanding access and participation received the second-largest share of total system-building investments—approximately 38 percent across all cities.
- Improving program quality received the largest average share of system-building investments—43 percent across all six cities.

Our findings have a number of interesting implications for future investments, program planning and public policies.

Foundation funding was often important for the launch and advancement of ambitious system-building efforts.

Without generous outside support, most cities do not have resources available in current agency budgets to finance OST system planning and development at the scale that is needed. Some system components, such as pilot programs and data-management systems, require significant investments of time, money and technical expertise for design and implementation.

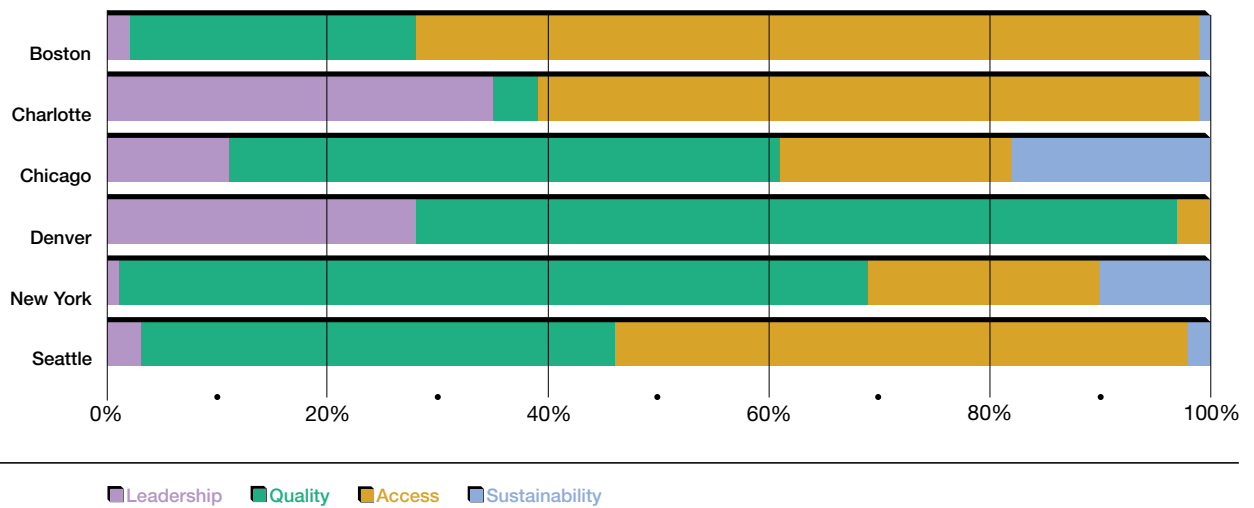
The three cities in our study that received strong foundation support for OST system building—Chicago, Boston and New York—were able to move more quickly with planning and implementation and to do so on a more ambitious scale than in Charlotte and Denver, both of which lacked sizable foundation grants and also did not benefit from the kind of large, stable public funding that we found in Seattle. Leaders in cities without strong funding sources were no less motivated or committed to addressing the OST needs of children, youth and families in their communities. However, because they received much smaller infusions of funding from local foundations and city governments, they

Table 7
Total Investments in OST System-Building Efforts

	Leadership	Quality	Access	Sustainability	Total
Boston	\$370,600	\$5,256,259	\$14,120,120	\$265,006	\$20,011,985
Charlotte	\$561,200	\$64,148	\$985,000	\$9,400	\$1,619,748
Chicago	\$253,900	\$1,183,421	\$478,049	\$410,010	\$2,325,380
Denver	\$153,600	\$378,000	\$17,000	\$1,600	\$550,200
New York	\$259,167	\$15,123,877	\$4,583,200	\$2,247,000	\$22,213,244
Seattle	\$124,200	\$1,657,788	\$2,001,100	\$75,000	\$3,858,088
Total	\$1,722,667	\$23,663,493	\$22,184,469	\$3,008,016	\$50,578,645

Note: We categorized initiative funding based on the strategy that was most relevant to each initiative's primary purpose. It is important to note that some investments supported multiple goals.

Figure 11
Percentage of Each City's Investment in OST System Building Dedicated to Specific Strategies



had fewer resources to support leadership, quality, access and participation, and sustainability efforts. As a result, leaders in these less-resourced cities moved more slowly in establishing their system-building initiatives than did leaders in cities with dedicated funding to support OST system building.

The specific type of funding available had a strong influence on the trajectory of system-building efforts.

Where city leaders began their system-building efforts and how those efforts were prioritized were highly dependent on the amount of funding available for these purposes. Whether the creation of a sophisticated data-management system preceded or followed the development of a quality-rating system or investments in market research, sustainability planning or advocacy depended to a large extent on whether and how much dedicated funding was available for these system components. Chicago, for example, aggressively pursued the development of a data-management system to track program participation citywide before it finalized the design, planning and implementation of its quality-rating system. This sequencing was designed partly to gain buy-in from the multitude of neighborhood and provider groups that played a key role in OST delivery, but it was also the result of a large national foundation grant supporting the front-end development of the data-management system.

Likewise, the availability of funding influenced the scale of system-building efforts and the intensity, complexity and reach of specific activities. Across the cities in our study, the differences we observed in the scale of investments in specific system components largely reflected differences in the amount of funding that was made available to public- and private-sector leaders for these purposes. That Charlotte spent more than \$400,000 to create an OST intermediary while Seattle, a city of similar size, spent only \$14,000 on their intermediary is less about intrinsic differences in how city leaders valued this system component than it is about the availability of funding to put an intermediary organization in place. Similarly, the relatively large investment that leaders in Boston made in

quality improvements and expanding access and participation was a product of available funding for pilot programs and professional development.

While investments in leadership are difficult to quantify, strong, committed, high-level leadership is essential to successful OST system building.

Mayors, superintendents and city council members have a unique opportunity to focus community attention on the value of OST programming for their cities. These leaders can use their bully pulpits to draw media attention, launch public awareness campaigns, hold community conversations and forums and forge a framework for citywide action. They can also direct relevant city agencies to think strategically about how to leverage public resources and support. They can be the catalyst for robust public-private partnerships to support system building, and they can play an important role in building broad public support for long-term investments in OST programs and infrastructure. Strong centralized leadership for OST can advance system building in ways that more diffuse leadership sometimes cannot.

It is difficult to quantify the value of strong leadership by a mayor or another influential city leader. We were not able to gather data in any of the six cities on the monetary value of the time, visibility and energy these individuals devoted to raising awareness, mobilizing resources, reshaping and realigning public agencies and bringing together public- and private-sector leaders with different interests and agendas. Perhaps this is because these roles were regarded as an expected part of the mayor's job or because mayors and council members did not seem to participate in any of the explicit, recognized system tasks, such as advisory meetings. However, we were left with no doubt about the importance of the role that Mayor and First Lady Daley played in launching and advancing Chicago's efforts to build a citywide OST system and to ensure that all school-age children in the city have quality OST opportunities. Mayor Menino played an important role in the early phases of developing Boston's OST infrastructure, and Mayor Bloomberg was influential in encouraging public- and private-sector investments in OST programs and system building in New York.

Of the four major system components that we identified in this study, leadership received one of the smallest shares of investments across all six cities. We do not believe this means that public- and private-sector leaders and OST advocates did not value leadership as central to system building, nor do we suggest that leadership did not entail monetary costs. Instead, our analysis suggests that a significant portion of investments in leadership was provided in-kind or was not easily disaggregated from overall budgets.

Leaders devoted their time to raising awareness, participating in planning collaboratives and establishing governing bodies. City and county agency staff members were often involved—both formally and informally—in launching new programs, planning for the implementation of quality rating systems or encouraging state, city and private-sector investments. Foundation executives and school and community leaders spent time putting together the pieces of an OST system that could effectively expand access and ensure the quality of programs and services throughout their cities. Even when dedicated funding was not available to support OST system building, planning and coordination still occurred, though the process may have been less structured and received less staff support than in cities with large planning grants and dedicated resources to fund governance and collaboration.

