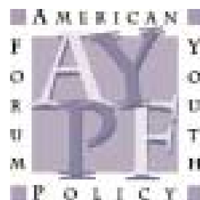
Lessons Learned About Effective Policies and Practices for Out-of-School-Time Programming

Glenda L. Partee

2003

Bridging Youth Policy, Practice and Research



American Youth Policy Forum

American Youth Policy Forum

Bridging Policy, Practice and Research

The American Youth Policy Forum (AYPF) is a non-profit professional development organization based in Washington, DC. Our mission is to *bridge policy, practice and research* by providing nonpartisan learning opportunities for professionals working on youth policy issues at the national, state and local levels.

Our goal is to enable policymakers and their aides to be more effective in their professional duties and of greater service–to Congress, the Administration, state legislatures, governors and national organizations–in the development, enactment, and implementation of sound policies affecting our nation's young people. We believe that knowing more about youth issues–both intellectually and experientially–will help our participants formulate better policies and perform their jobs more effectively. AYPF does not lobby or take positions on pending legislation. Rather, we work to develop better communication, greater understanding and enhanced trust among these professionals, and to create a climate that will result in constructive action for the benefit of the nation's young people and their families and communities.

Each year, AYPF conducts up to 45 learning events (forums, discussion groups and study tours) and develops policy reports disseminated nationally. For more information about these activities and other publications, visit our web site at www.aypf.org.

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Foreword

Across the United States, communities are challenged with: *What to offer youth during the out- of-school-time (OST) and how to do it?* This critical time period–after the school day ends, but before parents and guardians come home, still is the purview of baby sitters, latch-key children and opportunities for risky behaviors of concern to parents, educators, youth workers and law enforcement–has recently entered the public policy arena. Hailed as a solution to concerns for the safety and wellbeing of children and youth, as a way to support their healthy development into adulthood, and as an approach to address disappointing academic achiement, OST is a major focus of multiple public expectations and family hopes.

Beginning in 2000, the American Youth Policy Forum (AYPF) undertook a three-year study to learn about the key issues, and effective policies and practices for children and youth through after-school programming and community education. During this period, AYPF was able to build upon our experience and knowledge of the contributing fields of youth development to:

(1) strategically focus our learning events on the policy and practice implications for developing and expanding community education strategies, including the expansion of community schools, the implementation of high quality after-school and out-of-school-time (OST) activities for in-school youth, and the involvement of effective community-based organizations and agencies in the provision of services and programming for both in-school and out-of-school youth;

2) monitor and shape the evolution of policies and approaches at the national, state and local levels to provide a continuum of high quality youth development activities and comprehensive services that support community education strategies; and

(3) disseminate useful, validated information and findings from solid research and analyses of effective policies and practices affecting the learning and development of young people in the field of community education.

Over 1,700 participants, attending one or more of 26 different learning events held in the form of lunchtime speaker forums on Capitol Hill, smaller breakfast meeting and workshop sessions, and one "town" meeting, joined AYPF in this three-year venture. Participants represented many of the actors involved in setting policies and implementing programs affecting children and youth in this country–Congressional and federal agency staff, representatives of national youth-serving associations and organizations, and local practitioners. An additional 200 policy aides participated in our 11 field trips.

These learning events allowed us to hear from policymakers, researchers, advocates and practitioners actively involved in:

- *Supporting and expanding quality out-of-school-time activities for children and youth, including the expansion of community schools.*
- *Community building and community organizing*–focused on mobilizing communities and community institutions to support successful youth development.

These learning events also allowed us to hear the views of young people:

- *Productively engaged in out-of school hours* –in activities such as service-learning, civic engagement and youth action for educational change.

This report shares the stories and challenges behind the many policies and practices that communities have developed to support OST programming. It includes observations from school-based programs for elementary school

children and those for high-school age youth, as well as those in community settings for older, out-of-school youth. It includes insights from field visits to community schools and Beacon programs in elementary, middle and high schools in New York City, Boston, Denver, Kansas City (MO) and San Francisco. These school-based programs operate not just after-school, but in the evenings, on weekends and in the summer.

AYPF also visited other urban OST programs, such as those sponsored by The After School Corporation (TASC), which works to enhance and sustain the quality and availability of in-school after-school programs in New York City and State. These programs operate from 3 p.m. to 6 p.m. each day that schools are in session and build on the ground broken by Beacons in establishing basic preconditions for school-based OST, such as who has rights to use school buildings in the non-school hours, how many and which programs to operate, and similar fundamental issues about after-school programming.

We gained insight into the particular problems facing rural areas in implementing OST activities, which in addition to challenges common to implementing OST in urban areas, face additional ones of transportation and a limited pool of supportive partnerships and community institutions on which to build quality programs.

Visits to community-based programs, such as those run by Boys and Girls Clubs and YMCAs, revealed much about the role that community-based organizations play in collaborative partnerships across schools, families and communities. Other observations included comprehensive neighborhood youth programs and community-based centers not related to schools, programs for middle school and high school age youth (school- and community-based), as well as Youth Opportunity Centers supported by the U.S. Department of Labor for in-school and out-of-school youth.

OST-type activities that were folded into the regular school curriculum at charter and residential schools were visited, providing models of what a comprehensive approach to OST can look like. Another inclusive approach was the model observed in Hampton, VA where OST programming is part of a larger community commitment to youth development and integrated into the way the city serves its youth.

This report records what was observed and heard as possible answers to some of the vexing public policy and implementation challenges facing OST. Each of the learning activities undertaken during this three-year period has been carefully documented through AYPF forum briefs and extensive field trip reports available on the AYPF website (http://www.aypf.org). When specific learning events are referenced, electronic links to those events are provided in this report.

The report is organized as follows:

Chapter I summarizes insights and major lessons derived from this three-year study and offers recommendations. **Chapter II** provides an overview of issues in out-of-school-time programming, policy and strategies, including roles and responsibilities of government; funding and sustainability; intermediaries and advocates; the relationship between out-of-school-time programming and academic achievement; and issues of local implementation. To ground the reader in the basic components of OST programs, **Chapter III** contains a description of two OST school-based models–community schools and Beacons–then focuses on the added value that OST programs represent for schools and communities, discussing the many practical and public policy purposes to which OST programs have been applied. Because there is a great need for more programming focused on older youth, **Chapter IV**, describes a number of programs, both school- and community-based that serve this population as well as "other" voluntary youth activities for older youth in the out-of-school-time.

This report could not have been possible without (a) the input of a range of contributors, including the AYPF staff and partnering organizations who developed the content of the forums and field trips on which this document is based; and (b) the writers of the many forum briefs and field trip summaries who captured the essence of these learning events. Special thanks are extended to AYPF colleagues who provided guidance on and assisted in editing this publication: Betsy Brand, Samuel Halperin, Donna Walker James, Nancy Martin, Sarah Pearson, Tracy Schmidt, and Ming Trammel. Finally, AYPF thanks the Charles Stewart Mott Foundation for their generous support through which AYPF provides busy Washington, DC professionals with both birds-eye and up-close views of OST programming.

Glenda L. Partee, Ph.D.
President and Co-director
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I. Insights and important lessons learned

Lessons Learned About Effective Policies and Practices for Out-of-School-Time Programming captures the findings and observations from learning events sponsored by the American Youth Policy Forum over a three-year period. These learning events provided first-hand information into school-based, community-based, and voluntary youth activities for children and youth in the out-of-school-time. These events also provided insights into the work of policymakers and practitioners in implementing, sustaining and making these opportunities available to growing numbers of children and youth.

The term OST represents a shift from "after-school," which is focused more narrowly on providing academic assistance and a safe place for children in the non-school hours. Out-of-school-time programming is a more inclusive term that includes efforts to comprehensively and holistically serve young people, i.e., in addition to the previous goals, it also provides youth with a sense of belonging, leadership skills, input, and decision-making ability in programs, as well as challenging and interesting activities (Gambone & Arbreton, 1997). The term OST used throughout this document is generalized to include both after-school and more extensive youth development activities provided beyond the school hours. It is also used liberally in discussing extended-hour community programs for out-of-school youth.

Among our findings:

OST models provide added value to both schools and communities. They drive a range of public policies as well as create community anchors for education and development. OST programming helps to leverage school reform and student achievement strategies; reinforces mutual school and community interests; and functions as a conduit for critical supports (e.g., social services, medical and mental health) for children and families. It creates magnets for additional resources (partnerships, in-kind and cash) to which schools or individual communities may not otherwise have access, and provides cultural and recreational outlets for individual/group expression and youth development.

Out-of-school-time programming is becoming an accepted part of the menu of publicly-supported offerings for children, and increasingly for youth, and is viewed as a shared responsibility of federal, state and local public sectors as well as the private sector efforts. In recent years, we have witnessed an expanding state role in OST programming reflected in new legislation, guidance, funding and other forms of support. The advent of state administration of the federal 21st Century Community Learning Centers (CCLC) program offers opportunities for wider coverage and more comprehensive programming within states. It also provides opportunities for state agencies to infuse youth development strategies used in OST into other state-administered youth programs. For state education agencies, this means developing a better understanding of the value and potential of OST and providing direction for extended learning efforts, particularly in low-performing, high-poverty schools.

As the OST "movement" gains acceptance and deeper substance, municipalities must grapple with ways to support effective OST program implementation, including determining how to take programming to scale, address governance and financial sustainability issues and public policy expectations for improving academic achievement, while maintaining traditional roles of OST in maximizing youth devel-

opment. Some states and localities are using a range of funding sources to support and maintain OST offerings through special set-asides from general revenue, proceeds from targeted property and sales taxes, combined agency resources and private philanthropy. Additionally, innovative financing approaches from federal dollars are used (e.g., Temporary Assistance for Needy Families, and tobacco settlement revenues).

As countries and municipalities gear up to integrate OST programming into their wider children's initiatives, some are realizing the need for new organizational structures for planning children's services and allocating funds. Some municipalities have made strides in integrating OST programming into a range of services provided for local children and youth, and, through community education, have been successful in making youth a community priority. Yet, in many localities, OST programming is still not available or is in too limited supply to serve the many young people that could benefit.

No matter what stage of implementation or scale of OST programs, *partnerships and intermediaries* across public agencies and community-based organizations (CBOs) are critical to successful implementation. AYPF visits to community schools and Beacons illustrated the pivotal role that public agencies and community-based organizations play in these efforts. The challenges of merging community and public sectors, including multiple public agencies, solving delicate governance issues of who is responsible for what, and finally deciding who pays, will remain a continuing challenge.

Helping to resolve some of these issues are intermediary organizations, which work to solidify partnerships, design programs, serve as neutral negotiators, provide central points of information and focus on issues of sustainability. Rounding out the mix of critical players are advocate organizations that serve to keep issues of OST learning on the public agenda, monitor the status and adequacy of services, and lobby for funds to support these activities.

It is our assessment that OST opportunities will likely remain a hit-or-miss affair dependent on the state or locality where children and youth reside until: (a) mechanisms are developed to encourage more dedicated funding streams; (b) diverse funding streams can more easily be combined for OST use; and/or (c) in-school and OST are viewed as parts of *one integrated system*. Until public education realigns funding and staffing requirements with the real costs of an expanded day/week program, and city and community agencies commit to the types of collaborations and intermediary supports needed to make these endeavors successful, funding and implementing OST will continue to be a difficult challenge. Additionally, if the field is to grow and improve, more attention and funding must be devoted to system building: planning, evaluation, coordination, information, training and licensing, technical assistance, and facility enhancement. State and federal funding and private philanthropy must work to carve out respective roles in supporting these key elements and attending to specific gaps in service to localities and groups of young people.

This report documents many ways that communities provide OST activities that are effective and responsive to local needs. We learned that there is great value and creativity in the diversity among these programs. This diversity should be recognized and program flexibility encouraged to best meet youth's needs. Similarly, accountability mechanisms must also be flexible and in line with the specific goals of OST programs. Measures must gauge, recognize and support cross-program and cross-agency collaboration.

Among areas in need of special attention are:

<u>Serving high school-age youth</u>. As the programs described in this report show, OST opportunities for older youth can be school- or community-based, and voluntary youth activities

can take place at almost any site. Opportunities exist in community service and service-learning, through clubs, recreation, classroom or informal youth-devised activities. Opportunities can be lodged in one or a range of places, limited only by the types of enrichments, partnerships, and competencies that practitioners seek to provide. Policies affecting OST programming must be sensitive to the time, place and range of potential programming and allow for flexibility (including funding needs of comprehensive, intensive program components) so that such opportunities can flourish.

Policymakers and providers concerned about OST learning should look not only to traditional youth-serving organizations, such as Scouts, Boys and Girls Clubs, 4-H, Girls Inc., but also to: youth employment training programs, such as YouthBuild, Service and Conservation Corps, and entrepreneurial and career and technical student organizations; programs known for success in improving academic outcomes, such as AVID[1], QOP, college-bridge programs; and civic engagement efforts, to name a few. These organizations and models should be looked to as viable options and mechanisms for delivering OST programming. In our study of OST practices, we were impressed with how much useful content already exists that can be folded into a menu of OST options for youth. Also, more attention needs to be given to the role of OST as part of a delivery system for credit-bearing academic courses. We were impressed with the potential that extended access to school resources in the OST means for older adolescents. Finally, centering programs on youth–their interests and concerns–is an especially important challenge for programs serving this age group. Involving young people in the design, implementation and continuous program improvement is critical to the success of their participation.

Supporting OST in rural areas. Greater focus should be directed to resource and transportation needs in these areas, as well as creative use of the limited assets that exist. Incentives should exist to encourage the growth and development of programs, such as the Sunflower County Freedom Project, that use the unique history and resources of the region as the laboratory of learning and development for local young people. Support and encouragement should be given to programs for developing and cultivating the assets where they exist, as well as through distant partnerships. OST system-building efforts should focus on ways to connect these programs to available resources and potential partnerships and coalitions.

Supporting variability and quality. Incentives and recognition should be in place to encourage strategic improvements in line with changing public expectations of OST programming. For example, there should be specific efforts to support and document the development of high quality programs that align with standards-based academic reform in schools; help accelerate student learning; complement and purposefully build upon gaps in school curricula; support cultural knowledge and leadership development; and promote physical, social and civic development, and career awareness.

