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The Helms-backed provision still has a long way to go before becoming law. First, House members considering the legislation in conference haven't even met to discuss it. And the change is part of the Foreign Relations Authorization Act, a controversial policy bill that has failed in the past to win congressional support.

In 1993, when a bipartisan group of senators including Helms first suggested giving businesses priority in making claims and veteran advocates fought heatedly against it.

Senate votes to repeal \$50 million tobacco tax break contained in balanced-budget bill By David Hess Knight Ridder Newspapers (KRT)

WASHINGTON A chastened Senate voted emphatically Wednesday to undo a \$50 billion tobacco-industry break that had been slipped into the tax-cut bill signed into law just last month.

Voting 95-3 to repeal the provision barely after the ink dried, senators rather contritely agreed to an amendment that unraveled what sponsor Richard Durbin, D-Ill., called "a sweetheart deal" for the industry.

But the repealer was nearly derailed by an amendment from Sen. Jeff Sessions, R-Ala., who tried, and nearly succeeded, in limiting the fees that can be collected by attorneys hired by the states to press damage claims against the tobacco industry.

Sessions argued that the legal fees could amount to billions of dollars and are "too generous, too much of a windfall, and cannot be defended."

Durbin and his allies defeated the Sessions amendment on a 50-48 vote by arguing that it would put states at a big financial disadvantage in their long and expensive legal jousting with the tobacco industry.

The Senate's vote on Durbin's amendment reflected not only unhappiness with the tax break, but also disdain for the manner in which it was planted in the tax bill by industry lobbyists, with a boost from House and Senate leaders, without the knowledge of most members in either house.

Durbin accused the backers of the tax break of "playing old politics by old rules." And co-sponsor Sen. Susan Collins, R-Maine, said the manner in which it was sneaked into the legislation "has generated justifiable public outrage and fueled even more cynicism about politics and politicians."

A similar repealing provision in the House, sponsored by Rep. Nita Lowey, D-N.Y., faces formidable opposition from House leaders, who view it as a violation of the tax-and-budget agreement reached between congressional Republicans and President Clinton in late July. And it's not at all clear whether leaders will permit a definitive vote on it in the House.

If not, Lowey said she will pursue the issue in a conference with the Senate when the underlying spending bill for the Departments of Labor, Education, and Health and Human Services goes to a conference committee.

House Speaker Newt Gingrich, R-Ga., has defended the tax break as fully warranted and insisted that White House negotiators knew it was in the final version of the tax bill before signing off on it.

Since then, however, Clinton has repudiated the tax break, giving heart to Durbin and his allies who feel the administration's turnaround practically assures the repeal.

Under a major settlement forged last June between the industry and 39 states and Puerto Rico, the tobacco companies agreed to pay the states about \$368 billion over 25 years to compensate them for the Medicaid money they spend to treat smoking victims. Part of the money also would be devoted to programs that discourage smoking among young people.

When the tax-and-budget package emerged for votes in the House and Senate, it contained a provision permitting the tobacco companies to credit the money paid under a new 15-cent hike in federal tobacco taxes against the \$368 billion going to the states. That tax break was estimated to reduce the industry's total liability by about \$50 billion.

And it was incorporated in the tax bill without notice, hearings, or warning.

Before voting to adopt the Durbin-Collins proposal, senators agreed to a nonbinding amendment by Sen. Wendell Ford, D-Ky., and several other tobacco-state senators, which expressed the "sense of the Senate" that the Durbin repealer should not harm tobacco farmers or increase the amount that tobacco companies have pledged to pay the states under the settlement plan.

Tobacco farmers, who were excluded from the settlement talks and fear the deal could threaten their livelihood, also received a pledge of support from the White House.

Clinton adviser Bruce Lindsey told Kentucky Gov. Paul Patton

File - Child Care - After School
earlier this week that the president won't support a final settlement if it does not provide economic assistance for tobacco growers.

Sponsors of the tax-break repeal succeeded by a scant two votes, 50-48, in defeating Sessions' amendment, which would have ordered state attorneys general to limit any payments to private, outside counsel to \$250 an hour, with a \$5 million cap on total fees paid. Most states, in pressing lawsuits against the tobacco industry, hired experienced, outside litigators to help them pursue their cases.