In cities without dedicated revenue to support leadership, it was more difficult for the individuals we interviewed to recall or reconstruct in-kind investments and to recognize time spent as a contribution to leadership. For this reason, we believe that investments in leadership may be underestimated in all of the cities in our study, especially in those that did not have at least some dedicated funding.

The largest share of investments in OST system building was devoted to increasing program quality and to expanding access and participation.

Across the cities in our study, a substantial proportion of total investments in OST system building was devoted to improving the quality of programs and making them more accessible to all children and

families who want them. On average, approximately 81 percent of the cities' total documented investments—including both one-time investments to launch new initiatives and ongoing expenditures for established system components—were categorized as either quality improvements or efforts to expand access and participation. Interestingly, the split between access and quality investments is fairly even in Seattle, which has one of the most long-standing, stably financed OST systems in the country.

Quality investments were mostly ongoing, while access investments were mostly one-time expenditures.

At the time of this study, the vast majority (almost 90 percent) of investments in quality improvements were to support and maintain ongoing operations. (Only slightly more than 10 percent of overall investments in strategies to improve program quality were devoted to launching new components or covering start-up costs.) Although the data do not explain this distribution, we can offer a hypothesis. Education and human-services research provides an extensive body of knowledge and sound guidance on how to structure programs, train staff, measure and monitor program quality and track investments and outcomes. Accordingly, in several of the six target cities, there was an emphasis on institutionalizing well-recognized processes, procedures and practices that support and sustain quality programs. Thus, ongoing expenditures in these areas tended to dwarf start-up or one-time investments.

In contrast, the vast majority (more than 90 percent) of investments we documented for expanding access and increasing participation in OST were one-time expenditures in research, planning, demonstration and evaluation. These investments were aimed at determining how best to design and build quality programs that will be attractive and appealing to children and youth of different ages, with different interests, in different neighborhoods, and with different personal characteristics and needs. This pattern likely reflects the fact that knowledge of how to effectively serve target populations—such as teens, immigrants or children with special needs—is not well developed, and studies aimed at identifying effective strategies to serve these populations can be prohibitively expensive for individual programs

to undertake. Citywide OST systems can help address this gap by funding knowledge-development activities.

Sustainability will not happen on its own.

None of the cities we examined had a fully developed OST system. Institutionalizing and maintaining a citywide system will likely require additional and more stable financial and organizational resources. Recognizing and nurturing the characteristics that make OST programs and systems sustainable—a track record of success, key champions, a broad base of community support, strong internal systems, adaptability to changing conditions and the capacity to plan for financing and sustainability—is critically important to long-term success.⁵⁸

Where the additional resources for system building will come from is not clear, though it is likely that the competition for public funding will be tougher in the short term as many states and localities grapple with the effects of the current economic downturn, reduced tax revenues, a declining tax base and shrinking foundation endowments. In cities that have depended on substantial infusions of foundation funds to advance OST system building, the challenges of achieving sustainability may be especially great. Foundations frequently seed new programs and capacity-building efforts, but they rarely provide ongoing operating support. Unless city leaders are able to integrate the continuing costs of system components into their agency budgets, they may struggle to maintain their systems when foundation funding ends. New York's experience is worth noting here: TASC was created and initially funded entirely with foundation grants. As TASC leaders were able to demonstrate and document the success of their OST programming and system components, DYCD and PASE assumed responsibility for continuing and growing this work with public funding. TASC's seed funding has ended, and its leaders are defining new roles and responsibilities for the organization.

Several alternative financing strategies are emerging, such as:

- *Maximizing funding from existing public and private funding streams*, leveraging the largest amounts possible to preserve and expand system services;
- *Creating dedicated local revenue streams*;
- *Embedding program management and other systems functions in existing city agencies*; and
- *Creating independent organizations outside of city government* that can receive both public- and private-sector funding and serve as program managers and intermediaries.

At this stage, it is too early to know which of these approaches—individually or in combination—will be most successful for the six cities in our study. Leaders we interviewed in several cities acknowledged the importance of embedding key components of OST systems in the programs and budgets of existing city agencies, and some had begun to take steps to make that happen. Others had made strides in creating independent intermediaries and vesting these organizations with responsibility for advancing their system-building agendas. Still others had begun or were thinking about how to pursue both approaches simultaneously.

Directions for Future Research

These findings underscore the nascent state of knowledge about city-level OST system building and related investments. Each city's approach—how and where they marshaled money and political support, what goals and outcomes they selected to guide their work, and how they designed programs and created infrastructure—is unique and reflects the city's political, historical and economic context as well as the system-building stage it was in during our study. To draw an analogy, some cities were just laying their foundations, others were renovating existing facilities and still others were building additions. By documenting six local system-building efforts at a particular point in time—late 2007—we were able to highlight some early patterns of investment and consider how those investments were influenced by the circumstances in each of the cities we studied. Given the ever-changing nature of OST systems, the cities' landscapes have probably continued to evolve since our researchers were on site.

As noted in the introduction, this study represents an important step in building a solid base of knowledge about the nature of investments in OST system building. The findings do not provide a normative guide for other local leaders who want to project their own investment requirements, nor do they answer the question of what leaders can expect to “get” from their investments. But they do offer a glimpse of how leaders in several cities approached the challenges of creating and sustaining quality OST programming and infrastructure.

Given the early stage of development of system-building efforts in the cities we studied and across the country, there is much more to learn about OST systems and the investments needed to create and sustain them. This study raises a number of important questions for future research about patterns of investments in OST system building, the differences between start-up and ongoing operating costs, and the types of funding, infrastructure and leadership models that can advance truly sustainable citywide OST systems.

Our findings suggest a number of questions for future research that fall into four distinct categories:

Tracking OST system building over time to clarify developmental trajectories and related patterns of investment.

- Are there patterns of system building (e.g., sequences of planning, development and implementation)? What factors drive these patterns and associated timelines? To what extent are these patterns politically driven versus driven by available funding?
- What patterns of investments are related to different developmental pathways? What scale of investment is required? When? What are the most appropriate sources of funding for creating various system components and capacities?
- Is there a tipping point that forecasts the likelihood of sustainability? The scale of system components in place? The level and types of investment? The number and types of investors and partners?

Understanding how to project the monetary and nonmonetary investments that are required for OST systems during start-up and ongoing operations.

- What are the required resources (monetary and nonmonetary) for developing and maintaining particular system components and capacities? Can ongoing operating costs be projected? What are the critical variables that will affect these costs? Are they controllable?
- Are there cost differences depending on the type of provider (e.g., city agency, intermediary, private entity or contractor)?

Understanding the most promising pathways to sustainability for citywide OST systems.

- What types of sustainability planning yield OST systems that last long after seed funding ends and continue to improve the quality and expand the reach of OST programs to address the needs of local children, youth and families? In what ways and how often should these plans be revisited?
- How does centralized governance versus decentralized decision-making affect the long-term viability of a city system?
- Does the administrative structure—who reports to whom—affect the long-term stability of the system? For example, are the mayor and superintendent joint leaders? Does an intermediary CEO report to the mayor or superintendent or both? Do the system leaders report to a single board or many boards of directors?
- What is the impact of different types of funding (for example, renewable versus time-limited, restricted versus unrestricted, cash versus in-kind) on the ability of OST systems to meet monetary requirements after the initial start-up period?
- What types of nonmonetary resources are required, and how can they be secured?

Understanding the benefits of system-building investments.

- What are the outcomes or impacts of various system-building investments? What accounts for differences in results across cities?

Additional research to address these questions will have direct and immediate applicability to decisions about the scope, scale and pathways of city-level OST system building.

