



AN ANALYSIS OF NEW YORK CITY'S OST PROGRAMS

Out-of-School Time programs encompass a wide range of opportunities for children and youth ages 5-21 years that take place before school, after school, on weekends, during the summer and on school breaks. OST services are provided in schools and in freestanding community settings (centers, parks, places of worship) or community sites linked to schools.

The narrative discussion below and attached summary grid catalogs OST funding and programs, enabling legislation, program requirements and related policies. The grid identifies OST programs and corresponding federal, state and city agencies responsible for program administration, governing statutes, regulatory reporting requirements, program monitoring and oversight, program and eligibility requirements. The narrative discussion below provides an analysis of the programs that comprise the system of Out-of-School-Time services fleshing out what the summary grid conveys about program reliance on diverse funding sources, the implications for associated requirements, as well as innovations and problems within the existing OST system. The analysis also identifies key systemic issues and makes a series of recommendations designed to rationalize program reporting, help facilitate the negotiation of complex funding and regulatory requirements, and encourage system streamlining and coordination.

I. INTRODUCTION

OST PROGRAMS AND FUNDING

In FY 04 the New York City Out-of-School Time (OST) services was funded with over \$600 million in gross funding from city, state and federal funds, in addition to private funds. There were 12 core sources of funding with 6 city and state agencies supervising more than 16¹ different program types.

TABLE I. OST PROGRAM FUNDING LEVELS AND CHILDREN SERVED

OVERSIGHT AGENCY	OST PROGRAM	FUNDING FOR FY '04	NUMBER OF CHILDREN AND YOUTH SERVED
Administration for Children's Services (ACS)	School-age child care	\$44 million	19,000
Human Resources Administration	School-age child care	Data not available	22,800
Department of Youth and Community Development (DYCD)	Beacons	\$30.6 million	105,884 ²
	The After-Three Program (TASC)	\$10.5 million + TASC private match	20,000 ³
	YDDP	\$22 million	292,000 youth opportunities ⁴

¹ Funding streams such as YDDP support multiple program types.

² Mayor's Management Report, 2004.

³ Unpublished TASC data.

TABLE I. OST PROGRAM FUNDING LEVELS AND CHILDREN SERVED (CONT'.)

OVERSIGHT AGENCY	OST PROGRAM	FUNDING FOR FY '04	NUMBER OF CHILDREN AND YOUTH SERVED
	Summer Youth Employment Program (SYEP)	\$42.4 million	38,842 ⁵
	City Council Initiatives	\$4.3 million	Data not available.
New York City Department of Education (DOE) New York State Education Department (NYSED)	TASC programs	\$7.5 million In kind services, no funds go directly to providers.	
	21 st Century Community Learning Center (CCLC)	\$19.2 million of \$32.8 million state-wide	Data not available. ⁶
	CAPS/AIDP	\$15 million	24,470 ⁷
	Advantage After-Schools Program	Approximately \$5 million of \$10 million state-wide	12, 347=
	Extended Day/Violence Prevention	\$15 million of \$30.2 million (state-wide)	Data not available. ⁸
New York Public Library	Youth programs	\$13 million	767,679
Queens Public Library	Youth programs	\$1.2 million	200,000
New York Department of Parks and Recreation (DPR)	Youth programs	\$19.9 million	657,910 (FY '03)

Despite the variety of OST funding sources, the amount of funding available fails to provide the resources necessary to provide OST programs to all young people who want academic, recreational, skills development or other youth development opportunities during the hours they are not in school. CCC's poll of 1,000 parents of school-age children established rates of unmet need, suggesting that an estimated 450,000 school-age children are unserved and likely to use OST services were they available.⁹ It is also generally understood that per child OST reimbursement rates vary greatly – from \$1,000 to \$5,000 per child – and even at the highest funding level rarely allows provider agencies to cover the cost actual of services thereby negatively impacting program quality.

Limited resources have led OST providers to piece together multiple sources of funding to cover the actual cost of operating programs and providing services. Over the years, the major state, federal and local government sources of OST funding have remained stagnant or experienced budget cuts while programmatic and reporting requirements have become more rigorous. For example, while the number of Beacons has more than doubled since FY 94, the funding for individual Beacons has declined by more than 10% over the same period, even as overall operating costs and contract requirements have increased. Funding and reimbursement rates for school-age child care have also remained constant while New York

⁴ YDDP supports a variety of program types with varying frequency and intensity. For example a child may participate in both a three day a week OST program in addition to a single event DYCD 2004, unpublished data.

⁵ Mayor's Management Report, 2004.

⁶ NYSED does not disaggregate data by the number of children served in NYC.

⁷ United Way of New York City, 2004, unpublished data.

⁸ NYSED does not disaggregate data by the number of children served in NYC.

⁹ Citizens' Committee for Children, Using Out-of School Time to Create Opportunities for New York City Youth, July 2003.

City and New York State have enhanced safety and health standards in child care settings, and have required purchases of additional materials and repairs. Finally, New York City’s recently passed Lead Paint Law, while beneficial to children, will also have substantial cost implications for OST service providers.

