

NLWJC - Kagan

DPC - Box 025 - Folder 002

**Family - Child Care Policy: After
School [2]**

Withdrawal/Redaction Sheet

Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. email	Paul Weinstein Jr. to Jennifer Klein re: Crime Prevention Council [partial] (1 page)	12/16/1997	P6/b(6)

COLLECTION:

Clinton Presidential Records
 Domestic Policy Council
 Elena Kagan
 OA/Box Number: 14362

FOLDER TITLE:

Family - Child Care Policy: - After School [2]

2009-1006-F

ke663

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Family - child care - policy -
after school



2347 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515-3228
202/225-3615

DISTRICT OFFICE:
3120 FEDERAL BUILDING
100 STATE STREET
ROCHESTER, NY 14614-1309
716/232-4850
TTY 716/454-4805

E-mail: louiseny@mail.house.gov
web: <http://www.house.gov/laughter/>

COMMITTEE ON RULES
SUBCOMMITTEE
RULES AND ORGANIZATION
OF THE HOUSE

CAUCUS FOR WOMEN'S ISSUES

CONGRESSIONAL ORGANIZATION
FOR THE ARTS
CHAIR

DEMOCRATIC LEADERSHIP
VICE CHAIR: RESEARCH

WHIP-AT-LARGE

CONGRESS OF THE UNITED STATES

LOUISE M. SLAUGHTER
28TH DISTRICT, NEW YORK

It's 4:00 p.m.

Do You Know Where Your Children Are?

The April 27th edition of *Newsweek* featured an article with the above title about the importance of after-school child care (Jonathan Alter, pages 28-33). According to the article:

A Newsweek poll shows that the number of Americans who worry 'a lot' that their kids will get involved with troublemakers or use drugs or alcohol was up by a full one third since 1990. With 17 million American parents scrambling to find care for their school-age children during work hours, the problem keeps growing...

Among cops, social service types and policymakers, there's a new awareness that structured activity during out-of-school hours is absolutely critical to confronting many of the country's most vexing social problems.

Congress has an obligation to help expand after-school care programs for school-age youth. I urge you to cosponsor the America After-School Act, H.R. 3400, which will help provide positive, supervised activities for young people when the school day ends. H.R. 3400

expands the Child Care Development Block Grant to support before- and after-school care, increases funding for the 21st Century Community Learning Center program, and routes juvenile justice funds into after-school prevention programs. Please contact me or call Julie Kashen in my office at 225-3615 if you would like to cosponsor my bill. I encourage you to read *Newsweek's* feature about Stephen Ruggs to learn more about why you should cosponsor H.R. 3400.

Sincerely,

Louise M. Slaughter
Member of Congress

Stephen Ruggs MASSACHUSETTS

ASK STEPHEN RUGGS WHERE he would be without the Rev. Eugene Rivers's after-school program, and he doesn't hesitate. "I'd be at the park somewhere, where people beat up on other people just for looking at them." Or worse—the 14-year-old had a friend who he says was killed over a \$2 I.O.U. Instead, Stephen is bent over a table at the Ella J. Baker House, a renovated Victorian building in the rough Boston neighborhood of Dorchester, working hard at an anti-smoking campaign he and his friends in the program will be presenting to younger children. Stephen's grandparents, both of whom work for the city transit authority and have raised him since he was a baby, see Baker House as "a haven," and the boy agrees. "The kids here are the lucky ones," he says.



RICHARD SCHEIDT - AP/WIDEWORLD

**Summary of the Congresswoman Slaughter's America After School Act
H.R. 3400**

Promoting Safe After School Activities

Title I: Child Care and Development Services

- Expand the Child Care Development Block grant (CCDBG) to increase the availability and affordability of quality before and after school health care, and summer and weekend activities for school age children to promote good health and academic achievement and to help avoid high risk behavior. Programs must demonstrate inclusion of disabled children;
- Includes grants to schools, community-based organizations, child care, youth, and community centers, or partnerships in low-income areas.

Title II: The 21st Century Community Learning Center Program

- Expand the 21st Century Community Learning Center Program by:
 - Increasing the supply of before and after-school programs in a cost-effective manner by using public schools and their existing resources, such as computers, libraries, and gymnasiums, through a one-to-one matching provision that can be met by using in kind or cash resources.
 - Streamlining the application process and strengthening fiscal accountability mechanisms by including the local education agency in the application process, but keeping the responsibility for running the program at the school level.

Title III: Crime Prevention Program

- Direct half of the \$500 million new juvenile justice funds to after school prevention programs, instead of just enforcement programs.
- Offer grants on a matching basis to the public and private agencies that conduct after-school prevention programs in high crime neighborhoods and areas with significant numbers of at-risk youth.
- Grantees must coordinate with state or local juvenile crime control programs.

**NATIONAL ADVISORY
COMMITTEE**

POLICE

Philip Arreola
Chief, Tacoma, WA
Sherman Block
Sheriff, LA County, CA
William Bratton
Fmr. Commiss'r., NYC
Sam A. Cabral
President, Int'l Union of
Police Ass'ns, AFL-CIO
Dean M. Esserman
Chief, Stamford, CT
Edward A. Flynn
Chief, Arlington, VA
Thomas C. Frazier
Police Commissioner,
Baltimore, MD
Gilbert G. Gallegos
President, Fraternal
Order of Police
E. Douglas Hamilton
Chief, Louisville, KY
Phil E. Keith
Chief, Knoxville, TN
R. Gil Kerlikowske
Commissioner, Buffalo, NY
Charles A. Moose
Chief, Portland, OR
Patrick V. Murphy
Former Commiss'r, NYC,
DC, Detroit, Syracuse
Dennis E. Nowicki
Chief, Charlotte, NC
Ruben B. Ortega
Chief, Salt Lake City, UT
Bernard C. Parks
Chief, Los Angeles, CA
Matt L. Rodriguez
Fmr. Police Sup't, Chicago, IL
Joseph Samuels, Jr.
Chief, Oakland, CA
Darrell Sanders
Chief, Frankfort, IL
Jerry Sanders
Chief, San Diego, CA
Darrel W. Stephens
Fmr. Chief, St. Petersburg, FL
Patrick J. Sullivan, Jr.
Sheriff, Arapahoe Co., CO
Donald H. Warshaw
Chief, Miami, FL

PROSECUTORS

Ronald Earle
District Atty., Travis Co., TX
Norman S. Early, Jr.
Former D.A., Denver, CO
Ralph C. Martin, II
District Atty., Suffolk Co., MA
Elliot L. Richardson
Former Attorney General
and Secretary of HEW, of
Defense and of Commerce
Grant Woods
Attorney General, AZ

CRIME SURVIVORS

Frances Davis
Fdr., Mothers of All Children
Ellen Halbert
Editor, National Crime
Victims Report
Carole Grant Hall
Director, Ginger Ridge
Residents' Initiative
Marc Klaas
Fdr., Klaas Fdn. for Children
Dennis Lees, Ph.D.
Mgr., Mental Health Clinic
Jean Lewis
President, Parents of
Murdered Children
**Gordon Rondeau &
Elaine Rondeau**
Founders, Action America:
Murder Must End Now

**FIGHT
CRIME**



**INVEST
IN KIDS**

President
Sanford A. Newman

Associate Directors
Amy R. Dawson
Brendan J. Fitzsimons

Communications Director
John W. Bartlett

March 31, 1998

The Honorable Edward Kennedy and Louise Slaughter,
United States Congress
Washington, DC 20510

Dear Senator Kennedy and Representative Slaughter,

As an organization led by police, prosecutors, and crime survivors, we know that quality after-school programs are among the most powerful weapons available to fight crime.

We write to congratulate you on your leadership in introducing crime-preventing after-school legislation, and to indicate our support for your efforts.

FBI data show us that the peak hours for violent juvenile crime are from 3:00 p.m. to 8:00 p.m. In the hour after the school bell rings, juvenile crime suddenly *triples* and prime time for juvenile crime begins. More than half of all violent juvenile crime occurs between 2:00 p.m. and 8:00 p.m., and almost *two-thirds* occurs in the nine hours between 2:00 p.m. and 11:00 p.m.

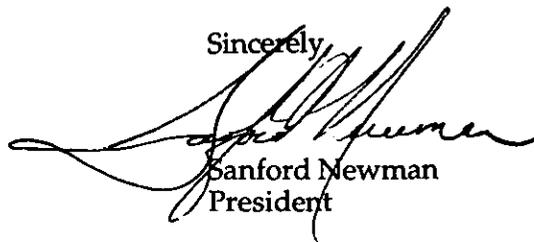
Quality after-school, weekend and summer programs for children and youth can cut crime dramatically — by offering school-age kids a safe haven from negative influences, and providing constructive activities that teach them not only the skills they need to succeed, but also values like responsibility, hard work, and respect and concern for others.

Despite clear evidence that quality after-school programs have a dramatic crime prevention impact, we are only serving a small portion of the children and youth who need these programs. More than 5 million children now spend their after-school hours unsupervised and vulnerable to the negative influences of gangs, drugs, and crime. This gaping shortfall in the investments needed to help all children and youth get the right start and develop into contributing citizens is a crime prevention deficit.

The American After School Act (S. 1697, and it's companion H.R. 3400) would be a major step forward in closing our after-school program crime prevention deficit. We therefore urge Congress to pass this legislation.

Thank you for your leadership on this critical crime prevention issue,

Sincerely,



Sanford Newman
President

Fam-child care policy -
after school



01:26:23 PM

Record Type: Record

To: Elena Kagan/OPD/EOP

cc: Nicole R. Rabner/WHO/EOP, Jennifer L. Klein/OPD/EOP

Subject: Kennedy after school bill

fyi - Senator Kennedy is dropping his bill on after-school on Monday. It has \$5 billion over 5 for CCDBG (through a new title), \$1 billion over 5 for 21st Century Learning Centers, and \$1.25 over 5 for some kind of crime prevention fund. He only has Democratic cosponsors so far - Boxer, Kerry, Wellstone, etc - and they're waiting to see if Dodd will join. They of course want our support for their bill.

Fam-child care policy -
after-school

**Summary of Senator Kennedy's
Proposed After School Legislation
"America After School Act"**

Promoting Safe After School Activities [\$7.25 billion over 5 years]

Title I: Child Care and Development Services

- Expand the Child Care Development Block grant (CCDBG) (grants) to increase the availability and affordability of quality before and after school care, and summer and weekend activities for school age children to promote good health and academic achievement and to help avoid high risk behavior. Programs must demonstrate inclusion of disabled children;
 - grants to schools, community-based organizations, child care, youth, and community centers, or partnerships in low-income
 - costs: \$5 billion over 5 years

Title II: The 21st Century Community Learning Center Program

- Expand The 21st Century Community Learning Center program by:
 - Increasing the supply of before and after-school programs in a cost-effective manner by using public schools and their existing resources, such as computers, libraries, and gymnasiums, through a one-to-one matching provision that can be met by using in kind or cash resources;
 - Streamlining the application process and strengthening fiscal accountability mechanisms by including the local education agency in the application process, but keeping the responsibility for running the program at the school level.
- costs: \$1 billion over 5 years

Title III: Crime Prevention Program

- Direct half of the \$500 million new juvenile justice funds to after school prevention programs, instead of just enforcement programs.
- Grants would be offered on a matching basis to public and private agencies that conduct after-school prevention programs in high crime neighborhoods and areas with significant numbers of at-risk youth.
- Grantees must coordinate with State or local juvenile crime control programs.
- costs: \$1.25 billion over 5 years

THE WHITE HOUSE

WASHINGTON

January 26, 1998

ANNOUNCEMENT OF MOTT FOUNDATION COMMITMENT TO EXPAND
AFTER-SCHOOL CARE FOR CHILDREN

Date: Monday, January 26, 1998
Time: Approx. 10:00 am
Location: Roosevelt Room
From: Bruce Reed
Melanne Verveer

I. PURPOSE

The purpose of this event is (1) to discuss the details of the after-school component of your child care initiative and (2) to announce that the C.S. Mott Foundation will commit up to \$55 million over five years to enhance the quality of before- and after-school programs.

II. BACKGROUND

21st Century Learning Center Program

As a part of your child care initiative, you proposed to expand the funding level of the 21st Century Learning Center Program to \$1 billion over five years, which will enable up to 500,000 children to participate in after-school programs each year. The program is currently funded at \$40 million for FY 1998. The 21st Century Learning Center Program assists school-community partnerships to create or expand before- and after-school programs, primarily by helping public schools to stay open before and after school hours. Details of the program include: (1) a local match that will increase total investment in after-school programs to \$2 billion annually; (2) better targeting of the funds to high-need communities; (3) a requirement that schools work closely with community organizations in establishing these programs; and (4) a set-aside of up to 10 percent of funds for community organizations to establish or expand their own after-school programs.

Mott Foundation Announcement

The Charles Stewart Mott Foundation will commit up to \$55 million over five years to support your proposal to expand dramatically after-school opportunities for children through the 21st Century Learning Center Program. The Mott Foundation intends to use the new funds for training and technical assistance to help achieve four goals: (1) integrate learning into after-school programs; (2) expand access to quality, extended learning programs; (3) ensure program availability among low-income and hard-to-reach populations; and (4) develop innovative models to be shared with the field. In addition to this new investment, the Mott Foundation has made a \$2 million grant to fund 11 regional meetings to assist schools applying for the \$40 million available in the 21st Century Learning Center program in the current fiscal year. The Mott Foundation is based in Flint, Michigan.

Senator Kennedy Proposal

Senator Kennedy plans to highlight the need for after-school programs at an event in Boston, MA on Monday afternoon. He will likely announce his plans to introduce legislation to build the supply of good after-school programs through investments in the 21st Century Learning Center program, a new title to the Child Care and Development Block Grant, and new funding in the Juvenile Justice bill.

III. PARTICIPANTS

Briefing Participants: TBD

Event Participants:

The President
The First Lady
The Vice President
Secretary of Education Richard Riley

Bill White, Mott Foundation Chairman and President

Rand and Debra Bass, parents from Arlington, VA

Approximately 40 leading education and child care advocates (see attached list of participants)

IV. SEQUENCE OF EVENTS

- YOU, the First Lady, and the Vice President will proceed to the Oval Office for a briefing;
- YOU, First Lady, and the Vice President will proceed to the Roosevelt Room;
- The First Lady will proceed to the podium, make remarks, and introduce Secretary Riley;
- Secretary Riley will make brief remarks and introduce Mott Foundation President Bill White;
- Mott Foundation Bill White will make brief remarks and introduce Rand and Debra Bass, parents from Arlington, VA;
- Rand and Debra Bass will make very brief remarks and introduce the Vice President;
- The Vice President will make brief remarks and introduce the YOU; and
- YOU will make remarks and conclude the program.