A Final Word

Although our dataset from the six cities was too small and the systems themselves too young to draw broad conclusions about the cost of OST system building, it does provide a glimpse into how local leaders invested in this process.⁵⁹ Even at this preliminary stage, we know that OST system building is a developmental process that requires significant resources and time. In the current political and fiscal environment, many voters and public officials want to minimize expenditures for management and administrative capacity. While the pressure to cut costs is real and understandable, a growing body of research and practice suggests that carefully planned and designed investments in OST system infrastructure can benefit school-age children and youth, their families and their communities—by improving the leadership, quality, access and sustainability of OST programs citywide. In the end, it might be more cost-effective to create a shared infrastructure to support these functions, rather than duplicating these investments across many programs. Future research will likely shed light on this important question.

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- 21 US Census Bureau. 2005-07. "Seattle City, Washington. Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ACSSAFFacts?_event=ChangeGeoContext&geo_id=16000US5363000&geoContext=01000US%7C04000US36%7C16000US3651000&street=&county=seattle&_cityTown=seattle&_state=04000US53&zip=&lang=en&_sse=on&ActiveGeoDiv=geoSelect&useEV=&pctxt=fph&pgsl=010&_submenuId=factsheet_1&ds_name=ACS_2007_3YR_SAFF&_ci_nbr=null&q_r_name=null®=null%3Anull&_keyword=&_industry=.
- 22 The Wallace Foundation is currently funding such a study; findings should be released in 2009.
- 23 Halpern 2003, 3.
- 24 Proscio and Whiting, 10.
- 25 Halpern 2003, 3.
- 26 Proscio and Whiting, 12.
- 27 More information on the National Network of Statewide Afterschool Networks can be found on the organization's website, <http://www.statewideafterschoolnetworks.net/>.
- 28 The Wallace Foundation. 2008. *A Place To Grow: A Citywide Approach to Building and Sustaining Out-of-School Time Learning Opportunities*, 5. New York: The Wallace Foundation.
- 29 Because business planning was primarily related to financing and sustainability, it is discussed in Chapter 6.
- 30 US Department of Health and Human Services Administration of Children and Families Child Care Bureau. Dobbins-Harper, Dionne and Michelle Ganow Jones. 2006. *A Guide for Effective Governance: Considerations and Lessons Learned for Afterschool Networks*, 7. Washington, DC: The Finance Project.
- 31 Ibid., 10.
- 32 Ibid., 9.
- 33 The quote is from The Chicago Out-of-School Time Project 2007 brochure.
- 34 See endnote 30, page 7.
- 35 Summers, John and Lana Price. 2008. *Administrative Management Capacity in Out-of-School Time Organizations: An Exploratory Study*. New York: The Wallace Foundation.
- 36 See Raley, Rebecca et al. 2005. *Getting It Right: Strategies for After-School Success*. Philadelphia: Public/Private Ventures. See also Miller, Beth M. 2005. *Pathways to Success for Youth: What Counts in After-School*. Wellesley, MA: National Institute on Out-of-School Time.
- 37 Little, Priscilla. 2006. "Promising Strategies for Connecting Out-of-School Time Programs to Schools: Learning What Works." *The Evaluation Exchange*, 12 (1–2). Retrieved 12/29/08 from Harvard Family Research Project at <http://www.hfrp.org/evaluation/the-evaluation-exchange/issue-archive/building-and-evaluating-out-of-school-time-connections/promising-strategies-for-connecting-out-of-school-time-programs-to-schools-learning-what-works>. Little credits this observation to Harvard Family Research Project. 2005. Complementary Learning. *The Evaluation Exchange*, 9 (1).
- 38 We have categorized most of the cost of this pilot program in the "Access" category since it is aimed at increasing middle school students' access to and participation in OST.
- 39 Metz, Rachel A. et al. 2008. *Putting It All Together: Guiding Principles for Quality After-School Programs Serving Preteens*. Philadelphia: Public/Private Ventures.
- 40 Szekely, Amanda. 2007. *Using a State Child Care Quality Rating System to Promote Quality in Afterschool Programs*. Washington, DC: The Finance Project, 5–6.
- 41 See Russell, Christina A. et al. 2006. *Evaluation of the Out-Of-School Time Initiative: Report on the First Year*. Washington, DC: Policy Studies Associates. Retrieved 12/29/08 from The Wallace Foundation at <http://www.wallacefoundation.org/SiteCollectionDocuments/WF/Knowledge%20Center/Attachments/PDF/EvaluationofOSTfirstyearExSumm.pdf>. See also Russell, Christina A. et al. 2008. *Evaluation of the New York City Department of Youth and Community Development Out-of-School Time Programs for Youth Initiative: Results of Efforts to Increase Program Quality and Scale in Year 2*. New York: Policy Studies Associates. Retrieved 12/29/08 from The Wallace Foundation at <http://www.wallacefoundation.org/SiteCollectionDocuments/WF/Knowledge%20Center/Attachments/PDF/EvaluationofOSTsecondyear.pdf>.
- 42 The Wallace Foundation, 6.
- 43 See Harvard Family Research Project. 2004. *Findings from HFRP's Study of Predictors of Participation in Out-of-School Time Activities: Fact Sheet*. Cambridge, MA: Harvard Family Research Project. See also Walker, Karen E. and Amy J. A. Arbreton. 2004. *After-School Pursuits: An Examination of Outcomes in the San Francisco Beacon Initiative*. Philadelphia: Public/Private Ventures. See also Arbreton, Amy et al. 2008. *More Time for Teens: Understanding Teen Participation—Frequency, Intensity and Duration in Boys and Girls*

- Clubs. Philadelphia: Public/Private Ventures.
- 44 Bodilly, Susan J. and Megan Beckett. 2005. *Making Out-of-School Time Matter: Evidence for an Action Agenda*, 107. Santa Monica: RAND Corporation.
- 45 Leaders in Denver reported an unspecified amount of staff time dedicated to the planning, design and implementation of the system; its total would be higher if those in-kind investments could have been included.
- 46 Loosli, Saren Eyre. 2000. *Making an Impact on Out-of-School Time: A Guide for Corporation for National Service Programs Engaged in After School, Summer, and Weekend Activities for Young People*. Wellesley, MA: National Institute on Out-of-School Time.
- 47 We do not include the value of the use of this space by programs because we considered this resource a program resource, not a system resource. Arranging for the space systemwide, however, is a system cost.
- 48 Allowable expenditures under BEX II, a capital levy initiative that utilizes public funds to address capital improvement needs within local schools, include building projects to renovate or replace school facilities; infrastructure improvements, including health and safety upgrades (e.g., the replacement or repair of plumbing to ensure drinking water quality, interior upgrades to improve indoor air quality or the replacement and renovation of athletic fields); technology improvements (e.g., the replacement of outdated classroom computers or expansion of a website that keeps families informed of student progress); and improvements to business and academic systems.
- 49 Deich, Sharon and Cheryl D. Hayes. 2007. *Thinking Broadly: Financing Strategies for Youth Programs*. Washington, DC: The Finance Project.
- 50 Ibid., 4. The authors credit Padgette, H. C. 2003. *Finding Funding: A Guide to Federal Sources for Out-of-School Time and Community School Initiatives*. Washington, DC: The Finance Project, with the data upon which they base this conclusion.
- 51 See, for example, Summers and Price.
- 52 See Hayes, Cheryl D. 2002. *Thinking Broadly: Financing Strategies for Comprehensive Child and Family Initiatives*. Washington, DC: The Finance Project. See also Bryant, Erika. 2002. *Sustaining Comprehensive Community Initiatives: Key Elements for Success*. Washington, DC: The Finance Project.
- 53 The Finance Project. 2003. *Sustainability Planning Workbook: Building for the Future*. Washington, DC: The Finance Project.
- 54 Deich and Hayes, 10.
- 55 Sandel, Kate et al. 2007. *Making the Match: Finding Funding for After School Education and Safety Programs*. Washington, DC: The Finance Project, 8.
- 56 See Jones, Michelle Ganow. 2007. *Getting the Grant: A Guide to Securing Additional Funds for After School Education and Safety Programs*. Washington, DC: The Finance Project. See also Relave, Nanette and Sharon Deich. 2007. *A Guide to Successful Public-Private Partnerships for Youth Programs*. Washington, DC: The Finance Project.
- 57 The Finance Project.
- 58 Bryant.
- 59 As noted previously, this study does not provide a comprehensive accounting of all system-building strategies or investments; it is better understood as a snapshot in time. Accordingly, we understand that some of the information about OST systems that we gathered may have changed since our researchers were on site in 2007.