Most of the private attorneys were working for contingency fees worth 20 or 25 percent of whatever their states collected in damages from the companies. The fees will not be paid out of the \$368 billion pot set aside for health and education programs in the June agreement. Rather, the tobacco companies will pay the fees from their own resources, subject to judicial review for fairness and adequacy.

Sen. Paul Wellstone, D-Minn., noting that his own state of Minnesota has not signed the June agreement and intends to go to trial against the companies in January to seek a separate deal, said the industry has already spent some \$125 million to fight the state's case.

What if the state was limited to only \$5 million for (outside) attorneys," Wellstone said. "It would be overwhelmed by Big Tobacco. Congress has no business dictating the legal fees that states agree to pay for outside help in these cases."

Half of violent juvenile crime occurs between 2 p.m. and 8 p.m. on school days, report says By Angie Cannon Knight-Ridder Newspapers (KRT)

WASHINGTON Violent juvenile crime on school days occurs much more frequently between 2 p.m. and 8 p.m. than late at night, says a report released Wednesday.

With violent juvenile crime rising, the Justice Department is promoting the report in an attempt to persuade the Republican-controlled Congress to spend more money on after-school youth programs. Several bills are pending in Congress and may be taken up this week.

In the afternoons, we used to have sports, drama and music. We had violins, and now it's violence," said James Alan Fox, dean of Northeastern University's College of Criminal Justice in Boston and an author of the report. "We've closed down ball fields. We've closed down community centers. We have disinvested in childhood and kids literally have too much time to kill."

The report also raises questions about the need for curfews, a popular but controversial crime-control measure. Although many civil rights groups and individuals challenge the constitutionality of curfews, about three-fourths of the nation's 200 biggest cities have them.

While the report says that nearly half of violent juvenile crime murders, rapes, robberies and aggravated assaults occurs from 2 p.m.-8 p.m., it found that just one-seventh occurs from 11 p.m.-7 a.m., when curfews typically are in effect. "What a curfew does is tell kids you should not commit crimes when you are asleep," Fox said.

The report was released by Fight Crime: Invest in Kids, a youth-advocacy group made up of police chiefs, prosecutors and crime survivors.

The study, billed as the most comprehensive on the relation of crime by people under 18 and the time of day, details how crime tracks kids' movements.

Violent juvenile crime triples from 3 p.m. to 4 p.m., the hour immediately after school, compared with 1 p.m. to 2 p.m., when school is still in session. It dips around dinner time, rises slightly, then declines in the later evening as most parents want their children home for bed.

In contrast, Fox said, adult crime rises all through the day and evening and peaks at 11 p.m. The new report focuses on school days, when 57 percent of violent juvenile crime is committed. Fox said that juvenile crime on weekends and during the summer is also higher in the afternoon and evening than the morning or late night, but without the 3 p.m. peak.

Prime time for juvenile crime," Fox said, is when parents are working and kids are hanging out on street corners with little to do. He thinks the problem has increased as more families have both parents working and more households are headed by single parents.

The study's findings did not surprise Detroit Police Chief Isaiah McKinnon, whose city struggles with violent juvenile offenders.

McKinnon said most cities confront a "triple-edge sword," meaning they need to worry about kids during school hours, after school and late at night. He said police officers have to monitor truants who gather at "skip houses" where parents aren't home, as well as youths

who are unsupervised after school.

He also said the report is evidence that curfews have an impact on crime.

Those communities that are enforcing curfews, where children are being told to stay in their homes, that is why less crime is occurring," said McKinnon, whose city has an 11 p.m. curfew.

Attorney General Janet Reno and leaders of the youth-advocacy group use these figures to criticize pending crime legislation.

Over the next few weeks, Congress will consider two measures that deal with juvenile crime. In one, President Clinton proposed \$63 million for after-school programs, but House and Senate legislators want to cut that.