V. PRESS PLAN

Pool press.

**ANNOUNCEMENT OF MOTT FOUNDATION COMMITMENT TO EXPAND
AFTER-SCHOOL CARE FOR CHILDREN**

**Roosevelt Room
January 26, 1998**

List of Participants

Lynetta Coney, Flint, Michigan

Mary Elizabeth Teasley
National Education Association

GiGi Goreges
American Federation of Teachers

Paul Houston
American Association of School Administrators

Sam Sava
National Association of Elementary Schools

Stephen Yurek
National Association of Secondary School Principals

H. Susan Swaim
National Middle Schools Association

Anne Bryant
National School Boards Association

Janice Weinman Shorenstein
American Association of University Women

Michael Cassidy
Council of Great City Schools

Quentin Lawson
National Alliance of Black School Educators

Starla Jewell Kelly
National Community Education Association

Maribeth Oakes
National Parent Teacher Association

John Brooks
YMCA

Helen Blank
Children's Defense Fund

Velma Cobb
Urban League

Irvin Katz
United Way

Sheila Lewis
Girl Scouts of America

Elisa Sanchez
Mexican American National Women's Association

Brendan Fitzsimons
Fight Crime/ Invest in Kids

Cristino Griego
National Council of La Raza

Carla Taylor
National Black Child Development Institute

Mott Foundation

William S. White, President

Marianne Kugler

Judy Y. Samelson

Maureen H. Smyth

Alonzo Crim

John Porter

Patsy K. Edwards

Daniel J. Cady

Agency Staff

Joan Lombardi, Deputy Assistant Secretary, HHS

Terry Peterson, Education

Adriana de Kanter, Education

Robert Stonehill, Education

Pauline Abernathy, Education

Frederick S. Edelstein, Education

**PRESIDENT BILL CLINTON:
EXPANDING AFTER-SCHOOL CARE FOR AMERICA'S CHILDREN**

January 26, 1998

"Improving after-school care is integral to improving child care across our country... Through after-school programs we can bring parents the peace of mind that comes from knowing their children are safe. We can teach our children to say no to drugs, alcohol and crime and yes to reading sports and computers."

President Bill Clinton
January 26, 1998

Today, the President, Vice President and First Lady announce the details of the President's 21st Century Community Learning Program proposal to help communities create and expand quality before- and after-school programs. They also announce one of the largest private donations ever made to public education to enhance the quality of these programs.

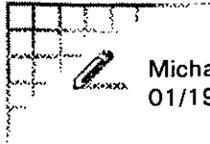
A HUGE DEMAND FOR AFTER-SCHOOL PROGRAMS: An estimated five million school-age children spend time as "latchkey kids" without adult supervision during a typical week. Research indicates that during these unsupervised hours children are more likely to engage in at-risk behavior, such as crime, drugs, and alcohol use. Young people need a safe place after school that provides enriching experiences for their physical well-being.

MAKING AFTER-SCHOOL PROGRAMS A NATIONAL PRIORITY. The President's balanced budget plan contains a national initiative to spark private sector and local community efforts to expand after-school care to half-a-million children. Called the 21st Century Learning Centers Program, the initiative will allow schools to stay open as safe havens in a cost-effective manner by primarily using public schools and their existing resources. It will also promote learning and enrichment programs in such areas as computer skills, the arts, drama, music, community service, and the basic skills. The President's budget will request \$200 million per year, for a total of \$1 billion over five years, reaching up to 500,000 children a year.

AN HISTORIC PUBLIC-PRIVATE PARTNERSHIP: To demonstrate their commitment to the expansion of the successful 21st Century Community Learning Centers program, C.S. Mott Foundation will donate up to \$55 million over 5 years to enhance the quality of before-and after-school programs and will provide needed technical assistance and training to communities starting or expanding these programs for children. This donation will also help the U.S. Department of Education offer regional conferences, beginning next week, to help communities nationwide learn about quality after-school care and take advantage of new federal funds for before-and after-school programs.

PROGRAMS THAT MAKES A DIFFERENCE: Later in the day, the First Lady will travel to the Harriett Tubman School in New York City to take a tour of their Virtual Y Program and to highlight how the Administration's after-school initiative will help ensure that children across the country will have access to similar programs. The Virtual Y after-school program is a partnership of the YMCA of Greater New York, the New York City Board of Education and the United Way of New York City, that helps children build academic skills while providing them with a safe and stimulating environment during the hours of the day when children are most at risk.

Fam- Child care policy -
of research



Michael Cohen
01/19/98 10:55:00 AM

Record Type: Record

To: Elena Kagan/OPD/EOP, Bruce N. Reed/OPD/EOP, Jennifer L. Klein/OPD/EOP, Jonathan H. Schnur/OVP
@ OVP

cc:

Subject: Re: Status Report -- 21st Century Community Learning Centers

FYI--Looks like our after school program is generating great interest. No surprise.

----- Forwarded by Michael Cohen/OPD/EOP on 01/19/98 10:55 AM -----



Mike Smith @ ed.gov
01/17/98 01:51:00 PM

Record Type: Record

To: Michael Cohen, Robert M. Shireman

cc:

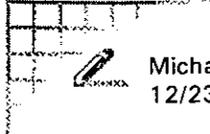
Subject: Re: Status Report -- 21st Century Community Learning Centers

Awesome!! Mike

A quick status report on the current competition:

The program has already received over 4,000 requests for applications! The current request rate is well over 200 per day, almost exclusively by e-mail and fax. Applications are due to OERI on March 9.

Today we sent letters to approximately 500 education associations, community-based organizations, and recommended individuals soliciting peer reviewers. Review panels will meet in five cities, starting March 27.



Michael Cohen
12/23/97 11:38:08 AM

Record Type: Record

To: Elena Kagan/OPD/EOP

cc:

Subject: Mike Smith's after school memo

I read Mike's e-mail written after your discussion last night. I thought I ought to respond to you rather than to him. A couple of thoughts about his last point, regarding the administrative feasibility of funding community groups as a last resort. Couldn't the Department address this issue through the following steps:

1. The Department would announce that applications from community-based groups would be reviewed only if the relevant LEA did not submit an application, or submitted one that was judged to be of low quality and therefore unacceptable, OR,

2. Applications from community-based groups must include a letter from the relevant LEA indicating that the LEA (1) is not itself applying for the funds and, (2) supports the community group's application if the group proposes to use school facilities or resources for the program. If the community group is not going to use school resources, there is no need for the LEA to indicate its support for the application.

I think either of these approaches gets us out of the business of announcing a set aside, while adding only a slight bit of complexity to the review process.

~~W~~
Fam - child care pd -
after school

Nicole R. Rabner

12/15/97 12:03:20 PM

Record Type: Record

To: Elena Kagan/OPD/EOP
cc: Laura Emmett/WHO/EOP
Subject: after-school numbers

For 21st Century Learning Center program, OMB uses the following numbers (from DOE):

\$40,000/yr per site

\$800/yr per child

So, for the 2 options in the OMB memo:

(1) \$60 million increase in FY99 (100 million total), 1,500 additional sites would be reached and 75,000 additional school-age children served; and

(2) \$160 million increase in FY99 (200 million total), 4,000 additional sites would be reached and 200,000 additional school-age children served.

Also, one additional question from OMB re: Early Learning Fund. For OMB's options memo, they included, per your discussion with Barbara, \$400 million per year. Did you anticipate that to be phased up in the out years?



Mike Smith @ ed.gov
12/19/97 09:09:00 AM

Record Type: Record

To: Michael Cohen, Elena Kagan
cc:
Subject: Re: WH and After School Expansion

Hi folks: The Sec won't change his views on this. We would lose more than the Mott resources. I thought we had a firm agreement -- a small program for 21st century schools focused on having the schools take the lead (governmentally and in terms of location) and a massive amount of money for other day care.
Mike

Forward Header

Subject: Re: WH and After School Expansion
Author: Adriana De Kanter at WDCT01
Date: 12/19/97 07:28 AM

We will also lose our \$10 million from Mott! They are with us to USE THE SCHOOL BUILDING as a community school...Then we'd lose the public-private partnership. What a shame!

Reply Separator

Subject: WH and After School Expansion
Author: Pauline Abernathy at WDCB01
Date: 12/18/97 6:41 PM

I just got a call from DPC staff to give us a heads up that the WH is being heavily lobbied by community groups (HHS's constituencies) to let community groups get the expanded 21st Century Community Learning Center funds directly rather than through partnerships with schools. We had persuaded the WH that this was not the way to go, but DPC staff tell me that it is likely that Bruce and others will ask the Dept. (possibly RWR) strongly to reconsider.

I have a conf. call with DPC and HHS tomorrow to ask HHS to put together paper that makes the case that community groups get funds under the child development block grant for school-age care and will get even more under the expansion. Unfortunately, the word on the street is that there will be "no school-age money for community groups." This is not accurate even though there will not be an explicit pot of money going directly to community groups.

Here are some quick points we can make:

1. 1/3 of the HHS child development block grant funds go to school-age care, and the block grant will be expanded in the FY99 Budget. So there is a pot of money than community groups can tap directly for school-age care and it is being expanded.

supply side/
demand side

2. We would require schools to partner with other community organizations in order to receive 21st Century funds, and we are proposing a match requirement which will empower the community partners ?
because the schools will not be the source of all the funds. One of the models for 21st century program is the Virtual Y in which the Y runs afterschool programs in the NYC public schools.

3. We will lose the premise of the 21st Century program -- that we are leveraging underutilized school facilities and resources -- if community groups are allowed to get the funds directly for programs not located at public schools. If the premise of the program is lost, we are much more likely to end up in a divisive and unproductive voucher debate.

4. ED funds go through the schools -- we are the Dept. of ED!

I hope this is helpful!

Fam-child care -
after school programs



Pauline Abernathy
Office of the Deputy Secretary
U.S. Department of Education
600 Independence Avenue, SW
Washington, DC 20202-0500
Phone (202) 401-1000 3007
Fax (202) 401-9027

TO: Elena Iugan + Jen Klein

FAX: 456-2878

PAGES (including cover page): 2

FROM: **Pauline Abernathy**

RE: Re: Elena's conversation with

Mike attached is a possible

solution that we are running by the

Secretary.

**21st Century Community Learning Centers
DRAFT January 5, 1998**

Per our discussions, below is a possible way to enable community organizations to apply for FY99 21st Century Community Learning Center funding directly when the local public schools do not form a partnership and apply for funding:

If the qualified applications in which the LEA is the fiscal agent exceed the available funding, then up to 10% of the total funding for the program will be reserved for applications from community-based organizations [mirrors a NY State extended-day program set-aside]. Of these applications from community-based organizations, preference will be given to applications that:

1. collaborate with the local public schools and are located in a local public school or a place designated by that school [Boxer bill language];
2. are from communities where the local public school did not apply; and
3. assist students to meet or exceed state and local standards in core academic subjects such as reading, mathematics, or science, as appropriate to the needs of the participating children (this preference applies to the rest of the program as well).

[Religious community-based organizations could not apply to be the fiscal agent for this 10% pot of money and we are checking whether programs could be located at a religious organization's site.]

Withdrawal/Redaction Marker Clinton Library

DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. email	Paul Weinstein Jr. to Jennifer Klein re: Crime Prevention Council [partial] (1 page)	12/16/1997	P6/b(6)

COLLECTION:

Clinton Presidential Records
Domestic Policy Council
Elena Kagan
OA/Box Number: 14362

FOLDER TITLE:

Family - Child Care Policy: - After School [2]

2009-1006-F

ke663

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Personal record misfile defined in accordance with 44 U.S.C. 2201(3).

RR. Document will be reviewed upon request.

Freedom of Information Act - [5 U.S.C. 552(b)]

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
- b(3) Release would violate a Federal statute [(b)(3) of the FOIA]
- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

Fam - child care policy -
after school



Paul J. Weinstein Jr.

12/16/97 11:35:19 AM

Record Type: Record

To: Jennifer L. Klein/OPD/EOP

cc: Jose Cerda III/OPD/EOP, Nicole R. Rabner/WHO/EOP, Elena Kagan/OPD/EOP

Subject: Crime Prevention Council

I got a call last week from Jeannie Nelson, the head of the President's (soon to be defunct) Crime Prevention Council. She called me regarding a discussion she had with you, Jose, and the Justice Department about what to do with the Council now that Congress has decided to end funding.

Jeannie is exploring an idea put forward by the Attorney General to set up a White House entity, that Justice would fund, which would work with communities to better coordinate federal programs, eliminate red tape, reduce regulations, and coordinate waivers. Apparently you and her discussed the possibility of having the child care initiative be the first set of programs to be coordinated by this entity.

Jeannie wants DPC cooperation, assistance, and maybe financial support to set this office up. She wants to move quickly, because she is going to be forced out of her existing operation in January.

I have several concerns about this idea that I want to share with you. First, what Justice is suggesting looks a lot like the Community Empowerment Board. We and VP have a long history of opposing the AG's idea of creating such an office. In fact, several years ago the VP met with the AG to ask her to back off on pushing her idea.

Second, if the focus is strictly child care, I am not certain that Justice could or should fund the office, legally and politically speaking. I think there would be a lot of questions regarding the legality of Justice funding an office to work on an issue over which they have no enforcement authority or programmatic responsibility. In addition, Congress probably would be very concerned about the appearance of such an operation so soon after the Crime Prevention Council's demise.

P6/(b)(6)

[001]

I think we should all sit down and talk about what it is you are interested in creating to run the implementation of the child care initiative. Let me know what you think.

Fam-child care policy -
afterschool



Jose Cerda III

12/16/97 11:50:22 AM

Record Type: Record

To: Paul J. Weinstein Jr./OPD/EOP

cc: Jennifer L. Klein/OPD/EOP, Nicole R. Rabner/WHO/EOP, Elena Kagan/OPD/EOP

Subject: Re: Crime Prevention Council

PJW:

I ran into Klain last week and told him he needed to give you some direction on what his expectation was on this. He said he would think about it and get back to us. Have you heard from him? Should we get BR or EK to approach him on this?

Also, I think the intent here was not to focus on the entire child care initiative, just the afterschools piece. However, this initiative will be located at Education, not DOJ.

I agree we should all talk this through.

Jose'



Mike_Smith @ ed.gov
12/23/97 10:00:00 AM

Record Type: Record

To: Michael Cohen, Elena Kagan

cc:

Subject: 21st Century Schools

Elena;

I thought more about our conversation last night and decided that I did not make my arguments very well and that I was unconvinced by your sense that we must have one funding stream. Naturally the Secretary and I will go along with a Presidential decision but my understanding from our conversation is that we have a President's question, not a decision. At the least it seems to me that the Secretary ought to have a shot at weighing in with the President if he believes that a possible policy decision is misguided. The following categorizes some of the arguments. It is not clear to me that we need to make this decision now -- when it is made the Secretary needs to be involved!!