Appendices



Appendix A

Catalog of System-Building Investments

Appendix Table 1 catalogs the system-building investments profiled in the report. It provides a quick overview of how many cities engaged in particular activities and the range of initiatives under way in each city.

Appendix Table 1
Catalog of Profiled OST System-Building Investments

		Boston	Charlotte	Chicago	Denver	New York	Seattle
Providing Leadership and Vision	Mayoral Leadership	X		X		X	X
	Governing Bodies			X		X	X
	OST Intermediaries		X				X
	Partnerships and Collaborative Relationships	X	X		X	X	
Improving Program Quality	TA, Training, Higher Education and Professional Development	X	X	X	X	X	X
	Aligning OST Programming with School District Curricula	X	X			X	X
	Establishing Quality Standards and Evaluation Initiatives	X			X	X	X
	Developing and Maintaining Data-Management Systems	X	X	X	X	X	
Expanding Access to and Participation in Quality Programs	Resource and Referral Systems	X	X	X	X	X	
	Market Research			X		X	
	Outreach			X		X	
	Pilots and Program Innovations	X	X	X		X	X
	Building Facilities and Securing Rent-Free Space					X	X
Financing and Sustaining Programming and Infrastructure	Fund-Development Training and TA	X	X		X	X	
	Exploring Funding Options	X		X			
	Advocacy	X	X			X	X
	Business Planning	X		X		X	

Appendix B

OST System-Building Profiles for Boston, Charlotte, Chicago, Denver, New York and Seattle

Boston, MA: Profile of Citywide OST System-Building Efforts

History and Development:

Recent efforts to improve Boston's citywide OST system began in 1987–88. A small advocacy organization, Parents United for Child Care (PUCC, now BOSTnet), identified and garnered support from local funders to strengthen Boston's after-school programs. Starting in 1995, The Wallace Foundation provided funds for the MOST (Making the Most of Out-of-School Time) initiative in Boston to create collaborative community-wide efforts to improve the quality and availability of after-school programs. PUCC was chosen as the lead agency and successfully convinced Mayor Menino to make OST programming a priority.¹

The mayor took two important steps: First, he funded the Boston 2:00-to-6:00 After-School Initiative, and second, he created a task force on out-of-school time to analyze the state of the OST system. The number of slots and the quality of the programs surfaced as the two most important issues. To expand access to OST services citywide, the task force recommended establishing new OST programs in public schools. To improve quality, the task force recommended that all the main OST stakeholders in Boston join forces and invest in quality initiatives.

Mayor Menino also called for the formation of the Boston After-School for All Partnership (BASAP)—a four-year standing committee of leaders and funders charged with developing a long-term citywide strategy for improving OST programs. Boston 2:00-to-6:00 After-School Initiative was supporting OST programs through TA, training and research, but as a public entity, it could not accept donations from private foundations. Thus, to strengthen the support available to programs, BASAP launched a nonprofit organization, Boston After School and Beyond (BB), which was designed to carry on the broad goals of BASAP and expand the funding base for citywide OST system-building efforts.

Although BB was intended to be an overarching intermediary, this has not happened in practice. Once Boston's after-school leadership vehicle moved out of the mayor's office, city support dwindled. At the same time, the city of Boston lost its superintendent, who had been a champion of OST programs. As a result, the momentum behind Boston's city-level system-building efforts has stalled. The many Boston OST support organizations listed below, as well as state and regional entities such as Massachusetts 2020 and the United Way of Massachusetts Bay and Merrimack Valley, have stepped in to help fill the void.

Demographic Information at a Glance

Total Population: 600,980

Median Household Income: \$48,729

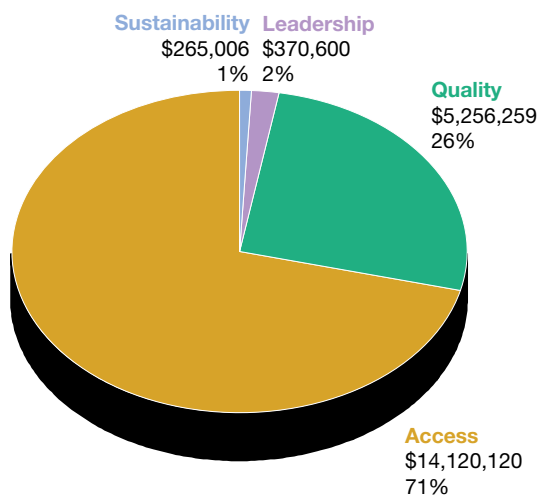
Poverty Rate: 20.8 percent

School Enrollment (grades K–12): 85,371

- Kindergarten: 6,291
- Elementary School (grades 1–8): 49,138
- High School (grades 9–12): 29,942

Source: US Census Bureau. 2005–2007. "Boston City, Massachusetts. Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ADPTTable?_bm=y&-geo_id=16000US2507000&-qr_name=ACS_2007_3YR_G00_DP3YR2&-ds_name=ACS_2007_3YR_G00_&-lang=en&-sse=on.

Appendix Figure 1
Boston: Total Investments in OST System Building



Key Players:

- *Achieve Boston* (www.achieveboston.org) is a collaborative effort designed to help after-school and youth workers develop their professional skills and knowledge, advance their careers and ultimately better serve children, youth and families. Achieve Boston is a partnership of BB, the BEST Initiative/The Medical Foundation, Boys & Girls Clubs of Boston, the Massachusetts School-Age Coalition, the National Institute on Out-of-School Time, BOSTnet, Harvard University's Program in Afterschool Education and Research and YMCA of Greater Boston.
- *BOSTnet* (www.bostnet.org), an outgrowth of PUC (the latter founded in 1987), works to expand access to quality, affordable childcare in Massachusetts. BOSTnet reaches out to low- and moderate-income families, OST providers and local and state policymakers in its efforts to enhance and provide access to OST opportunities and resources. BOSTnet's three main areas of focus are strengthening programs, increasing access and managing the BOSTnet Out-of-School Time Landscape Project. BOSTnet serves as a resource to programs, a partner to other after-school policy organizations and a policy advocate with state and local funders.
- *Boston After School and Beyond (BB)* (www.bostonbeyond.org) is a nonprofit intermediary that marshals a wide range of resources to catalyze partnerships—involving the city of Boston, the philanthropic community and the city's business, nonprofit and civic leadership—to design and implement a successful youth development strategy for all the children of Boston. BB seeks to achieve its mission by engaging in advocacy, networking, special initiatives, knowledge management, resource development and communications.
- *The Department of Extended Learning Time, Afterschool and Services (DELTAS)* (www.bpsdeltas.org) was created in January 2006 by Boston Public Schools (BPS). Its mission is to ensure that every student in Boston's public school system has access to quality out-of-school-time activities and extended services. DELTAS currently oversees 25 comprehensive OST programs that serve nearly 4,000 students annually. Another 10 schools are directly connected to the office via various initiatives, but all schools in the BPS system have access to DELTAS

resources. Through its professional development efforts, DELTAS trains more than 400 OST professionals, school administrators and teachers each year.

Scale:

According to BB, there are approximately 1,000 OST programs throughout the city that are run by more than 500 organizations. In 2006, an estimated 53 percent of Boston's youth could be served by these programs, but in high-poverty neighborhoods, the coverage rate was closer to 10 or 20 percent. Boston's system-building efforts did reach all programs citywide, with the scale and scope varying for particular strategies and activities.