Another Senate bill would spend \$868 million over five years on juvenile justice. But a big chunk of that \$500 million would be a block grant in which after-school programs would compete with juvenile facilities, drug testing, juvenile records and truancy programs for a share of new funding. Youth advocates believe that only \$76 million in new funding would go for prevention.

"There is no doubt that prevention is important, but throwing more money at these programs is not necessarily the answer," Sen. Jeff Sessions, R-Ala., chairman of the Senate's youth crime subcommittee, said in a statement. "The federal government already spends over \$4 billion a year on at-risk programs. Do all of these programs reduce juvenile crime? Before spending more money on prevention we need to first take a close look at the programs currently in place."

Ellen Halbert, an Austin, Texas, crime victim who serves on the board of Fight Crime: Invest in Kids, says she often wonders what after-school programs existed for the 18-year-old who raped, stabbed and pounded her with a hammer 10 years ago.

"I think a lot about this young man," said Halbert, who served on the Texas Board of Criminal Justice. "I didn't think he was born to do this. If someone had been there to reach out a hand to him, I believe it would have changed his life."

The study was compiled from FBI reports by the National Center on Juvenile Justice and the Office for Juvenile Justice and Delinquency Prevention. It is based on information for eight states: Alabama, Colorado, Iowa, Idaho, Illinois, North Dakota, South Carolina and Utah. The study's authors believe its findings mirror the nation.

Israeli prime minister rejects Albright's call for reconciliation with Palestinians By Peter Slevin Knight Ridder Newspapers (KRT)

JERUSALEM Israeli Prime Minister Benjamin Netanyahu rebuffed Secretary of State Madeleine Albright's call Wednesday for closer partnership with the Palestinians, asserting that nothing is negotiable until Yasser Arafat cracks down harder on terrorism.

During Albright's first trip to the Middle East as secretary of state, Netanyahu offered little publicly or privately in support of her effort to rebuild the shattered confidence between Arabs and Jews. Her appeal to "mutual responsibility" went unrequited.

Any Israeli moves toward reconciliation will await the Palestinian leader's next moves, said Netanyahu, who criticized the Palestinian Authority for doing "virtually nothing" to stop the peacebreakers whose suicide bombs have killed 19 Israelis in six weeks.

Albright travels to the West Bank town of Ramallah Thursday to press Arafat to do more to disrupt the terrorist operations of radical Islamic groups. That means capturing high-level militants, detaining collaborators, and sharing intelligence with Israeli security forces.

"There is simply no other way," Albright said Wednesday on a visit intended to show solidarity with angry and grieving Israelis while she searches for a way to rekindle a battered peace process.

Demonstrating the mix of public and private diplomacy that is her trademark, Albright visited bombing victims in a hospital, met behind closed doors with Israel's president, prime minister and opposition leader, and took an emotional tour of the Yad Vashem Holocaust Memorial.

Political banners greeted her heavily guarded motorcade as it moved through Jerusalem, reflecting widely different views of how she should direct her well-known bluntness.

"Knock Some Sense Into Netanyahu," read one. Another, urging a tougher line against Arafat, recalled the appeasement of Adolf Hitler: "Jerusalem 1997 Is Not Prague 1938."

"Albright is determined, said one of her advisers, to show the Israelis that there is "absolutely no daylight between us and them on the security issue. We will press the Palestinians for 100 percent effort."

Indeed, barely an hour after her 5:55 a.m. arrival, Albright stood with Israeli President Ezer Weizman and said, "We are with you in the battle against terror and security. We are with you in your

insistence that the Palestinian Authority fulfill the responsibilities and obligations it has undertaken."

Yet Albright believes there is more to the equation than police crackdowns. In her view, Netanyahu has taken ill-considered steps that weakened Arafat's domestic political position and made Palestinian cooperation more difficult to deliver.

Netanyahu won office last year by promising Israelis greater security against terrorist threats. The coalition led by his Likud Party government depends on the support of hardliners who oppose concessions to Palestinians and their dreams of statehood.

Weizman told Albright of his own displeasure with Netanyahu's decision to withhold \$60 million in Palestinian tax revenue in punishment for the terrorist strikes.