1. Some basic facts about the 21st century program:

- * The grant recipients are a school or schools in COLLABORATION with other public and nonprofit agencies and organizations.
- * A program could be run by a nonprofit organization (a Y etc.) in a sub-grant relationship with the schools.
- * The location for the program is a school building -- a major purpose of the program is to leverage the use of the school building to a). use a valuable resource more efficiently; b) help develop the school as a community resource.
- * The cost savings in this approach are substantial -- we estimate a federal cost of \$400/child per year. We ask for a match of 1-1 and expect to obtain a lot more when things like the building are counted. Other programs cost a number of times more.
- * One major focus of the 21st century schools programs is on educational activities -- this is not the case with the content of many other day care programs. The educational focus is greatly enhanced by the location of the services -- often libraries, materials, etc.

ALL OF THIS ARGUES THAT THE SITE OF THE AFTER SCHOOL PROGRAM IS CRITICAL -- THE ARGUMENT THAT SCHOOLS IN THE PAST HAVE BEEN ADVERSE TO HOUSING AFTER-SCHOOL CARE IS ONE OF THE REASONS THAT WE HAVE BEEN

PUSHING THE 21ST CENTURY PROGRAM. WE NEED A CLEAR STIMULUS TO OVERCOME THIS TENDENCY ON THE PART OF SOME SCHOOLS. The most important part of this program is to stimulate far more school based programs than we will ever be able to afford.

if WE HAVE AN ALTERNATIVE WE SIMPLY PLAY INTO THE HANDS OF THOSE THAT DO NOT WANT SCHOOLS TO BE A PART OF AFTER SCHOOL PROGRAMS.

2. DEMAND: We expect 3-5 times as many proposals as we can fund this year and even more next year if the appropriation increases. Recent survey results indicate strongly that parents want their students in after-school programs in schools with learning activities.

3. POLITICS: We have met with both the school groups and the community groups like CDF and they are comfortable with dual funding streams. During the child care debate some 10 years ago a one-stream funding mechanism was proposed and the schools and the community groups were at each others throats and sunk the proposals. We need to learn from this and from the Am Reads experience -- where the proposal to make community groups a fiscal agent was soundly rejected.

A second political question revolves around vouchers -- if we open up the program to multiple bidders we are inviting a Republican move to turn it into a voucher program. THE SECRETARY FEELS VERY STRONGLY ABOUT THIS!!!!

4. CHILD CARE BLOCK GRANT: HHS estimates that 1/3 of the block grant will go to after-school care. This is roughly 1.3 million.

These block grant funds will increase supply by increasing demand!!!

THE BLOCK GRANT AND THE JUSTICE PROGRAM ALREADY CREATE SECOND FUNDING STREAMS!!

5. MECHANICS OF FUNDING: The notion of funding community groups by exception will be very difficult to make work -- To do it we would have to reserve funds for the community groups, go through the various proposals from schools and districts, make these funding decisions, look through for what districts were missing and then see if community groups came in from the missing school districts. This is possible but it does effectively require having two different funding streams and competitions. If this is what the President wants to do perhaps we should specify a percentage set-aside.

? /

Regarding DC I think we can do this with a separate appropriation!!!

Mike

Fam-child care policy -after-school



Pauline_Abernathy @ ed.gov
01/06/98 04:55:00 PM

Record Type: Record

To: Laura Emmett, Michael Cohen

cc:

Subject: 21st Century community based organs. language

Below is our final proposal for community-based organizations. It is very similar to what I sent you last night. The two key changes are that we simplified it by omitting the requirement that the community organizations be from communities where the school did not apply because this would be difficult to administer. Second, we just said up to 10% since people think that schools will apply for more than the \$200 million. Thanks.

21st Century Community Learning Centers
FINAL LANGUAGE
January 6, 1998

The Administration proposes to amend the 21st Century Community Learning Centers program to reserve up to 10% of the total funding for applications from community-based organizations, with a preference for those that collaborate with the local public school. Specifically:

Up to 10% of the total funding for the program will be reserved for applications from community-based organizations [mirrors a NY State extended-day program set-aside]. Of these applications from community-based organizations, preference will be given to applications that collaborate with the local public schools and are located in a local public school or a place designated by that school [Boxer bill language].

The priorities and preferences that apply to applications in which the LEA is the fiscal agent would also apply to applications in which a community-based organization is the fiscal agent, including the priority for applications that assist students to meet or exceed state and local standards in core academic subjects such as reading, mathematics, or science, as appropriate to the needs of the participating children.

Family-child care policy -
after school

Nicole R. Rabner

12/15/97 12:03:20 PM

Record Type: Record

To: Elena Kagan/OPD/EOP
cc: Laura Emmett/WHO/EOP
Subject: after-school numbers

For 21st Century Learning Center program, OMB uses the following numbers (from DOE):

\$40,000/yr per site
\$800/yr per child

So, for the 2 options in the OMB memo:

(1) \$60 million increase in FY99 (100 million total), 1,500 additional sites would be reached and 75,000 additional school-age children served; and

(2) \$160 million increase in FY99 (200 million total), 4,000 additional sites would be reached and 200,000 additional school-age children served.

Also, one additional question from OMB re: Early Learning Fund. For OMB's options memo, they included, per your discussion with Barbara, \$400 million per year. Did you anticipate that to be phased up in the out years?



Center for Research
on Women

National Institute on Out-of-School Time
(formerly the School-Age Child Care Project)

Family-child care policy -
after school

Elena -

FYI.

Jen

December 10, 1997.

Dear President and Mrs. Clinton,

In the weeks following the White House Conference on Child Care, I have thought many times about the honor of being invited to speak to you and to the Nation on the issue of children's out-of-school time. Many people wrote and called me post-conference to thank me for having spoken forthrightly about some of the serious issues this sector of child care faces in the years to come. I'd like to again thank you both for inviting me and for recognizing the work of the National Institute on Out-of-School Time at the Wellesley Centers for Women.

In that spirit, I am eager to work with you as you deliberate about how to design a program that will make after school programs available to more children, and I would like to share the following thoughts with you.

I believe there must be two approaches to increasing school-age care. First, the public schools must absolutely be involved in any large scale effort to serve more children. The schools must be funded for this purpose--they have not been able to serve low-income children without funding. As a result, many school-run programs are fee-for-service and only middle-income parents can afford to use them. This is not universally true, but a majority of school-administered programs fit this description.

However, solely funding the schools to provide school-age care would ignore the rich resources that already exist--including the community-based youth-serving agencies, the non-profit community centers, churches, and pre-school programs that also serve older siblings which makes it possible for families to have their children housed in the same care facility.

The following two approaches make sense to me:

1. Fund public schools so that their resources can be available to low-income as well as to middle income families, and
2. Fund community planning and coordination of ALL out-of-school time programs, this stimulating the supply in the schools and also in the community at large. This approach in particular has been proven to work well as a strategy to enhance the supply and improve the quality of care in the three MOST communities to which I referred in my conference remarks. Furthermore, not all schools and school districts will want to provide school-age care. There must be a provision in any funding program that takes this into account and

allows community agencies to receive funds so they can design or expand existing programs.

Further, I pose three caveats:

1. The field's national standards must be met, regardless of which jurisdiction runs school-age care programs. The essence of these standards is the relationship between adults and children in their care. This is what we know will enhance children's social development along with learning opportunities.

2. All programs must be prepared to accommodate parental twelve-month working schedules. This assumes coverage for their children's care needs before and after school as well as during school vacations and holidays.

3. Any funding program which targets schools as the primary locus for program delivery must require these schools to reach out to the community agencies already serving school-age children during their out-of-school time, thus ensuring collaborative work across institutional lines.

Now is clearly a time of great opportunity for school-age child care policy implementation. We could go to scale with a national program if we build on what we have already learned during years of study about the field's best practices. This is a policy initiative that would respect the diversity of the solutions American communities have designed over the past twenty-five years as the need for after-school care has grown so dramatically.

I offer you my continuing assistance with the thinking and planning you are doing over the coming weeks and months.

Sincerely,



Michelle Seligson

JOHN KERRY
MASSACHUSETTS

Family-Child Care Policy -
Quality

United States Senate
WASHINGTON, DC 20510

December 5, 1997

Mr. John Podesta
The White House
Washington, DC 20500

Dear John:

I was glad to catch a glimpse of you at the White House today. I want you to have a copy of the Early Childhood Development Bill that I gave to the President this morning. I believe it is a critical initiative for the President and for us as Democrats.

The model that Kit Bond and I have developed with considerable input from governors around the country would minimize bureaucracy and Washington mandates while playing to the strengths of local and private institutions. In my judgment, it is the best way to address conservative concerns about the "Nanny State" while simultaneously ensuring that we do something real for our youngest children.

I would very much like to work with you during the next weeks as you make critical budget decisions. The President should challenge the country in the State of the Union address to guarantee that every child in America begins school ready to learn. I believe this legislation is the first step in accomplishing that. In addition, I hope we can significantly increase our efforts to provide after-school structure and opportunity throughout the elementary and secondary level.

Let me know if there is any way I can be of help. Please do not hesitate to contact me or David Kass of my office if you need any further information.

With kindest regards, I am

Sincerely,


John F. Kerry

Happy Holidays

Flower
Pen/Ni/Si/Neena
FYI.

TABLE 4.2 AFTER-SCHOOL ACTIVITIES CHILD WOULD BENEFIT FROM
 (OF PARENTS WHO WOULD WANT AFTER-SCHOOL PROGRAMS N=295)

Group	Basic Skills Tutoring	Arts, Music and Cultural Programs	Computer Technology Classes	Supervised Recreational Activities	Community Service or Volunteering
All Parents	74	91	95	86	84
School Level					
Primary	73	95	96	87	77
Middle	74	87	94	86	89
Urbanicity					
Urban	79	91	96	83	82
Suburban	68	92	97	87	85
Rural	75	88	92	89	84
Race/Ethnicity					
Non-Black / Non-Hispanic	68	89	94	85	84
Black	93	98	98	91	80
Hispanic	90	95	100	95	86
Household Income					
Less than \$25,000	79	94	96	90	82
\$25,000-\$50,000	73	90	96	87	86
\$50,000 or more	70	89	94	85	84
Parent's Education					
No more than grade 12	80	89	95	85	81
At least some college	69	92	96	87	85

Family-child care policy 001
 afterschool

Post-it* Fax Note	7671	Date	11/12	# of pages	8
To	ELENA KAGAN FYI.	From	KENT MARKUS	Co.	
Phone #		Phone #	514-3008	Fax #	

November 10, 1997

Ten/Nick -
 Rent this and come
 talk to me.
 Elena
 cc: Bruce

MEMORANDUM

TO: Seth Harris, Department of Labor
 Gerry Tirozzi, Department of Education
 Bill Modzeleski, Department of Education
 David Garrison, Department of Health and Human Services
 Ann Rosewater, Department of Health and Human Services
 Bart Chilton, Department of Agriculture
 Gary Guzy, Environmental Protection Agency
 Douglas Tsao, Environmental Protection Agency
 Janno Lieber, Department of Transportation
 Jeanne Nelson, President's Crime Prevention Council
 Chris LeHane, Department of Housing and Urban Development
 Irwin Rajj, Department of Housing and Urban Development
 Jose Cerda, Domestic Policy Council
 Jennifer Brown, ONDCP
 Wilfredo Ferrer, Department of Justice
 Dave Jones, Department of Justice
 Katrina Weinig, Department of Justice

FROM: Kent Markus, Department of Justice

RE: Federal Support for Communities Initiative

My apologies for the delay in getting back to all of you -- the time lag should not be taken as an indication of any reduction in enthusiasm for this initiative.

I. Proposal

This memo proposes that the agencies above, along with others which may wish to join this effort, proceed with a collaborate initiative aimed at assisting 3-5 selected communities develop comprehensive after school programming for the children of those communities. It also proposes that the participating agencies, drawing from lessons learned from earlier collaborative efforts and from careful observation of the implementation of the "after-schools" project, work to develop a model for collaborative federal multi-agency efforts. Finally, the memo proposes that those agencies interested in doing so work on a parallel track to improve the accessibility of information about federal support available to communities.

Agencies are ask to send representatives to a meeting to discuss this memo on Tuesday, November 18 at 4:00 p.m. at the Department of Justice. At the meeting, along with a discussion of this memo, we will determine a process for rotating the agency chairing and hosting subsequent meetings of this group.

CABINET REPRESENTATIVES
PAGE 2
NOVEMBER 10, 1997

II. Background

Two meetings have taken place on this topic, one with principals and one with senior staff. They have revealed four means of improving the way in which the federal government provides support to communities. The two meetings revealed varying levels of enthusiasm about these four conceivable objectives for our efforts, with substantial enthusiasm for the first two, mixed enthusiasm for the third, and little current enthusiasm for the fourth. In order of the interest exhibited in them, they are:

- 1) Agree upon one or two substantive efforts for the maximum number of federal agencies to tackle collaboratively.
- 2) Develop a process, or methodology, to use in future multi-agency collaborative efforts. (Such a process would be developed by studying the successful and unsuccessful elements of past, similar efforts, and by self-consciously monitoring the process for successful and unsuccessful elements of multi-agency collaboration while implementing # 1, above.)
- 3) Improve access to information about federal support available to communities. (This information would be gathered and made more accessible for the benefit of communities attempting to access that support and for federal government planners attempting to coordinate and collaborate in the provision of services.)
- 4) Institutionalize a "place" in the federal government responsible for making the above efforts occur and be sustained.

This memo proposes having the entire group move ahead on items 1 and 2 above, encourages those interested in item 3 to work on a separate, parallel track with other who remain interested in such an effort, and places item 4 on hold until there is a greater general commitment by the group. In particular, the memo suggests moving ahead on a multi-agency effort dealing with youths during the after-school hours, using the commitment and expertise which a wide range of cabinet agencies have in this area. In addition to serving as our substantive, collaborative effort, this project would also be the springboard for our efforts to develop a generalizable model for multi-agency collaboration.

CABINET REPRESENTATIVES
PAGE 3
NOVEMBER 10, 1997

III. Identified Elements of a Substantive Initiative

Drawing from the group's discussion and the various position papers received from participating agencies, this section of the memorandum attempts to synthesize expressed views regarding the necessary elements of a collaborative, multi-agency initiative to coordinate federal support for communities.

A. Define a specific thematic focus

The group strongly agreed that any multi-agency collaborative effort should be specifically and narrowly defined. Similarly, its goals should be clearly articulated, so that at the conclusion of the effort, its outcomes can be measured in quantifiable terms.