Seldom does one program component make a decisive difference, but the combination of many components provides a rich OST environment capable of capturing the varying needs and interests of young people. As in other developing fields, there should be focus on continuous program improvement and assessment of the effectiveness of individual

1 Advancement Via Individual Determination (AVID) is a college preparatory program that combines in-school and OST components, including teacher professional development, use of college students as tutors and role models, and an additional elective class during the regular school day, which emphasizes writing skills and cultivates critical inquiry (James, et al, 2001).

program components. There should be greater opportunities for peer learning among OST providers and more opportunities for exchange of ideas across youth-serving sectors. Also, unless OST programs are affiliated with a larger organization, or have access to local intermediaries, many lack a formal support structure. Mechanisms of support (data-bases, technical assistance, and peer learning activities) should be established for community-based stand-alone programs, many of which operate isolated from the larger OST community.

Imbedding OST into school reform. Currently, OST is perceived and treated as an "add-on" to public schooling, or given only "boarder status" in public buildings. Typically, funding OST at school sites represents an additional cost for services and activities. Rarely are OST activities treated as complementary to and supportive of the full range of public and community offerings available to children and youth. The growth of community schools shows how OST can become an integral part of a public and community commitment to children and youth. It is time to recognize the community school as a true reform model that pushes the envelope of variables only marginally explored in many school reform models–time, curriculum content, provider, services and funding–and to support demonstrations of community schools that fully integrate these variables (in a more cost-efficient manner than when provided in add-on, ad hoc fashion).

Implementing the community school model as a true public-private partnership represents a radical departure from the traditional time and place model, encourages exploration of expanded instructional delivery models in keeping with a range of individual student learning styles, allows for an expanded range of integrated services, and obviates the add-on mentality of traditional schools. To do so would require a fundamental rethinking of the delivery of instruction, the integration of youth development knowledge and wisdom, the provision of services, and the funding and staffing of schools and other public agencies. Support should be provided to thoroughly document and possibly replicate these essential efforts.

Establishing clear and consistent expectations, policies and goals. What had once been different sectors or "silos" focused on care, recreation, youth development and academics, is being increasingly combined as OST programming. We were impressed to experience the wide range of public purposes for which OST programming is a proposed remedy–e.g., keeping young people off the streets, reducing gang activity, providing safe haven, enticing parents to send their children to neighborhood schools, reinforcing school academic achievement efforts, as community anchors, and agents for melding school and community interests. This ambitious amalgam does not always set easily with practitioners, funders and policymakers and is often the source of conflicting expectations for OST programming. OST programs need to clearly articulate and reflect their primary foci and strengths. Practitioners should rely on logic models to establish the connections between existing problems or assets they wish to address, the program components they use, and the outcomes they seek to achieve. Programs should be evaluated on these clearly articulated goals.

Other philosophical stances deserve serious discussion. Some advocates believe that all youth should have access to OST programs, while others feel that we should target limited resources to the youth most in need. On which side of the fence public policy falls is often as much a budget issue as it is political and philosophical. A clear and common vision across all stakeholders (at the federal, state, municipal and community levels) should be the driving force shaping policies and programs. Unfortunately, public policy and implementation are seldom tidy affairs,

and practitioners at the local level will, of necessity, continue to cope with these competing philosophies and expectations as they attempt to build coherent programs which effectively address the needs of their constituents. Foundations and other "outsiders" can play a vital role in helping practitioners develop the vision, the plans, and the persistence to turn programs into life-enhancing OST opportunities.

II. Challenges for out-of-school-time programming

Over the last decade, the out-of-school-time (OST) programming field has blossomed. This has been brought about in part by the diligence of children and youth advocates; broader public recognition of the realities of family life that require the supports that OST programming provides; growing awareness of the benefits of OST activities; and experiments in restructuring our public schools using variables of time, place and community resources more wisely to expand opportunities for student learning. Progress can be measured in the passing of federal legislation (see box on The 21st Century Community Learning Centers Act) and the creation of funding streams–federal, state and local. Additionally, a web of intermediaries (neutral arbiters that support strong relationships across service delivery organizations) and alliances has sprung up to advocate for and enhance the capacity of schools and community based organizations (CBOs) to deliver OST activities.[2]

Since its beginnings in 1995, the **21st Century Community Learning Centers Act** has evolved from one focused on providing expanded learning opportunities in the non-school hours for children in safe, drug-free and supervised environments to a more targeted focus on providing expanded academic enrichment opportunities for children attending low-performing schools (as re-authorized under Title IV, Part B, of the **No Child Left Behind Act** of 2001). Programs provide youth development activities, drug and violence prevention programs, technology education programs, art, music and recreation programs, counseling and character education to enhance the academic component of the program. In addition, literacy and related educational development services are offered to families of participating students.

Initially administered by the federal government through awards to schools or clusters of schools within Empowerment Zones, it is currently administered by state education agencies through eligible grantees that include schools, local education agencies, community-based organizations, faith-based groups and other private and public organizations. Congress has supported this initiative by appropriating $1 billion in Fiscal Year (FY) 2002 (up from $846 million in 2001). However, the Bush Administration has budgeted only $600 million for FY 2004, a sharp decrease. About 6,800 rural and inner-city public schools in 1,420 communities–in collaboration with other public and non-profit agencies, organizations, local businesses, postsecondary institutions, scientific/cultural and other community entities–now participate in the program. (Sources: 21st Century Community Learning Centers: Frequently Asked Questions, http://www.ed.gov/21stcclc/21qu98.html, retrieved 5/14/03; The Forum for Youth Investment, May 2003)

Out-of-school-time programming is becoming an accepted part of the menu of publicly-supported offerings–for children, and increasingly for youth. Still, major of issues have not yet been resolved, creating challenges for public policy and local implementation.

2 Among these new organizations is the *Coalition for Community Schools* whose mission is to mobilize the resources and capacity of multiple sectors and institutions to create a united movement for community schools. The Coalition brings together local, state and national organizations that represent individuals and groups engaged in creating and sustaining community schools. Also, the Charles Stewart Mott Foundation-U.S. Department of Education partnership has led to the creation of the *Afterschool Alliance*, a coalition devoted to raising awareness and expanding resources for after school programs. It includes the U.S. Department of Education and the C.S. Mott Foundation, as well as JC Penney, the Advertising Council, Entertainment Industry Foundation, and Creative Artists Agency Foundation.

Among the challenges for public policy are:

1. How (or will) OST programming go to scale? Will it become a universal option for all communities and children given financial requirements, the need for quality, diverse and age-appropriate curricula, and qualified and caring staff? Will it experience the current dilemmas of Head Start, which, 38 years after its debut as a national program, is still struggling with issues of scale, expansion of services to eligible children, coordination and collaboration across diverse service agencies and funding streams, program quality, and blending early care and education?
2. Whose responsibility is OST programming? How will issues of governance be addressed–who is in charge and responsible?
3. Who pays and how will issues of financial sustainability be addressed?
4. How will OST programming fulfill the public policy expectations for improving academic achievement while maintaining many of its more traditional roles in maximizing youth development in other competencies? What can program evaluation tell us about how to improve and support OST programming?

Some of the greatest challenges for local implementation are creating and sustaining the strong partnerships necessary to ensure that high quality programs are available in sufficient quantity; providing appropriate staffing and facilities; and developing curricula and engaging experiences suitable to a wide range of age groups and geographical settings, including the special challenges posed by poor rural communities where resources are especially scarce, public services and cultural institutions are often minimal, and there are fewer outlets and opportunities for young people. This report considers these large questions and provides a glimpse into some promising solutions.

Going to scale

Though much progress has been made, we are far from the reality of access to OST programming for all who desire it. (The Afterschool Alliance has as its goal: every child in America will have access to quality after school programs by 2010.) Even though the federal 21st Century Community Learning Centers program has made great inroads in supporting schools and communities by expanding OST opportunities for children and youth, it is obvious that no single program can meet the demand.[3] Much more will be required from stakeholders addressing the issue from multiple fronts. This is especially clear as federal priorities shift and states, localities and private organizations assume greater leadership in this area.

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helped spawn new collaborations of national organizations representing state and local governing bodies as well as intermediaries functioning as conveners, facilitators and brokers to assist communities in devising approaches to OST programming. Concerns have gained traction for equity and accessibility to programming for larger numbers of children and youth, safety in the out-of-school hours, the needs of working parents, and the time required to support students' academic success, bringing a wider audience of stakeholders into the expanding circle of those responsible for OST coverage.

State and local roles. The state role in OST funding is expanding hastened by the responsibilities of state administration of the federal 21st CCLC program. States determine what that role should be and how extensive. With support from the Charles Stewart Mott Foundation, the After-School Technical Assistance Coalition (ATAC) helps further best practices in and access to after-school programs among state- and municipal-based organizations. Coalition members representing the governors, chief state school officers, state legislators and mayors (http://www.aypf.org/forumbriefs/2001/fb062201.htm) are working to foster vertical integration of an effort that is fragmented into federal, state, and local spheres of influence, as well as to align program and policy goals. The Coalition organizations play specific roles in the expansion, quality and sustainability of OST programming.

The National Conference of State Legislatures (NCSL) focuses on actions of state legislatures to support extended learning opportunities. NCSL's after-school efforts provide state legislatures with comprehensive resources on developing and financing quality after-school programs and the unique roles legislators can play in OST. Information is provided on relevant state laws, research and innovative practices, and disseminated through NCSL publications, meetings, and a project website. According to the NCSL (2002), over 215 state statutes focus on OST programming, including statutes that create and expand programs, designate administering agencies and direct funds.

The National Governors Association (NGA) has conducted surveys and interviews to determine the level of support for after-school initiatives among governors and their staff. According to NGA, 26 of the 43 state executives surveyed indicated plans to press for increased funding of after-school programs. A majority of states currently support academic enrichment programs after school. Two-thirds of these programs are administered by the state departments of education, half are funded exclusively by the state, and more than three-quarters of these programs serve a mix of elementary and middle-school youth. (See for example, http://www.nga.org/cda/files/ELOBROCHURE1999.pdf)

The National League of Cities (NLC) provides technical assistance to cities already working with after-school programs. Sixty-two cities applied to participate in the NLC technical assistance initiative, and eight now receive direct support: Charlotte, NC; Fort Worth, TX; Fresno, CA; Grand Rapids, MI; Indianapolis, IN.; Lincoln, NE; Spokane, WA; and Washington, DC. NLC staff assists these cities in developing action plans and creating a peer network for local directors of after-school programs. For the remaining 54 cities, regional meetings have been organized for program directors to support their technical assistance needs.

Operating from the understanding that extended learning programs create a powerful dynamic for crafting collaborative relationships among schools, public and private agencies serving young people and communities, the Council of Chief State School Officers (CCSSO) supports state efforts for extended learning, particularly in low-performing, high-poverty schools. The Council provides essential information on best policies, practices, and strategies and in expanding the network of state and district officials implementing high-quality extended learning practices. Much of its work is based on the research of Robert Blum (2000) drawn from the

National Longitudinal Study of Adolescent Health showing that two of the strongest predictors of adolescent substance abuse and behavioral issues are (1) academic difficulties in school, and (2) unsupervised time after school. The challenge, the Council contends, remains how best to develop policies and allocate resources to build effective, high-quality extended learning opportunities and to enhance state capacity in the implementation of such programs.

To this end, the Council focuses on how extended learning programs can support standards-based reform and in what ways extended learning outcomes can be linked with state education standards. The goal is to develop a deeper understanding of key elements and practices of extended learning initiatives that lead to improved academic skills and reductions in risk-taking behaviors; and to provide technical assistance to help build state education agency capacity in the implementation of high-quality extended learning and development initiatives (CCSSO, 2003).

Funding OST programming

Funding OST activities is a collective responsi-

and youth in a more holistic fashion. The focus of funding is also amenable to change paralleling shifts in public priorities, such as the 40 percent cut proposed by the Bush Administration in 21st CCLC funds for FY 2004 (If the proposed cuts are sustained, some feel that this will be the end of the program since there will be only enough to provide for the continuing years of the grants that have already been awarded).

For these reasons, and more, it is incumbent upon practitioners to make sense of the plethora of potential options that include federal, state and local funds as well as private sources; to diversify sources of funding; and to develop back-up plans to account for the unstable nature of OST funding. Dependency on a limited number of sources of OST funds can make for uncertain and inconsistent levels of support in some programs and communities. This is particularly problematic in rural areas such as discovered on an AYPF field trip visit to the Mississippi Delta in March, 2003.

According to the Coalition for Community Schools, most community school initiatives rely on a primary source of core funding for most of their operating costs and ensure some degree of stability to their sites. This lack of a core funding stream poses a continuing challenge. Typical sources of funding include:

- local United Ways, community foundations, national philanthropies and corporate funders;
- federal government, such as the 21st Century Community Learning Centers, Safe Schools/ Healthy Students and Corporation for National Service, or through federal-state programs, such as Medicaid, Temporary Assistance to Needy Families or community develop-

The Shaw School District (Mississippi) engages in collaborative efforts and coordinates many funding streams to provide after-school programming for interested students in grades K-12. The district partnered with three other districts (Mound Bayou, North Bolivar and West Tallahatchie) to apply for their original 21st CCLC grant. Shaw used the CCLC funds for after-school programming for students in grades four through eight. With this funding, supplemented by other funds (Title I, a Comprehensive School Reform grant, funds for homeless youth, and grants for rural areas), Shaw provides after-school programming to all interested students, K-12 (out of a total of 800 students, 172 are currently enrolled). Shaw's after-school program focuses on the core academic areas, with some physical education and art included.