Strategies and Activities:

Major investments (both monetary and in-kind) were focused on:

- Providing leadership for system-building efforts through Mayor Menino and a number of partnerships and collaborations;
- Providing TA and professional-development opportunities for OST leaders and staff members;
- Aligning OST programming with school curricula;
- Developing quality guidelines for use by school- and community-based OST programs;
- Piloting a participant-tracking data-management system that may eventually be available to all OST programs in the city;
- Developing a resource and referral system that facilitates access to OST programs for local families;
- Piloting innovative OST initiatives to gain knowledge about best practices;
- Providing training and TA to help programs develop and diversify funds; and
- Exploring funding options that could support OST programs and systems citywide.

Investments:

We documented total investments of \$20,011,985 in system-building efforts citywide through December 2007. Appendix Figure 1 provides an overview of the distribution of investments across the four main strategies discussed in this report: leadership, quality, access and participation, and sustainability. Detailed descriptions of specific system-building initiatives and their associated investments can be found in Chapters 3–6.

Charlotte, NC: Profile of Citywide OST System-Building Efforts

History and Development:

Though OST initiatives have been a priority for Charlotte's city and county agencies and community stakeholders for many years, OST services have yet to be streamlined and centralized into a cohesive system. Partners in Out-of-School Time (POST), in its role as an OST intermediary, seems to be slowly changing the current landscape and bringing together a variety of OST initiatives under its umbrella of services. With POST's increasingly influential presence, system-building efforts have begun to fall under its auspices alone. Through a new middle school initiative, POST has garnered significant support and monetary investment from the school system and city and county agencies.

Key Players:

- *The After School Enrichment Program (ASEP)* (<http://pages.cms.k12.nc.us/asep/>) was established by Charlotte–Mecklenburg Schools to provide quality OST opportunities for local students. ASEP offers academic and enrichment activities to more than 132,000 students through programs housed in 103 of the district's 167 schools. ASEP provides training, TA and quality evaluation for all its sites as well as professional development and training for other community partners throughout the city.
- *Partners in Out-of-School Time (POST)* (www.postcarolinas.org) was launched in 1999 by Foundation for the Carolinas to build a system for out-of-school time in the Charlotte–Mecklenburg community, to strengthen existing programs and activities serving young people and to examine the needs of underserved children and youth. Today, POST provides leadership and vision for OST system-building efforts as the primary OST intermediary in Charlotte and provides TA and opportunities for collaboration for programs across the city.

Scale:

Charlotte–Mecklenburg is still in the initial stages of its system-building efforts. These efforts are currently being led by POST, but they are executed on a smaller scale by ASEP and through the support of the city of Charlotte, Mecklenburg County and other community partners. While POST's efforts were developed to serve OST programs city-wide, ASEP's TA and quality-improvement efforts are more

Demographic Information at a Glance

Total Population: 649,578

Median Household Income: \$51,050

Poverty Rate: 12.7 percent

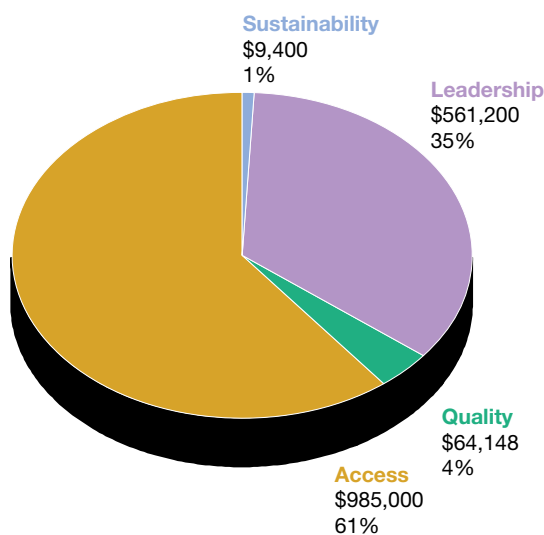
School Enrollment (grades K–12): 115,927

- Kindergarten: 10,431
- Elementary School (grades 1–8): 70,956
- High School (grades 9–12): 34,540

Source: US Census Bureau. 2005–2007. "Charlotte City, North Carolina. Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ACSSAFFacts?_event=Search&geo_id=&geoContext=&street=&county=charlotte&cityTown=charlotte&state=04000US37&zip=&lang=en&sse=on&pctxt=fph&pgsl=010.

Appendix Figure 2

Charlotte: Total Investments in OST System Building



targeted; although they occasionally serve other community partners, ASEP's efforts primarily serve their individual program sites.

Strategies and Activities:

Major investments (both monetary and in-kind) were focused on:

- Establishing a central OST intermediary and citywide OST steering committee;
- Pursuing systemic strategies to develop and disseminate knowledge and information to OST providers throughout the city;
- Providing training and TA to aid OST programs in their quality-improvement efforts;
- Piloting a school-based program designed to increase OST opportunities for middle school students;
- Developing a data-management system; and
- Providing fund-development training for OST programs citywide and participating in advocacy efforts coordinated by the statewide after-school network.

Investments:

We documented total investments of \$1,619,748 in system-building efforts citywide through December 2007. Appendix Figure 2 provides an overview of the distribution of investments across the four main strategies discussed in this report: leadership, quality, access and participation, and sustainability. Detailed descriptions of specific system-building initiatives and their associated investments can be found in Chapters 3–6.

Chicago, IL: Profile of Citywide OST System-Building Efforts

History and Development:

OST system building in Chicago has a long and rich history. Starting in 1995, The Wallace Foundation provided funds for the MOST (Making the Most of Out-of-School Time) initiative in Chicago to create collaborative community-wide efforts to improve the quality and availability of after-school programs. The grant led to the development of a number of city-level governance structures.²

The latest round of efforts began in 2003, when Mayor Daley reorganized the city departments and budgets to create the Department of Children and Youth Services (CYS, now an office within the Department of Family and Support Services—or FSS) to serve as the home for city services and initiatives for children and youth. While city agencies and stakeholders had a long tradition of collaboration, this move marked the genesis of more formal OST system-building efforts, with CYS playing a central leadership and coordination role. In June 2006, the city of Chicago received an \$8 million grant from a private foundation, which provided dedicated funding to support OST system building; this served as an impetus for creating a shared vision and organizational framework to guide these efforts. One program to emerge from this funding, the Chicago Out-of-School Time Project, is cogoverned by FSS Office of Children & Youth Services³ and After School Matters in partnership with Chicago Public Schools, Chicago Park District and Chicago Public Library.

Key Players:

- *Chicago Department of Family and Support Services, Office of Children & Youth Services* (formerly Department of Children and Youth Services) (www.cityofchicago.org), led by Commissioner Mary Ellen Caron, serves as the home for city services and initiatives for children and youth. It coordinates public and private funding to support more than 300 community-based OST providers and provides leadership and support for citywide OST system-building efforts.
- *After School Matters (ASM)* (www.afterschoolmatters.org) is a nonprofit organization that works to expand OST opportunities for teens in underserved areas of Chicago. It partners with CYS and other city agencies to design and implement local OST system-building efforts, especially as they relate to older youth.