The effort should also be focused on achieving a central policy goal of the Administration. To this end, a number of participants suggested that a multi-agency effort should focus on "children, youth and families" (DOEd); "out of school youth" (DOL); "after-school youth" (HHS); or "protecting children" (EPA).

To the greatest extent possible, a collaborative effort should focus on a policy area over which the participating agencies have some joint responsibility and, therefore, a mandate to participate. While many agency representatives were intrigued by Secretary Shalala's notion of using the combined resources of the federal government to work to get every eligible child in America signed up for Medicaid, the group, in the end, recognized that the downside to this kind of project is that it would require the field employees of a number of agencies to work on an effort which was not a part of the core mission of that agency. Thus, despite the overall appeal of idea's like that one, it was considered important, at least for now, to find projects which had a relationship to the core mission of as many agencies as possible.

As an initial step towards defining the thematic focus of an interagency effort, it was suggested that participants begin to identify program synergies between agencies. An interagency working group could then be formed around an issue which is both a policy priority of the Administration's, and where there is some commonality of interest among participants.

B. Choose 3-5 communities as pilot sites

The group agreed that a limited number of communities should be chosen as pilot sites for a multi-agency initiative, for several reasons. First, focusing on a limited number of communities would allow for the greatest possible collaboration with state and local government, non-profits, and the

CABINET REPRESENTATIVES
PAGE 4
NOVEMBER 10, 1997

private sector. Second, a finite number of sites would allow the collaborative to most easily measure its successes. Third, a tightly focused initial effort would enable the collaborative to most efficiently develop a template for multi-agency initiatives, which could be replicated in additional communities in the future.

While there appeared to be a consensus that pilot communities should be both urban and rural in nature, and geographically and demographically diverse, it was also agreed that we must avoid piloting the project in such different circumstances that no common lessons could be drawn about process from the pilot phase. This tension will have to be resolved during site selection discussions. It was also agreed that existing field infrastructures should be used to the greatest extent possible (e.g., schools, as physical plants (DOEd); public housing facilities (HUD); U.S. Attorneys Offices (DOJ); Rural Development Offices (USDA)).

The group also discussed mechanisms for institutionalizing any collaborative undertaken with communities. It was agreed that the programmatic details of any multi-agency initiative should be based upon two-way communication between the federal collaborative and local communities. State and local government, private sector and non-profits should be involved in program design, planning and implementation, and incentives created to harness private initiative. Further, a collaborative program should be designed with long-term goals in mind. The federal participants would ideally remain involved in the collaborative in the form of funding, technical assistance or otherwise for the first few years with independent local sustainability an objective from day one.

C. Obtain executive level leadership and support

A number of prior intergovernmental partnerships have encountered difficulties in sustaining commitment and participation from various member agencies. The group identified two major contributing factors to this problem: lack of strong or consistent White House backing and an unhealthy association of the initiative with a single agency.

It was agreed that, ideally, any interagency effort designed by this group should have (a) a "team leader" empowered by the White House; (b) a central support structure, which is administratively part of the Executive Office of the President; and (c) a senior-level point of contact from each participating agency, who is empowered to act on behalf of that agency. If this can not be accomplished, then, at a minimum, there should be (a) a "team leader" empowered by and answerable to the collective of agency representatives participating in the initiative, (b) a central support structure which is as administratively independent of any one agency as is possible, and (c) a senior-level contact from each participating agency, who is empowered to act on behalf of that agency.

CABINET REPRESENTATIVES
PAGE 5
NOVEMBER 10, 1997

IV. Developing a replicable multi-agency collaboration process

The group also agreed that a primary goal of any substantive, multi-agency collaborative effort ultimately undertaken should be to demonstrate that the federal government is capable of operating in new ways to help meet local needs. We should be working to demonstrate that we can, at the federal level, engage in the type of coordinated efforts that we are so regularly encouraging localities to effect. And we should be helping to remove federal statutory and regulatory barriers to local coordinated activity.

Perhaps more significantly, the group agreed that the collaborative should work to develop a process that is not subject-specific, but which can be applied to subsequent multi-agency efforts. The group should aim to create a transferable model for collaboration, using the substantive focus of its efforts as a tool for devising this model. In short, this should be a "process-conscious" initiative.

As an initial step in this direction, it was suggested that a listening session with leaders or members of previous interagency efforts be convened, so that the group could identify both the strengths and shortcomings of those previous efforts. It was also suggested that any substantive interagency initiative also have a "research component," which would be responsible for observing and defining the process by which the initiative developed.

V. A Proposal: Comprehensive after-school programs for children ages 5-18

A. Substance

Four of the five agency position papers indicated that the issue of "after-school youth" would be an appropriately narrow, yet universal, focus for a multi-agency collaborative. In the group discussion, as well, there seemed to be a consensus that an initiative to expand and enhance supervised programs for children during out-of-school time would be an appropriate focus for such a collaborative effort.

Selection of after-school programs as the thematic focus of a multi-agency collaborative would be in accordance with the guidelines outlined above. First, it is one of the Administration's central policy objectives to provide America's children with safe places and structured activities to learn and grow during non-school hours. Indeed, the White House is currently considering a \$400 million FY99 grant program, administered through the Department of Education, which would provide seed money to establish or expand up to 10,000 extended-time learning centers. Second, several federal agencies (including at least DOJ, ED, HHS, HUD, DOL) have a clear youth policy mandate, and



CABINET REPRESENTATIVES

PAGE 6

NOVEMBER 10, 1997

already support after-school programs in one form or another. Third, a federal multi-agency effort aimed at enhancing and expanding the provision of after-school programs in several pilot communities would be sufficiently focused so as to be meaningful, and sufficiently multi-agency to allow for measurements which would help determine with the collaborative actually resulted in added value. Fourth, a multi-agency initiative focused on after-school youth could utilize schools--a vastly underutilized physical resource common to every local community--as the location and focal point of the initiative.

Other factors also support the selection of after-school programs as the target of a multi-agency collaborative. Communities, schools and families in every part of the country and at every income level are concerned about engaging school-age children and youth in positive, productive activities beyond school hours. Yet high-quality programs are in short supply: according to the Department of Education, 70 percent of public schools do not have before- or after-school programs. Only about 10 percent of public school children are enrolled in before- or after-school programs, and at least 5 million children are at home without an adult after school.

Further, FBI statistics show that juvenile crime triples during the after-school period, between 2 and 6 p.m., when many children are unsupervised by an adult. Other research shows that children left unsupervised after school more frequently engage in alcohol and drug use and join gangs than do those in after-school programs. Research also shows that good use of out-of-school time can be effective--teachers report that children in high-quality after-school programs are more cooperative, handle conflict better, do more recreational reading, and get better grades; principals report significantly decreased vandalism in schools with after-school programs.

Finally, an interagency collaborative targeting after-school programs could build upon a number of existing or planned programmatic and funding initiatives of individual agencies. In addition to funding provided to grantees specifically to develop after-school programs (e.g., Big Brothers/Big Sisters, Boys and Girls Clubs), participating agencies already support a host of programs which could supplement the activities of after-school programs (e.g., JUMP, America Reads, drug and gang prevention activities, vocational and job training programs, adult literacy and English programs, Healthy Start, etc.). Further, the FY98 budgets of several agencies call for additional appropriations for after-school programs (e.g., ED's FY98 budget requests \$50 million for after-school programming; DOJ's FY98 budget request sought \$75 million in new juvenile crime prevention funding which DOJ would expect to focus on after-school activities).

CABINET REPRESENTATIVES
PAGE 7
NOVEMBER 10, 1997

B. Process

Several participants suggested that a multi-agency collaborative be initiated by forming an interagency working group around the issue of expanding after-school programs. Ideally, such a group would act as the steering committee for this effort and the project would be adopted and administered by existing, new, or detailed staff within the Executive Office of the President. Possible places for the initiative would be the Domestic Policy Council, the Office of the Vice President, the National Performance Review, and the Office of Cabinet Affairs. In the absence of the adoption of this initiative by the EOP, the steering committee could operate with a rotating chair with meetings convened by and at different participating agencies. This model could also operate while efforts to arrange the EOP "adoption" were underway.

The working group would first ascertain what federal resources are currently available which could be coordinated and brought to bear on this issue. The group would also explore methods of improving the coordination and collective impact of federal support for community-based after-school programs, including the identification of statutory, regulatory, and other barriers to coordination. Having obtained this information, the working group could develop a model holistic "package" of federal programs, adaptable to suit the needs of particular communities, and then begin to reach out to a limited number of selected local communities.

Beyond this, the group has not focused on the process by which to initiate and develop an interagency collaborative to support communities. Should the group go forward, these procedural issues would need to be immediately addressed.

VI. Improved Access to Information

Neither the agency position papers nor the group discussion focused significantly on the separate, but related, issue of improving the coordination and dissemination of information about existing federal government programs that support communities.

A number of participants believed that it would be useful both for communities and for the federal government to improve the accessibility and organization of this information. Several participants suggested that the information coordination task be performed around (and after the identification of) a specific multi-agency collaborative initiative. Others felt that similar efforts had been tried in the past (e.g., in the case of Enterprise Zones), and had proven to be difficult, time consuming and, in the final analysis, not particularly helpful.



CABINET REPRESENTATIVES
PAGE 8
NOVEMBER 10, 1997

The DOJ remains substantially committed to efforts to improve accessibility to information about federal support available to communities. In particular, we believe that gathering and organizing this information by the purpose for which it may be used, rather than by the agency administering it, would be of substantial use to both communities seeking to determine what assistance is available and to federal policy planners attempting to identify redundancies, gaps, and opportunities for collaboration. We also continue to believe in the value of gathering and organizing this information by the geographical locations to which it has been provided because this, too, would aid both local and federal planners in identifying redundancies, gaps, and opportunities for collaboration. Finally, we believe that efforts like NPR's "State and Local Gateway" deserve increased support and, to be truly effective, we believe such efforts must go beyond the linking of information which is *currently* on line, and must include a process for sustaining the upkeep of the information gathering and dissemination.

Because there was mixed interest in the group for this element of the discussion, we propose to proceed on this topic on a separate, parallel track. Those agencies interested in participating in further efforts in this area will gather separately to develop a strategy for proceeding.

VII. Next Steps

There are several measures that would seem appropriate at this time:

- Invite other federal agencies to participate in the FSC Working Group, including Treasury, Commerce, SBA and Veterans' Affairs.
- Convene a meeting to seek comments on the accuracy of the synthesis and on the appropriateness of the suggestions set out in this memo from all participants.]
- Convene a listening session for participants with leaders of previous interagency efforts to help the group identify both the strengths and shortcomings of those efforts.
- Convene a meeting of all participants to (1) develop ideas to create a replicable procedural model for future collaborative efforts; (2) identify and refine the substantive focus of an initial collaborative effort; and (3) identify other initiatives within participating agencies or the White House that relate to that topic.]
- Begin to explore with various parts of the EOP their interest in "adopting" appropriate aspects of this initiative.

Expanding School-Age Care Through 21st Century Community Learning Centers

Family - child care policy -
after school

Description of Policy Option

The Department of Education proposes to expand the existing 21st Century Community Learning Centers program to provide start-up funds to school-community partnerships to establish before- and after-school programs for school-age children at public schools. The proposal responds to surveys showing strong parental support for keeping schools open during non-school hours and complements existing and proposed funding from HHS by enabling communities with under-utilized school facilities to apply for 21st Century funding and enabling other communities to apply for funding from HHS. The expanded 21st Century funding would provide up to 1 million school children per year with safe, drug-free, low-cost, and accessible programming combining learning, enrichment and recreational activities.

Description of Current Programs and Interaction of Proposal with Current Programs

This proposal would expand the existing 21st Century Community Learning Centers program that was sponsored by Senator Jeffords in 1994. The program has won strong bipartisan support in Congress, which increased its funding from \$1 million in FY97 to \$40 million in FY98 with particularly strong support from Rep. Nita Lowey. The program was designed to expand the use of school facilities during non-school hours.

In expanding the current program, the Department proposes to better target funding to high-need communities, further focus it on enriching after-school programming for children, and require an increasing local match to make sure programs become self-sustaining after receiving start-up funding. As now, schools would be required to partner with community, business, or educational organizations and programming could be provided by these partners in the schools.

Schools can currently use Title I, Safe and Drug-Free Schools and other federal funding for after-school programming, but these dollars are already committed and stretched thin. An expanded 21st Century Schools program would enable high-need schools to start before- and after-school programs linked to other federally funded activities, further benefit from federal school-based nutrition programs, and provide a catalyst for the schools to partner with community organizations and businesses.

The Education Department has also generated interest from a private foundation to supplement the 21st Century Community Learning Centers by developing training, technical assistance and networking capacity among participating sites. This private funding would further help the education and child care communities work effectively together in providing after-school care.

Impact Analysis

A \$400 million per year 21st Century program would reach up to 1 million school children per year. While the current law limits eligibility to "inner city and rural" schools, the Department

proposes to retarget the program to *high-need* urban, rural, and suburban communities using the same eligibility as used for the President's Title V Teacher Recruitment proposal. Thus, 4,300 high-need communities serving approximately a third of the nation's school children and 60 percent of the nation's poor children would be eligible for funding.

Pros of Expanding 21st Century Community Learning Centers

- Increases the supply of after-school programs in a cost-effective manner by establishing or expanding programs at underutilized school buildings.
- Compliments HHS funding by allowing communities to choose between school-based and non-school based options.
- Responds to surveys showing strong parental and educator support for school-based after-school programs. Parents often prefer school-based programs because they do not require transportation from school to the after-school program and they trust their school officials to care for their children and provide appropriate activities.
- Enables linkages between after-school activities and school-day activities and learning.
- Provides start-up funding not requiring on-going funding after five years.
- 21st Century Schools has a proven record of support in this Congress.
- Does not require the creation of a new federal program.

Cons of Expanding 21st Century Community Learning Centers

- Some schools operate in an isolated manner and do not broadly engage parents or community organizations in their programs. However, schools are increasingly interested in partnering with community organizations and this funding would provide a catalyst for them to do so. Schools would be *required* to partner with outside organizations.
- Some are concerned that any school-based after-school program could lead to a divisive debate over vouchers. However, 21st Century Schools has won bipartisan support in this Congress and did not engender a debate over vouchers because it is premised on taking advantage of underutilized school facilities.

Cost of Proposal

The Department of Education proposes to expand 21st Century funding from \$40 million to \$400 million per year, serving up to 1 million children per year, assuming a one-to-one local match and an average cost of \$800 per child. Each program would set its hours to meet the community's needs but would operate for the equivalent of 3-4 hours each school day.