With the advent of block grants to states for 21st CCLC funding (in past years, the U.S. Department of Education made competitive awards directly to local education agencies; under the reauthorized authority, funds flow to states based on their share of Title I, Part A funds and states will use their allocations to make competitive awards to eligible entities), Shaw School District has not received funding from the State of Mississippi for its after-school program. With a reduction in funds for the 2003-2004 school year, Shaw will significantly reduce its after-school programming. Staff will be cut, class sizes will grow and the program will probably no longer be offered to all interested students. To reduce the number of students by nearly one-half, Shaw will be forced to limit enrollment to those students not meeting the "proficiency" level on the Mississippi state exams. This is particularly unfortunate, since these are not the only students in need of academic supports after school, and since, aside from athletic programs, there are no other–after school programs for students in Shaw.

ment block grants;

- state governments, such as Missouri's Caring Communities, California's Healthy Start, Washington's Readiness to Learn and New York's Advantage Schools;
- local government, e.g., local appropriations as in New York City's Beacons; and
- local school system (e.g., locally appropriated funds or federal funds passed through to local school districts through the Title I or Safe and Drug Free School Programs) (Coalition for Community Schools, 2000).

For community schools (see discussion of the OST models in Chapter III), a case can be made that most of the resources already exist, but need to be coordinated and packaged appropriately, with limited additional funding provided for these purposes. In spite of broad public support for the availability of OST, [5] the role of community schools as a school reform strategy, as well as a common-sense approach for better utilizing school facilities and community resources, issues of financing and sustainability continue to be problematic.

Researcher and author Joy Dryfoos argues that based on the local evidence and research on successful "full-service community schools," policymakers need to take notice of this reform movement and begin supporting these initiatives www.aypf.org/forumbriefs/2001/fb930901.htm. Her "wish list" for policymakers includes creating a Community School Authority with representatives from the Departments of Education, Health and Human Services, Justice and state agencies to award grants that will guide and support full-service community schools. This Authority could provide technical assistance and capacity building services not only to start initiatives, but also to sustain them. Finally, the Authority would promote visibility and research to insure that these schools achieve and maintain high standards.

Multiple sources fund the Children's Aid Society (CAS) community school, Intermediate School 218 in New York City. In addition to the regular school budget based on state and local average daily attendance funds (about $7,000 - 8,000 per child), the school receives federal funds for dual language programs, compensatory education, Safe and Drug Free Schools, etc. CAS provides an additional $850 per student from private and other public sources for discretionary activities that are integrated with the school (e.g., the extended day program, the 21st Century Learning Community Learning Centers program has been subcontracted to them by the school, the Saturday program that includes an arts program, a Saturday Academy, youth basketball, etc.) and linked to health and mental health services. CAS staff also make referrals for students eligible for Medicaid, Child Health Plus and private mote am rcsenj0 -1.27279T*0.Dhoorsedditionalvidschoctheide thoohn Tw additio an artmof finar

In response to the increasing challenge presented by advocates such as Dryfoos, the federal "Full-Service Community Schools Act of 2001" was proposed. The goal was to support school and community partnerships that offer a variety of services to facilitate youth development and academic achievement. This idea has yet to take hold, but we may yet see it or some version reintroduced in another session of Congress.

Strategies for funding sustainability

Increasingly, states and localities are looking to a range of sources, including special set-asides from general revenue, proceeds from targeted property and sales taxes, combined agency resources and private philanthropy. The best known example of sustained municipal commitment to youth programming are the Beacons of New York City, which have now been replicated in other parts of the country. Beacons are community centers located in public school buildings, providing safe havens for youth and delivering a comprehensive array of youth development and other needed services to community residents. The Beacon initiative started in 1991 with funds from the New York City Department of Youth and Community Development and in collaboration with the Youth Development Institute/Fund for the City of New York. New York City Beacons are currently funded at $36 million a year at 80 sites in New York City neighborhoods.

It is typically some form of ongoing partnership that funds and helps ensure the vitality of OST initiatives. For example, The After School Corporation (TASC) www.tascorp.org works to enhance and sustain the quality and availability of in-school after-school programs in New York City and State. A challenge grant from George Soros' Open Society Institute (OSI) established TASC in 1998 and provided up to $25 million per year for each of five years. The grant required a three-to-one match of funds from the public sector and other private sources. OSI recently extended this commitment and TASC will now receive up to $125 million spread over seven years (www.aypf.org/tripreports/2002/tr111802.htm). Currently, TASC funds 205 after-school programs across NYC and in 30 counties in NY State. TASC's overarching goals include creating universal access to after-school programming and making it impossible to imagine a school without an after-school program.

To sustain the effort, TASC identified an incremental growth strategy based on the rate of public fund development. In addition to the technical understanding and application of tapping into a range of funding sources and collaborations that support programming, Lucy Friedman, TASC president, believes that the act of creating a critical mass of effective programs that generate public demand will help to ensure that the political will needed to sustain OST programming exists.

> "Savvy leaders use their commitments from community partners to embed the after-school programming agenda into targeted spheres of influence. They have learned that long-term sustainability occurs when programs are integrated systemically with local policies, thus establishing permanent links among schools, community agencies, and after-school initiatives." (Pechman & Fiester, 2002, p. 2)

The San Francisco Unified School District (SFUSD) is pursuing a strategy of layering partnerships and funding streams (www.aypf.org/tripreports/2002/tr102302.htm). According to Susan Kagehiro, SFUSD coordinator for City-Sponsored Programs and County Services, parental and community involvement and partnerships are critical in developing strong after-school programs. Currently, there are 72 after-school programs in the 120-school district. In order to sustain these programs, SFUSD has layered funding streams, taking what already exists, building upon the programs, and learning from what has been done before. The school district also takes the position that although it is respon-

sible for student academic achievement and making school a better place, this is also a shared responsibility with the entire city. Creating school-to-community partnerships expands capacity and increases opportunities for student learning. Sustainability for OST programming will be built on what has been done in the past, not by creating new systems, but by creating one integrated system.

Margaret Brodkin, executive director of Coleman Advocates for Children and Youth in San Francisco, California describes the efforts in the San Francisco area to generate funding at the local level to support out-of-school and after-school programming (www.aypf.org/forumbriefs/2003/fb020703.htm). With the passage of Proposition 13, the California tax initiative that severely limited the capacity of governments to raise revenues for educational programming, San Francisco resorted to a variety of funding strategies, including developer impact fees and park bonds, to fund out-of-school and after-school programs. The most significant strategy was a children's fund passed as a ballot initiative by voters in 1991 and renewed in 2001. This fund, which became known as the Children's Amendment, now generates financial resources for 120 different programs and serves approximately 8,000 children. It is a major source of funding for after-school programs in the city and has transformed the services that are available to the city's children.

Under the Children's Amendment, the city government automatically sets aside three percent of property tax revenue for services for children. Brodkin argued that one of the biggest advantages associated with this approach to raising funds is that it is no longer necessary to engage in annual budget battles to find funding for children's programs. This initiative and the money that it has produced to support programs for children and youth also illustrates the potential power of elections and the political process in generating funding for youth out-of-school programs. This initiative was incredibly popular with the public and this popularity provided some leverage with politicians who might otherwise have resisted such an initiative. The initiative was also useful because supporters were able to use the money that was generated to leverage more money, for instance, by being able to satisfy the requirements to match funds to receive federal funding.

According to Brodkin, "One of the challenges [of San Francisco's Children's Initiative], however, has been to create a whole new infrastructure for planning children's services and determining how to allocate the funding. There have also been some challenges associated with implementation, such as establishing necessary and appropriate accountability, oversight, and training procedures."

Whereas the San Francisco action is especially laudable, the Kansas City metropolitan area efforts are more typical. David Smith, who oversees education programs for the Partnership for Children (PFC), a metropolitan-wide child advocacy organization in Kansas City, Missouri, describes the history of efforts to generate sustained funding for youth and out-of-school time programs in the area.

In 1996, funding from the settlement of a desegregation case supported about 4,000 children in before- and after-school care. As that money

(LINC) stepped in with a unique financing strategy that has since become a national model.

> "LINC, a collaboration of seven state agencies, recognized the importance of after school in advancing its welfare-to-work agenda. LINC offered to act as the fiscal intermediary, operating the school district's after-school programs with significant funding from the Missouri Department of Social Services. For the first time, modest parent fees (based on a sliding scale, where the majority of families pay no fees) have helped defray program expenses. During the 2002-03 school year, 47 schools in the district provide after-school programs for Kansas City students.
>
> Now, however, this unique solution is threatened by Missouri state budget cutbacks. During the 2002 General Assembly, LINC's funding was cut significantly. Proponents are concerned that further state cutbacks could force the elimination of the program and, therefore, the after school care of more than 4,000 children." (Partnership for Children, 2003, p. 5)

As state budget cuts jeopardized LINC's effectiveness, Partnership For Children developed a plan to preserve services by convincing school districts to use Title I funding for before- and after-school care and providing free-of-charge use of the school buildings. This was possible in part because the community rallied around keeping these services intact and available. Today, about 5,000 children receive before- and after-school services. Early childhood and before-and after-school care advocates have joined together to seek sustainable funding to provide this continuum of services. The group is now planning a new campaign to educate the public and to raise additional funding to provide youth with OST services.

Hampton, Virginia has made OST programming part of a larger commitment to youth development and integrated it into the way the city serves its youth. Hampton's commitment to youth development and comprehensive youth programming, includes giving youth a voice in civic affairs and creating strategies for funding and implementing youth programming. The City Council adopted a youth policy entitled, "A Community Commitment to Youth." Through community education, city leaders have been successful in making youth a community priority by creating a climate where children are viewed as the most important natural resource, where investment in their growth and development is a priority, and where their transition into healthy, productive citizens is assured. Community education efforts are focused on what individuals, organizations and communities can do to support asset-building activities by volunteering, offering activities, and creating opportunities for youth to contribute to the community.

Here, the willingness to partner with other community resources means that extended day programs can be run economically. After-school programs fit well within the city's focus on developmental assets for youth because these programs help cultivate many of the assets on which schools do not focus. Intermediary organizations are used to help build networks of providers that offer in-kind services to after-school sites in schools and neighborhoods.

The Role of intermediaries and advocates

Intermediary organizations add value by creating new opportunities for organizations, professionals and community members to exchange information and expertise, streamline administrative processes and create economies of scale, bring political clout to important issues, and create flexibility within systems to adapt and produce results (Blank, Brand, Deich, Kazis, Politz & Trippe, 2003). Intermediaries are also critical in helping to solidify partnerships, design programs

and solve the glitches until partnerships are functioning well. These organizations play an important role in sustaining OST efforts, functioning as central points of information and as neutral negotiators to ensure all partners are working together. Finally, intermediaries can focus on issues of sustainability, leaving the partners free to focus on service delivery (www.aypf.org/forumbriefs/2000/fb031000.htm). Without these independent groups, many of the challenges facing OST expansion would not have been addressed.

Examples of intermediaries include:

"Community Network for Youth Development (CNYD), a youth development intermediary, instrumental in helping to move the San Francisco Beacon initiative off the planning board and into implementation. In 1995, CNYD joined the initiative comprised of local foundations and the school system to help with technical assistance, coordination of regulations and to make other necessary arrangements. According to Sue Ethridge, CNYD executive director, the work involved in opening the first four Beacon sites in 1996, was "like driving a train while laying the track." Currently, there is one Beacon in each of the eight highest need areas of the city (http://www.aypf.org/tripreports/2002/tr102302.htm).

"Youth Development Institute at the Fund for the City of New York, established in 1991 to support policies, programs and practices on positive models of youth development. YDI offers ongoing workshops, retreats, information-sharing and networking across Beacons as well as individualized assistance, all aimed at strengthening the youth development focus of programming and ensuring that Beacons serve diverse youth populations (http://www.aypf.org/tripreports/2000tr030100.htm; http://www.aypf.org/tripreports/2002/tr111802.htm).

"The Rose Community Foundation, the fiscal agent for the Wallace Foundation grant to replicate Beacon Neighborhood Centers in Denver, chosen because of the Foundation's experience and clout with the community. The Foundation worked to diffuse the tense relationship between the schools and the not-for-profit agencies in designing the Beacon initiative when it became clear that before they could do anything for the children, the adult partners would have to learn how to work together. The Rose Foundation played a pivotal role in setting ground rules, establishing communication among all partners, and serving as an intermediary between the community and the schools (http://www.aypf.org/forumbriefs/2000/fb031000.htm)

"Kansas City's Local Investment Commission (LINC), providing the support structure for the community, extended-service schools and for other community-based activities. LINC partners in initiatives to provide employment to those on welfare, create new businesses in the central city, improve the delivery of human services and help improve the lives of families and children. Missouri selected the Community Partnership to administer the Caring Communities fund created by seven state departments to support and develop school-linked and neighborhood-based services. LINC staff determines what work needs to be done in areas defined by the communities and identifies funding to address those needs. In some cases, LINC requested moving state funds for program administration and indirect sources to provide grants for local providers. LINC works to help level the playing field, to ensure that the most obvious and best-positioned service providers are used, and that there is alignment between public dollars spent and specific outcomes achieved (http://www.aypf.org/tripreports/2000/tr1029-3100.htm).

Equally as important as intermediaries, is the important role OST advocates play. When asked whether other communities have been able to replicate San Francisco's Children's Amendment, Margaret Brodkin of Coleman Advocates for Children and Youth replied, "Some have, but the better question is: Why have more communities not been able to do

so?" She argued that for such initiatives to arise and succeed, there needs to be a force outside of city government acting as a strong advocate and capable of circumventing established organizations and politicians who are content to sit around the table waiting for a consensus to develop. Without on-going advocacy, funds that seemed secure can be cut from city budgets.