"It is dangerous to have hungry neighbors," Weizman said, according to a U.S. official, who spoke on condition of anonymity. Weizman encouraged her to knock heads together to break the stalemate, the official said.

Meeting the press, Netanyahu spoke of little but Israeli security. Albright spoke of security, too, but she also said both sides need to make concessions, a diplomatic way of saying that the Palestinian people need to see moves by the Israelis that foretell a worthy peace effort.

"Both Israelis and Palestinians must shoulder their responsibilities if we are to emerge from the current crisis," Albright said. "Achieving this peace turns fundamentally on a political process which meets, through a genuine process of give and take, the needs of both sides."

At one point in her talks with Netanyahu, Albright recalled her past as a university professor and imagined being in Arafat's shoes. She wondered aloud whether squeezing the Palestinians politically and economically would pay off in the long run.

Netanyahu, questioned by reporters, dismissed the Palestinian Authority's arrests this week of several dozen reputed collaborators.

"Much of this is intended for show," he said, adding it is time to catch not the sardines but the sharks."

At the Yad Vashem Holocaust memorial, Albright walked through a grove of carob trees along a path called The Avenue of the Righteous. She passed a tree planted in 1962 by Oskar Schindler, whose rescue of Jews from Nazi extermination was chronicled in the film "Schindler's List."

Albright passed a wall commemorating the Warsaw Ghetto, then walked through a photographic history of the Holocaust: Jews being publicly humiliated on German and Austrian streets; doomed efforts at resistance; concentration camps, murders, mass graves, gaunt survivors.

With two U.S. Marines by her side, Albright laid a wreath in the haunting Hall of Remembrance in honor of the 6 million Jews who died during the Holocaust. Before her, in raised letters against black stone, stood the names of death camps: Auschwitz, Dachau, Treblinka, Babi-Yar, Theresienstadt.

Albright, who learned this year that three of her Jewish grandparents died in the death camps, wrote at length in the Yad Vashem guest book and told reporters, her voice breaking, "I know I will never forget my visit."

The history remembered here is at odds with all we would like to believe about ourselves and about our world. It is a history of unbearable sadness, unrelieved suffering and unbelievable cruelty," Albright said. "In this museum, in every face, in every picture, there is a warning."

Among the lessons, Albright went on, is "to remember in the name of all who are memorialized here that no one's blood is less precious than our own."

Earlier in the day, she visited hospital patients whose blood had been spilled in the name of Middle Eastern politics. She stopped by the bedside of Daniel Miller, a 19-year-old Miami student who arrived in Israel one week ago, just 23 hours before three Islamic suicide bombers detonated their bombs on a Jerusalem promenade, killing four Israelis.

"I'm so grateful that she came. It's important for her to see the results of these bombings," said Grizzy Miller, 43, who flew from Miami to be with her son. She criticized Arafat's embrace of a leader of Hamas, the radical Islamic organization whose military wing claimed responsibility for the attack.

When Daniel Miller started to tell Albright what to say when she embraces Arafat on Thursday, Albright said quickly, "I'm not going to hug Arafat."

Ruth Sultan, badly burned in the bombing, said she drew cheer from Albright's visit, but little faith that the terrorist attacks will stop.

"It's very nice of her, but I really don't think it will help," Sultan, said. "I hope it will help, but I know in fact these things will happen."

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

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,

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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 to 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

21st Century Learning - FY 198 proposal - Dept of Ed

\$50 million after school
500 schools

Competitive grant program, originally focused on E2/ECs

Commitment of Schools Funded by HHS

- > ~~WAA~~ 60 schools funded
- > community involvement in development

x Add summary before school

Pauline Abernathy / Administrator / Dept of Ed

- How to determine quality?
- How learning focused
- What are the goals
 - safety? - learning

Questions

- How do we measure quality?
- How do we determine quality?

File -
Child Care -
After School
Programs



A youth development and computer skills
program for at-risk children

15

“I used to hang out with my friends after school. Most of the time, we just acted stupid on the corner but that got dangerous and our moms said to quit it and come right home. In this city, wear your hat the wrong way and you’re dead. Now I go home and watch TV and sleep. I get scared all by myself, even though Mom says there’s nothing to be afraid of in the day.