The Supply and Quality of School-Age Care

Experts estimate that nearly 5 million school-age children spend time without adult supervision during a typical week. However, only about 1.7 million children in kindergarten through grade 8 were enrolled in formal before- and after-school 49,500 programs in 1991, according to the National Study of Before and After School Programs. School-age children are currently served by the Child Care and Development Block Grant (CCDBG) subsidy program. Approximately one-third of the subsidies go to school-age children (i.e. approximately \$1 billion).

OPTION 1: Establish a fund distributed to the States according to the CCDBG formula to provide grants to increase the supply and quality of school-age care. States would be required to match the Federal money and to set benchmarks to measure their progress. At least 85% of funds would go directly to communities, with 50% targeted to areas with high concentrations of poverty. The new money would allow communities to create new programs and link already-existing community resources such as schools, libraries, parks, and recreation centers to build the supply of school-age care and improve quality.

Interaction with the Current Program: Money would be targeted to school-age children, unlike the CCDBG funds. Rather than funding slots through the subsidy program, the new money would build supply and quality through partnerships in communities. Decisions would be made at the community level, rather than the State level, to allow communities to fill their own local needs.

Cost Estimate: The Secretary has recommended a \$300 million dollar increase in the CCDBG to improve the supply and quality of care school-age children.

Impact Analysis:

An increase in funding for this program would affect school-age children from a variety of economic backgrounds by allowing them to have safe and productive ways to spend their before and after-school time. The funds would provide up to 500 community grants to expand current promising programs and create new, comprehensive services. The proposal is modeled after the Making the Most of Out of School Time (M.O.S.T.) projects, underway in three American cities. The following are examples of what the Seattle M.O.S.T. project accomplished in its first two years: provided training for 560 school-age caregivers, served 250 low-income children in free summer programs, served an additional 500 low-income children by establishing three new programs and expanding seven existing ones, and created a database of school-age programs that was used by 2000 families in a nine-month period.

Pros:

- Targets school-age care, which is lacking in many communities.

- Builds on existing community resources to maximize the impact of the investment.
- Prevents children's exposure to violence and substance abuse during the hours that studies show they are most likely to experience those risks.
- Enhances academic performance through academic enrichment and homework supervision and support.
- Allows communities to fill the gaps that they identify in their school-age care systems.
- Uses a community approach to reach a broader range of families than CCDBG subsidy.
- Meets the President's challenge to find a way to replicate successful child care models across the country.

Cons:

- Limits State flexibility.
- Targets only one age group.

Child Care Infrastructure Act of 1997 (S.82)

Description of Proposal

Senator Kohl has introduced a bill (S. 82) that would provide a tax credit to businesses that incur costs related to providing child care services to their employees. Qualifying expenses would include those a business incurs to build or expand a child care facility, operate an existing facility, train child care workers, reserve slots at a child care facility for employees, or provide child care resource and referral services to employees. The credit would be for 50 percent of qualified costs incurred, but not to exceed \$150,000 per year.

Current Law and Interaction

The costs of child and dependent care services provided by an employer are currently deductible compensation. An employer that builds a structure for use as a child care facility would normally depreciate the associated capital costs. Under the proposal, many taxpayers will see it to their advantage to take the tax credit for expenses that they would otherwise have deducted or depreciated.

Impact Analysis

In general, low-wage workers are less likely to receive employer-provided fringe benefits than middle- and higher-wage workers. Therefore, the proposed credit is likely to disproportionately benefit middle- and higher-wage workers.

Pros

- The proposal could increase the availability of child care services by giving businesses an incentive to provide those services to their employees.
- The proposal addresses concerns about the quality of child care by requiring that qualifying expenditures be taken with regard to a licensed child care facility and by allowing training and continuing education costs for child care employees to qualify for the proposed credit.

Cons

- The proposal will not necessarily increase the number of quality child care placements or improve the quality of existing facilities. Instead, it will provide a subsidy to businesses that take the credit for expenses that they would have made -- and deducted or depreciated -- in the absence of the credit.
- Because the proposed credit is likely to disproportionately benefit middle- and higher-wage workers, it is not the most efficient use of scarce Federal resources to support child care.
- A tax credit for employers will not benefit the nearly 30 percent of the labor force whose employers are non-taxable (governments, non-profit organizations, etc.).

Cost of Proposal

JCT has estimated the proposal to cost \$2.6 billion over five years.

Family-child care policy -
after school

Nicole R. Rabner

10/15/97 11:59:03 AM

Record Type: Record

To: Elena Kagan/OPD/EOP
cc: Jennifer L. Klein/OPD/EOP
Subject: policy announcements at the WH Conf.

Following up on our meeting yesterday about policy announcements for the Child Care Conference, Jen and I want to run an idea by you. As you know, the two announcements that we discussed address 1) quality (through focusing on the provider -- scholarships/loan forgiveness and background checks), and 2) affordability (through creating a Treasury working group of business executives). This means that we are making a policy "downpayment" in two of the three areas we want ultimately to address in the SOTU/budget submission, leaving out after-school care.

We have two options -- one is to keep the announcements as they are now, and talk about after-school care in the President's remarks. The other is to make an announcement that addresses the need for after-school care, thereby having an announcement in each of the three areas.

Here is the proposal:

As you may know, we have been working with the Corporation for National Service to explore the nexus between service and child care, specifically with after-school care. As it turns out, CNS estimates that approximately two-thirds of its national service programs work to address the needs of children and youth, often in child care and after-school settings. Thousands of AmeriCorps members, Learn and Serve America participants, and Senior Corps participants are working alongside child care providers, educators and community-based professionals, helping to expand and enhance child care and out-of-school time programming.

CNS has developed, but apparently never formally launched, a new partnership called the To Learn and Grow (TLG) initiative to coordinate a network of public and private organizations committed to expanding access to and improving quality of before and after-school programs by integrating service and service-learning (it was developed as a result of a Forum on Expanding Opportunities in Out-of-School Time held last year). The partners include CNS, HHS, DOE, National Association of Child Care Resource and Referral Agencies, the School Age Care Project at Wellesley (the founder and director of which is on the first panel of the Conference), Save the Children, the YMCA, and others. TLG builds on CNS's existing programs by:

--Incorporating national service participants and community volunteers into child care programs to provide additional hand to support the delivery of care.

--Engaging children and youth in service-learning programs as one of the variety of enrichment activities within out-of-school time programs.

The President could formally launch this new effort and/or release a new "How-To Manual on Integration of Service & School-Age Care," which is a joint publication between CNS and the Wellesley School Age Care Project that examines the quality of school time programming, the integration of service and school-aged care, national service resources, effective national service

programs, and service-learning activities for children and youth. It can be ready for our purpose, and we have draft for you to review, if you'd like. We know you have a strong predisposition for not releasing reports (with which we generally agree), but you may change your mind when you see this one, as it provides a compelling overview of why school-age care opportunities are important, what the research shows about their positive effects on children in the short and long terms, and how communities can join service and school-age efforts.

Let us know what you think and if you'd like to discuss further.

Crime - youth viol. bills
and
family - child care policy -
afterschool



Jose Cerda III

09/09/97 02:18:55 PM

Record Type: Record

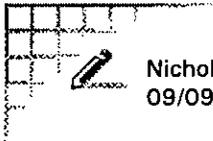
To: Bruce N. Reed/OPD/EOP, Elena Kagan/OPD/EOP, Leanne A. Shimabukuro/OPD/EOP

cc:

Subject: After School

FYI -- juvie stat on crimes committed after school....jc3

----- Forwarded by Jose Cerda III/OPD/EOP on 09/09/97 02:17 PM -----



Nicholas Gess @ DOJ
09/09/97 02:09:08 PM

Record Type: Record

To: Jose Cerda III/OPD/EOP, Rahm I. Emanuel/WHO/EOP, Michelle Crisci/WHO/EOP, Kent Markus/DOJ/GOV @ DOJ

cc:

Subject: After School

Rahm & Jose - I faxed each of you an advance copy of a report being presented to the AG by "Fight Crime Invest in Kids" at a juvie event in Rockville, MD tomorrow. On page 3 of the report, there is a chart which shows that 41.8% of juvenile crime occurs between 3 & 8 PM. This is based on data from 8 states. In the past, both the President & AG have cited the statistic of 50% between 3 & 6 PM. The 50% # is based on only 1 state. While we don't think there is an immediate problem, if we are called on the matter, the answer is simply that we had data from 1 state indicating 50%. Now, we have 7 more states and the more refined # is 41.8%. That's still a lot.



Washington, D.C. 20530

FAX NOTE

TO: Jose Cerda, 456-7028

FROM: Nicholas M. Gess, Director
Office of Intergovernmental Affairs
Department of Justice
(202) 514-3465 (office)
(202) 514-2504 (facsimile)

SUBJECT: After School

PAGES: (including this page)

MESSAGE: Jose - Attached report is being released tomorrow (Weds) at after school event with the AG. Please note chart on p. 4, which shows that 41.8% of juvenile crime is committed between 3 & 8 PM. This as opposed to the 50% figure we have used in past. Remember, the 50% was for only 1 state, now we have data for 8 states. Want to make sure we are all using newer figure for the future.
Nick

**NATIONAL ADVISORY
COMMITTEE**

POLICE

Phillip Arreola
Chief, Tacoma, WA
Sherman Block
Sheriff, LA County, CA
William Bratton
Fmr. Commiss'r., NYC
Sam A. Cabral
President, Int'l Union of
Police Ass'ns, AFL-CIO
Dean M. Esserman
Chief, Metro North, NY
Gilbert G. Gallegos
President, Fraternal
Order of Police
E. Douglas Hamilton
Chief, Louisville, KY
Phil E. Keith
Chief, Knoxville, TN
R. Gij Kerilkowska
Commissioner, Buffalo, NY
Talmadge N. Moore
Chief, Ft. Wayne, IN
Charles A. Moose
Chief, Portland, OR
Patrick V. Murphy
Former Commiss'r., NYC,
DC, Detroit, Syracuse
Dennis E. Nowlcki
Chief, Charlotte-
Mecklenburg, NC
Matt L. Rodriguez
Superintendent, Chicago, IL
Joseph Samuels
Chief, Oakland, CA
Darrel W. Stephens
Fmr. Chief, St. Petersburg, FL
Patrick J. Sullivan, Jr.
Sheriff, Arapahoe Co., CO
Donald H. Warshaw
Chief, Miami, FL
Robert S. Warshaw
Chief, Rochester, NY
Elizabeth M. Watson
Former Chief, Austin, TX

PROSECUTORS

Ronald Earle
District Atty., Travis Co., TX
Norman S. Early, Jr.
Former D.A., Denver, CO
Ralph C. Martin, II
District Atty., Suffolk Co., MA
Jack O'Malley
Fmr. State's Atty., Cook Co., IL
Elliot L. Richardson
Former US Attorney General
and Secretary of HEW, of
Defense and of Commerce
Grant Woods
Attorney General, AZ

CRIME SURVIVORS

Frances Davis
Fdr., Mothers of All Children
Ellen Halbert
Editor, National Crime
Victims Report
Carole Grant Hall
Director, Ginger Ridge
Residents' Initiative
Marc Klaas
Fdr., Klaas Fdn. for Children
Dennis Lees, Ph.D.
Mgr., Mental Health Clinic
Jean Lewis
President, Parents of
Murdered Children
**Gordon Rondeau &
Elaine Rondeau**
Founders, Action America:
Murder Must End Now

**FIGHT
CRIME**



**INVEST
IN KIDS**

DRAFT

**After-School Crime
or
After-School Programs:**

*Tuning In to the
Prime Time for Violent Juvenile Crime
and Implications for National Policy*

A Report to the United States Attorney General

from

FIGHT CRIME: INVEST IN KIDS

by

**James Alan Fox, Ph.D., Dean, College of Criminal Justice,
Northeastern University**
**Sanford A. Newman, J.D., President, Fight Crime: Invest in
Kids**

This report is based on the most comprehensive data set ever to become available on the prevalence of violent juvenile crime by time of day. Those data were compiled from the F.B.I.'s national Incident-Based Reporting System by Melissa Sickmund, Howard N. Snyder, and Eileen Poe-Yamagata for their forthcoming "Juvenile Offenders and Victims: 1997 Update on Violence," National Center for Juvenile Justice (Washington, DC: Office of Juvenile Justice and Delinquency Prevention).

President

Sanford A. Newman

Associate Directors

**Amy R. Dawson
Brendan J. Fitzsimons**

Media Director

John W. Bartlett

**NATIONAL CRIME AND
VIOLENCE PREVENTION
RESOURCE COUNCIL**

Barbara T. Bowman, M.A.
President, Erickson Institute of
Advanced Study in Child
Development
John A. Calhoun, M.P.A.
Executive Director, National
Crime Prevention Council
Donald J. Cohen, M.D.
Director, Yale Child Study
Center
Sanford Dornbusch, Ph.D.
Professor Emeritus, Stanford;
Advisory Board Chair, Stanford
Center on Adolescence
Craig W. Floyd
Chair, National Law Enforce-
ment Officers Memorial Fund
James A. Fox, Ph.D.
Dean, College of Criminal
Justice, Northeastern University
John W. Gardner, Ph.D.
Former US Secretary of Health,
Education, and Welfare;
Consulting Professor, Stanford
Richard Gerber, M.D.
Associate Clinical Professor of
Psychiatry, GWU Med. School
Alice S. Honig, Ph.D.
Professor Emerita, Child
Development, Syracuse Univ.
Thomas C. Joe, M.A.
Director, Center for the
Study of Social Policy
J. Ronald Lally, Ed.D.
Dir., Ctr. for Child and Family
Studies, Far West Laboratory
Steven Marans, Ph.D.
Director, Program on Child
Development-Community
Policing, Yale Child Study Ctr
Ray Marshall, Ph.D.
Former US Secretary of Labor
Chair in Economics and Public
Affairs, Univ. of Texas - Austin
Jack McDevitt, Ph.D.
Professor, College of Criminal
Justice, Northeastern Univ.;
Co-Director, Center for Crimi-
nal Justice Policy Research
Lisbeth B. Schorr
Lecturer in Social Medicine,
Harvard University
David P. Weikart, Ph.D.
President, HighScope
Educational Research Fdn.
Bernice Weissbourd
President, Family Resource
Council
Richard Weissbourd, Ph.D.
Professor, Kennedy School of
Government, Harvard
Chuck Wexler, Ph.D.
Executive Director, Police
Executive Research Forum
Edward Zigler, Ph.D.
Director, Bush Center in Child
Development and Social Policy,
Yale University

After-School Crime or After-School Programs:

Tuning In to the Prime Time for Violent Juvenile Crime and Implications for National Policy

A Report to the United States Attorney General
from
FIGHT CRIME: INVEST IN KIDS

by
James Alan Fox, Ph.D., Dean, College of Criminal Justice, Northeastern University
Sanford A. Newman, J.D., President, Fight Crime: Invest in Kids

Executive Summary

Prime Time for Juvenile Crime

Until recently, the only solid data available to tell us at what time of day most juvenile crime occurs has been data from South Carolina. That data has sometimes been criticized because it came from only one state, and because that state had a more modest juvenile gang problem than many others.