Out-of-school-time programming and academic achievement

A growing body of literature supports the value of high quality, structured OST programs for youth development and academic and social outcomes (e.g., Trammel, 2003). However, the recently released evaluation–a multi-year analysis commissioned by the U.S. Department of Education of the 21st Century Community Learning Centers Program–has caused great consternation throughout the OST community, raised questions among policymakers for its findings, and potentially had negative impacts on the level of funds to be allocated to the program. The findings at the root of this concern are that:

> . . . while 21st-Century after-school centers changed where and with whom students spent some of their after-school time and increased parental involvement, they had limited influence on academic performance, no influence on feelings of safety or on the number of 'latchkey' children and some negative influences on behavior. (Dynarski, Moore, Mullens, Gleason, James-Burdumy, Rosenberg, Pistorino, Silva, Deke, Mansfield, Heaviside, & Levy, 2002, p. 2)

Strong objections have been registered that are critical of the study's methodology; its failure to highlight the positive findings, particularly for sub-groups of young people; its primary focus on academic achievement gains, though the program's initial focus was not solely on this area; and the fact that the findings are based only on one year's worth of preliminary data. According to Judy Samelson, executive director of the Afterschool Alliance:

> Whether or not Mathematica [the evaluation firm] found significant academic gains among these programs is not the only thing that determines whether they work. 21st CCLC afterschool programs, like most afterschool programs around the country, do not view themselves as a substitute for the school day, but rather as an enhancement. They inspire kids to show up and learn in the first place, help reinforce what is being taught in the classroom, encourage kids to tackle new challenges, open them up to new ideas and opportunities such as giving back through community service, link them with caring adults, and involve their parents and more. (February 18, 2003)

No matter how this story plays out, the controversy has forced a greater introspection of the role of OST in academic achievement, youth development and creation of safe-havens. It has also called for a closer look at the critical variables necessary for high quality OST centers that offer innovative standards-based learning experiences.

According to Paul Ahrens-Grey, president and CEO of Global Learning, Inc., these critical variables include "a vision, a multi-year commitment, high quality replicable curriculum and learning model, intensive onsite training and professional development, and an evaluation focused on measurable student achievement and behavioral outcomes" (2003). Finally, this controversy

has called for more attention to the use of higher-order evaluation designs. (See for example, Harvard Family Research Project's OST evaluation profiles database, (http://gse.harvard.edu/hfrp/projects/afterschool/evaldatabase.html). According to Trammel (2003), it is only through continuous evaluations, reviews of evaluations and the establishment of best practices in the field that consistency and confidence will be established in the OST field.

Perhaps more than anything, OST programming must develop its own voice for what it does well, as it is implemented locally–not as a monolithic national program, but as one best tailored to the needs of individual communities and neighborhoods. How effective OST programming will be in improving student academic achievement will depend on how strategically local programs focus on this goal. (For a more extended discussion on this topic, see Chapter III, "Out-of-School-Time models and the added value they bring to schools and communities.")

Challenges for local implementation

How to address challenges to implementation of quality OST programming is a continuing concern among local practitioners and communities. These challenges include: creating and sustaining strong partnerships, and addressing issues of curriculum, staffing, and space utilization. Many of these issues are compounded in poor, rural settings, where schools are under-funded, severe staffing problems abound, community resources are scarce, public services and cultural institutions are minimal, and there are few outlets and opportunities for young people.

Knowing the parameters of the problems and issues is a good beginning in mounting interventions to these challenges. Also important is access to intermediaries and collaborative networks of practitioners that can help program practitioners work toward appropriate responses.

The Forum for Youth Investment's (FYI) Greater Resources for After-School Programming (GRASP) initiative, assessed the out-of-school-time landscape across four cities–Kansas City, Sacramento, Little Rock, and Chicago. The initiative focused on the ways that cities can map program opportunities, design ways to engage communities to move from after-school programming to a big picture approach of out-of-school-time, and sustain effective programs for youth (Tolman, 2002) (www.aypf.org/forumbriefs/2002/fb041202.htm). According to Joel Tolman, FYI program coordinator, this was not an easy task because each city's data was incompatible and messy; and program information was provided in different formats. As the data were untangled, it became clear that programs were not necessarily located where young people lived, opportunities were in short supply for older youth, and programs consistently neglected civic outcomes for young people. Moreover, only a small percentage of young people were enrolled in consistent, daily programs.

The GRASP project provided cities an opportunity jointly to outline key challenges and shape plans for overcoming those challenges. Across cities, a common set of tasks emerged as critical to improving out-of-school opportunities for youth:

- ensuring coordination, collaboration and networking among those working with young people;
- building a stable high-quality workforce through credentialing and staff development;
- creating quality standards, assessments, and supports that result in effective organizations and programs;
- developing the physical infrastructure of programs;
- maintaining adequate funding streams;

- engaging champions in the public and private sector;
- committing to meaningful youth engagement in planning and participating in programs;
- engaging the public and building their support;
- developing planning and visioning processes to build alignment; and
- strengthening mapping, monitoring and research systems to collect and analyze information about programs.

According to Renae Ogletree, director of Chicago's Youth Services Division in the Department of Human Services, a clear and common vision is a key aspect of successful city-wide work. Community-based organizations, neighborhood constituencies and top city leaders need to be involved in shaping the vision and building out-of-school-time opportunities. Ogletree also underscores the risk of undermining existing community-based delivery systems when top-down or outside-in mandates fail to recognize existing community strengths.

In examining how programs engage youth, Deborah Craig, executive director of YouthNet of Greater Kansas City, emphasizes the importance of a capacity-building network in increasing the quality of out-of-school opportunities. In the name of increased quality, YouthNet has led the charge for the development of program quality standards in Kansas City, facilitating a process in which young people and providers themselves came together to develop a shared vision of quality. Craig, like Ogletree, urges schools and public officials to look to community-based providers for expertise in supporting young people's development.

Finally, the role of research is key in moving a city-wide OST agenda. In Chicago, Chapin Hall Center for Children and Families helped frame project goals and focus, gathered the data that drives the effort, and provided ongoing evaluation support to a number of city efforts.

The National Assembly/National Collaboration for youth has studied models of collaboration in 21st Century Community Learning Centers and ways these approaches have helped localities implement OST programs (National Assembly, 2002) (www.aypf.org/forumbriefs/2002/fb062102.htm). Among those models is the School Community Integrated Services Network (SCISN), a non-profit organization comprised of 673 members from 159 organizations, which works to support the activities of community-based organizations that serve as providers for Milwaukee's Community Learning Centers (CLCs) and Neighborhood Community Schools. Areas of collaborative effort include:

- funding–soliciting funds from a variety of sources, such as small businesses and from principals to use school day funds to assist after-school programs;
- planning–meeting monthly to share ideas and discuss problems or changes within programs; organizing learning teams to help with issues of budget, program startup, and hiring principals;
- determining the most effective use of volunteers; and
- sharing facilities–for example, children participating in CLCs also have access to YMCAs to further engage them in constructive activities.

Sumter, South Carolina's School District 2 faces other types of challenges in implementing after-school programs. Chief among these is distance (the District encompasses a 630 square mile donut around the city of Sumter), its impact on staffing programs and providing critical exposure for young people to cultural institutions–even restaurants–and the lack of resources to support and enrich the program. It is difficult getting people out of the city to help students living in rural poverty areas and also difficult providing trans-

portation to expose students to important cultural institutions and events. Solutions developed for addressing these challenges include extra compensation to workers to commute to distant programs, and identification and cultivation of local partners to meet the needs of the program, rather than relying on more distant partners.

The problem of locating partners to support programming for OST learning is not exclusive to rural areas. Among the challenges faced in the expansion of Beacons nationwide is the availability of suitable partners; in some urban neighborhoods, youth-serving organizations are rare. The San Francisco Beacons initiative addresses this problem by identifying agencies in other areas of the city and calling on community residents who act as independent contractors to provide activities and services for youth (Walker and Arbreton, 2001).

Other challenges to OST implementation relate to the issue of space–finding it, seeking approval from school building administrators and paying for it. The experiences of the Alianza Dominicana Beacon in New York City typify many OST program experiences (www.aypf.org/tripreports/2000/tr030100.htm). In the first year of operation, there was great demand from the community for Beacon programs and services. This great demand came with certain space requirements. The Alianza Dominicana Beacon required dedicated space for offices, storage and meeting rooms, and access to class and general-purpose rooms in the school building. Space costs at the building level are charged through the permit system of the New York City public schools and must be approved by the school principal and the custodian. Space costs are variable, based on use and time of the week stipulated in the permit system. Because of the variable costs for using the school space, the Beacon has found it almost impossible to schedule activities on Sundays.

Time and experience have made OST advocates and practitioners savvier about how to address the issue of space and cost, though this will continue to be an area of concern. Whereas each NYC Beacon pays $50,000 per year to the Board of Education as space fee per site (paid by the New York City Department of Youth and Community Development), partly to cover custodians' time for keeping the building open, New York City TASC programs have developed arrangements with the Board of Education in which their OST programs do not pay for the use of school sites for OST programs. The San Francisco Beacon initiative, modeled after the New York City Beacons, differs from the original model in that the public schools are full partners, contributing in-kind space and resources, and multiple CBOs are engaged in the delivery of programs.

In other municipalities, schools are treated as public facilities for purposes of the common good; fee for space is not a concern for building-level providers. In Milwaukee, extended day programming is implemented by CBOs and other providers as a part of the school system's Neighborhood Schools Plan (NSP); no fees are exchanged between the school system NSP sites and the CBOs implementing the programs. In Hampton, the Department of Parks and Recreation values the importance of working relationships with other agencies of government, especially the schools as well as community volunteers. OST activities are a part of the leisure-time mindset that the Department promotes as a balance to other pressures impinging on youth. Additionally, after-school programs in schools allow for leisure time activities in neighborhoods without community centers. A trusting relationship with the school system allows the Department to open after-school and summer programs in 18 elementary schools and two middle schools, in addition to those run in Community Centers. The Department does not pay the school system the cost of utilities or building use.

III. OST models and the added value they bring to schools and communities

To ground the reader in the basic components of OST programs, this chapter contains an overview of two school-based models of OST–community schools and Beacons. These well-known models have been replicated nationally. The remainder of the chapter focuses on the added value that OST programs–whether school- or community-based–represent for schools and communities and discusses the many public policy solutions to which OST programs have been applied.

Two school-based OST models

According to researcher Joy Dryfoos, the term "community school" is inclusive, encompassing a number of school-community initiatives with common themes, approaches and varying attributes, including: Beacons, Bridges to Success, Caring Communities, Communities in Schools, Healthy Start, School of the 21st Century, University-Assisted Schools, and many others. These models are implemented at the national level (e.g., Children's Aid Society, School of the 21st Century), state level (e.g., New Jersey School-Based Youth Program), local level (e.g., Polk Bros. Foundation Full Services Schools Initiative in Chicago), and in individual schools (Molly Stark Community School, Bennington, Vermont). Some have as their goal to improve academic achievement while others focus primarily on health and behavioral outcomes or enhanced family functioning (Dryfoos, n.d.).

Among the models highlighted at AYPF learning events–Children's Aid Society (CAS) (www.aypf.org/tripreports/2000), Boston Excels (www.aypf.org/tripreports/2001), Caring Communities (www.aypf.org/tripreports/2000), Beacons (www.aypf.org/tripreports/2000, www.aypf.org/tripreports/2002) and the Molly Stark Community School (www.aypf.org/forumbriefs/2001)–the commonalities were evident. All operate in the non-school hours and have a strong focus on children and family services, and on youth development activities. All rely on community-based organizations as intermediaries, primary contractors or partners to implement their program(s). In our assessment, the community school OST activities seem to be more integrated with the life of the regular school day, whereas Beacons tend to take on a life of their own, though we witnessed ample evidence of ways that Beacons strive to work closely with schools. Beacons appear to be very focused on giving communities a voice and a role in the development of their young people, including the services and activities they require. One of the goals is to more closely tie the school community and the wider neighborhood community, though this, too, is the goal of the community school.

The vision undergirding the Children's Aid Society community schools as described by CAS Executive Director Phil Coltoff is to create an integrated program combining academics with full child and family services using the CBO to pull together local clinical services with those offered by the CBO and the Board of Education in a school setting open 16 hours a day from 7 a.m. to 10 p.m., six days a week, year round. The idea of CBO involvement with schools is not new. There are many programs involving youth and social workers spread throughout the schools. These efforts, however, have not been implemented in a fully integrated manner. This iteration of the community school represents a new approach: creating an integrated system of services designed to address different levels of the child's development and drawing resources from a variety of sources. According to Coltoff, the challenge early on, was to persuade the New York City School Chancellor's office, the Central Board of Education, the local school district and

local decision-makers about this vision. The hard work then was to build the constituent parts so that they worked in an integrated fashion.

"A community school, operating in a public school building, is open to students, families and the community before, during, and after school, seven days a week, all year long. It is jointly operated through a partnership between the school system and one or more community agencies. Families, youth, principals, teachers and neighborhood residents help design and implement activities that promote high educational achievement and positive youth development. The school is oriented toward the community, encouraging student learning through community service and service learning. A before- and afterschool learning component encourages students to build on their classroom experiences, expand their horizons, contribute to their communities, and have fun. A family support center helps families with child rearing, employment, housing, immigration, and other services. Medical, dental, and mental health services are readily available. College faculty and students, business people, youth workers, neighbors, and family members come to support and bolster what schools are working hard to accomplish–ensuring young people's academic, interpersonal, and career success. Ideally, a full-time community school coordinator works in partnership with the principal. This person is responsible for the delivery of an array of supports provided by local agency partners and participates on the management team for the school. Over time, most community schools consciously integrate activities in several areas to achieve the desired results: quality education; positive youth development; family support; family and community engagement in decision-making; and community development." –The Coalition for Community Schools' vision of a well-developed community school in *Community Schools: Partnership for Excellence*, 2000, p. 2.

At the time of the AYPF visit in March, 2000, CAS was implementing 11 full-service schools in New York City (www.aypf.org/tripreports/2000). Each CAS school has a basic framework of activities and services, but each is also tailored to the needs of the community. Over the years, Intermediate School (IS) 218 has developed a comprehensive array of programs and services, including:

- after-school, teen (including career and college preparation) and adult programs;
- a family resource center (a place of support, information sharing and often the genesis of many new programs, such as those for grandparents);
- health screenings and a clinic for medical, dental, and eye care; and
- a summer school.

Whereas the CAS community school model represents an overture by an outside community-based, social services organization to a large school system to help create a new form of integrated partnership, the Beacons model originated through an interagency proposal from the mayor and the Department of Youth Services to the New York City Board of Education. The initiative grew out of the basic assumptions that: (1) youth need safe places; (2) schools are empty after school hours and can be better utilized; and (3) more mechanisms are needed to build community involvement and empowerment. The Department of Youth Services believes that CBOs rooted in the community with knowledge of youth development strategies coupled with the building resources of schools was a successful combination for increasing supports for youth and for creating more cohesive, healthy communities.