Statutes, which guide the use of OST funding streams, are often categorical or targeted in nature making it difficult for provider agencies to integrate resources to create a single seamless source of program support. Funding streams that support the Beacons program, The After-Three program, and the Advantage After-School program (TASC) fund¹⁰ school-based models, while programs such as the 21st CCLCs and the Extended-day/Violence Prevention program have resource use restrictions as they prioritize or exclusively fund high-needs districts. Program statutes also encourage the use of multiple funding sources by requiring or providing incentives for program providers to match funding allocations with additional resources from private and/or public entities. For example, the statutes which detail the allowable uses for funds supporting the Advantage After Schools program and the Extended Day/Violence Prevention program provide an incentive to match state funds by giving preference to applicants that include a 25% local match as part of their application. Other programs funded with resources that flow through DYCD such as The After-Three Program (TASC), negotiate with the city to form a 3:1 public:private match to leverage public funds. TASC also requires grantees to match TASC funds with a 40% match from other sources of public or private support.¹¹

OST STATUES, REGULATION AND OVERSIGHT

New York City’s OST system is largely governed by **five** city, state and federal statutes. Three lay out regulatory requirements for school-age, family, group family, and informal child care administered by NYS OCFS, the NYC Administration for Children’s Services, and Human Resources Administration; and two regulate TASC programs, AIDP/CAPS, Extended Day/School Violence Prevention, and 21st CCLC, administered by the New York State Education Department and the NYC Department of Education.

TABLE II. OST PROGRAM STATUTES

OST PROGRAM	STATUTE
School-age child care	Section 390, NYS Social Services Law, Part 414
Beacons	Community Development Block Grant (CDBG)
The After-Three Program (TASC)	Section 390, NYS Social Services Law, Part 414
YDDP	NYS Executive Law Article 19-A
Summer Youth Employment Program (SYEP)	Workforce Investment Act, 20 CFR Part 652
City Council Initiatives	N/A ¹²
TASC programs	Section 390, NYS Social Services Law, Part 414
21st Century Community Learning Center (CCLC)	Section 390, NYS Social Services Law, Part 414

¹⁰ Note that Advantage After-School programs may be located at a community-based organization but must obtain approval from OCFS.

¹¹ 21st CCLC, Advantage After School and Extended Day/Violence Prevention are all commonly used to meet TASC match requirements. In fact, many programs often exceed the 40% match requirement precisely because they blend multiple funding sources.

¹² Not applicable.

TABLE II. OST PROGRAM STATUTES (CON'T.)

OST PROGRAM	STATUTE
CAPS/AIDP	Chapter II Regulations of the NYSED Commissioner Subpart 149.2 Setaside for Attendance Improvement and Dropout Prevention
Advantage After-Schools Program	Section 390, NYS Social Services Law, Part 414
Extended Day/Violence Prevention	N/A
NYPL	N/A
QPL	N/A
DPR	N/A

Statutes, regulations and oversight of programs and their associated funding streams vary substantially. Further, because an individual funding stream may not provide the resources necessary to meet operating costs, many provider agencies develop programs that rely on multiple funding streams, which involves meeting a variety of program requirements, some of which are not only cumbersome but conflict. For example, youth development programs and school-age child care programs located in a public school building *and* serving children under age 13 are required to comply with New York State Social Services Law school-age child care regulations *and* New York State Education Department (NYSED) regulations. Conflicting regulations regarding facilities can result in programs being in danger of losing their school-age child care permits. Programs may also be required to develop multiple program outcome and financial reports, track multiple sets of participants, as well as comply with duplicative and costly staff screening and fingerprinting requirements.

II. PROGRAM DETAIL

Section II provides detailed about program parameters, administration, number of children served, statutes, reporting requirements, regulations, in addition to oversight and budget allocations for each program type and funding source that are part of New York City’s child care, youth services, education systems providing OST opportunities.

CHILD CARE. The Child Care Development Block Grant (CDBG) is the primary source of child care funding for school-age children who are placed in school-age child care programs, group child care centers, family and group family child care programs, or provided vouchers for child care services. These funds are matched and supplemented with substantial amounts of city funding.¹³

School-age child care, family child care, group family child care and informal caregivers provide young people age 6 – 13 with OST opportunities. These programs are required to meet regulations promulgated by New York State Office of Children and Family Services (NYS OCFS). Child care regulations – for all modalities excluding informal care – provide the most rigorous regulatory safeguards for children including the level of staff screening, educational requirements, and ratio of children to adults. These regulations are beneficial to children, but a challenge for providers who must cover actual expenses while operating on a budget based on an approximate per child reimbursement rate of \$5,000 per child (rates vary from \$1,000 – \$6,000).

¹³ Over \$175 million in City funds have been allocated to support infant, toddler, preschool and school age child care services for FY '05. In FY '04, the City’s MOE to draw down CCBG funds was \$53 million.

- PROGRAM PARAMETERS School-Age Child Care is provided after school, and sometimes before school, on holidays and during the summer, for children age 6 to 12. These programs operate in schools, nonprofit community based organizations and a small number of family and center-based child care settings.
- ADMINISTRATION of school-age child care, family and group family child care is the responsibility of the NYS Office of Children and Family Services. OCFS promulgates program regulations, and allocates funding to the localities to support child care subsidies and program costs. At the city level, the Administration for Children's Services (ACS) provides child care through contracts with center-based programs and family child care networks and administers a smaller number of vouchers to be used by eligible parents to purchase regulated or unregulated child care in public or private settings of their choice. HRA provides vouchers to families receiving public assistance or transitioning from public assistance and the vouchers may be used in regulated or unregulated child care in public or private settings of their choice.
- NUMBER OF CHILDREN SERVED 41,640 children are enrolled in school-age child care. ACS serves 18,900 school-age children; 13,900 in group child care centers, 1,600 in family or group family child care and 3,400 in informal care settings.¹⁴ HRA serves an additional 22,740 school-age children; with approximately 1,170 in school-age child care programs, 595 in group child care centers, 1,275 in family or group family child care programs, and 19,700 in informal care settings.¹⁵
- STATUTES Title 45, Federal Code of Regulations, New York State Social Services Law, Section 390, Parts 414 (school-age child care), Part 415 (Informal child care), Part 416 (Group family child care), Part 417 (family child care).
- REPORTING REQUIREMENTS are satisfied by the New York City Interim Annual Plan, submitted by the City to OCFS, which provides OCFS with detail about program goals and outcomes.
- REGULATIONS extend to the supervision of children, sleeping and napping arrangements, educational programming, health examinations and immunization requirements for children and staff, qualifications and staff: child ratios. All staff are required to undergo a statewide review of criminal convictions, State Central Registry of Abuse and Neglect screening, and school-age staff working in a school must also receive federal FBI clearance.
- QUALITY OVERSIGHT is the responsibility of the NYS OCFS, and monitoring is conducted by the NYC Department of Health and Mental Hygiene's Child Care Bureau through a contract with OCFS. The Bureau of child care conducts visits of School-age, group family and family child care approximately once every two years. The Bureau of Day Care is also responsible for investigation complaints about informal, unregulated care, and with full implementation of legislation proposed at the state level to increase the safety of legally exempt programs, will soon be responsible for conducting monitoring visits of informal providers who do not participate in the Child and Adult Care Food Program.¹⁶ Family and group family child care providers affiliated with a contracted family child care network also receive additional monitoring from ACS through technical assistance visits conducted by the networks.