Now new data compiled from FBI reports by the National Center on Juvenile Justice and the Office for Juvenile Justice and Delinquency Prevention based on eight states—Alabama, Colorado, Iowa, Idaho, Illinois, North Dakota, South Carolina, and Utah.¹

These data make clear that the peak hours for violent juvenile crime are the hours from 3:00 PM to 8:00 PM. They tell us that, when the school bell rings, leaving millions of young people without responsible adult supervision or constructive activities, juvenile crime suddenly triples and prime time for juvenile crime begins.

Half of all violent juvenile crime takes place during the six hour period between 2:00 PM and 8:00 PM, and more than two thirds of all violent juvenile crime takes place during the nine hours between 2:00 and 11:00 PM. In contrast, just one fifth occurs during the eight hours from 11:00 PM to 7:00 AM, the period when curfew laws are sometimes suggested.

This report focuses on days when school is in session — the days when after school programs could conceivably have a major impact on youth activity during the prime time juvenile crime hours. About half of the days of the year are school days, but 57% of violent crime committed by juveniles occur on these days.²

1 Melissa Sickmund, Howard N. Snyder, and Eileen Poe-Yamagata for their forthcoming "Juvenile Offenders and Victims: 1997 Update on Violence," National Center for Juvenile Justice (Washington, DC: Office of Juvenile Justice and Delinquency Prevention).

2 Ibid.

Foolish Policy Choices

These data are a wake-up call telling us that we as a nation are making a foolish choice— and paying a tragic price. When we send millions of young people out on the streets after school, with no responsible supervision or constructive activities, we reap a massive dose of juvenile crime. If, instead, we provided students with quality after-school programs, a safe haven from negative influences, and constructive recreational, academic enrichment and community service activities, we would dramatically reduce crime while we helped students develop the values and skills they need to become good neighbors and responsible adults.

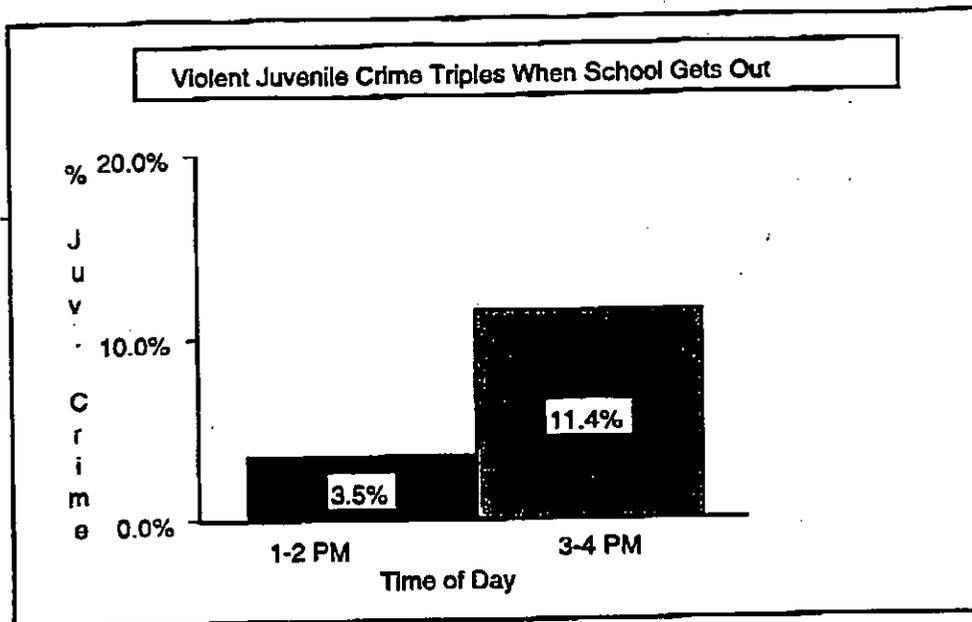
If juvenile violent crime during the afterschool hours from 3:00 - 8:00 PM alone were brought down to school-hour levels, this would eliminate nearly one quarter (23%) of all juvenile violent crime committed on school days.

Decisions Ahead

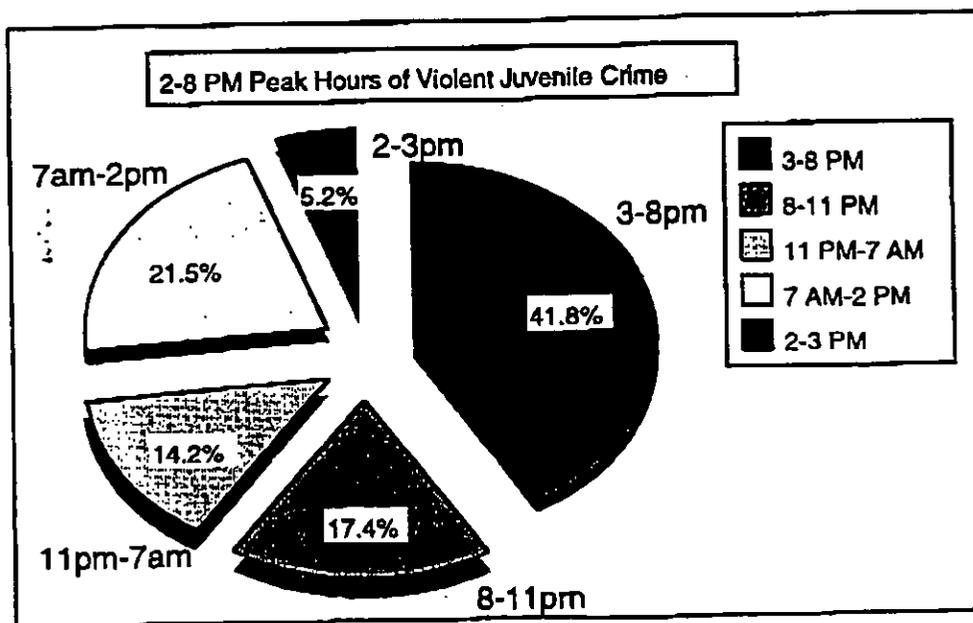
America's leaders must decide whether they are ready to invest in the after-school programs which can insure that the school dismissal bell signals the start of a rich afternoon of constructive child and youth development and of community service instead of the start of a daily surge in juvenile crime.

I. Critical New Information for Crime Prevention Policy: Peak Juvenile Crime Hours are 3-8:00 PM

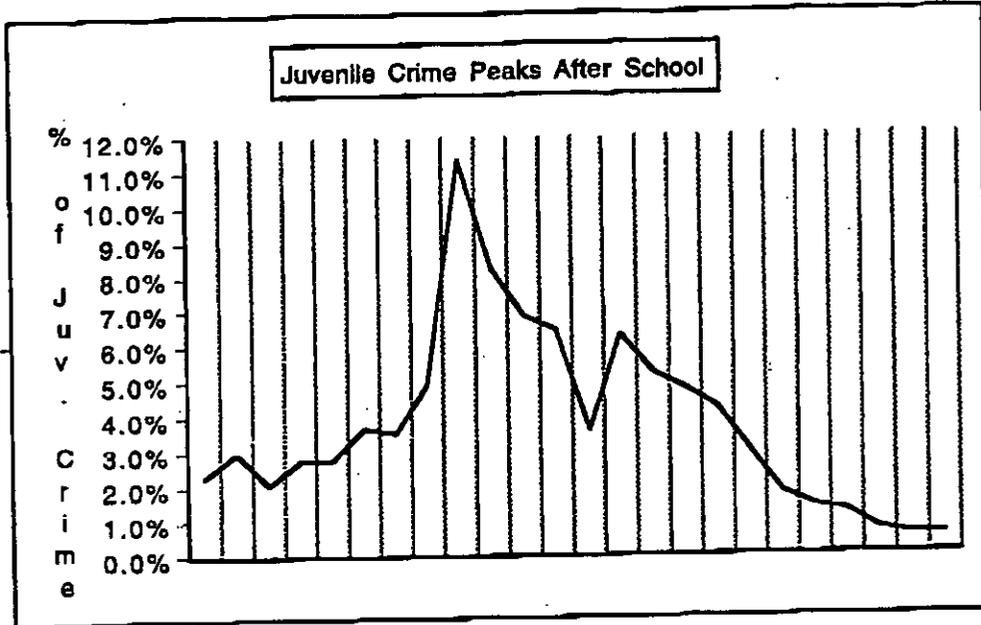
The evidence is indisputable. The hour from 3-4:00 PM — immediately after school dismissal — yields three times as much juvenile crime as the hour from 1-2:00 PM.



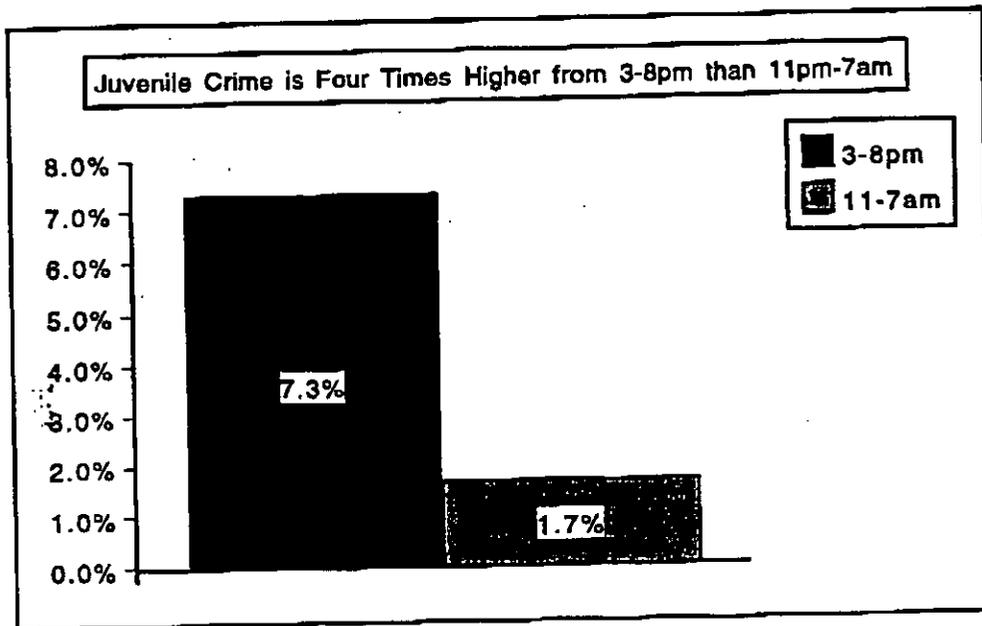
Almost half (47%) of all violent juvenile crime on school days takes place between 2:00 in the afternoon, when youngsters begin to get out of school and 8:00 in the evening. An additional 17.4% takes place between 8:00 PM and 11:00 PM., for a total of 67% taking place in this eight-hour after-school and late-evening time period. In contrast, only 21.5% of all juvenile crime takes place during the "graveyard shift" from 11:00 PM to 7:00 AM.



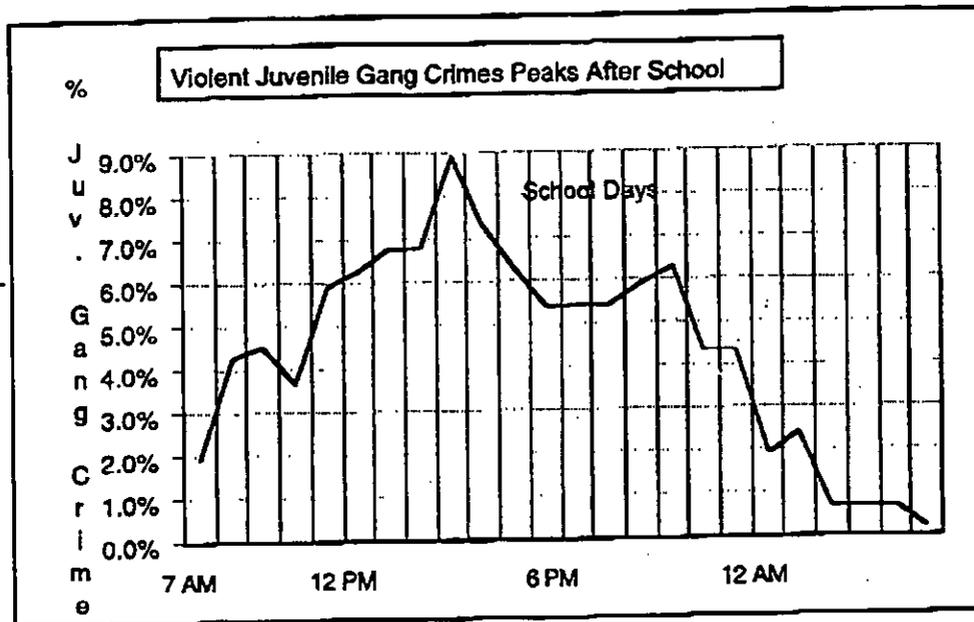
After spiking between 3:00 PM and 4:00 PM, crime begins a steady drop until 7:00 AM the next morning, and remains low until school is dismissed. This pattern is illustrated below.



Juvenile Crime begins to drop sharply after 8:00 PM and takes another sharp dip after 11:00 PM, by which time most parents require teens to be at home. Looked at in terms of the percentage of crime occurring on an hourly basis, the data shows more than three times as much juvenile crime occurs per hour from 3-8:00 PM as from 11:00 PM-7:00 AM.



Included in the newly released statistics are important new data collected by the University of California-Irvine's Focused Research Group on Orange County Street Gangs. These data, collected in 1994 and 1995 show that 60% of all juvenile gang crime occurred on school days, and that, like other juvenile crime, it peaks immediately after school dismissal.³



³ Ibid.

II. Impact of After-School Programs on Juvenile Crime

Quality after-school (and summer) programs can be expected to reduce juvenile crime in two ways:

A. Immediate "Safe Haven and Control" Effects. Immediately upon implementation, after-school programs provide responsible adult supervision, constructive activities, and insulation from deleterious pressure from peers and older children during high-risk hours. By replacing unsupervised hours spent exposed to dangerous influences on a street corner with hours spent under supervision, after-school programs might be expected to displace, for those youngsters participating, all or most of the crimes they might otherwise commit during those hours.