The CBOs work with the schools to implement

the following components:

- Youth development supports, which also include services, but the focus is on development, rather than prevention and treatment, including opportunities to learn leadership skills. Typically, Beacons have organized youth councils and involve youth as volunteers within the Beacon, as paid program and administrative staff, and in community service at least once monthly.
- Comprehensive programs for all ages.
- Opportunities for engaging activities and relationships with adults.
- Educational and cultural enrichment, including homework help, educational enrichment activities such as reading groups, writing projects, computer instruction, trips and theme-based activities.
- Family and adult involvement, including parent and family supports such as workshops, support groups, counseling and foster-care prevention; and adult activities such as GED preparation, ESL classes, basic education, computer literacy, sports and fitness and culturally specific activities.
- Community involvement–many Beacon staff members are from the local community. Additionally, Beacons provide a base for fostering community dialogue and problem-solving and engage residents in community service activities to improve the neighborhood. Special events draw large groups together across generations and cultures.
- A safe environment, secured with additional police surveillance of the area, escorts for younger participants to the Beacon after school and then home at night.

"**The Beacon Model** originated in New York City in 1991 by the New York City Youth Bureau. In this model, community-based organizations are awarded grants to create school-based community centers that offer a wide range of services including homework and tutorial assistance, literacy programs, preventive services, Adult GED, English as a Second Language and computer courses, recreational activities, cultural activities, arts and crafts, theatre and dance. Each program is different depending on the characteristics of the provider agencies and the particular cultural and socioeconomic needs of the community. Many have health clinics and employment programs, others encourage family participation, arts, and recreation. The New York City Department of Youth and Community Development funds each Beacon at $400,000 per year and provides $50,000 per year to the NY Board of Education to use space at each school site." (www.aypf.org/tripreports/2002/tr111802.htm)

Many Beacons also mobilize community institutions to offer an array of health and health-related services, including substance abuse, pregnancy and HIV prevention; drug counseling; on-site self-help groups; health services; mental health services; and referrals.

Where the CBO is strong in a particular area of the social/community services, the Beacon and community school will likely reflect the strength of that focus. For example, the Harlem Children's Zone, Inc. (HCZ), formerly Rheedlen, has a strong background in services focused on truancy among young people, foster care, school-based prevention programs and comprehensive community building initiatives, among others. As a result, there are close ties between the Beacons operated by HCZ and HCZ's other

programs, although they are operated separately. [For example, the foster care prevention program run by HCZ involves 120 families of which 90 children who attended one of the Beacons.]

Out-of-school-time programs provide added value

As seen in these examples, OST models provide added value to both schools and communities. This added value comes in many forms, including:

- leverages for school reform initiatives and improving student achievement;
- opportunities to reinforce mutual school and community interests;
- expanded funding (see section on funding in Chapter II);
- expanded partnerships;
- school-based services for children and families;
- outlets for individual/group expression, extended youth development and community culture;
- classes for parents to help them improve themselves (e.g., through basic education, job training) and augment their children's education; and
- mechanisms for driving broad public policies as well as serving as community anchors.

Many of these value-added components are interrelated and reinforcing. For example, expanded partnerships make many of the school-based services possible, as well as help to create outlets for extended youth development. These partnerships also help open the channels for improved collaboration across school and community interests. For this reason, it is difficult to discuss any of the above singly. Following are highlights of some of the benefits noted.

Leverage for school reform initiatives and improving student achievement

Out-of-school-time programming leverages school reform and student achievement by impacting the structure of the school day to allow for more and different opportunities for student and staff learning, both formal and informal. OST programs represent expanded institutional resources beyond those provided by the school, including a range of cultural and experiential learning opportunities. This may include improving the capacity of families to improve their children's home environment, to advocate for better schools and more school accountability, as well as to support the child's academic and social development. Leveraging efforts may represent prevention strategies, as well as the actual social and health services necessary to support the functioning of effective families.

When OST partnerships are in place, they create opportunities, not typically available to schools, to fashion appropriate interventions to address student and family service needs. For example, the principal of Ellis Elementary School in Boston attributes his school's relationship with Boston Excels and the resulting access to children and family mental health services to the expanded ability of both agency and school to provide necessary options and interventions for children. Specifically, he feels that without the child and family mental health services offered by community agencies, students would typically be referred to special education: "Public schools in urban areas are in crisis because there are so many issues we have to deal with in serving the whole child, and we don't have the tools and options handy to address these issues. We really need collaborators and partners to help us." (http://www.aypf.org/tripreports/2001/tr064501.htm) The message is clear: as community agencies take on and provide comprehen-

sive services in line with constituent needs at the school, school staff is free to focus more strategically on issues of appropriately educating children and youth.

In contrast, there are OST providers whose work with children and families in a community setting has led them to the schools in an effort to right many of the wrongs or missteps they feel the schools have made with students during the regular school day. This is the case with Pius XII Youth and Family Services, a non-profit organization operated as part of Catholic Charities of the Archdiocese of New York City. Pius XII has programs at 15 sites in low-income and working class neighborhoods throughout the Bronx. Typically, these low-income neighborhoods have high percentages of immigrants and children evidence low school performance on standardized tests. Pius XII has a long history of operating child-care and foster care. Its focus on family- and neighborhood-based services is an effort to stem the tide of foster care placement by helping to keep families intact.

Through their community work, Pius XII staff concluded that many of the problems faced by children and families are connected to the characteristics of the low-performing schools their children attend. This led to the agency's implementation of after-school programs in community centers where children learned a great deal despite their academic failures in school and, eventually, to the realization that: If children can learn in community settings, why not in school? Pius XII's programs have slowly expanded from out-of-school tutoring and after-school programs to creating a presence in the school.

The agency currently sponsors community centers in six neighborhood high schools in the Bronx where arrangements have been made for use of the space. The community centers serve as the "home base" for counseling, support and activities for the most high-risk students of these high-risk schools (students in the lowest quartile of achievement who are almost certain to drop out of school). Students are recruited into the program by the staff upon referral by the school. Services include individual and group counseling, assistance with problems preventing them from doing well in school, and help solving serious family issues. Also available are peer counseling and peer leadership, mentoring and group activities.

A number of community-based OST programs have consciously moved to incorporate models shown to help children become academically successful. For example, Project LEARN, an after-school program used by the Boys & Girls Clubs of America (B&GCA), is based on a model developed by Reg Clark of Clark and Associates.

> According to Reg Clark, research has established that the mother's educational level accounts for only seven percent of the variance between high and low achieving youngsters, the father's educational level for only three percent, and economic status accounts for another seven percent. The remaining approximately 80 percent of the variance between high and low achievers is related to the ways the children spent their time (Clark, 1983). Clark asserts that high achieving youngsters, when-compared to their low-achieving peers, have greater access to learning materials, use computers more, and are more involved in after-school activities that have a learning component, such as writing, doing homework, or reading. In addition, high achieving youth have at least one adult outside of school that sets high standards and regularly advises the youth to do well (http://www.aypf.org/forumbriefs/2000/fb033100.htm).

Clark's model for after-school programs balances academic and leisure activities, creating opportunities for youth to develop their abilities

and become intensely engaged. Adults act as coaches helping the youth to develop a plan for this balanced lifestyle, connecting them with the necessary services, advocating for them when needed, and encouraging them to succeed. As implemented by B&GCA, children engage in high yield learning activities, such as homework help, leisure reading, writing activities, discussions with knowledgeable adults, volunteer work in the community, or playing games that involve cognitive skills. Students learn how to plan ahead and plot what they are going to do. Incentives are initially used to encourage the children to pursue their plans, but as they progress, incentives become less important. The satisfaction obtained in the activities becomes their main rewards. The program engages parents in fun activities, such as talent shows and trips, so that they can share their children's time and successes. Collaboration with schools is another component of the program, although according to the Project LEARN coordinators, it is often the most difficult to develop.

Opportunities to reinforce mutual school and community interests

Just as OST represents an opportunity for extending student learning, it also presents opportunities for teacher professional development and critical insights into youth development and interests beyond the traditional classroom setting. OST partnerships offer real opportunities for schools and communities to pull down the barriers that separate them and creatively solve problems that beset each.

Using extended learning opportunities offered in OST programs, research for improving educational outcomes for African American children, and what is known about exemplary professional development models, professor Michele Foster, Center for Educational Studies at Claremont Graduate University, has developed *Learning Through Teaching in an After School Pedagogical Lab* (http://www.aypf.org/forumbriefs/2002/fb021402.htm). This is a practice-oriented professional development program that provides opportunities for new teachers to model effective teaching from master teachers and to successfully instruct students from diverse cultural backgrounds. The project is currently implemented in Los Angeles and Oakland, CA in two after-school settings. In each site, new teachers observe master teachers implementing a range of practices and relationship building activities, and implement specific lessons under the observation of the master teacher and their peer teachers. Teachers receive professional development credit and stipends for participation in this novel approach to improving the skills of new teachers while exposing children in OST settings to high quality instruction.

OST practitioners also speak of the insights gained by teachers who work with youth in OST settings. According to representatives of New York City's Alianza Dominicana, because the Beacon employs teachers they are able to see the same youth with whom they may have had problems in class operating in leadership positions in the after-school component. The Beacons also provide employment opportunities for participants. The relationships that Beacon staff establish are modeling experiences for school staff. Communication between school and Beacon staff is facilitated through formal monthly meetings between the school principal and Beacon director. In addition, each Beacon has an advisory committee that meets routinely with school staff to address common issues of concern.

Because school-based OST programs, especially Beacons and community schools, are open to the whole community, not just the local student population of the school, these programs have forged new relationships between the school and the community. Schools must be open to a more inclusive population. They are expected to be more accountable to the wider community, are required to think about how the community uses school space and how the school is compensated for it, as well as how to address issues and problems that flow across

the school and community spheres of interest. This arrangement works to change the isolated nature of schools and forces a greater blending of interests across the school and the community.

According to Alianza's CEO Moises Perez, when Alianza became a partner, many of the school's community problems were resolved. Alianza staff took away abandoned cars and drug paraphernalia, closed and beautified an abandoned building across the street, painted over graffiti, started new weekend activities, and provided meaningful roles for older teens who had previously hung out in front of the school. What the school staff interpreted as an intractable situation, the Beacon staff, as members of the community, was able to resolve. According to Perez, "This spoke to the distance between the school and the neighborhood and what can happen when that distance is dissolved." (http://www.aypf.org/tripreports/2000/tr030100.htm)

Expanded partnerships

At the foundation of many successful school-based OST programs are strong partnerships with a range of organizations.[6] Most impressive among the benefits of partnerships is the richness of offerings they bring to the school setting.

- *Benefits of partnerships and components of their success.*

Following are descriptions of the partner benefits at three schools.

McCoy Elementary School, a Caring Communities site in Kansas City (MO). As a Caring Communities site, the school provides comprehensive wrap-around services that center on the whole child, family and neighborhood. The school leadership works in partnership with the Department of Parks and Recreation, community organizations, families and local and national programs to provide these services, including a counseling program, before and after-school care administered by LINC (see discussion of intermediaries in Chapter II), mentoring and tutoring through the 4-H Club, and a health clinic which services all students and their siblings, including providing referrals for mental health services. A new collaborative with a for-profit dental service is designed to provide students with services using Medicaid funds and a partnership with Lens Crafters ensures that students receive routine eye exams. (http://www.aypf.org/tripreports/2000/tr1029-3100.htm)

"The San Francisco Beacons Initiative drew together community-based organizations, city agencies, schools and others to provide an array of developmental activities for youth and their families. These partnerships required cooperation and compromise to bridge differences in missions and practices, but the benefits were great: The partnerships enhanced the range of activities and resources available and streamlined administrative duties, allowing the centers to serve more youth with more activities." (Walker & Arbreton, 2001, p. 5.)

The school has a PANDA Wellness Center offering primary care, routine physicals, immunizations, treatment of flu/viruses, laboratory services and vision, hearing and dental screening. A licensed clinical social worker and youth outreach worker also are available. A minority health grant aims to reduce cardiovascular diseases by helping students and their families focus on the symptoms and lifestyles that contribute to diabetes, hypertension, asthma and heart disease and to help them (especially new immigrants) feel comfortable using the health system. A retired physician comes in twice a

6 Partnership models span the range of donations; sponsorships; cooperation (two or more agencies sharing general information about their mandates, objectives and services); coordination (a multi-disciplinary approach where professionals from different agencies confer, share decision making, and coordinate their service delivery for the purpose of achieving shared goals and improving interventions); and collaboration (requiring two or more agencies working together in all stages of program or service development–joint planning, implementation and evaluation) (Mawhinney, 1993).

month to conduct physicals and to serve as a role model to the children. The fifth grade curriculum includes strategies to help children make better health choices and develop a healthy lifestyle.

Though there is no formal parent coordinator assigned to the school, volunteers function as unofficial coordinators acting as translators for other parents and facilitating communications between parents and staff. Ever mindful of improving the instructional and comprehensive services, the school leadership is looking into the possibility of becoming a university lab school (i.e., a school/university partnership in which the school functions as a site for teacher professional development, student and staff service activities, and research opportunities).

McCoy Elementary School has had the benefit of stable leadership and a seasoned faculty. The school has won numerous awards and grants. Support from the Ewing Marion Kauffman Foundation has helped to build the library and provide for faculty trips to visit other successful schools, such as those in District II in New York City.

CAS Intermediate School 218 in New York City. In the case of the CAS Intermediate School 218 community school, the work of the partners intersects at many key points:

- In the work of the school's crisis intervention team comprised of the school-based support team of service providers, that function under the supervision of the principal (such as special education, counselors, social workers and substance-abuse social worker), and CAS staff.

  The school system provides one guidance counselor for 1,600 students, one special education counselor, and one substance-abuse counselor, but CAS staff provides training for school staff and augments the available health and mental health resources. Integration of these service teams is such that after-school enrichment activities are folded into the prevention strategy used at the school. For example, the after-school arts program has become a way of allowing children to express their concerns about issues impacting their community and to problem-solve.