“I would make a place for kids called My Father’s Home. It would be a love place where there’s no killing. They’d have stuff for me to do. . . . I could ask someone to help me do my homework since I want straight A’s this year. Nobody’d tease me ‘cause I asked for help.

10 year old boy, quoted in Carnegie
Foundation, *Risk and Opportunity in the Non
School Hours*.

INTRODUCTION & MISSION

The technological revolution that is changing the face of America is only deepening the chasm between those with opportunity and those without. High school graduates without basic computer skills increasingly find themselves locked out of jobs in service industries. Underprivileged and at-risk children for whom technology can mean so much -- new and captivating ways to learn, skills that can lead to good jobs and membership in tomorrow's high tech society -- are finding themselves on the wrong side of the "digital divide."

Disadvantaged families lack the resources to introduce their children to computers and technology. Inner city schools frequently lack the resources to do so as well. This means that other community institutions must fill in the gap.

Around the United States, after-school programs run by community groups and institutions are playing crucial roles in the lives of underprivileged children. These programs mentor and educate; they bolster the efforts of families and schools, and create prosocial alternatives to gangs and delinquency. The mission of KIDS COMPUTER WORKSHOP (KCW) is to launch an after-school program for youth ages 5-18 that will --

- Introduce at-risk kids in Washington, D.C. to exciting new technologies and teach them valuable computer skills;
- Use educational technology to improve the literacy and quantitative and critical thinking skills of the youth we serve; and
- Provide children with a safe, supportive place to spend time during out-of-school hours where they will be mentored and will have opportunities to build confidence and self-esteem.

KCW proposes to partner with an existing provider of after-school care, which will provide space for the program to operate. KCW will raise the funds for the program through a combination of grants and corporate and individual gifts. The target date for commencement of the program is September, 1998.

PROGRAM ELEMENTS

Computer-Related Activities. The core of the program will be age-appropriate, computer-related activities. After-school and weekend computer activities will be supervised by paid program staff and volunteer mentors drawn from local universities and the Washington-area professional community. We have already begun recruiting volunteers who will bring to the program valuable expertise in computers and the graphic arts, and can serve as powerful role models to our kids.

Guided by staff and volunteers, younger children (ages 5-9) will use educational software and graphics software to work on basic literacy and math skills. They will also write and illustrate short stories, and create art projects. Adolescents and teens (ages 10-18) will learn, create, and have fun in more diverse and sophisticated activities. They will--

- “surf” the Internet and create web pages;
- use graphic design, animation, and photo software in wide-ranging art projects;
- use desktop publishing software to write and publish their own newsletters and magazines;
- write basic computer programs;
- build simple robots and other computer-controlled machines; and
- compose and mix music on computers.

By establishing relationships with similar programs,¹ schools, and the Institute for the Learning Sciences -- a prominent educational software development lab -- KCW's Steering Committee has assembled curricular and program materials from which we will develop the computer activities program.

¹ E.g., *Plugged-In*, Palo Alto, California; *LEAP Computer Learning Centers*, New Haven and Hartford, Connecticut; *The Computer Clubhouse*, Computer Museum, Boston, MA; *Street-Level Youth Media*, Chicago, IL; *Homeboyz Graphics*, Milwaukee, WI; and *YouthLink*, Washington, D.C.

The program will also include the following elements:

Homework Assistance and Academic Tutoring. Core skills -- reading, writing, and basic math skills -- are the building blocks of opportunity and youth development. Using volunteer tutors, and working closely with neighborhood schools and teachers, KCW's tutoring component will support the in-school educational programs of the kids we serve.

Recreation and Community Service. We intend to build a balanced program that will provide opportunities for kids to play safely and have fun, and promote commitment to the community. The program will therefore sponsor recreational activities, including field trips, and community service projects.

Vocational Emphasis for Adolescents. Computer activities offered to participants ages 12-18 will develop skills with vocational applications. For this age group, the program will also provide field trips to, and internships with, local area technology companies. This age group will also receive special mentoring from minority technology professionals.