¹⁴ Administration for Children Services, June 2004.

¹⁵ Human Resources Administration, May 2004.

¹⁶ Informal providers who participate in this program receive monitoring and technical assistance from sponsoring agencies.

- **ALLOCATION** In FY '04, \$44 million supported ACS school-age child care programs. FY' 04 funding levels for HRA school-age care was not available.¹⁷

YOUTH SERVICES. A majority of youth service programs are supported by 6 funding streams administered by DYCD and OCFS. Additionally, a range of public and private funding supports programs offered by the New York City Public Libraries and the NYC Department of Parks and Recreation.

In FY 04, DYCD provided a total of \$108.86¹⁸ million (\$66.36 million city, \$ 25 million state, and \$17.5 million federal) for OST programs. Approximately, 912,000¹⁹ youth were served by DYCD in programs of varying frequencies and intensity. OCFS provided approximately \$5 million to support Advantage After-School programs in New York City and served 12,347 children and youth. The Department of Parks and Recreation (DPR) served 767,000 children citywide with a combination of public and private funding. The NY Public Library served 767,679 million children in Manhattan, the Bronx and Staten Island with \$13 million in FY '03²⁰, and the Queens Public Library served 200,000 children with \$1.2 million.²¹

Youth services regulatory and program requirements consist of a multi-layered and sometimes overlapping series of guidelines that are determined both by statute and to a larger extent program requirements set forth by administering agencies.

Programs administered by DYCD and OCFS must comply with oversight and reporting requirements as part of their contractual obligations. These include daily attendance tracking, program standards, staff ratios, operating schedules, and monitoring protocols, which often vary in specificity. These requirements are generally promulgated by the administrative agency. For OST programs that are a part of the youth services system (especially DYCD administered programs), rarely are detailed regulatory and program requirements laid out in statute. Rather, the funding streams that support these programs set forth broad programmatic standards. Furthermore, it is important to note that city tax levy dollars represent the bulk youth services funding and do not require specific regulatory or program requirements. For example, City Council Legislative Initiatives are funded with 100% city tax levy and passed through DYCD directly to providers and are not subject to resource restrictions or program eligibility. In contrast, because the public libraries are 501(c) 3s, programs for young people operated by the libraries are not governed by state or city statutes; rather library branches internally monitor youth programs and collect data, and provide information to the public about program activities via the Mayor's Management Report and NYS Interagency Youth Council.

TASC programs are generally subject to a more stringent set of resource restrictions and program requirements. TASC requires grantees to provide a 40% match of other public or private resources and many public funding streams encourage the use of TASC funding to match local funds. As a result, many TASC programs also rely on Advantage After-School, Extended Day/Violence Prevention and 21st CCLC funds. However, programs are only eligible for TASC funding if they meet TASC program requirements above and beyond the statutory guidelines set forth in the public funding sources.

¹⁷ \$409 million supported the entirety of the ACS infant, toddler, preschool and school-age child care system, and \$144 supported care provided to children in those age groups by HRA.

¹⁸ This only includes programs that are provide traditional OST programs and services and are listed in the grid (Beacons, SYEP, The After Three Program, YDDP. This excludes DYCD's Runaway and Homeless Youth programs and Street Outreach/Neighborhood Youth Alliance.

¹⁹ CCC, Keeping Track, (latest edition), unpublished data. This number includes data from all of DYCD's youth programs.

²⁰ FY '03 was the most recent fiscal year for which accurate numbers were available during time of the analysis.

²¹ Statistics on the Brooklyn Public Library's programs for young people were not available.

Detailed below is a description of program parameters, administration, number of children, statutes, regulations, oversight, and budget allocations for Beacons, Youth Development and Delinquency Prevention Programs, Summer Youth Employment Programs, The After-Three Program, New York City Council's Legislative Initiatives, Advantage Schools in addition to funds administered by the New York Public Libraries and the Department of Parks and Recreation's OST programs.