- In governance and complementary programming.

  According to the principal and the community school director, the partnership is played out in governance activities and complementary programming. The CAS staff is part of the principal's expanded cabinet and participates in the Parent Association's executive meetings and are involved in shaping the comprehensive education plan developed by the school leadership team composed of parents and staff. CAS provides discretionary funds for the school and helps fill gaps where needed. For example, CAS funds support the school's special education plan. The CAS-supported Saturday program focuses on addressing the needs of at-risk youth. The program is designed as a contrast to the school program, using different instructional methods including a heavier dose of literacy activities and contextual, applied learning and a smaller student to staff ration of 10:1.

Boston Excels Ellis Elementary School. The benefits of schools partnering with large social welfare agencies were also apparent in the AYPF visit to Boston Excels Ellis Elementary School, the partnership of the Boston Children's Institute (an operating unit of the New England Home for Little Wanderers, the largest private non-profit child welfare agency in New England) and the Boston Public Schools.

Like CAS, Boston Excels, is a pioneer in the full-

service school movement. It is simultaneously a school reform initiative that addresses the academic support needs of children and their families so that children can succeed in school, a school-child community development model, and a full-service school designed to help meet the health, mental health and social needs of students. Excels illustrates the cumulative benefit of bringing schools and social service agencies together to provide prevention services, community empowerment and parent organizing and the resources and experience of child and family development experts into the school setting.

According to representatives of Boston Public Schools (BPS), Superintendent Thomas Payzant has been clear that schools cannot by themselves provide all the services needed; schools need collaborative arrangements with other community agencies to improve teaching and learning and help students meet state academic standards. While Boston Excels serves only five elementary schools, Payzant would like similar services in all school clusters.

Each Boston Excels school has a full-time coordinator located in the school whose job is to leverage services for children, whether it is extended learning or health screening, and to manage and coordinate outside organizations that provide help to the school. Full-time clinicians are also located in the school and provide hundreds of hours of crisis intervention. Because service providers come into the school, they become part of the school community, even though their salaries are paid by another organization.

- *Importance of school leadership in effective partnerships*

Partnering with schools to implement city agency or community initiatives is not always easy to accomplish. Successful partnerships are as much about choosing and pairing the right CBOs and schools/school leaders as about observing the rules of good collaborative engagement. The critical variable in the success of the relationship, however, is usually the principal's attitude and whether he or she values this arrangement. Additionally, many OST programs employ teachers from the school–a strategy that also helps the relationship considerably by creating advocates in both sectors.

> Both public and private sources fund Boston Excels. Approximately 60 percent of the funds come from public sources, including the 21st Century Community Learning Centers and Even Start programs. Private foundations provide support for Excels staff and counselors. According to Anne Greenbaum, Boston Excels site coordinator, a bare bones program could be run for $150,000 per school, but that it really takes $250,000 to do a good job, especially for a larger school.

Alianza Dominicana staff had to overcome an initial adversarial relationship with the school leadership and the staff over prior community protest against treatment of students in the school. Much of the Beacon's first year of operation was spent trying to mend this rift. As a result, the district superintendent was careful in picking a subsequent principal for the school that could work well with community leaders. Over time, the relationship has evolved such that Beacons have intensively involved school principals in selecting Beacon directors to ensure that the school principal supports the program and the person administering it.

Clearly, strong and stable leadership on the school side of the equation is critical to the success of community schools, such as McCoy Elementary School and Molly Stark School in Bennington, VT (see box). Their energetic leaders, in addition to having an academic vision, are able to mobilize public and private resources in support of the extended school activities. Unfortunately, this is not always the case where there is unstable, revolving leadership at the

school site. At the time of the AYPF visit to New York City in March 2000, it was reported that since they started, 20 percent of Beacons had experienced turnover of principals, and one had had 11 principals.

Space and location of the OST program are other factors that may make for an easy or a difficult partnership. According to the Alianza Dominicana Beacon staff, in selecting a site for the Beacon, it was important to find a school that was acceptable to the community, accessible to transportation and had a good sized gym. Middle or junior high schools tended to fit this

When Sue Maguire became the principal of Molly Stark School in Bennington, Vermont, she knew that she had accepted a challenge. In the mid-1990s, the school faced a daunting list of problems, including lack of academic success, high rates of absenteeism, physical and verbal aggression from students, lack of parent and student commitment, and high dropout rates. Maguire reported that though Molly Stark alumni comprised 12 percent of the students fed into the local middle school and high school, they made up 28 percent of the dropouts from these schools.

Focus groups with teachers, administrators, parents, and community members produced a school reform model that offered comprehensive services to students and their families. Maguire started small, implementing an after-school program with interested parents, teachers, and community members. Though some of these adults work voluntarily, Maguire pays the majority of after-school staff at least a minimal salary ($90 per eight-week session), because she believes that this gets them invested in the program. Molly Stark School now has an on-site garden, a Lego club, computer clubs, meteorology clubs, cooking clubs, and several other after-school programs. Maguire instituted a mandatory homework club for students who were falling behind academically, and staffed it with one of the most popular teachers in the school, so that students would want to attend.

Once the after-school programs were up and running, Maguire added mentoring, health services, and evaluation to make sure that these programs were having a positive affect on Molly Stark students. High school and college students, as well as adults from the community pledge an hour a week for the year to serve as mentors. Companies, such as Prudential Life Insurance Corporation, give their employees time to come to school each week. Maguire was happy to recruit the Bennington Police Chief as a mentor. She likes to see him at the school in this capacity, rather than as a law enforcement officer or disciplinarian. The chief is not the only professional who works at the school, however. A pediatrician and psychologist see students and parents one day each week, and a retired den tist from the area runs a practice out of the school. To fund and house these health facilities, Maguire attained a $300,000 community development block grant in 1998 that supported the construction of a family center and the dental clinic on the school grounds. Additional funds came from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support mentoring programs and from several private philanthropic organizations. Maguire and her colleagues have worked hard to fund and coordinate the services at their full service community school, and a preliminary evaluation conducted by Harvard researchers revealed that these efforts were succeeding. Absenteeism at Molly Stark dropped from 6.5 percent in 1998 to 5.3 percent in 2000. Student achievement on standardized tests has increased significantly as well. (http://www.aypf.org/forumbriefs/2001/fb030901.htm)

description. Above all, it was important that a good working relationship existed between the school and the Beacon.

Establishing the necessary collaborations and making them work is essential for successful OST programming. The National Assembly/National Collaboration for Youth publication *Dimensions of School/Community Collaboration: What it takes to make collaboration work* (2002), provides helpful guidance to success in this area:

- A routine way of participating in all the decision-making related to the school/community collaboration.
- A structure ensuring clear communication between school/community collaboration members.
- Involvement of key stakeholders in the school/community collaboration from the begining.
- Attention to the different specialties of members of the school/community collaboration, including the differing perceptions of children's learning and development.
- Clear roles and responsibilities of all members of the school/community.
- A focus on clear goals, with a method of measuring success.
- A sense of how much time and effort is possible to accomplish the goals.
- Established relationships between the school/community collaboration members and funding sources (government, foundation, corporate, and others) to ensure adequate funding.
- Energized and focused efforts on the part of school/community collaboration participants.

Classes for parents to help them improve them selves and augment their children's education

Boston's Ellis Elementary School provided examples of ways a school can use parent education efforts to empower their own efforts to improve their children's learning. Here, parents participate in English as a Second Language programs, developing language skills in the context of their children's education, so that they learn to be involved and can advocate on behalf of their children. A class was also designed to help parents understand how mathematics is taught in the school so that they can coach and oversee their children's homework. Once involved in this class, a number of parents decided that they needed to strengthen their own math skills and became involved in math adult education classes. The school has since started a "Parents Active in Math" club to keep parents engaged and knowledgeable as their children advance in math.

Mechanisms for driving broad public policies and serving as community anchors

OST models, such as community schools, have long been used as community anchors. This role seems to be increasingly applied in a variety of settings, as well as the use of OST models in implementing broader public policy and community goals.

Changes in the federal 21st Century Community Learning Center program (as reauthorized under Title IV, Part B, of the No Child Left Behind Act of 2001) have brought OST efforts into closer alignment with federal education priorities by strengthening the focus of CCLCs on academic enrichment opportunities for students attending low-performing schools. Refocusing this national program represents additional leverage for helping schools and communities improve student achievement and may change the character of some OST programming.

With the end of bussing students for desegregation purposes, greater Kansas City (MO) had to

rediscover the concept of neighborhood schools, thereby building the notion of schools as the hub of communities, reinstituting community activities, and placing a greater focus on extended learning activities for children and youth. (See box on AYPF field trip to Van Horn High School.) Van Horn is an example of a school where neighborhood and community reform have been the energizing factors for change–not necessarily school reform.

In Milwaukee Public Schools (MPS), extended-day programming was instituted as part of the Neighborhood Schools Plan to encourage parents to send their children to neighborhood schools and to improve student achievement following the end of bussing. One practitioner noted that previously, long bus rides had been the extended-day program many students received. Beginning in September 2001, 28 elementary schools were targeted to provide extended-day programming, using a variety of after-school program models (21st Century Community Learning Centers models, the MPS Safe Places model, and the Before and After School Child-care Camps model), each aligned with MPS goals for student achievement.

Everrett Middle School in San Francisco has faced high teacher and administrator turnover: six different principals in the last five years. At the time of the AYPF visit in October 2002, principal Robert Haas had been in his position for only two months. The Community Bridges Beacon at Everett has helped sustain the school and provided a much needed modicum of stability. According to Hass, because strong CBO programs with high visibility in the school support the Beacon, community resources are corralled and provide an expanded system of support and enrichment for students and community members. Hass values the Beacon and views it as providing a layer of programmatic richness and a way of getting the community vested in the school. Most of all, he values the continuity of programming and expectations the students and community deserve.

Outlets for extended youth development, individual/group expression and community culture

In addition to academic enrichments such as study hall, homework help, tutoring, health education and computer applications, OST offerings encompass a rich range of opportunities for young people and their families. Following are examples observed at three sites:

At the Community Bridges Beacon, Everrett Middle School in Denver, offerings include:

- Arts and recreation–Urban Artworks, Magical Creations, soccer, Un Poco Loco Drum & Dance Ensemble, Tahitian Dance, Graffiti Arts, poetry, photography;
- Career experiences–school-to-career and entrepreneurship activities; and
- Leadership development–Youth Leadership Council, Changemakers, Students Leaders Against Sexual Harassment, Kid Power, BOSS Summer Interns, Youth Learning to Overcome Criminalization, Talking Circles.

Available offerings for family members and adults include: English as a Second Language, ASLA Salsa Volunteers, computer classes, Eskrima Martial Arts, Childwatch, and Atomic Tae Kwando. Additionally, members of the community (over 3,000 annually) participate in community and cultural events, such as Hip Hop Appreciation Week, Haunted House, Family Literacy Night and Theater Academy. The technology lab and media technology are available to the community. (http://www.aypf.org/tripreports/2002/tr042602.htm)

At I.S. 218 in New York City, the SUMA school store is a source of school supplies for students and materials for staff, a lab for student enterprise activities during the regular and extended day, and, from 6:30 - 8:30 p.m., a bookstore and café for the adult evening program. The recycle-

a-bicycle class–begun with a grant from the Department of Sanitation to remove bicycles from landfills and rebuild them–has grown from an after-school program to a day and weekend program. Rebuilt bikes are distributed to children and adults in other countries. The activity provides opportunities for students to develop important skills and provide service to others. (http://www.aypf.org/tripreports/2000/tr030100.htm)

At the time of our AYPF visit in 2000, Van Horn High School, located in the Kansas City suburb of Independence, had a student body of 935; about half Caucasian and half African American. Prior to desegregation, the composition of the neighborhood was predominantly blue collar Caucasian. Under bussing, most neighborhood students were bussed into Kansas City and many African American students from Kansas City were bussed to Independence. About the same time, a number of industries started to leave the area, taking away jobs for community residents. Over the last 20 years the community has witnessed a reduction in housing values, a loss of community services (the closest hospital is 17 miles away), a rise in drug trafficking, and little or no development of youth and family-serving resources, such as parks, Boys and Girls Clubs, or YMCAs. There is little or no public transportation in the area.

In the 1990s, after the end of court-ordered bussing, Van Horn was designated as a community school and a Caring Community Center–part of an overall plan to revitalize the neighborhood and provide on-site community services, including a year-round health clinic, family service social workers and a job developer. The on-site social workers provide counseling in substance abuse prevention and referrals to counselors and social workers for cluster elementary schools. Most referrals relate to housing availability and childcare. A women's support group is also a part of the Center.

Partnering agencies include LINC, Heart of America Family Services of America, Truman Medical Center East, Northwest Communities Development Corporation, WIC, Missouri Workforce Development, Kansas City, MO Public Schools, and Jackson County United Way. These partnerships have helped to bring extra-curricular activities and services into the school, such as debate teams, a school newspaper, and sports, as well as mentoring and tutoring. Also under bussing, there existed no real feeder school pattern in the area. Van Horn now functions as a resource center for services to the schools in the "cluster" feeder schools.

Van Horn's strong community involvement led to the creation of a 501(c)(3) community development corporation (CDC) with a $600,000 annual budget that provides a conduit for funneling new resources into the community, such as funding to surrounding elementary schools for after-school activities. The CDC has applied for a federal Weed and Seed grant in partnership with law enforcement to help remove violent offenders, drug traffickers and other criminals from the area, implement human services and neighborhood revitalization efforts to prevent and deter further crime, and support pro-active community policing activities. (http://www.aypf.org/tripreports/2000/tr1029-3100.htm)

A mask-making workshop featuring traditional carnival masks representative of regions in the Dominican Republic was observed at the Alianza Dominicana Beacon at Junior High School 143 in New York City. The workshop has been so successful that participants performed at community centers, summer park programs and the Lincoln Center for the Performing Arts. The Beacon staff stressed that knowledge of Dominican culture is important to the community and youth's self-esteem. Through its many cultural activities, the Beacon opened a new door to the culture and history of the surrounding neighborhood and has also become an arts resource to the feeder schools in the neighborhood.