Demographic Information at a Glance

Total Population: 2,740,224

Median Household Income: \$44,473

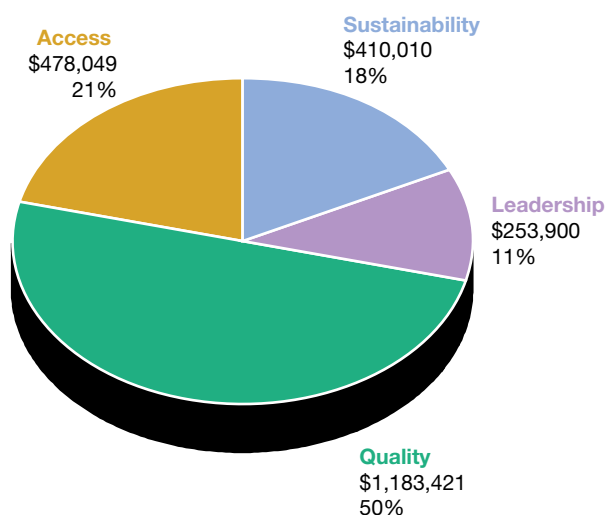
Poverty Rate: 21 percent

School Enrollment (grades K–12): 479,746

- Kindergarten: 35,326
- Elementary School (grades 1–8): 291,359
- High School (grades 9–12): 153,061

Source: US Census Bureau. 2005–2007. "Chicago City, Illinois. Selected Social Characteristics in the United States. American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ACSSAFFacts?_event=ChangeGeoContext&geo_id=16000US1714000&_geoContext=01000US%7C04000US37%7C16000US3712000&_street=&_county=chicago&_cityTown=chicago&_state=04000US17&_zip=&_lang=en&_sse=on&ActiveGeoDiv=geoSelect&_useEV=&pctxt=fph&pgsl=010&_submenuId=factsheet_1&ds_name=ACS_2007_3YR_SAFF&_ci_nbr=null&q_r_name=null®=null%3Anull&_keyword=&_industry=

Appendix Figure 3 Chicago: Total Investments in OST System Building



- *Chicago Area Project (CAP)* (www.chicagoareaproject.org) provides professional development and training for OST and youth workers citywide.
- *Partner city agencies*, including Chicago Public Schools, Chicago Park District and Chicago Public Library, offer an array of OST programming at schools, libraries and other sites around the city. These agencies serve as partners for the Chicago Out-of-School Time Project and have committed resources and personnel from their departments for system-building efforts.
- *Mayor Richard Daley* has been a key champion in the development of an OST system, making the issue a cornerstone of his 2002 reelection campaign.
- *First Lady Maggie Daley* has provided strong political leadership for OST services—particularly teen programming. She was one of the founders of ASM and continues today as the chairperson of its board of directors.
- Piloting and expanding a variety of innovative OST initiatives for teens; and
- Developing strategies for long-term funding to ensure a sustainable OST system.

Investments:

We documented total investments of \$2,325,380 in system-building efforts citywide through December 2007. Appendix Figure 3 provides an overview of the distribution of investments across the four main strategies discussed in this report: leadership, quality, access and participation, and sustainability. Detailed descriptions of specific system-building initiatives and their associated investments can be found in Chapters 3–6.

Scale:

Chicago is currently engaged in large-scale system-building efforts that aim to coordinate the majority of publicly funded OST programs in the city. One of the core goals of these efforts is to increase participation in high-quality OST services, especially among low-income teens (youth ages 13 to 18). Together, community-based organizations supported by FSS Office of Children & Youth Services, ASM, Chicago Public Schools, Chicago Park District and Chicago Public Libraries operated 1,298 OST sites and nearly 25,000 program activities serving more than 380,000 school-age children and teens each year during the course of our study.

Strategies and Activities:

Major investments (both monetary and in-kind) were focused on:

- Providing leadership through the mayor and several citywide governing bodies;
- Providing training and professional development opportunities for OST leaders and staff members citywide;
- Developing an information technology system that can be shared across all OST partners and providers;
- Conducting market research and outreach efforts;

Denver, CO: Profile of Citywide OST System-Building Efforts

History and Development:

Denver has a long history of OST system building. Convened by the Department of Community Education (now the Department of Extended Learning and Community Schools), the organizations that created and supported the Beacon Neighborhood Centers (school-based community centers serving youth and their families) came together to form a citywide task force on out-of-school time. This task force, which served as the seed for what is now Denver Quality After-School Connection (DQUAC), included community and nonprofit organizations, foundations, the Mayor's Office for Education and Children (MOEC), Denver Public Schools and the Mile High United Way. In 2003, Mayor Hickenlooper showed his support for after-school programming by donating the proceeds from his inauguration events to the Denver Public Schools Foundation. Those funds led to the development of the Lights On After School (LOAS) initiative. These collaborative efforts between the city and the school district created a context for additional system-building efforts. In 2005, Denver was chosen as one of the recipients of funds from the City Leaders Engaged in Afterschool Reform (CLEAR) Project, an initiative whose goal was to develop citywide infrastructures to support access to quality after-school programs for all children and youth. Denver's work with CLEAR focused on three key components: a strategic planning and visioning process; an assessment of current after-school capacity, resources and needs; and the development of recommendations for creating a citywide infrastructure to support access to quality after-school programs for all children and youth. This work with CLEAR provides much of the context for Denver's current OST system-building efforts.

Key Players:

- Lights On After School (LOAS)* (www.denvergov.org/Init/homepage/tabid/388535/default.aspx) is a partnership among the Denver Public Schools Foundation, MOEC and the Mile High United Way, with the Department of Extended Learning and Community Schools serving as the administrator of funds. This partnership has taken the lead in developing additional funding as well as promoting quality and evaluation within school-based after-school programs in Denver. It also gives OST providers technical assistance related to developing and supporting

Demographic Information at a Glance

Total Population: 576,842

Median Household Income: 43,748

Poverty Rate: 18 percent

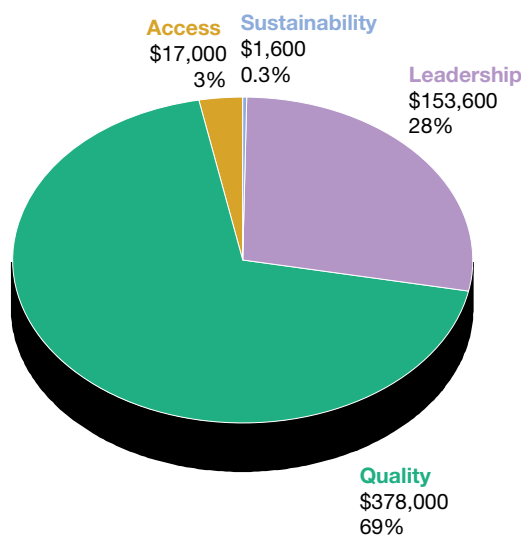
School Enrollment (grades K–12): 85,268

- Kindergarten: 7,558
- Elementary School (grades 1–8): 52,888
- High School (grades 9–12): 24,822

Source: US Census Bureau. 2005–2007. "Denver City, Colorado. Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ACSSAFFacts?_event=ChangeGeoContext&geo_id=16000US0820000&_geoContext=&_street=&_county=denver&_cityTown=denver&_state=04000US08&_zip=&_lang=en&_sse=on&ActiveGeoDiv=&_useEV=&pctxt=fph&pgsl=010&_submenuld=factsheet_1&ds_name=ACS_2007_3YR_SAFF&_ci_nbr=null&q_r_name=null®=null%3Anull&_keyword=&_industry=

Appendix Figure 4

Denver: Total Investments in OST System Building



quality programs. This TA comes in the form of grant development, guidance and accountability on the number of youth served and use of funds. In addition, the partnership offers professional-development opportunities to all OST providers in the city through Assets for Colorado Youth's Spotlight on Youth Development training sessions.

- *Denver Public Schools' Department of Extended Learning and Community Schools* (<http://dce.dpsk12.org>) is designed to oversee many of the after-school programs within the school district. It also facilitates outside partnerships with schools, provides technical assistance on successful programming to community partners and principals, and offers opportunities to convene around larger projects such as system building.
- *Denver Quality After-School Connection (DQUAC)* (www.denvergov.org/dquac) is a coalition of youth service providers that is intended to bring a unified voice to the after-school planning process. By providing opportunities for networking and sharing resources, the providers collectively promote quality OST programming.
- *The Mayor's Office for Education and Children (MOEC)* (www.denvergov.org/Education) advocates for Denver's children, youth and families by developing programs and projects aligned with the mayor's commitment to the successful education of the city's children. It also serves to strengthen the city's partnership with Denver Public Schools. In addition to its work with LOAS, it further seeks to foster innovation in OST services by partnering with and providing funding for a variety of private and city agency programs, including programming provided through the Department of Parks and Recreation.