BEACONS

- PROGRAM PARAMETERS Beacons are school-based community centers that serve both children and their families. Beacons operate in school buildings during non-school hours and provide a broad range of afterschool, summer, weekend and evening activities including academic assistance, career awareness/school to work, recreation and life skills. There are currently 80 Beacons in New York City.
- ADMINISTRATION DYCD is responsible for administration of the Beacon program.
- NUMBER OF CHILDREN SERVED In FY04 105,884 young people were served through the Beacon program.²²
- STATUTE Fourteen of the 80 Beacons are funded by the federal Community Development Block Grant (CDBG) and must comply with CDBG regulations. The remaining numbers of Beacons are supported solely with city tax levy and are not subject to statutory requirements. Beacons funded through CTL are selected through a competitive bidding process.
- REGULATIONS Beacons funded with federal CDBG dollars are located in high needs neighborhoods and selected by DYCD based upon analysis of local indicators.
- QUALITY OVERSIGHT DYCD monitors program quality and additional oversight is conducted by the Department of Educations including background checks and fingerprinting for staff.
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- ALLOCATION In FY 04, Beacons were funded with a total of \$30.8 million (\$24.3 million in city and \$6.5 million in federal funds). Each Beacon received \$400,000 with \$50,000 set aside for school opening costs. Applicants for Beacon Community Centers²³ without an ACS foster care prevention program must provide a cash match of other resources of 5% in the first year, 7.5 % in the second year and 10% of the annual funding request in the third year.

YOUTH DEVELOPMENT AND DELINQUENCY PREVENTION (YDDP)

- PROGRAM PARAMETERS YDDP is considered one of the most flexible OST funding streams and supports a wide range of program types including cultural, sports leagues, and community services in a variety of settings such as community centers, parks, and religious institutions. Funding is allocated at the discretion of DYCD to city-wide programs that serve youth in every borough throughout the city and community-specific programs and organized into three (3) initiatives:
 - *Community Share:* The focus of this initiative is on neighborhood and community-based YDDP programs that serve youth in each of the 59 community districts. Each of the 59

²² Beacons are open five days a week year round, and operate after school, during evenings and weekends including summers and days when school is not in session. Activities can range from one day a week, special events to five day a week program.

²³ Beacon ACS Preventive programs protect children and families at risk for entry into the child welfare system with a comprehensive network of supports including case management, treatment, crisis intervention and family support services.

community boards has been allocated YDDP funding based on the 2000 U.S. Census population data for youth ages 6 through 21.

- *Special Priorities:* This YDDP initiative emphasizes programs, similar to Community Share, that address the needs of specific youth populations in one or more neighborhood(s) within a borough, an entire borough or citywide.
- *Public/Private Partnership:* This initiative supports similar youth programs offered by community-based organizations that provide a monetary match of at least 50% of the total cost of each proposed program. Programs may be designed to serve youth in a particular neighborhood(s) or borough(s).
- ADMINISTRATION DYCD administers both the city tax levy and state portion of funds. State funds are distributed by NYS OCFS to the city. The state provides a match for city funds that are administered through a competitive bid and used to meet locally expressed needs.
- NUMBER OF CHILDREN SERVED In FY04 YDDP funding provided 292,000 youth opportunities.²⁴
- STATUTE NYS Executive Law Article 19-A
- REGULATIONS Funds are allocated by the local youth bureau or municipal agency (DYCD) through a competitive bidding process and request for proposal (RFP). DYCD must conduct a local community needs assessment that is outlined in the RFP. Grantees must serve the locally expressed needs. DYCD must distribute funds across all communities.
- QUALITY OVERSIGHT DYCD monitors program progress including data collection and reporting. Historically, YDDP has been a flexible funding stream designed to meet the local needs of each community without rigid program requirements and providers designed programs that met the locally assessed needs of their community. The move towards more rigorous requirements is apparent as DYCD's latest RFP released in 2003 but later rescinded, included detailed program requirements with additional outcome and program standards, and data collection and evaluation criteria.
- ALLOCATION In FY 04, YDDP was funded with a total of \$21 million (\$10 million in city and \$12 million state).

SUMMER YOUTH EMPLOYMENT PROGRAM (SYEP)

- PROGRAM PARAMETERS The target population served by SYEP is youth between the ages of 14-21. Contractors are required to serve no less than 300 but no more than 2,000 youth. Additional provisions include contractor qualifications, required participant services, program administration, and record keeping and reporting requirements (see attachment for specific provisions).
- ADMINISTRATION DYCD administers the city tax levy, state and federal funds for SYEP. DYCD receives state funds from NYS OCFS and federal WIA funds from the U.S. Department of Labor (DOL). Preference is given to applicants who propose to recruit over 50 youth in areas of high unemployment. SYEP funding is allocated across boroughs using the following funding formula:
- NUMBER OF CHILDREN SERVED In FY04 38,842 youth participated in summer youth employment opportunities.²⁵

²⁴Because this funding stream has few resource restrictions, YDDP programs range widely from one-day a week to a five-day a week program.

²⁵ In FY 04, SYEP was a seven-week program with a 30-hour workweek.

- STATUTE Workforce Investment Act,²⁶ 20 CFR Part 652.
- ALLOCATION In FY 04, SYEP was funded with a total of \$42.2 million (\$16.2 million city, \$15 million state and \$11 in federal Workforce Investment Act funds).