Also available are classes in video production. Sixteen programs on cable are either produced or edited by students. Because the Beacon is within an Empowerment Zone, an urban technology grant is used to train youth to refurbish computers, make web pages and develop other computer technology skills. Sixty youth have gone through the program and each received a refurbished 486 computer and one-year of Internet access. Many of these youth have moved on to do this work professionally. This Beacon also includes a youth council that is helping to plan summer youth programs.

Programs for adults include strong outreach for women in areas of prevention of domestic violence, drug treatment; and in partnership with Columbia University and Presbyterian Hospital, health care for the uninsured. (http://www.aypf.org/tripreports/2000/tr030100.htm)

IV. Serving older youth in out-of-school-time programs

> "Teens vote with their feet: when YouthNet of Greater Kansas City asked youth what kept them from participating in out-of-school-time programs, the number one response was, 'boring programs.'
>
> Almost 40% of youth surveyed in the Ewing Marion Kauffman Foundation's annual Voices of Youth teen survey say they do not participate in school-related activities; nearly two-thirds say they do not participate in any out-of-school groups or activities." (Voices for Children, 2003, p. 5)

OST programming for older youth has its own unique set of issues. Unlike children and teens, teens are generally more mobile and require greater flexibility of programming to engage them and support their development. In any week, they may be engaged in all or none of a range of activities involving extra-curricula school activities, neighborhood/community recreation or youth development, faith-based activities, community service, part-time work, leisure and/or responsibilities for sibling care.

Whether teens are engaged in productive activities in the OST often depends on the opportunities offered in their community. Some localities have made a commitment to ensure that young people have opportunities to be actively engaged in the OST hours, but many more localities are struggling with this issue.

Among the barriers to engagement of older youth in OST cited by the Forum for Youth Investment (2003) are:

- the diminishing supply of OST opportunities for progressively older youth;
- lack of access to information about these opportunities and the transportation to reach them, especially in rural areas;
- competition with teen work and/or family responsibilities; and
- program costs (e.g., sports leagues, recreation centers, entry fees)

AYPF visited a number of school-based programs as well as community-based programs to learn how teens are engaged and supported in the OST time. A number of these programs have been able to overcome these barriers to put in place creative approaches to programming for this age group. OST programs might be placed in school settings, in other community facilities, or at flexible sites in line with voluntary youth activities with sponsoring or cooperating organizations.[7]

School-based OST programs

Opportunities exist through OST to offset some of the challenges facing many U.S. high schools, such as students entering without the preparation for high-school level work; limited rigorous curricular and co-curricular offerings; lack of role models to support youth development; limited opportunities to exercise youth leadership, especially in large schools; and limited flexibility to provide the extended time some youth need to prepare fully for postsecondary life. To the extent that high schools in today's standards-based environment are challenged to raise all students to high standards for graduation and postsecondary endeavors, and teens are particularly vulnerable to risky behaviors in the OST, it

7 The Rural School and Community Trust calls the latter "place-based education"--a way of teaching and learning based on the idea that everyone in the community has something to contribute (*Rural Policy Matters*, August, 2003).

is important that appropriate and quality OST opportunities are available to them.

Manhattan Center for Science and Mathematics. The desire to create smaller learning communities, abolishing the large, impersonal comprehensive high school of the past, led to the creation of the Manhattan Center for Science and Mathematics (MCSM) at the site of New York City's former Benjamin Franklin High School. Franklin was a failing school with a dismal six percent graduation rate. Under the new configuration, MCSM shares the site with an elementary and a junior high school, each on a separate floor of the building and with its own principal.

The high school owes its curricular theme to the community that insisted that any high school at this site must have a focus on math and science and every student would complete a college preparatory curriculum. As a result, the competitive MCSM targets youth "who have just missed the admissions cut for Bronx Science, Stuyvesant, and Brooklyn Tech High Schools." Admission is not based on exam scores, but on the student's record of attendance–better school attenders are preferred–and level of interest, i.e., whether the school is listed among students' 1st through 3rd choices. The school is home to 1,740 students (3,000 students applied and 450 were selected for the 9th grade class) and provides academic, cultural and leadership opportunities to students.

AYPF's visit to MSCM showed what OST programming can look like in a high school setting, how high community expectations can drive regular school offerings, as well as the novel uses that schools make of OST in order to meet these expectations. It also made clear the importance of having the school open for extended hours for this age group. Having extended access to important school resources, such as the library, computer lab and college planning office, are critical to many students' success. The after-school program for MCSM students is funded through TASC, with a matching grant from CAS, and operates from 3 p.m. to 6 p.m. on days when school is in session September through June. A range of other partnerships exist with Mt. Sinai Health Center, the Repertory Dance Theatre of Harlem, where students may take free classes in everything from hip-hop to West African dance, and others.

Because the school program is rigorous, students are held to high expectations, and there are no remedial courses (9th graders are required to attend a summer course that emphasizes math and science skills). Here, OST academics are not only add-ons but a way of getting and keeping students on track to graduation, and also creating a dedicated feeder pattern of successful future students. In the OST setting, students who have failed courses during the school year can participate in credit recovery courses offered by certified teachers between 3 p.m. and 6 p.m. The availability of OST credit courses saves students from having to attend night school at a distant location. The after-school program at MCSM also offers credit bearing classes designed to help students round out their education with advanced and specialized classes not offered during the regular school day. Courses include AP Spanish, Spanish Literature, art, weights and dance (gym credit), and photography (art credit), and are taught by certified teachers. These courses are usually funded with the regular after-school funds from TASC and CAS, but in the Spring of 2003 post-September 11 funds from the Federal Emergency Management Agency (FEMA) funded them.

During the AYPF visit, we witnessed a vibrant urban school atmosphere alive with many young people engaged in a variety of activities and clubs, some designed, implemented and staffed by MCSM teachers and some entirely by students themselves. Student input resulted in offerings, such as the Brazilian martial arts, computer access, cheerleading, family math and step dance. Students also designed a study hall conducive to their work habits, with loud music and talking. We were told that students are able

to study in this environment and they "don't feel like dorks" attending study hall. Students also began the Umoja Club, which promotes awareness of different cultures and includes poetry appreciation. The photography class, offered for an art credit, was designed and implemented by a former MCSM student. He helped arrange for the donation of cameras and other equipment. A defunct photography lab was discovered at the school and transformed from a storage area to a fully operating lab.

AYPF trip participants sat in on a poetry "slam" performed by members of the club where the audience "snapped" for applause. Additional offerings include a tutoring program, a community justice program complete with mock trials and visiting judges, a math research class, and a knitting class with 97 young people, including four boys, offered by the former assistant principal. An array of clubs include ASPIRA, Freshman Council, Chess, and "Write on the Edge," with professional directors and actors from the Manhattan Theater Club. The afterschool program is so popular with the youth that the school remains packed, classes are full and students have to be asked to leave the school at 6 p.m. when the program closes.

In the building, OST activities and services are not only open to students from MCSM, but also to the Isaac Newton Junior High School and the elementary school students housed in the same building, as well as to members of the surrounding community. Having multiple age groups in the same building complex provides added value for students at different points in the grade continuum. This interrelationship was evident in the summer College Bound program funded through the General Electric Fund which provides extra help and preparation for high achieving 8th graders from the junior high school. These students are guaranteed admission to the high school, provided they participate in structured OST and summer activities. The junior high school is not as selective as the senior high school and does not feed directly into the high school. Many students who want to attend MSCM often need intensive preparation and support to make it into this selective high school environment. They get this additional help through the GE program and the mentoring and tutoring provided in the OST program by high-achieving juniors and seniors at MCSM.

Richmond Village Beacon at Washington High School, San Francisco (CA). The focus of the visit to the Richmond Village Beacon was to learn about the origins of the Beacon center and about the role it plays in the lives of young people and their families.

When discussions were taking place regarding where to locate the next Beacon to come on line in San Francisco, Washington High School was considered an ideal site because of the track record the Richmond District Neighborhood Center (a neighborhood CBO) had built up through the years, providing school-based programming focused on the arts. Typically, Beacons had been placed in middle schools because planners felt that such centers would draw a broader cross section of children and youth, i.e., parents of young children would feel comfortable sending their children and high school students would prefer a middle school over an elementary school. The decision, however, to utilize the high school site eventually showed its drawing power for the high school age group: approximately 80% of participants are enrolled in high school.[8] Currently, the Beacon offers over 50 programs for children, youth and families.

As is the case with the MCMS Beacon in New York City, many offerings conform to the interests of the teens with special developmentally appropriate and youth-initiated offerings such as

8 The Beacon planners selected middle schools as hosts for five of the eight Beacon Centers in San Francisco. In the middle schools studied, approximately half of the participants were from the middle school and the remaining students evenly distributed between elementary and high school students. In the high school Beacon, participants were overwhelmingly enrolled in high school (80 percent). In the elementary school Beacon, approximately 70 percent were enrolled in elementary school (Walker & Arbreton, 2001).

parenting groups, clubs (Black Student Union, Latino Club, Young Men's and Young Women's clubs), a college and career center, and health and leadership activities, as well as a range of education and arts and media offerings (e.g., Break Dancing, Hip Hop, Media Arts Academy, and Video Production).

The young people we met said that the Beacon provides an outlet for individual and group student expression. They were especially pleased to have the opportunity to form clubs that reflect their identities and the diversity within their cultural experiences. For example, the Gay and Straight Alliance allows young people to come together and hold functions where they can safely interact and intermingle. African American students who believed their voices were not being heard and who felt left out of school activities, despite the availability of diverse cultural programming, formed their own student union. A teacher that worked with the African American student union showed samples of student oral history projects that linked their family lives to those of the Black Panthers in the Bay Area.

Beacon leaders reported that youth who attend the Beacon programs spend 8 to10 hours a week in programming. The Beacon program also pays for college students to interact with and provide services to high school students. School teachers work hand in hand with the Beacon staff because of the benefits they see accruing to the students.

Community-based OST programs

In addition to the school-based programs, we have also studied small, very intensive, privately-financed programs that offer unique and targeted activities, as well as publicly- supported community-based programs run by CBOs.

Sunflower County Freedom Project. The Freedom Project is an independent non-profit organization dedicated to educational excellence and leadership development in Sunflower County, Mississippi. The Project uses the history and spirit of the 1960s freedom struggle in the Mississippi Delta to motivate young people to become capable and compassionate leaders in their communities. Focus is on building students' confidence and leadership ability by demanding genuine achievement and performance–no excuses for anything less.

The Project was started by Teach America members working in the area who recognized the difference between the energetic young people starting middle school and the disinterested, disengaged nature of many youth in high school. The Project offers middle and high school students intensive academic enrichment and youth development opportunities. Program youth learn discipline through the medium of Tae Kwon Do, are mentored, and have opportunities to expand their horizons through travel and participation in summer college bridge programs and internships. They develop and perform plays on aspects of the freedom movement, participate in summer internships in Washington, DC (recent internships included the Brady Center to Prevent Handgun Violence, National Public Radio, Common Cause, etc.), participate in camping trips–whatever is necessary to stretch their horizons.

To be admitted to the program, youth and their parents must sign a contract to participate in weekday study sessions (the center is open from 5:15 p.m. to 9 p.m. during the week) and Saturday school (8 a.m. to 1 p.m.) for extra academic sessions and youth development activities. Transportation is a problem given the geographical spread of the county, but the Project has two vans to pick up students at school and return them home in the evenings. The Project is run independent of the public schools, using private foundation funds, some government Empowerment Zone funds, and participant tuition. Students must pay or raise their $300 annual tuition.

Project staff operate from the philosophy that young people need consistently structured proj-

- DJ mixing
- Break dancing
- Graphics and web design
- Internet access
- Quarterly magazine production
- Visual arts (murals, painting, etc.)
- B & W photography
- Police and youth teambuilding

The Spot's GED center is seeing impressive results. The number of students served has grown tremendously, from 12-15 participants the first year to 26 the second year; in 2001, 108 Spot youth earned their GED diplomas. The Spot has a strong partnership with the Community College of Denver (CCD) to deliver flexible, non-traditional, and individualized assessment and planning for the GED preparation. Additionally, CCD automatically enrolls Spot youth who pass the GED so they are immediately placed in college courses to encourage their further education. Ninety percent of graduates improved their job skills and job situations after passing the GED.

The Spot staff formed partnerships with the police department, the school system and local businesses. Forging these relationships has been challenging because the community wants a more structured environment for these kids. No one is ever checked for weapons or drugs when they enter the Spot, though if staff members become aware of misconduct on the premises, the youth are respectfully asked to leave. Rules and formal structures are not imposed on youth at The Spot. Youth know The Spot is a special space to be respected by all. One of the biggest successes of the Spot is the ability to peacefully bring together youth who once would never walk on the same side of the street, let alone talk to one another. The Spot is slowly bringing together a divided community.

The dissonance between the expectations of the public agencies and the youth derives from the fact that this is exactly the open trusting environment that seems to work for these youth since they often have not experienced it elsewhere in their daily lives. So far, The Spot has used "word of mouth" as the primary recruitment tool, and this seems to have worked well. Youth participants indicated that there isn't much to do elsewhere in town and that The Spot gives them a place to hang out and learn new skills. They described Spot staff as being "like family." The annual Spot budget is approximately $650,000. Of this, about a quarter comes from government funding, a quarter from foundation funding, a quarter from individuals' contributions, and a quarter from funds raised through events.

Youth Opportunity Centers. AYPF participants visited programs that are not traditionally thought of within the framework of OST which, like The Spot, serve a slightly older age group (there is often overlap with the high school age group), but which have similar purposes: to provide safe places for young people to convene, learn and develop. These sites have included Youth Opportunity (YO) Centers supported by the U.S. Department of Labor (DOL) in:

- Baltimore (www.aypf.org/tripreports/2001/tr0322-23-01.htm)
- Denver (www.aypf.org/tripreports/2002/tr042602.htm)
- Hartford (www.aypf.org/tripreports/2002/tr120202.htm)
- Philadelphia (www.aypf.org/tripreports/2001/tr0510-1101.htm)
- Washington, DC (www.aypf.org/tripreports/2002/tr110602.htm)

Youth Opportunity Centers are sited in designated Empowerment Zones and were created to help youth ages 14-21 in these low-income areas–which often lack basic community amenities, such as grocery stores, banks, recreation resources and appropriate housing–acquire the necessary skills and work experience to make a successful transition to adulthood. The YO grant strategy was designed to saturate resources in a community targeting out-of-school and in-school youth over a sustained period of time. These demonstrations draw on OST programming and practices, have many of the same expectations for youth and rely on community partnership. Though initiated to inform DOL youth employment programs, YO Centers are informing the OST field as well.