Scale:

Denver's emerging system continues to gain momentum as partners work together to develop a comprehensive, coordinated system that ensures quality, assesses needs and brings together resources for the city's OST programs. More than 700 programs provide OST activities to Denver's children and youth.

Strategies and Activities:

Major investments (both monetary and in-kind) were focused on:

- Providing professional development opportunities through training sessions open to all OST providers;
- Encouraging minimum standards of quality through the development of quality guidelines for both school-based and community-based programs;
- Increasing access to programs through a searchable online database of OST programs;
- Ensuring the quality of LOAS and other OST programs through regular evaluation; and
- Facilitating the coordination of communication and system-building efforts by funding a full-time position, with duties split between LOAS and the Department of Extended Learning and Community Schools.

Investments:

We documented total investments of \$550,200 in system-building efforts citywide through December 2007. Appendix Figure 4 provides an overview of the distribution of investments across the four main strategies discussed in this report: leadership, quality, access and participation, and sustainability. Detailed descriptions of specific system-building initiatives and their associated investments can be found in Chapters 3–6.

New York, NY: Profile of Citywide OST System-Building Efforts

History and Development:

Between 2002 and 2003, New York City began to plan for a citywide system of OST programming. The city's Department of Youth and Community Development (DYCD) established an advisory committee of leading OST organizations, including multiple city agencies, funders and other stakeholders, to think through what components should be included in such a system. In 2005, the city was awarded a five-year \$12 million grant by a private foundation to increase citywide access to and the overall quality of OST programs. DYCD developed different models for various age groups (elementary, middle and high school students) and awarded a contract to Partnership for After School Education (PASE) to provide training to funded sites. During this time, the partners listed below contributed to a range of system-building efforts.

Key Players:

- *The Department of Youth and Community Development (DYCD)* (www.nyc.gov/dycd) leads both the city's Beacon Program and its OST initiative, a citywide effort to increase the number and quality of OST options available to city youth. With support from the mayor, DYCD has distributed funding to approximately 200 community-based organizations operating more than 650 OST programs. Additionally, DYCD works to build program quality, access and sustainability through technical support and community outreach.
- *The After-School Corporation (TASC)* (www.tascorp.org) is a nonprofit organization that began in 1998 by funding, supporting and monitoring OST programs. TASC is operated by partner community-based organizations. Though TASC continues to fund and support OST programs, it has expanded its operations to focus more on research, policy and advocacy for the OST field. Locally, these efforts support programs through the provision of professional development, technical assistance on fundraising, and advocacy for continued support for OST programming at the state level. TASC served as an intermediary and precursor to DYCD's OST initiative and was instrumental in launching the Collaborative for Building After-School Systems, a group of OST intermediaries working together to change policy and catalyze the development of OST systems nationally.

Demographic Information at a Glance

Total Population: 8,246,310

Median Household Income: \$47,581

Poverty Rate: 18.9 percent

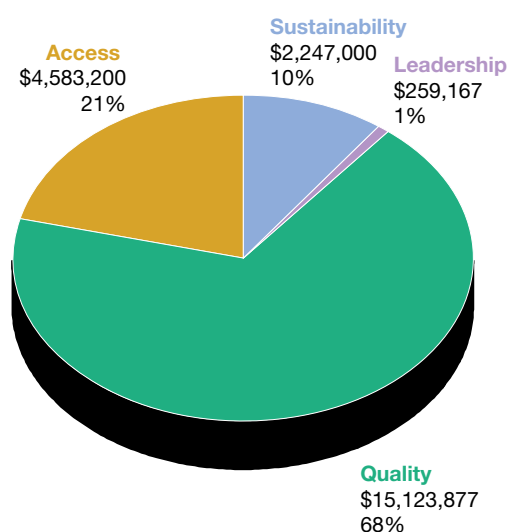
School Enrollment (grades K–12): 1,392,442

- Kindergarten: 103,891
- Elementary School (grades 1–8): 891,866
- High School (grades 9–12): 468,685

Source: US Census Bureau. 2005-2007. "New York City, New York. Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ACSSAFFacts?_event=ChangeGeoContext&geo_id=16000US3651000&geoContext=&_street=&_county=new+york&_cityTown=new+york&_state=04000US36&_zip=&_lang=en&_sse=on&ActiveGeoDiv=geoSelect&_useEV=&pctxt=fph&pgsl=010&_submenuId=factsheet_1&ds_name=ACS_2007_3YR_SAFF&_ci_nbr=null&q_r_name=null®=null%3Anull&_keyword=&_industry.

Appendix Figure 5

New York: Total Investments in OST System Building



- *Partnership for After School Education (PASE)* (www.pasetter.com/) is a nonprofit organization that serves as a professional-development and networking organization for youth-serving organizations. PASE contributes to OST system-building efforts by providing professional development and training for OST and other youth workers citywide.
- *The New York City Department of Education Office of School and Youth Development* (<http://schools.nyc.gov/Offices/OSYD>) oversees the provision of funds to the city's 21st Century Community Learning Centers and through those funds indirectly provides ongoing TA to the community-based organizations managing these centers. The NYC Department of Education also assists more broadly with the city's system-building efforts by allowing DYCD's OST programs to use school space free of charge.
- *The New York City Youth Alliance* is an advocacy network of 14 youth-focused umbrella organizations. The goal of the Youth Alliance is to provide a common voice on issues affecting youth at both the city and state levels, specifically in the area of funding for youth services. Youth Alliance members work together to advocate for sufficient funding for youth activities to support positive youth development.

Scale:

Many organizations are contributing to system-building efforts in New York. Several large-scale efforts are under way to support and increase the quality of OST programs through the work of organizations such as PASE and TASC. However, given that New York has the largest school district in the country—serving about 1.4 million school-age children—providing programming and infrastructure for all youth in the city will be challenging. DYCD's OST initiative, one of the largest municipally financed OST efforts in the country, currently serves about 78,000 youth each year and continues to grow. Program expansion is likely to occur in the area of teen programming as organizations increase the amount of resources invested in programs that target older youth.

Strategies and Activities:

Major investments (both monetary and in-kind) were focused on:

- Providing mayoral leadership for system-building efforts;
- Increasing access to programs for underserved populations;
- Ensuring that available programs are of high quality through TA and training;
- Offering formalized systems of professional development and certification for employees of OST programs;
- Developing a consistent way to manage program data and evaluate quality; and
- Creating strategies for system sustainability, particularly by advocating for continued, long-term public funding for OST programs.

Investments:

We documented total investments of \$22,213,244 in system-building efforts citywide through December 2007. Appendix Figure 5 provides an overview of the distribution of investments across the four main strategies discussed in this report: leadership, quality, access and participation, and sustainability. Detailed descriptions of specific system-building initiatives and their associated investments can be found in Chapters 3–6.

Seattle, WA: Profile of Citywide OST System-Building Efforts

History and Development:

Seattle has built a network-based OST system through a long history of collaborative partnerships between city agencies, public schools and OST providers. These partnerships are matched by a long-standing public commitment to funding OST programming.

Starting in 1995, The Wallace Foundation provided funds for the MOST (Making the Most of Out-of-School Time) initiative in Seattle to create collaborative community-wide efforts to improve the quality and availability of after-school programs. The principal participating organizations were School's Out Washington (SOWA), the Seattle Human Services Department, Child Care Resources, and Seattle Central Community College. Two main collaborative groups were formed as a result to promote coordination and planning—the Staffing Group and the larger Community Oversight Group.⁴

Recent efforts centered around a dedicated intermediary—SOWA—that provides training and TA to OST programs citywide and serves as a convener for system stakeholders, including staff from the city of Seattle and Seattle Public Schools (SPS) as well as major OST providers such as YMCA of Greater Seattle, the Parks and Recreation Department and Associated Recreation Council (ARC). These stakeholder organizations form a coordinated patchwork of programs and support services that offer programming in nearly all of the city's elementary schools and in a constellation of community learning centers that offer programs for middle school and high school youth. Programs receiving city subsidies undergo yearly quality inspections, and OST activities are aligned with school priorities as part of SPS's Community Alignment Initiative, which allows programs to occupy school-building space rent-free in exchange for coordinating curricula and activities with host schools. Youth participation in school-based programs is fee-based but has been subsidized via the city's General Fund and monies from the Families and Education Levy, a public funding initiative first passed in 1990 (for \$69 million over seven years) and renewed in both 1997 and 2003.