Approximate percentage of funding to be allocated to each borough =

$$\frac{.5 \times \text{Total youth in the borough}}{\text{Total youth in New York City}} + \frac{.5 \times \text{Total low income youth in the borough}}{\text{Total low-income youth in New York City}}$$

THE AFTER-THREE PROGRAM

- PROGRAM PARAMETERS The After-Three program is a school-based afterschool program that operates between the hours of 3-6pm. TASC requires programs to fulfill a 40% match requirement. At least half of the match should come from a public source. Programs are funded at a rate of no more than \$1,000 per student²⁷ for a five day a week afterschool program, that operates on school days only. This rate is exclusive of snacks, security, transportation, custodial services, and space costs which are provided in kind by NYC DOE.
- ADMINISTRATION DYCD contracts with TASC to provide after school services and distributes funding to providers through a competitive bidding process. DOE is responsible for conducting fingerprinting and background checks on all staff and volunteers as well as security, custodial, and transportation services.
- NUMBER OF CHILDREN SERVED In FY04 the program served approximately 20,000 youth in 88 sites city-wide.²⁸
- STATUTE Section 390, NYS Social Services Law Part 414 (school-age child care).
- REGULATIONS Programs must meet school-age child care guidelines and obtain a child care permit if serving children ages 6 - 12 or if serving children and youth in mixed aged groups of 6 - 12 and 13 and over. (Refer to discussion of school-age child care regulations above). All TASC programs must also have a full-time site coordinator, track daily attendance, and participate in TASC evaluation efforts. Recently, TASC has incorporated the Program Quality Self Assessment Tool which requires programs to measure performance using specific program standards and indicators across ten areas including: Environment/Climate, Administration/Organization, Relationships, Staffing/Professional Development, Programming/Activities, Academic Alignment/Achievement, Youth Participation/Engagement, Parent/Family/Community Partnerships, Program Sustainability/Growth, Measuring Outcomes/Evaluation.
- QUALITY OVERSIGHT TASC monitors program quality and additional oversight is conducted by DOE (background checks and fingerprinting of staff) and the Department of Health and Mental Hygiene's Child Care Bureau through a contract with OCFS. The Bureau of Child Care conducts visits of school-age programs once every two years.

²⁶Retrieved from DOL website: <http://www.doleta.gov/usworkforce/wia/finalrulelarge.htm>

²⁷ According to the Independent Budget Office (IBO), the per participant cost of \$1000 is made up of approximately \$760 in city tax levy with the remainder in TASC funds.

²⁸ The After-Three Program operates from 3-6pm, five days a week, Monday to Friday only during the school year.

- ALLOCATION In FY 04, the After-Three program was funded with \$10.5 million in city tax levy²⁹ that was matched by a portion of \$100 million private TASC's funds. The New York City Department of Education (DOE) also provides a mix of in-kind and direct funds. In kind donations cover the cost of fingerprinting, snacks, para-professionals and transportation for students with special needs, supplies, security and computer lab maintenance. The allocation also includes DOE payments to training providers who provide central and on-site professional development opportunities to the 5,000 CBO staff members who work at TASC-funded sites. It is important to note that TASC funds are often used to meet match requirements for other public funding sources (such as the Advantage After-School Program for example).

NEW YORK CITY COUNCIL LEGISLATIVE INITIATIVES

- PROGRAM PARAMETERS These are city funds pass through DYCD and are allocated directly to community-based organizations.
- ALLOCATION In FY 04, the City Council provided a total of \$4.3 million in city funds to support a variety of local youth programs including but not limited to the Institute for Student Achievement, Virtual Ys, and the Sports and Arts Foundation (detail on City Council supported youth initiatives is included annually in Schedule A of the Adopted Budget).
- NUMBER OF CHILDREN SERVED Data not available.

THE ADVANTAGE AFTER -SCHOOL PROGRAM (AASP)

- PROGRAM PARAMETERS Advantage After-School programs are after-school programs designed to improve social, emotional and academic competencies of school age children; reduce negative youth behaviors such as violence, crime, tobacco and substance abuse, disengagement from school, school suspension, and truancy; reduce the threat of violence in schools; and prevent and reduce teenage pregnancy. Program activities are broad in nature and can include academic, recreation, self-esteem, and life skills opportunities.
- ADMINISTRATION OCFS administers state funds directly to providers.
- NUMBER OF CHILDREN SERVED In FY04 approximately 10, 757³⁰ youth were served by Advantage After-School programs citywide.³¹
- STATUTES **Because New York State supports** the Advantage After-School program with federal TANF funds, programs are required to comply with TANF guidelines. AASP must also meet Section 390, NYS Social Services Law Part 414 (school-age child care).
- REGULATORY/PROGRAM REQUIREMENTS Programs must be operated by a community-based organization in a formal partnership agreement with a school or other partners. Preference is given to programs operated in school buildings however other sites are permitted where another location can be justified. AASP must be available at a minimum of three hours after school. Programs may elect to extend hours into the evening particularly when serving older youth. Funds are not available for weekend and summer programming. Programs are expected to meet AASP Program Standards of Excellence and must develop a program plan that outlines how they will meet standards. AASP has four desired program outcomes:
 - To improve the social emotional academic and vocational competencies of children.

²⁹ DYCD and DOE.

³⁰ OCFS, Advantage Schools List of Current Grants, retrieved from website.

³¹ Advantage Schools operate a five-day week afterschool program.

- To prevent and reduce adolescent pregnancy.
- To reduce negative youth behaviors
- To provide parents with a safe after school environment for their children and youth.

TANF funded programs must meet one in a series of program goals. New York State has chosen to meet the goal of preventing teenage pregnancy. As a result, each program must include a clear strategy for preventing adolescent pregnancy and provide data on the number of families served in addition to monthly expenditures to facilitate TANF claims. (see attached for TANF requirements.) Finally, AASP must also meet SACC requirements which extend to the supervision of children, sleeping and napping arrangements, educational programming, health examinations and immunization requirements for children and staff, qualifications and staff: child ratios. Staff are required to undergo a statewide review of criminal convictions, NYS SCR screening and school-age staff working in a school must also receive federal FBI clearance.