> Philadelphia's Workforce Investment Board received a $5,000,000 Youth Opportunity (YO) grant from the U.S. Department of Labor (through the Workforce Investment Act) and will receive up to $22 million over a 5-year period. The purpose of the grant is to improve the lives of youth in the neighborhoods of its Empowerment Zones where poverty and dropout rates are the highest. (The poverty rate in the Zones is 51 percent, more than double the citywide average; 86 percent of youth qualify for public assistance; and the dropout rate of the six Zone high schools ranges from 56 to 86 percent.)

According to Taylor Frome, director of Youth Empowerment Services (YES), a subcontractor that runs three YO Centers in Philadelphia, YO grantees must substantially increase the employment rate of out-of-school youth living in high-poverty neighborhoods and entire communities must focus on helping these young people by building a circle of support to help them address the range of problems that have kept them from succeeding. Nationally, Empowerment Zone communities were selected for the grants based on their plans to focus on the total person and provide a wide variety of support services, build community-wide partnerships with a special emphasis on employer partners, and provide long-term follow-up services. The grant projects emphasize preparing and placing participants in private-sector jobs. They also include efforts to keep young people in school, increase their enrollment in college, and provide work experience in community-service projects.

The U.S. DOL requires that YO Centers provide intake and case management services for youth. But, according to Frome, this is not enough; more activities are required to draw in the young people and to help address their needs. The Centers provide comfortable places for out-of-school youth to get the skills and supports they need to move forward in their lives. Staff helps youth think about their next steps and how to plan and move toward jobs, education and training. The task is to provide programming and opportunities to engage and challenge them, to help alleviate the many barriers they face, such as child care, problems in their lives, having had a bad education experience and fear of taking the next step.

The YES and other YO Centers look and function as typical community centers, providing a range of activities such as:

- Classes in dance, computer skills, arts and crafts, video and CD production
- Clubs, such as Author's Lounge designed to increase members' comprehension skills and interest in reading, and Masters of Destiny-College Bound where members plan and complete paperwork necessary to research and enroll in higher education or technical training schools
- Workshops such as Community Building, designed to bring about cultural and communal awareness, and Employability & Job Readiness, an eight-part series with discussions of why people work, career explo-

ration, preparing a resume, recognizing and developing professional skills

- A learning lab where youth can participate in individual tutoring, individual and small group project-based activities, pre-GED coursework, and a variety of interest-driven and functional assignments
- Recreation and sports

The YO Centers are also charged with providing programming for in-school youth. The AYPF field visit to YO Centers in Denver and Washington, DC focused on school dropouts as well as in-school youth.

There are five federally-funded Youth Opportunity (YO) Centers in Washington, DC. Four provide comprehensive services to young people between the ages of 14 and 21, primarily out-of-school youth. Seventy percent of the youth attending the YO Centers are dropouts, all with low skill levels (on average reading at the 6th grade level), many having completed only eighth or ninth grade. The challenge is to work with this population in a holistic way. Services include tutoring, literacy instruction, technical skills training, dropout prevention programs, high school, GED or higher education preparation, job training, summer employment, internships, work experience, job placement, mentoring, life skills training, drug use prevention, mental health services, child care, transportation assistance, leadership development via conflict resolution, recreational programs, community service opportunities with stipends, "drop-in centers" and continuous follow-up of young people.

A fifth Yo Center, operated by the United Planning Organization (UPO), serves in-school at-risk youth exclusively, using the *Quantum Opportunity Program (QOP)*. YO staff works with 80 youth from four local high schools in small group activities in the after-school hours. The QOP model is intensive, lasting four years and offering a broad array of services, including basic education, personal and cultural development, community service, mentoring and supportive services. YO-QOP activities are structured and scheduled to enable every youth to spend a minimum of 60 hours (five hours per month) in YO-QOP activities per year. These are divided into three equal components, education, community service, and developmental activities. YO-QOP activities continue throughout the summer and school breaks.

Each youth receives individualized education assistance, beginning with remedial basic education. The objective is to bring young people's skills up to grade level in reading, writing, math, science and social studies and to enable them to complete high school and prepare adequately for postsecondary education, or training. Education assistance consists of computer-assisted instruction, course-based tutoring, and assistance in applying to college. In addition to mentoring and education assistance, young people enrolled in the YO-QOP program are exposed to developmental activities (e.g., life-skills training and cultural activities) and community service opportunities.

The program is also personnel intensive, with one case manager for every 20 to 25 youth and each participant assigned to a specific case manager. Case managers prepare monthly plans and progress reports for each youth. The individualized development plan for each youth covering the four YO-QOP years is updated annually. These plans serve as the basis for a written "contract" between the YO-QOP program and each youth.

YO-QOP case managers, who all have a degree in social work or education, oversee the direct delivery of mentoring, educational, developmental, and community service programming for their students. They develop a mentoring relationship with each youth in their group. This relationship lasts for the entire four years. Case managers go to heroic lengths to maintain contact with youth who may lose interest to try to keep them actively involved in YO-QOP.

YO-QOP students meet with their case manager and fellow students each day after school, four days a week at their school and once a week at UPO to work with the computers and tutoring specialists. Activities vary based on student interests but are primarily focused on academics with other activities–music, trips, bowling, etc.–interspersed.

As with other programs in the DC Youth Opportunity Initiative, youth involved in the YO-QOP program "earn" a cash stipend of $10 for each day of participation, delivered by a monthly check. In addition, upon completion of high school and entry in an approved postsecondary education or training institution, participating youth receive the total contributions from an accrual account into which monthly contributions for each hour of participation in the program have been made. The idea is to induce youth to continue participating in YO-QOP activities at a high level of intensity, to help youth accumulate funds for postsecondary education, and to teach money management, budgeting and saving for the future.

In 2002-03, UPO received a $665,000 grant to serve 100 youth. UPO augments this funding with in-kind support, such as space. UPO YO-QOP spends about $50-75 per youth per week over an average of 25 weeks in the program in addition to the $50 per week stipend.[9]

In Denver, AYPF visited YouthBiz whose mission is to,

> "unleash the potential of Denver inner-city teens to invest in themselves and their community. Through hands-on experience in leadership practice, the start-up of youth-run enterprises, and academic advancement, these young adults will develop long term transferable job skills, contribute ethical leadership, and initiate socially responsible small businesses in their community."

YouthBiz is also a YO site focused on strengthening one particular neighborhood–the area also served by the Beacon Neighborhood Center at Cole Middle School. This neighborhood has the lowest scoring middle and high school in the state on standardized tests and the largest percent of students eligible for the federally assisted lunch program.

In 10 years, YouthBiz has grown from a boarded-up storefront to presently serving 250 youth annually. It offers a stipend training program that is structured and focused on the developmental needs of younger youth (average age is 14-15). This age group is targeted because of their high level of vulnerability to risk factors and the lack of community services and income-earning opportunities. The program offers teens opportunities to serve in leadership roles as trainers, crew leaders and supervisors and to be engaged in neighborhood organizing, school reform efforts and community service. YouthBiz has been recognized by the U.S. Department of Housing and Urban Development as an example of best practices of urban economic development.

Among programs offered at YouthBiz are:

- YouthInk–a leadership program for 14-18 year-olds emphasizing academics. YouthInk participants run a successful t-shirt and merchandising business. They strengthen their leadership and life skills while earning school credit and a stipend of $5.15 per hour.
- YouthTech prepares youth 11-18 years old to upgrade and maintain computers, use Microsoft Office, and create multimedia presentations. YouthTech participants earn a $20 per week stipend during their training and a computer upon successful completion of the program.

9 Although the QOP model has documented positive findings for youth (over similar youth not in the program) related to increased college attendance, lower levels of teen parenting, fewer incidences of arrests, and more volunteer and service involvement, the cost and intensity of the model represent major barriers to its wider replication (*SomeThings DO Make a Difference for Youth*, 1997).

- YouthEnergy trains youth 14-21 to weatherize homes to save energy. In addition, participants engage in health education and community clean-ups in their neighborhood. After two weeks of training, crew members are paid a stipend of $5.15 per hour.
- Youth Opportunity! for 14-21 year-olds who live in the Enterprise Zone offers a GED program, help in earning a high school diploma, a broad spectrum of social services, and recreational activities. Participants in YO! generally receive two to three years of case management services. YouthBiz can spend up to $2000 per youth enrolled in the YO! program on their education.
- Youth Literacy is a program which allows Cole Middle School students to work with students at Mitchell Elementary School to improve reading scores.
- YouthLinks assists 11-21 year-old graduates of the other YouthBiz programs, providing career training and job readiness skills, job coaching, and a link to various resources for employment, education and training.

YouthBiz participants meet Monday through Thursday from 3 to 5 p.m. during the school year, and from 8 a.m. to 12 noon in summer. Youth who have completed the YouthBiz programs are eligible to become crew leaders. YouthBiz programs are very popular. In the summer of 2001, for example, YouthTech turned away over 100 youth, accepting only 20 into the summer program. Student stipends are funded primarily with foundation support.

YouthBiz is a dynamic program where young people engage in meaningful work in their community. According to local practitioners, this is one of the few legal ways for younger Denver teens to earn money. The programs teach them responsibility, a strong work ethic and multiple skills (high tech, marketing, processing shirts, construction, etc.). The wait list is extensive and the staff appeared highly motivating. The young people we met, all seemed to have future plans that entailed higher education.

Voluntary youth activites

A third category of OST programs allows for voluntary youth activities in less formal, less traditional settings with a variety of sponsoring or cooperating organizations. Activities may include service-learning, civic engagement, advocacy, youth governance, leadership, clubs and numerous creative approaches employed in communities to expand youth competencies.[10] (See for example, (www.aypf.org/forumbriefs/2002/fb051702.htm).

Through service-learning, an educational process in which students apply academic lessons to solve real world problems (www.aypf.org/forumbriefs/2000/fb031300.htm), students may work to improve aging athletic stadiums, coordinate food drives for the hungry in collaboration with local business leaders, build trails and undertake clean-up projects in public parks in OST. Other voluntary youth programs include Youth Courts, in which juvenile offenders are questioned, defended and sentenced by their peers. The Youth Court model combines service-learning and community service while helping youth gain experience in the judicial process (www.aypf.org/forumbriefs/2001/fb120301.htm).

Cities like Hampton and San Francisco have created roles for youth leadership in city govern-

10 For example, in 1997, AYPF visited Youth Communication (YC), an innovative, out-of-school- time program for young people in New York City. YC serves a diverse youth community and provides them with the opportunity to express their thoughts and ideas through two major monthly publications, *New Youth Connections and Foster Care Youth United*. Both magazines are written entirely by YC participants who work directly with adults and their peers during the entire publication process. Through YC, participants are engaged in actual publishing and workplace activities, including writing, editing, cartooning, marketing and recruiting new staff. Through the medium of print communications, young people develop invaluable skills applicable to a variety of life pursuits (www.aypf.org/tripreports/1997/tr051597.htm).

ment (www.aypf.org/tripreports/2001/tr10181901.htm; www.aypf.org/tripreports/2002/tr10202302.htm). Hampton, in partnership with youth-serving organizations, has created a range of roles for youth to play in city government and local institutions. In this model, youth are engaged as Youth Planners, on the Hampton Youth Commission and the Superintendent's Advisory Group (see box), in middle and high school leadership roles, and as Neighborhood Youth Advisors. The city allocates $200,000 a year to Alternatives, Inc., a local youth-serving CBO, to organize and help implement the city's youth strategy.

The Hampton Youth Commission is a diverse group of 20 high school-aged young people (and three alternates) who represent Hampton youth on issues that are important to them. The Commission promotes the involvement of youth in the city's decision-making affecting youth. The Commissioners hold work sessions the first Monday of each month from 6 p.m. to 8 p.m. to address ideas for community change. They also hold public meetings in the City Council Chambers to discuss youth issues. The Commission functions at the level of shared leadership, providing input to the city's comprehensive youth plan, making tough decisions about the granting of funds (the Commission has a budget of $45,000 each year to fund youth-initiated projects at the school and neighborhood levels that support the Youth Plan), serving as a liaison between government and youth, and getting youth involved in all levels from neighborhood forums to City Council hearings. Commissioners value the opportunity to develop their leadership skills. Other benefits include opportunities to travel and speak on behalf of the city (e.g., a conference of the National League of Cities) and help to train youth commissioners in other cities.

Superintendent's Advisory Group is another component of the Hampton youth strategy. The group's purpose is to engage students as active participants in realizing the school system's vision of making it the preferred educational system in the region. In addition to the Superintendent's Advisory Group, students at the school level participate on principal's advisory groups and are involved in school policy and operations, including input on the hiring of teachers at the local school site.

Opportunities for civic engagement and leadership reflect the shape of an equilateral triangle, where the base or bottom third represents the greatest opportunities for the most youth through engagement in community projects, tasks and service-learning. The middle third of the triangle represents opportunities for input and consultation (youth to youth and youth to adults) for a more limited number of youth, while the top of the triangle represents opportunities for shared leadership (i.e., youth have votes equal to adults) for a more limited cadre of youth leaders. The goal of youth engagement is to address the problems identified by the broad base of individual youth in order to bring about systems change.

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Summing up, this report demonstrates that the field of OST programming is rich, diverse, dynamic, expanding as is the Universe itself, and responsive to the many needs and desires of American youth, both the economically and socially advantaged and those less fortunate. Above all, what has been demonstrated in these pages is that the resources and imagination of America's communities are increasingly being tapped to bring new opportunities and new accomplishments to the service of America's young people. OST is, thus, a worthy field for further study, encouragement and investment.

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