Demographic Information at a Glance

Total Population: 565,809

Median Household Income: \$56,319

Poverty Rate: 13 percent

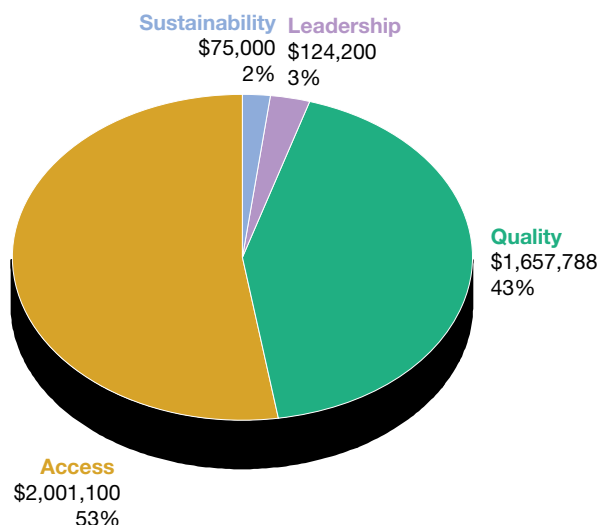
School Enrollment (grades K–12): 59,133

- Kindergarten: 4,966
- Elementary School (grades 1–8): 35,460
- High School (grades 9–12): 18,707

Source: US Census Bureau. 2005–2007. "Seattle City, Washington. Selected Social Characteristics in the United States, American Community Survey 3-Year Estimates." Retrieved 01/14/09 from US Census Bureau American FactFinder at http://factfinder.census.gov/servlet/ACSSAFFacts?_event=ChangeGeoContext&geo_id=16000US5363000&_geoContext=01000US%7C04000US36%7C16000US3651000&_street=&_county=seattle&_cityTown=seattle&_state=04000US53&_zip=&_lang=en&_sse=on&ActiveGeoDiv=geoSelect&_useEV=&pctxt=fph&pgsl=010&_submenuId=factsheet_1&ds_name=ACS_2007_3YR_SAFF&_ci_nbr=null&qr_name=null®=null%3Anull&_keyword=&_industry=

Appendix Figure 6

Seattle: Total Investments in OST System Building



Key Players:

- *The Seattle Parks and Recreation/Associated Recreation Council (ARC) partnership* (<http://www.seattle.gov/Parks/arc/>) administers licensed OST programs at 24 community centers serving elementary school students only. ARC directly supervises the programs while Parks and Recreation is the license holder for all licensed childcare programs. Parks and Recreation works with ARC to monitor the quality of programming and ensure that licensing requirements are met. Because all programs are fee-based, Parks and Recreation also administers scholarships. Much of the system-level work done by the partnership is performed by a few salaried staff members.
- *The Seattle Parks and Recreation/YMCA partnership* covers OST programs serving all 10 of the city's middle schools. (Parks and Recreation administers programs in five schools, and the YMCA administers programs in the other five.) In addition, Parks and Recreation runs OST programs through all 10 of the city's K–8 schools.
- *Seattle Public Schools' Office for Community Learning* (www.seattleschools.org/area/ocl) administers several grants and the district's Community Alignment Initiative.
- *The Office for Education* (www.cityofseattle.net/Neighborhoods/education) passes through major funding from the Families and Education Levy, collects and aggregates SPS and OST program data and reports on outcomes (for example, the effect of OST participation on test scores and graduation rates).
- *The Human Services Department (HSD)* (www.seattle.gov/humanservices) administers General Fund grants to after-school programs, assists with contract compliance and administers childcare subsidies to 146 programs supported by the General Fund. HSD also oversees quality assurance for programs receiving General Fund monies, through both yearly evaluations and contracts with SOWA and the Seattle and King County Department of Public Health, which provide professional development and health training to school- and community-center-based programs.
- *School's Out Washington (SOWA)* (www.schoolsoutwashington.org) began within the city of Seattle with an \$8,000 grant in 1987 and later expanded its focus first to King County and then to Washington State. The organization has received city funding from both the General Fund and the Families and Education Levy throughout its existence. It has also received substantial grant funding from private donors, foundations and government agencies, including a seven-year MOST grant from The Wallace Foundation and a Child Care and Development Block Grant in 1993. SOWA's staff of more than 20 trainers provides professional development and TA to approximately 90 programs in the city. SOWA also serves as a convener for Seattle's OST stakeholders, notably through the Learning Partners group, wherein representatives of the schools, city agencies and OST providers meet regularly to adjust the alignment between OST programming and school-system goals for each school year. SOWA also acts as a public advocate for OST funding and a knowledge builder for the field, lobbying for funding at the city and state level, running public outreach campaigns about bond initiatives and elections, and conducting large-scale research on the state of OST providers and customers in Seattle and Washington State.

Scale:

Ninety percent of Seattle's public elementary schools now have licensed school-age OST programs operated by community providers; 41 percent of school-based programs also offer pre-K programs.⁵ All of Seattle's middle and K–8 schools are associated with programs provided by the Parks and Recreation/YMCA partnership. The city also has a number of culturally specific OST programs. SPS Building Excellence initiatives fund construction of dedicated childcare spaces in Seattle schools; as a result, 35 programs and schools have dedicated OST space. Through collaborations between the HSD, SPS, SOWA and a number of other training organizations (e.g., Child Care Resources, Seattle and King County Department of Public Health), OST programs in schools or linked to specific school sites receive regular training and TA.

Appendices Endnotes

Strategies and Activities:

Major investments (both monetary and in-kind) were focused on:

- Supporting an intermediary (SOWA) that can coordinate system activities, provide training and TA to programs and lead the field in knowledge building and public advocacy;
- Providing training and TA to the majority of OST programs serving elementary and middle school youth;
- Maintaining the OST Community Alignment Initiative, which provides free or reduced rent to school-based OST programs that align their activities with school curricula and goals;
- Building dedicated childcare spaces in public schools through the SPS Building Excellence program;
- Ensuring the quality of city OST programs through regular evaluations; and
- Supporting system sustainability, particularly by advocating for continued, long-term public funding for OST programs.

Investments:

We documented total investments of \$3,858,088 in system-building efforts citywide through December 2007. Appendix Figure 6 provides an overview of the distribution of investments across the four main strategies discussed in this report: leadership, quality, access and participation, and sustainability. Detailed descriptions of specific system-building initiatives and their associated investments can be found in Chapters 3–6.

- 1 Halpern, R. et al. 2000. *Making the Most of Out-of-School Time: Findings from an Evaluation of Phase I of a DeWitt Wallace–Reader’s Digest Fund Initiative*. Chicago: Chapin Hall for Children at the University of Chicago.
- 2 Ibid.
- 3 The Chicago Department of Family and Support Services was created in January 2009 and is dedicated to supporting a continuum of coordinated services to enhance the lives of Chicago residents, particularly those most in need, from birth through the senior years. It represents a consolidation of the following: Domestic Violence, Early Childhood, Human Services, Policy & Advocacy, Out-of-School Time and Senior Services.
- 4 See endnote 1.
5. Analysis performed using the list “Afterschool Programs in Seattle Public Schools” downloaded from Seattle Public Schools, Office for Community Learnings’ website: www.seattleschools.org/area/ocl/ostlearning.xml.



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