- QUALITY OVERSIGHT OCFS monitors compliance with TANF regulations, program progress and reporting requirements, and the NYC Department of Health and Mental Hygiene (DOHMH) conducts oversight pertaining to school age child care as provided in Section 390, NYS Social Services Law Part 414 . Those programs receiving TASC funds must also meet TASC program requirements.
- ALLOCATION In FY 04, the program was funded statewide with \$10 million ,³² of which approximately \$6 million has been allocated to New York City programs. Notably, as noted earlier, programs that meet TASC program requirements may use Advantage dollars to fulfill TASC match requirements.

NY PUBLIC LIBRARIES

- PROGRAM PARAMETERS The NY Public Library is a 501(c) 3 that receives the bulk of its funding from the city and to a lesser degree New York State. NYPL is responsible for providing library services to the public in the boroughs of Manhattan, the Bronx and Staten Island.
- ADMINISTRATION is conducted by the NYCPL.
- NUMBER OF CHILDREN SERVED Approximately 657,910 children were served in programs varying in frequency and intensity of programming in FY '03. (Data on FY04 services levels could not be obtained).
- STATUTE No specific statute governs NYCPL's youth service programs The New York Public Library is a 501(c) 3 that receives 80 percent of all funding from city, state and federal funding.
- QUALITY OVERSIGHT is conducted by the NYPL Board of Trustees.
- ALLOCATION Of the approximately \$13 million spent on programs for young 77 % was city and 9% state funding. Private funding, of an undisclosed amount, comes from various foundations including: the Hillendale Group of the Selzberger Foundation, the Louis Calder Foundation, the Target Foundation, the Wallace Foundation and the Yahoo Foundation also support OST activities provided in public library settings.

³² It is important to note that state funding for Advantage Schools increased to \$20.2 million in FY 05.

QUEENS PUBLIC LIBRARY (QPL)

- PROGRAM PARAMETERS The Library is a 501(c) 3 that provides library services in Queens.
- ADMINISTRATION of the Library is conducted by the NYPL Board of Trustees.
- NUMBER OF CHILDREN SERVED 200,000 children were served³³
- STATUTE No specific statute governs QPL's youth services programs. The GPL is a 501(c) 3 that receives 80 percent of its funding from city, state and federal funding and the remaining 20 percent from private contributions.
- ALLOCATION Of the funding spent on young people, \$42,000 was from public sources, and \$1.2 million from private foundations. These include contributions from Newsday McCormick Charities, the Wallace Foundation, and the Booth Ferris Foundation.

BROOKLYN PUBLIC LIBRARY (BPL)

- Data on Brooklyn Public Library could not be obtained.

THE DEPARTMENT OF PARKS AND RECREATIONS (DPR)

- PROGRAM PARAMETERS The NYC DPR operates parks citywide, and provides programs for young people from summer camps to sports, which vary substantially in frequency and intensity.
- NUMBER OF CHILDREN SERVED The agency estimates that they served 767,600 in FY 04. This number includes children who attend a program for a single day and young people who participate in more intense OST programming made available by DPR.³⁴
- STATUTES AND REGULATIONS No single statute regulates DPR programs for young people, rather a variety of state and city regulations govern a range of activities. For example, DPR Summer camps are licensed and regulated by the DOHMH, sports instruction programs and clinics are administered by New York State Education Department certified coaches, NYS Department of Health certified lifeguards and other instructors.
- QUALITY OVERSIGHT is conducted according to guidelines and standards established by DPR in accordance with best practices, and by utilizing procedures from other youth service providers that have proven successful.
- ALLOCATION DPR youth programs are funded through a variety of public and private entities with the bulk of the agency's OST funding from the Urban Park Service, the City Parks Foundation, and City Pools, in addition to intracity support from the NYC Department of Education, Department of Mental Health and Hygiene, HRA, ACS and TASC. Data on total allocation supporting OST services was not available.

EDUCATION. Together the New York State Education Department (SED) and the New York City Department of Education (DOE) administers 4 separate funding streams and 4 major program types.

OST programs administered by the NYSED and the NYC DOE are focused on improving academic outcomes, dropout prevention and creating a safe and supportive learning environment in the schools. Regulations provide broad guidelines for achieving these goals, and programs have great latitude to

³³ Programs varied in frequency and intensity.

³⁴ DPR provides a broad range of OST activities including five day a week afterschool programs, summer and single event activities.

design programs under this rubric. Monitoring and oversight is typically limited or delegated to local agencies that administer the grants.³⁵

21ST CENTURY COMMUNITY LEARNING CENTER (CCLC)

- PROGRAM PARAMETERS Authorized by Title IV-B of the No Child Left Behind Act, 21st CCLCs provides K-12 students in high-poverty and low-performing schools and other youth with K-12 with opportunities for academic enrichment , in addition to a counseling, drug and violence prevention programs, technology education programs, art, music, drama, and literacy development programs. The 21st CCLC programs can operate before or after-school, and during non -school hours.
- ADMINISTRATION The New York State Education Department administers funds to program providers and allocates 60% of state funds to NYC based upon federal Title 1 formulas.
- NUMBER OF CHILDREN SERVED Data not available.³⁶
- STATUTE Title IV-B of the No Child Left Behind Act (NCLB) requires programs to meet school-age child care requirements as outlined in Section 390, NYS Social Services Law Part 414.
- REGULATIONS Title IV-B of NCLB mandates that 21st CCLC funds be targeted to Title I schools where 40% of students receive free lunch low-income youth. Furthermore, New York State prioritizes funding for middle school youth, English language learners, students with disabilities and high school non-completers. As outlined in Title IV-B of NCLB , program requirements are broad. Grantees are required to develop programs using an established set of performance measures aimed at ensuring the availability of high quality academic enrichment opportunities, and research-based practices that have proven successful in helping students meet state and local academic achievement standards. Programs must also undergo a periodic evaluation to assess progress toward achieving its goal of providing high quality opportunities for academic enrichment. An annual program and fiscal report is required. Additionally, enrollment is first come first serve and programs must notify private schools that students are eligible.
- QUALITY OVERSIGHT will eventually be conducted by NYSED. Currently, staffing deficits preclude monitoring and oversight visits.
- ALLOCATION In FY 04 ³⁷, New York City received \$19.2 of \$32.8 million (state-wide) for 21st CCLCs. The average award per site was \$150,000. In 2001, the passage of No Child Left Behind converted this program to a formula grant based on the state's share of Title I, Part A funds. Prior to that it was administered by the US Department of Education. Unexpired grants made by the federal government will continue to be administered by US DOE until their expiration. Particular strengths of the program include the ability for programs to include costs for an outside program evaluator (not greater than 8% of total grant), no participant number requirements and a contract length of five years. Funding can only be used to supplement existing funds and not supplant existing funds.