If the juvenile violent crime rate for the period from 3-8PM were brought down to the school-hour levels⁴ this would eliminate nearly one quarter (23%) of all juvenile violent crime committed on school days. (Of course, investments in weekend and summer programs could also be expected to have a major impact on crime committed on days when school is not in session, but consideration of that impact is reserved for a future analysis.)

Of course, not all youngsters would participate in after-school programs even if a wide variety of high quality programs were available. It is difficult to predict voluntary participation rates, much less how many teens might be required to participate by their parents. In addition, if quality after-school programs were accessible to all families, some localities might choose to require for children of specified ages that parents either provide supervision themselves, or make arrangements for alternative adult supervision. As a result, the immediate "control impact" would fall somewhat short of the one-quarter to one-third reduction which might otherwise be indicated.

B. Values and Skills Effect -- beginning quickly and building steadily. Recent research makes clear that the impact of after-school and other quality programs for children and youth far exceeds the "Safe Haven and Control" effect. Beginning in the first months and building steadily, quality after-school programs can be expected to have an enormous impact on the attitudes, values and skills of participating children.

Children spend only about one hour in school for every five that they are awake.⁵ How they spend the other four hours, not surprisingly, plays a major role in their development. Quality programs help children learn the skills they need to succeed academically, to gain experience in serving their communities, and to develop the attitudes, values and skills they need to contribute as good neighbors, family members and citizens.

⁴For purposes of this calculation, we have assumed that all of the hours from 7AM to 3PM are school hours, even though many students are already out of school between 2PM and 3PM. Since crime begins rising during this hour, including this as a school hour raises the crime rate per hour for that block of time, and causes some understatement of the actual crime reduction impact that would occur. In other words, lowering crime rates for the 3-8 PM period to the rates for the period from 7-3PM would eliminate even more crime than noted in the accompanying text.

⁵ School Aged Child Care Project, Center for Research on Women, Wellesley College, "Fact Sheet on School-Age Children," p. 1. September 1996.

1. Developmental risks for latchkey children and youth.

The need for after-school care has grown dramatically in recent years. In 1970, 37% of families with children under eighteen—already a very substantial percentage—lacked full-time parental supervision.⁶ By 1992, that percentage had increased to 57%.⁷ Part of this increase is attributable to the growing number of single-parent families due both to increasing divorce and increasing out-of-wedlock births. But two-thirds of the increase is because there are more families in which both parents work outside the home.⁸

Today, an estimated 17 million parents need care for their school-aged children.⁹ Experts estimate that between five and seven million “latchkey children” go home alone after school, and that roughly 35% of twelve-year-olds are regularly left to fend for themselves while their parents are at work.¹⁰

Latchkey children are at significantly greater risk of truancy, receiving poor grades, and risk-taking behavior, including substance abuse.¹¹ The more hours they spend on their own, and the earlier they begin doing so, the greater the risk.¹² Eighth-graders who were unsupervised for eleven or more hours per week were twice as likely to abuse drugs or alcohol as those under adult supervision.¹³

Even among those who have adult supervision, the quality of their after-school care varies widely—and matters a great deal.

We know, for example, that children spend more of their out-of-school time watching TV than in any other activity. Children’s television viewing has been associated with lower reading achievement, behavior problems, and increased aggression. When children watch more than three hours a day of television, or watch violent programs, these risks increase.¹⁴

6 James Alan Fox, “Trends in Juvenile Violence: A Report to the United States Attorney General on Current and Future Rates of Juvenile Offending,” Bureau of Justice Statistics, U.S. Department of Justice, Washington, D.C. March, 1996, p. 12; Current Population Survey.

7 Ibid.

8 Ibid.

9 Michelle Seligson, “School-Age Child Care Comes of Age,” *Child Care Action News*, Vol. 14, No. 1, Jan.-Feb., 1997

10 Ibid.

11 Dwyer, K.M., Richardson, J.L., Danley, K.L., Hansen, W.B., Sussman, S.Y., Brannon, B., Dent, C.W., Johnson, C.A., and Flay, B.R. (1990) “Characteristics of eighth grade students who initiate self-care in elementary and junior high school.” *Pediatrics* 86, 448-454.

12 Ibid.

13 Richardson, J.L., et al. “Substance use among eighth-grade students who take care of themselves after school,” *Pediatrics* 84 (3), 556-566.

14 School Age Child Care Project, Ibid.

While upper middle-class families are often able to patch together a series of lessons or other activities to fill much of their out-of-school time, many children are left to spend their out-of-school time at home alone or on a dangerous street corner. This problem has been exacerbated by funding cuts for youth programs beginning in the late 80's.

Children, especially adolescents, crave excitement and group activity. If they can't find it in programs organized by responsible adults, they become far more likely to find it in gangs. Too many children today have too little access to structured activity with positive role models, and are left to spend too much time "hanging out" or watching a few savage killings on television.¹⁵

2. Proven Developmental Benefits from after-school programs

Just as it is now clear that the lack of adult supervision and quality programs in the after-school hours places children at risk, it is clear that quality after-school programs have important impacts which show up in immediate crime reduction and in enhancing experiences and characteristics which have been shown to be important "protective factors," making children less likely to engage in crime.

For example, a study of a 32-month after-school recreation program in a Canadian public housing project compared arrests of juveniles in that project with another housing project having only minimal recreational services. Compared to the two years prior to the program, the number of juvenile arrests declined by 75% during the course of the program in the experimental project, but increased by 67% in the comparison project.¹⁶ Such dramatic results cannot be explained strictly on the basis of an "immediate control" impact.

A Columbia University study of Housing Projects in which Boys and Girls Clubs had been established as a part of the Justice Department's Operation Weed and Seed showed that juvenile arrests were 13% lower than in projects without a Club. Drug activity was 22% lower in projects with a club.¹⁷

A recent study of low-income children attending good after-school programs showed that they got along better with their peers, had better grades, school conduct and emotional adjustment than other children, had more learning opportunities, and spent more time in academic or academically enriching activities and less time watching television.¹⁸

Similarly, a recent University of Wisconsin Study of 64 after-school programs supported by the Cooperative Extension Service found that teachers reported the programs had helped

¹⁵ James Fox, *Ibid.*, p.3.

¹⁶ M.A. Jones and D.R. Offord, "Reduction of Antisocial Behavior in Poor Children by Nonschool Skill-Development," *Journal of Child Psychology and Psychiatry and Allied Disciplines* 30:737-750 (1989).

¹⁷ Schinke, P., Orlandi, M., and Cole, K., "Boys & Girls Clubs in Public Housing Developments: Prevention Services for Youth at Risk," *Journal Of Community Psychology*, OSAP Special Issue, 1992.

¹⁸ Posner, J.K. and Vandell, D.L. (1994) Low-income children's after-school care: Are there beneficial effects of after-school programs? *Child Development* 65, 440-456.

Quality after-school programs are a key part of the solution. It seems reasonable to postulate that if quality after school programs were readily available to all young people, the "Safe Haven and Control" effect alone would result in a major decrease in violent juvenile crime.

The youth development "Values and Skills Effect" of such programs — their role in providing the adult supervision, positive role models, and constructive activities that help youngsters develop the values and skills they need to become responsible, contributing citizens— would likely have an even larger crime reduction impact.

If after-school programs were combined with some of the other proven youth development programs described in this report, and with the early childhood programs proven to reduce subsequent crime and delinquency,²⁴ even more dramatic reductions in crime could be achieved.

Until the nation makes such investments in after-school and other programs for children and youth, we are likely to continue to pay a heavy price in crime and violence.

DRAFT/8-18-97

OVERVIEW

Need for After-School Programs

There is a tremendous need for extended-learning opportunities in the United States today.

- **Limited participation.**
 - In 1991, according to the Bureau of the Census, there were 36.7 million children between the ages of 5 and 14 (K through grade 8) living in the U.S.
 - Approximately 24 million of these K through grade 8 school-age children required child care.
 - However, only about 1.7 million children of these children in grades K through grade 8 were enrolled in 49,500 formal before- and after-school programs.
- **Especially limited participation in schoolbased programs.**
 - In 1993-94, according to the National Center for Education Statistics, only 974,348 children in public elementary and combined schools (grades K up to 8) were enrolled in 18,111 before- or after-school programs in public schools.
 - Just 3.4 percent of all public elementary and combined school students (grades K up to 8) were enrolled in before- or after-school programs in public schools.
 - Seventy percent of all public elementary and combined schools (grades K up to 8) did not offer before- or after-school programs.
- **Latch-key child problem.**
 - Estimates of the number of kids in self care (latch-key children) who are unsupervised during non-school hours range from 2 million to 15 million.
 - Experts estimate that about 5 million school-age children spend time without adult supervision during a typical week. Because of self-reporting, however, it is difficult to get a firm figure.

Barriers to Participation

The most frequent barriers to schools' participation in after-school programs include:

- Lack of resources to offer an after-school program
- Recruitment of a program administrator and staff to run a program
- Unwillingness of the school district to open the building beyond the regular school day
- Unwillingness of the principal to have his/her school used for a program
- Unwillingness of teachers to have their classrooms used for after-school activities
- Negotiations with custodial unions that stipulate building use fees *espec in NYC; some in other cities in NY as well. But not so much outside.*

The most frequently mentioned barrier to participation is the parents' inability to pay the tuition and fees charged by programs.

- Availability
- Parent fees
- Transportation
- Hours of the program
- Quality of activities
- Poor conditions
- High staff turnover

Components of Successful Extended Learning After-School Programs

Based on an examination of schoolbased, afterschool programs that have a focus on enrichment and learning activities, the following components characterize these programs:

- Coordination with the regular school day learning program
- Student participation in learning activities
- True linkages between after-school and regular school day personnel
- Hiring of qualified staff
- Low student-staff ratio
- Involvement of parents
- Program evaluation

Costs of Schoolbased After-School Programs

Estimated costs of schoolbased, after-school programs, (programs that are housed in a public school either run by the school system, in collaboration with a communitybased organization, or by a schoolbased organization) range in costs according to the types of services delivered.

- Costs per student run between \$2-2.50 an hour
- Transportation costs run about \$1.00 per trip.

The Need for After-School Programs

The need for increased opportunities for children to learn and develop in safe and drug-free environments outside of regular school hours is clear. Without affordable, high-quality after-school programs¹ available to parents who work, many children must care for themselves or be supervised by older siblings which can entail excessive television watching and experimenting in risky behaviors such as alcohol and drug use. In communities without libraries, many children do not have access to books and other information resources or adults who can help with challenging homework; as a result, some of these students may not learn the skills they need to achieve their potential. These common sense notions are borne out in the research that shows the importance of providing after-school opportunities for children:

Few opportunities exist for young people. While there has been a growth in the availability of after-school care programs for children over the last 20 years, relatively few organized, extended learning opportunities exist. And even when they do exist, a 1994 survey of parents found that 56 percent think that many parents leave their children alone too much after school.

- **Limited participation.** In 1991, according to the Bureau of the Census, there were 36.7 million children between the ages of 5 and 14 living in the U.S. Approximately 24 million of these school-age children required child care (U.S. Bureau of the Census, 1994). However, only about 1.7 million children from kindergarten through grade 8 were enrolled in 49,500 formal before- and after-school programs (Seppanen, 1993).
- **Especially limited participation in schoolbased programs.** Extended learning programs in schools are even more scarce, especially for older children and youth. According to the National Center for Education Statistics (NCES), in 1993-94, only 974,348 children in public elementary and combined schools (just 3.4 percent of all public elementary and combined school students) were enrolled in 18,111 before- or after-school programs at public schools. Seventy percent of all public elementary and combined schools did not offer before- or after-school programs (NCES, September 1996).

¹For the purposes of this paper, the definition used in the 1993 Study of Before and After School Programs of "Before- and after-school programs" applies: Before and After-school programs refer specifically to formally organized services for 5 to 13 year-olds that occur before and/or after school during the academic year and all day when school is closed and parents are at work. These programs include only school- or center-based programs that operate at least two hours a day, four days per week. These programs augment the schoolday, and typically also the school calendar, creating a second tier of services that provide supervision, enrichment, recreation, tutoring, and other opportunities for school-age youth.

- **Latch-key child problem.** Estimates of the number of kids in self care (latch-key children) who are unsupervised during non-school hours range from 2 million to 15 million (Child Care Action Campaign, 1992; Children's Defense Fund, 1989; National Commission on Working Women, 1989; U.S. Bureau of the Census, 1987). Experts estimate that about 5 million school-age children spend time without adult supervision during a typical week (School Age Child Care Project, 1997). Because of self-reporting, however, it is difficult to get a firm figure.

Parents want more access to extended learning opportunities. Survey data clearly indicate the demand for after-school programs:

- **Extent of parent demand for access.** A 1997 survey of elementary and middle school parents shows that 90 percent of parents have children that attend an after-school program or would be willing to pay for an after-school program if it was offered to them (National Opinion Research Corporation, 1997).
- **Extent of general public demand for access.** By and large, the public favors keeping school buildings open for use by schoolchildren (with adult supervision): 87 percent after school; 67 percent on weekends; and 72 percent during vacations (Gallup, 1992).
- **Principal agreement.** Principals have long seen a need for extended learning programs; in a 1989 survey, 84 percent of school principals agreed that there is a need for before- and after-school programs (Seligson, 1989). In 1993, the National Association of Elementary Principals printed a book entitled, "Standards for Quality School-Age Child Care."

Youth are at greatest risk of violence after the regular school day. According to the Federal Bureau of Investigation, youth between the ages of 12 and 17 are most at risk of committing violent acts and being victims between 3 p.m. and 6 p.m.— a time when they are not in school at the end of the regular school day (FBI, 1993).

- **Child self-care risky.** Children left to themselves or under the care of siblings after school experience greater fear of accidents and crimes and are more bored than children in supervised care. They also are more likely to engage in risk-taking behaviors and drug and alcohol use, and are more often the victims of accidents and abuse. Children who spend more hours on their own and who began self-care at younger ages are at increased risk (Miller and Marx, 1990).
- **Organized activities can counter unsafe behaviors and enhance learning.** Children under adult supervision in a formal program have demonstrated improved academic achievement and better attitudes toward school than their peers in self- or sibling-care. After-school and summer programs can offer the support and supervision children need

in order to learn and to resist the influences of unsafe or violent behaviors (Miller and Marx, 1990).

Children in quality programs do better in school. Research indicates that program quality is very important. Children in these programs are exposed to more learning opportunities, spend more time in academic activities and enrichment, and spend less time watching TV. These students have more positive interactions with staff when student to staff ratios are low, staff are well-trained, and a wide variety of activities are offered. Students in quality programs may have better peer relations and better grades and conduct in school than their peers in other care arrangements (Posner and Vandell, 1994).