PROGRAM IMPLEMENTATION

Phase I – Launch of the Program for Ages 5-13. Upon raising seed capital equivalent to approximately \$60,000--70% of the projected Year 1 budget--KCW will launch Phase I of the program. (Fundraising to cover the balance of our operating expenses will continue post-launch.) In this 12 month first phase the program will serve up to 40 children ages 5-13.

Location. KCW seeks to partner with an existing provider of after-school programs which will donate space for the program. KCW will fund the computers, the staff and other associated costs. We are actively engaged in partnership negotiations with a leading, region-wide agency. It is our hope to find a partner which will be actively engaged in designing and implementing every aspect of the program.

Staff. We will use seed funds to hire program staff who will have primary responsibility for teaching and supervising program activities. The program director will be assisted by work-study students drawn from local colleges,

including Howard, Georgetown and George Washington Universities. (See the attached expense pro forma.)

Volunteers. As noted above, paid staff will be assisted by a pool of volunteers -- students and professionals. Area colleges have a community service graduation requirement and we will recruit students to fulfill that requirement by participating in our program. We will seek to establish a corporate *pro bono* program under which Washington-area technology companies (e.g, MCI and America Online) would detail interested employees to work with our youth.

Phase II – Expansion of the Program for Ages 5-13. KCW will expand its program in the second phase (month 13) of the roll-out, serving up to 60 children ages 5-13. We anticipate that such growth will occur through the establishment of a second program site.

Phase III – Launch of the Program for Ages 14-18. Beginning in month 16, KCW will launch its older adolescent program, initially serving up to 20 teens, ages 14-18, in Site #1.

Phase IV – Expansion of the Program for Ages 14-18. In month 22, after six months of operating the age 14-18 program in Site #1, we anticipate its expansion to serve up to 20 teens at Site #2.

BUDGET

As detailed in the attached pro formas, we project Year 1 operating expenses of approximately \$84,000 and capital expenses in the amount of \$26,000 to establish the necessary computer infrastructure.

In Year 2, with the launch of a second site for younger adolescents, and the older adolescent program, serving up to 40 older adolescents and young teens, we project operating expenses of approximately \$164,000, and additional capital expenses of \$36,000.

KCW will meet its budget through a combination of grants and corporate and individual contributions. We intend to meet capital costs largely through the solicitation of in-kind donations. A gala black-tie fundraiser will be held in Washington, D.C. in the first quarter of 1998 to begin raising funds and to introduce the organization to the community.

MANAGEMENT

The Steering Committee of KIDS COMPUTER WORKSHOP is composed of young professionals: policy and non-profit professionals, lawyers, educators, computer specialists, and entrepreneurs who are committed to expanding at-risk youth programming in the nation's capitol. The Committee includes:

Jack Chorowsky. Mr. Chorowsky, a State Department lawyer, previously served on the staff of the U.S. Senate Subcommittee on Juvenile Justice where he specialized in youth development and juvenile crime prevention programs. Mr. Chorowsky has also served as the program director of a 300-child residential summer camp in Wisconsin, and as a teacher in an after school program.

Norman Eisen. Mr. Eisen is a Washington attorney and former Assistant Director of the Anti-Defamation League of B'nai Brith in Los Angeles where his portfolio included teacher training, human rights curriculum development, and fundraising.

Professor Kemi Jona. Dr. Jona is a Research Assistant Professor at Northwestern University's Institute for the Learning Sciences, where he supervises the development of educational software.

Marya Stark. Ms. Stark is a demographer and consultant. She previously held positions at the Department of Housing and Urban Development and at a New York investment bank.

CONCLUSION

KCW looks forward to developing an innovative after-school computer program that will challenge, stimulate, and educate Washington's at-risk youth.