³⁵ For example, funding for AIDP/CAPS is distributed from NYSED to the United Way who is responsible for contract management and program monitoring.

³⁶ NYSED does not disaggregate data by the number of children served in NYC.

³⁷ The last round of funding was administered in FFY 02.

ATTENDANCE IMPROVEMENT DROPOUT PREVENTION COMMUNITY ACHIEVEMENT PROJECT (AIDP/ CAPS)

- PROGRAM PARAMETERS CAPS is the portion of AIDP that is administered by the United Way and TASC to community-based organizations with the goal of reducing the drop out rate and improving school attendance through positive youth development experiences.
- ADMINISTRATION The New York State Department of Education allocates CAPS funding to the New York City Department of Education (DOE), which is then administered by the United Way to grantees.
- NUMBER OF CHILDREN SERVED 24,270 citywide.³⁸
- STATUTE Attendance Improvement and Dropout Prevention (AIDP) provides a set aside for CAPS as outlined in Chapter II Regulations of the Commissioner, Subpart 149.2.
- REGULATIONS Regulatory requirements for CAPS are broad, but extend to program plan development targeted to schools with chronic truancy rates, including a regular review of attendance and academic records of pupils in the district, linking program services to plans for school wide improvement, provision of services to pregnant students, students from families receiving public assistance, living in shelters and at risk for entry into the child welfare system.
- QUALITY OVERSIGHT The State Education Department is responsible for monitoring and oversight, however, there is no mechanism or staff for monitoring visits. On the city level, the United Way monitors program quality,³⁹ and compliance with DOE fingerprinting and background checks.
- ALLOCATION In FY 04, CAPS was funded with a total of \$15 million (\$1 million in private funds from the United Way, \$14 million in state funds). There are approximately 100 CAPS programs serving 24,470 youth in New York City. In FY '05 New York State eliminated its AIDP funding and New York City has allocated \$13 million in funds to support this program.

EXTENDED DAY/ VIOLENCE PREVENTION

- PROGRAM PARAMETERS Extended Day/Violence Prevention supports school-based afterschool programs for students in high needs school districts through a broad range of activities including arts, mentoring, conflict resolution, and academic assistance.
- ADMINISTRATION This program is part of the NYS Education Department and is authorized under the Learning, Achieving and Developing by Directing Education Resources program (LADDER) to school districts and community-based organizations.
- NUMBER OF CHILDREN SERVED Data not available.⁴⁰
- STATUTE Data was unavailable.
- QUALITY OVERSIGHT The NYSED monitors program quality and requires an annual report from grantees Staff are subject to DOHMH and DOE fingerprinting and background checks.
- ALLOCATION In FY 04, the program was funded with \$30.2 million statewide, of which New York City received \$15 million.

³⁸ CAPS programming ranges in frequency and intensity but are generally regularly scheduled activities or events.

³⁹ Programs are required to meet program goals as outlined in program plans and meet attendance improvement targets which vary from school to school.

⁴⁰ NYSED does not disaggregate data by the number of children served in NYC.

IV. INTERPRETATION OF FINDINGS

PROGRAMS AND FUNDING

- Service providers rely on a number of different funding sources in order to cover the operating costs of OST programs and services and to mitigate the impact of unstable funding sources and zero growth in funding streams. OST providers often have difficulty sustaining programs and planning for growth. For example, a community-based organization that operates an afterschool program, from 3-6pm, five days a week have rely on resources from from The After- Three Program, Beacons, City Council Legislative Initiatives as well as the Summer Youth Employment Program.⁴¹ A reduction in any one funding stream places program capacity and service continuity at risk.
- Programs that rely on multiple funding streams have a particularly difficult time meeting multiple requests to collect data, track participation and write and submit reports. For the most part, OST funding streams cover direct services and do not provide a separate allocation for data collection, evaluation and other costs associated with program administration. Programs often bear this burden without adequate staff or program capacity. For example, Beacons have operated with no funding increases over the past decade while at the same time the number of programs, required number of youth participants,⁴² and data collection requirements have increased steadily. Similarly, regulatory requirements for school-age child care have increased to provide greater protection to children; however, these regulations have not been accompanied by increases in reimbursement for child care services. Many funding streams require that grantees have existing capacity (staff and technology) to meet these requirements while failing to support these needs.
- Although match requirements help supplement limited public funds, it is difficult for OST providers to secure private funding and meet match requirements. Private fundraising can be particularly difficult for smaller service providers with close community and neighborhood ties and a more targeted service plan and population. Furthermore, unstable OST public and private funding sources make it difficult for providers to rely on funding or ensure that match requirements are met during the life of the program.
- The literature suggests that high quality OST programs operate with a per participant cost between \$4,000 - \$5,000 for an afterschool program operating five days a week.⁴³ In New York City, per participant costs average below these standards and do not support the full cost of operating OST programs and services. Programs have been forced to stretch their dollars to both provide adequate programs and services and meet program and contract requirements for personnel, facilities and evaluation. They are also forced to raise private dollars to supplement government support and make programs whole. Further, school age child care programs funded through the child care system, rather than the youth services system; have proven more successful at meeting higher regulatory requirements. A more stable form of funding, and historically more constructive and thorough relationship with the Administration for Children's Services (when compared with DYCD and its contracted agencies) have also enabled smaller, community-based organizations to operate programs in neighborhoods lacking larger multi-service agencies.