- **School-age programs of poor quality can harm children.** When school-age programs are well designed, they can raise achievement, but when they are low quality, with poorly trained staff and few age-appropriate activities, participants may do worse in school than children who are cared for by a parent or a sitter or even left alone (Carnegie Corporation of New York, 1996).
- **Teachers and principals recognize the positive effects.** The Cooperative Extension Service found that in programs that had received their assistance, teachers reported that the programs helped the children to become more cooperative, handle conflicts better, develop an interest in recreational reading, and earn better grades. More than one-third of the school principals stated that vandalism in the school decreased as a result of the programs (Riley et al., 1994).
- **Youth need opportunities outside of the regular school day.** Research clearly shows that positive and sustained interactions with adults contribute to the overall development of young people and their achievement in school. After-school activities allow children and youth to explore and master activities (art, dance, music, sports) that can contribute to their overall well-being and achievement (Clark, 1989).
- **Young people want opportunities outside the regular school day.** In a recent survey, young adolescents ages 10 to 15 were asked to identify what they wanted most during their non-school hours. Their responses included safe parks and recreation centers, exciting science museums, libraries with the latest books, videos, and records, opportunities to go camping and participate in sports, long talks with trusting and trustworthy adults who know a lot about the world and who like young people and opportunities to learn new skills (Carnegie Council on Adolescent Development, 1992).
- **Parents rank high computer classes, art and music courses, and community service as activities for after school programs.** In a 1997 survey of parents who indicated they enrolled or would like to enroll their child in an after-school program, 95 percent feel that their child would benefit from an after-school program that included computer technology classes and 91 percent feel their child would benefit from arts,

DRAFT/8-18-97

music, and cultural after-school activities. Among middle school parents, 90 percent favor after-school community service or volunteer opportunities for their children (NORC, 1997).

Barriers to Participating in After-School Programs

The most frequent barriers to schools' participation in after-school programs include:

- **Lack of resources** to offer an after-school program
- **Recruitment of a program administrator** and staff to run a program
- **Unwillingness of the school district** to open school buildings beyond the regular school day
- **Unwillingness of the principal** to have his/her school used for a program
- **Unwillingness of teachers** to have their classrooms used for after-school activities
- **Negotiations with custodial unions** that stipulate building use fees

The last barrier is particularly acute in the State of New York. Some union contracts stipulate significant fees for the use of school buildings outside of regular school hours that make the operating costs prohibitive. This is especially a problem for nonprofit organizations in New York City when fees were established as part of the janitorial union contract in 1975, as well as other New York cities (e.g., Buffalo). However, calls to several cities in other states do not indicate a similar problem.

In addition, parents face barriers to their children's participation:

- **Access.** Seventy percent of public elementary and combined (K-8) schools do not offer before- or after-school programs. A mere 3.4 percent of all students in public elementary and combined schools nationwide participate in before- and after-school programs in their schools (NCES, September 1996).
 - **Solutions:** Organizations like the National Community Education Association works with both individual schools and whole districts to make available after-school programming in the public schools. In addition, the Partnership for Family Involvement in Education, like many organizations, has pledged as part of the Presidents' National Volunteer Summit to work more vigorously in this area and create 500 new after school program in 1997.
- **Parent fees.** After-school activities for children may require fees which parents are unable or unwilling to pay. Parent fees make up approximately 80 percent of the budget of school-based programs (Seppanen et al., 1993). Waivers and scholarships are available on a very limited basis. Programs in high poverty areas simply do not have enough resource to serve the large numbers of children who wish to attend. Many good programs have long waiting lists. In cases when parents cannot afford child care, students may not participate because they are needed at home to care for younger siblings.

- **Solutions.** In 1991, almost 40 percent of public school programs offered a sliding scale for parent fees based on parents' ability to pay (Seppanen, 1993). In addition, the federal Title I program can be used for after-school programs, thus defraying fees. Finally, some programs like the Virtual Y make their program free to families, raising the money in the community.
- **Transportation.** The lack of safe and available transportation may prevent many of these children from participating in before- and after-school programs. Many programs do not provide transportation after the extended learning day. In addition, children who attend school outside of their neighborhood, because of a desegregation plan, school choice, or other reason, may not be able to participate unless provisions are made for early and late buses. Finally, some districts charge bus fees to access after-school transportation, which can inhibit participation among moderate and low income families.
 - **Solutions.** Based on the number of children participating in after-school programs, some schools offer late buses as part of their regular bus fleet runs. Where programs are offered in neighborhood schools, parents may be readily able of pick up their children from the school. However, in 1991, 20 percent of parents asked for transportation as a component of the after-school program their child was enrolled in when it was not offered (Seppanen, 1993).
- **Hours of the program.** Most programs operate according to the school calendar rather than parents' work schedule, in which case parents must make alternative arrangements for child care or leave children on their own.
 - **Solutions.** Programs like the Beacon Schools and IS 218 are open hours beyond the regular 3 p.m. to 6 p.m. after-school program, operating until midnight and 9 p.m., respectively.
- **Quality of activities.** Parents and students may choose not to participate because of unchallenging curriculums. Some programs may be perceived as merely providing supervision, rather than enrichment and extended learning opportunities. Activities may not address the needs of older students. Also, before- and after-school programs may not coordinate with the regular school program to help students who are falling behind in a particular subject and to reinforce what's happening in the classroom.
 - **Solutions.** Like programs operated at I.S. 218 in New York City and at the Seattle Title I school program run by Bailey Gatzert Elementary School, afterschool programs should be designed to coordinate with the regular school day and offer challenging complementary activities. Programs should have materials available to them and be aware of best

practices, perhaps employing the School Age Child Care Project standards of excellence.

- **Poor conditions.** Before- and after-school programs often have to make do with the resources available. Almost one-third of programs report a difficulty sharing space in schools and other facilities. Other common problems include a lack of activity space, no room to expand, and insufficient storage.
 - **Solutions.** Real and honest communication must take place between staff from the after-school program and the regular teaching force about the use of classrooms and other facilities. This is the most commonly discussed barrier among those groups that operate programs and communication is the only way to resolve the situation.

- **High staff turnover.** Before- and after-school programs suffer from a high staff turnover rate due to low wages and lack of benefits. While some programs do not have this problem, those that do experience a 60 percent turnover rate. This lack of continuity affects the quality of the activities, of the program as a whole, and of the bonds created between the children and staff.
 - **Solutions.** After-school programs need to be re-thought of as an extension of the regular school day with many of the same personnel that would be found during the regular school day, such as classroom teachers, participating but at perhaps a lower ratio than the regular school day. In the Murfreesboro, Tennessee program, this is accomplished by staggering teacher starting times. In after-school care situations, the quality of after-school staff is directly linked to the quality of the program offered. Wages and benefits must be calculated as an important part of the program. When teachers are used in extended learning programs, some of this turnover associated with day care can be resolved.

Necessary Components of An After-School Program

The most important part of any after-school program is that kids have a safe, learning environment with adults who clearly care for them.

Common elements across extended learning programs in schools. When we examine exemplary in-school programs that offer both enrichment and instructional activities (community schools in Flint, Michigan; after-school programs in Murfreesboro, Tennessee, I.S. 218 in New York City, and the soon-to-be implemented Virtual Y in New York City; the 21st Century Community Learning Centers) after-school, we find the following common elements:

- **Coordination with the regular school day learning program.** More than a latch key after school program, the extended school day should dovetail with the classwork engaged in throughout the day. This was also a major recommendation of the Carnegie Corporation's report, *Years of Promise: A Comprehensive Learning Strategy for America's Children*.
- **Student participation in learning activities.** The atmosphere should be more relaxed but it should be instructional allowing for hands-on projects, enrichment classes, reading, math, mentoring, sports, computer lab, music, arts, community service, trips, and even entrepreneurial workshops.
- **True linkages between after-school and regular school day personnel.** Support of and coordination with the school so that there is true partnering with the school and all school personnel in an atmosphere of mutual respect with regard to the use of facilities and materials, and the creation of a welcoming environment for parent, and community volunteers.
- **Hiring of qualified staff.** Programs should hire qualified staff, provide on-going training for staff, and be willing to pay for that quality. Staff usually include a program administrator, paraprofessionals, college students, and teachers. In some cases of when teachers are part of the program, they participate on the basis of a staggered school day where their day begins at 11 a.m. and ends at 6 p.m.
- **Low student-staff ratio.** For true student enrichment, the student-staff ratio should be low, especially when tutoring or mentoring activities are taking place.
- **Involvement of parents.** Opportunities for parents to be part of the afterschool program by offering orientation sessions, workshops, serve as volunteers, serve on a

parent advisory committee, and take part in classes that may be offered in computers or English as a Second Language.

- **Program evaluation.** From the beginning of a program, there should be a plan for measuring success, based on the goals set for the program--including student improvement in their regular school program. Both continuous improvement strategies and outside evaluations by a local university or board of education should be employed.

Researchers have also begun to identify core elements of after-school care programs and quality standards.

Characteristics of Quality After-School Programs as Assessed by the University of Wisconsin. The University of Wisconsin-Madison is conducting a study of after-school programs and assessing after-school care program quality. Programs being examined include those operated by for-profit agencies, non-profit programs, and programs located in schools. The University of Wisconsin study is assessing quality programs on the following components:

- tone and quality of interactions between children and staff
- caregiver skill
- presence of age-appropriate programming and activities
- level of child satisfaction
- level of parent satisfaction
- flexibility of programming and child choice of activities
- regulatable characteristics such as staff-to-child ratios, levels of staff education, and space available for activities.

Knowing the kind of program a child attends (e.g., for-profit or nonprofit) offers clues about the quality of care provided. For example, children in for-profit programs generally have more unoccupied time, spend more time watching television and videos, and spend more time not interacting with anyone, when compared with children attending nonprofit programs. For-profit programs also tend to offer fewer positive interactions between staff and children and offer fewer programming alternatives, when compared to nonprofit programs. Parents of children attending for profit programs report lower satisfaction with those programs, compared with nonprofit programs located in schools and those operated by community centers.

Program quality also varies across elements that are potentially regulatable, such as program size and caregiver education levels:

- **Size.** Children in small programs (41-60 children) have more and more positive interactions with caregivers and with other children.

- **Child-to-staff ratios.** Larger child-to-staff ratios (greater than 13-1) are associated with more time waiting in line and with caregivers showing poorer behavior management skills.
- **Caregiver education.** Higher levels of education are related to fewer negative interactions between caregivers and children and greater parental satisfaction.
- **Caregiver experience.** Caregivers with 25 to 36 months experience had better behavior management skills and more positive regard for children compared to those with more or less experience.

Core Components from the Carnegie Council on Adolescent Development. Whether an after-school program is located in a neighborhood school or community facility, effective programs identified by the Carnegie Foundation include the following key elements:

- **A research base and needs assessment.**
- **A basic understanding of social relationships.**
- **Involving parents.**
- **Tailoring programs to community needs.**
- **Capturing interest.**
- **Providing food.**
- **Setting clear rules.**
- **Collaborating with local community organizations.**
- **Being safe and accessible for all children.**
- **Providing linkages to schools.**

Standards for Quality After-School Care as developed by Wellesley College, Institute for Out of School Time. Standards of quality for after-school care have been developed by the Wellesley College School-Age Child Care Project (now the Institute for Out of School Time). The National Association of Elementary School Principals were also involved in developing these standards.

- **Human Relationships.**
- **Indoor Environment.**
- **Outdoor Environment.**
- **Activities.**
- **Safety, Health, and Nutrition.**
- **Administration.**

Costs of After-School Programs

Costs vary widely in implementing after-school extended learning programs. The major sources of variation in the cost of extended-hours programs run by public schools are:

- **Salaries of program staff**
- **Type and extent of services offered, including any materials**
- **The number of children served in the program**

These costs can vary widely depending on the level of staff expertise, the scope of the director's responsibilities, and local custodial rates. Most programs pay for instructional staff, a part-time director who receives a salary supplement, and custodial services. Materials costs vary extensively, and can be minimal, or very substantial, depending on the activities a program offers. Programs depend upon a variety of sources for their funding, including donations and government and foundation grants based upon the services which they provide.

The costs below are for school-sponsored programs; programs sponsored by other organizations appear to have somewhat lower costs, primarily due to using lower cost (non-school) personnel.

Hourly program cost per child: The costs of typical after-school programs vary significantly depending to the scope of the program, the level of staff expertise, and the materials used in the program.

- **Lower range costs.** The lower range of the cost estimate assumes that program staff will be supplemented by volunteers or low-level staff (college-students, etc.), and that program activities will include academic and enrichment work, but will not require a significant amount of new materials. Lower cost programs often center around providing homework assistance, recreation, and provide art and enrichment activities which do not require large expenditures for materials or professional staff (e.g. professional music teachers).
- **Higher range.** The higher range of the cost estimate assumes that programs will use certified teaching personnel and more experienced staff to provide instruction, and a full-time program director; program activities may include substantial amounts of enrichment activities (e.g. art and music classes) as well as significant materials expenditures (e.g. computer labs, art supplies). Higher costs programs are able to provide a wider range of options for students, and usually include targeted academic assistance, enrichment activities supervised by well trained staff (e.g. an art class taught by an art instructor), and may feature computer labs or field trips.

Hourly program costs per student. Hourly program costs typically range between about **two to two and a half dollars per student** (assuming three hours after school, five days each week, and a ratio of 10-12 students per instructional staff member)

Estimated hourly cost per student: \$2.00 to \$2.50

Yearly program costs per student. Per student yearly program costs range from \$1,050 to \$1,575, (assuming three hours after school, five days per week, thirty-five weeks, ratio of 10-12 students per instructional staff member)

Estimated yearly cost per student: \$1,050 to \$1,575

Yearly program cost. In a typical elementary school of 450 kids, yearly costs for after school programs range from \$157,500 for low-cost programs serving approximately a third of the student body (i.e. 150 students) to \$500,000 for higher-cost programs serving most of the student body (i.e. almost all of the 450 students; **note: assume that marginal costs per student should decline with increased utilization**).

Estimated total yearly program cost: \$157,000 to \$500,000

Transportation costs. Many programs do not report paying any additional transportation costs; programs which do provide extra transportation report paying about \$1.00 per child, per trip (assume \$25 per hour for bus drivers, \$1.00 per mile for bus use, gas, and maintenance, 30 miles per day, 45-60 students per bus).

Estimated cost per student per trip: \$1.00

8-18-97 Child Care - After-school

Create new prog or build off existing?

How to distribute #? to states? communities? schools?

School-based or non-school-based?

→ how measure quality?

local match?

ages we're targeting?

(existing proposal grades G-F)

costs to parents? (or leave to community)

21.5M

21,560,000,000