APPENDIX: PRO FORMAS

TIMETABLE / RESOURCE PROJECTIONS

<u>Timetable</u>	<u>Kids Served Ages 5-13</u>	<u>Kids Served Ages 14-18</u>	<u>Full-time Employees</u>	<u>Number of Part-Time Staff</u>	<u>Total Part-Time Staff Hours</u>	<u>Projected # of Computers</u>
Months 1-4	20	0	1	2	25	7
Months 5-11	40	0	1	3	50	13
Months 13-15	60	0	1	4	75	20
Months 16-21	60	20	1	6	125	27
Months 22-24	60	40	2	6	150	33

PROJECTED MONTHLY OPERATING EXPENSES

<u>Expense</u>	<u>Phase I 20 Kids</u>	<u>Phase I 40 Kids</u>	<u>Phase II 60 Kids</u>	<u>Phase III 80 Kids</u>	<u>Phase IV 100 Kids</u>
Labor	4,333	5,333	6,333	8,500	11,833
Food	552	1,103	1,655	2,207	2,759
Field Trips	0	600	900	1,200	1,500
Community Service	75	100	150	200	250
Transportation	0	0	417	417	417
Misc.	600	600	700	800	900
Total	5,560	7,736	10,155	13,324	17,659

Notes:

- Labor assumes full-time computer program director @ \$40,000. Phase IV labor costs also assume 1 additional full-time staff at \$28,000 inclusive of taxes and benefits. For projected numbers of part-time staff and total hours worked by part-time staff, see Resource Projections above. Part time staff costs assume \$10/hr, inclusive of taxes and benefits. Assumptions re. number of part-time staff and hours worked may need to be adjusted downward depending upon frequency and intensity of participation by volunteer mentors.
- Food assumes \$7/kid/week.
- Field Trips assume \$15/youth/trip x 1 trip/month.
- Transportation assumes lease of 1 van at \$5,000/year.
- Miscellaneous expenses include Utilities, Insurance, Security and other Administrative Costs.

PROJECTED CAPITAL EXPENSES

	<u>Phase I</u> <u>20 Kids</u>	<u>Phase I</u> <u>40 Kids</u>	<u>Phase II</u> <u>60 Kids</u>	<u>Phase III</u> <u>80 Kids</u>	<u>Phase IV</u> <u>100 Kids</u>
Computer Server	6,000	0	6,000	0	0
Computer Stations	8,000	7,000	8,000	7,000	7,000
Peripherals	1,500	1,000	500	2,000	1,000
Furniture	2,500	0	1,000	3,000	0
Total	18,000	8,000	15,500	12,000	8,000

Notes:

1. Computer Server assumes Pentium-166 or faster machine with 2 x 2G hard drives, Adaptec controller and bundled server management software.
2. Computer Stations assume network capable, low-end Pentium PCs at \$1150 each, equipped with cd-rom drives, video and cache memory, 33.6 modems and 15 inch svga monitors.
3. Peripherals include 6 color bubble jet printers at \$400/each, 2 laser printers at \$500/each, and 5 table-top scanners at \$500/each.

YEAR 1 BUDGET

	<u>M1</u>	<u>M2</u>	<u>M3</u>	<u>M4</u>	<u>M5</u>	<u>M6</u>	<u>M7</u>	<u>M8</u>	<u>M9</u>	<u>M10</u>	<u>M11</u>	<u>M12</u>	<u>Year 1</u>
Youth Served	20	20	20	20	40	40	40	40	40	40	40	60	
Capital Expenses	18,000	0	0	0	8,000	0	0	0	0	0	0	0	26,000
Operating Expenses	5,560	5,560	5,560	5,560	7,736	7,736	7,736	7,736	7,736	7,736	7,736	7,736	84,128

YEAR 2 BUDGET

	<u>M13</u>	<u>M14</u>	<u>M15</u>	<u>M16</u>	<u>M17</u>	<u>M18</u>	<u>M19</u>	<u>M20</u>	<u>M21</u>	<u>M22</u>	<u>M23</u>	<u>M24</u>	<u>Year 2</u>
Youth Served	60	60	60	80	80	80	80	80	80	100	100	100	
Capital Expenses	15,500	0	0	12,000	0	0	0	0	0	8,000	0	0	35,500
Operating Expenses	10,155	10,155	10,155	13,324	13,324	13,324	13,324	13,324	13,324	17,659	17,659	17,659	163,386