⁴¹ YMCA testimony before the Youth Services Committee of the New York City Council on the FY 04 Preliminary Budget.

⁴² The minimum number of youth served has risen from 850 to 1200 within the past five years.

⁴³ Average per participant costs vary depending on the frequency of services and program type.

STATUTES, REGULATIONS AND OVERSIGHT

- Levels of monitoring and oversight vary by funding stream, payment, program type and venue. Depending on the funding source, programs must meet multiple sets of regulatory and reporting requirements some of which overlap, while others may use a separate tracking system and require a distinct set of evaluation protocols. In some cases, programs funded solely by city tax levy are not required to meet regulatory requirements as a condition of the grant.

Many administering agencies prescribe program requirements above and beyond what is required of the funding streams. For example, DYCD administers city tax levy funds, which do not come with specific program requirements, however, DYCD contracts holds service providers accountable to program requirements that are incorporated into an RFP as part of the competitive bidding process. Requirements can also vary across funding streams making it difficult for providers with multiple contracts to meet all of the requirements without straining resources. For example, although the NYS Advantage After-School program and TASC programs share some common requirements, programs that want to be eligible for TASC matching funds must meet an alternative and more stringent set of resource-use restrictions and program requirements as required by TASC. As a result, providers with already limited resources can find it difficult to meet these requirements and compete successfully for scarce OST funds.

- Compliance with staff clearance and fingerprinting requires multiple screenings from a variety of oversight agencies. The New York City DOE, ACS, DOHMH, DYCD, and the New York State OCFS require a review of criminal convictions for the staff and volunteers of OST programs. While a criminal history check is a necessary precaution to safeguard the well-being of children, these regulations often require caregivers to be fingerprinted multiple times, at significant cost to the city and state agencies and program providers. Furthermore, the level of clearance varies by agency, program location, and method of payment, providing children and youth with differing levels of protection.

V. RECOMMENDATIONS: BUILDING A SYSTEM OF HIGH QUALITY OST PROGRAMS

ADEQUATE FUNDING TO SUPPORT HIGH QUALITY OST PROGRAMS AND INCREASE ACCESS

- **Provide adequate funding system-wide to improve access to OST opportunities for young people and ensure adequate per participant reimbursement to provider agencies, including resources for staff development, program evaluation, and to promote program sustainability and growth.** The OST literature suggests that high quality OST programs cost on average \$5,000 per child. This level of funding is also essential if the City is to achieve program standards outlined in the OST planning process, and to support skills and academic development in young people that will lead to higher academic outcomes and stronger social and emotional developmental assets for children in New York City. Adequate funding promotes a more effective and stable workforce, and improves access to OST programs.
- **Explore the provision of stable sources of funding through dedicated funding streams for children’s services.** Many cities including Seattle and San Francisco have created a separate city tax levy fund for children’s services in order to adequately fund OST services.
-

CREATE AND IMPLEMENT UNIFORM PROGRAM STANDARDS, PERFORMANCE MEASURES AND OVERSIGHT

- **Develop and implement uniform program standards, performance measures and oversight procedures.** There currently exists a web of overlapping and sometimes conflicting program standards, performance measures and rigorous oversight procedures. Greater uniformity among program standards and performance measures helps to ensure that children and youth receive high quality OST services across all programs.
- **Review existing statutes and regulations and examine opportunities to streamline program standards, performance measures and oversight procedures.** Streamlined oversight procedures and requirements (i.e. staff clearances and fingerprinting) to best protect the safety and security of children and youth while reducing the strain on program resources.

STREAMLINE PROGRAM ADMINISTRATION, AND REQUIREMENTS.

- **Revise resource-use restrictions to enable the City to create an OST system that enables programs to blend funding streams seamlessly to meet the needs of children and their families.** While some providers have had success combining a variety of program funds to support programs and services, for others, the restrictions and requirements of specific funding streams have presented a barrier to program coordination, sustainability, and growth. Experience in San Diego, where the Mayor’s Office acts as an intermediary and fiscal agent for OST programs throughout the city,⁴⁴ identifies ways which enable the city to pool resources and ensure that individual programs are not devastated by cuts to any individual funding stream. Additionally, greater technical assistance is needed to help providers maximize multiple funding streams and make programs whole.

Consider the development of an interagency coordination mechanism and agreements to facilitate program operation, planning and management. If New York City is to develop a truly unified system of Out-of-School-Time opportunities for young people, it will be necessary to coordinate and plan across the large number of agencies currently responsible for administering

⁴⁴ San Francisco’s 6 to 6 OST Initiatives.

youth development programs.

- **Create and use streamlined reporting requirement and technology.** Consider developing and using a uniform reporting tool that captures an upper threshold of information that is required by all funding streams. The city should coordinate and facilitate data sharing among OST oversight agencies as part of New York City's Integrated Human Services Project. This would provide an infrastructure that would help to eliminate duplicative requirements, service gaps and inconsistencies in data collection for OST system-wide.