

**City of Madison**  
**Community Development Division**  
**Building Human Capital: School-Age Child and Youth Development**  
**2019 Policy Paper**

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**I. INTRODUCTION**

***This policy paper introduces the proposed 2019 conceptual framework for 2020 City of Madison Community Development Division funding for School-Age Child and Youth Development Programs.***

The Community Development Division (CDD) of the City of Madison seeks to create the necessary conditions for Madison residents to realize their full potential through shared prosperity by building human capital and economic development. Encompassed in the goal of *Shared Prosperity through Building Human Capital* is the assurance that school-age children and youth are prepared for lifelong success.

City funding for school-age child and youth programs has not been the subject of a funding process since 2013 (for 2014 allocations). Individual allocations to programs have remained largely unchanged since that time. In reviewing the City's current funding framework for school-age child and youth programs and contemplating potential modifications, CDD staff gathered input from a number of sources. They consulted with the Funding Process Study completed by Forward Community Investments (FCI), Imagine Madison, and the work underway within the Madison Out-of-School-Time (MOST) Initiative. Staff gathered input through conversations with neighborhood center directors, stakeholders, policy makers, and center users. In seeking resident input, CDD staff made a concerted effort to use settings and locations accessible to low-income individuals and families and people of color.

The engagement process included:

- Polling over 1,000 community members at sites across the City to hear what programs and services were most important to them across age groups and topics.
- Polling over 200 community members online to hear what programs and services were most important to them at neighborhood centers.
- Holding a series of ten presentations and listening sessions for the public and stakeholders to gather feedback on structure and focus of school-age child and youth programs.
- Building on the work of the MOST Initiative, which included more than 40 city OST providers, municipal government staff and elected officials, school representatives, youth, parents, and City committee members to gain insight and feedback on the development of the MOST Effective Practices.

Community feedback gathered by CDD informed the selection of types and scope of school-age child and youth programs the City seeks to fund. The significant themes from this feedback influenced the development of this policy paper and, in turn, the City's priorities for school-age children and youth programming. Consistent themes across multiple feedback opportunities included: the importance of youth voice in and ownership of programs and activities; increased evening hours for middle and high

school age youth, especially on Friday and Saturday night; program activities based on the interest of the participants; and the availability of both unstructured and structured program time.

### **School-Age Child and Youth Development Goals**

One of the principal outcomes of the FCI Study was a desire to try to view CDD funding decisions through the lens of their impacts on poverty, racial equity, and social justice. The study urged CDD to strive to adopt an evidenced-based, holistic outlook that supports coordinated service delivery so that residents might gain access to appropriate resources. It called for greater emphasis on overcoming cultural and language barriers, and it challenged CDD, and its community partners, to give residents more opportunity to shape programs and services intended to support them.

The study further identifies the goal of Children and Youth Development as: *“A continuum of quality, affordable early childhood education and care, elementary school-age care and programs that support positive youth development for middle and high school aged youth during out-of-school time is available for low-income and children and youth, especially those of color”*.<sup>1</sup>

This policy paper addresses two of the objectives from the FCI Study that support this goal:

- Provide for the availability of affordable, stable, quality neighborhood-based elementary school-age care for low-income children (5 to 12 years), children of color, and homeless children.
- Provide low-income middle and high school age youth and youth of color access to programs that complement in-school learning or support positive youth development during OST.

In addition, CDD intends that the 2019 School-Age Child and Youth Development funding process will further other goals articulated in the FCI study, from better articulating more standardized performance expectations and applying clearer effective program standards, to reinforcing efforts to engage residents in decision making about the focus and structure of programming. This policy paper and related funding processes provide increased transparency and standardization of expectations for City funded school-age child and youth programs.

## **II. SCOPE OF SCHOOL-AGE CHILD AND YOUTH PROGRAMMING**

The care and resources needed to support positive child and youth development include many facets of physical and mental health, social emotional learning, cognitive development and strong relationships with family and the community. The City of Madison has identified the following elements of the out-of-school time (OST) system as the areas of focus for City support.

### **City of Madison School-Age Child and Youth Development Service Continuum**

- Multi-activity afterschool and summer programs serving elementary, middle and high school age children and youth.
- Topical or skill focused small group programs such as leadership, culturally focused, gender specific, STEM or LGBTQ programs serving elementary, middle and high school age children and youth.

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<sup>1</sup> See Forward Community Investments, “Community Development Division Funding Process Study,” March 31, 2016, page 18.

- Late-evening programs on weekends during the school year and/or on various nights in the summer serving large groups of high school and middle school age youth.

School-age child and youth program proposals will include standardized expectations related to quality and program structure while allowing for increased flexibility for fund allocation within programming for elementary, middle and high school age groups. CDD looks to the MOST Effective Practices as a foundation of shared quality agreements with local providers.

### **III. MADISON OUT-OF-SCHOOL TIME (MOST) EFFECTIVE PRACTICES**

The OST community in Madison came together to define what attributes help OST programs have the greatest positive impact for participants. Based on community feedback and research-based input from national organizations and other cities, the MOST Effective Out-of-School Time Practice Guide identifies seven building blocks for quality programs. Following the lead of the MOST, the CDD has embraced these building blocks as the quality norms for City funded school-age child and youth programs.

Although there is richness in a diversity of approaches to child and youth development services, there are common elements that all young people deserve in all out-of-school time opportunities. How each practice is implemented is dependent on the program type and age of the participant. The seven basic elements that build high-quality programs identified in the MOST Effective Practices guide include:

**Intentional Program Design** - Programs are more likely to achieve desired youth outcomes if they use a deliberate process to design, implement, and evaluate activities.

**Supportive Relationships with Youth** - Program staff take action to foster strong, supportive, and sustained relationships with youth. These relationships create an emotionally safe place, free from intimidation, hate speech and bullying, where youth have a sense of security, belonging, and ownership.

**Youth Voice & Leadership** - Programs authentically partner with youth to build their leadership skills and support youth in leadership roles. Young people are involved in meaningful opportunities to plan, implement, and evaluate program activities.

**Racial & Cultural Inclusion** - Organizations create a safe and inclusive environment, which recognizes that race and culture are core to youth and staff identity.

**Family & Community Engagement** - Programs support and strengthen relationships with and amongst the families and community stakeholders that have an impact on the lives of school-age children and youth.

**Organizational Management & Staff Support** - Quality programs are part of a sustainable, well-run organization that develops highly competent staff through professional development and training.

**Environment & Safety** - Out-of-school time programs provide developmentally appropriate environments that enhance the safety, health, and nutrition of all youth. Quality programs attend to the physical and emotional health of their participants, families, and staff.

**Coordination and Resource Linkage**

The City of Madison supports the efforts to build a comprehensive child and youth OST system amongst service providers and other key stakeholders. This involves collaborative relationships with schools, post-secondary educational institutions, private business, community based organizations, municipal court, juvenile justice and human services systems. Successful programs will connect youth to a continuum of appropriate resources and opportunities that address a range of skills and abilities as well as age and life stage needs.

**IV. PROGRAM STRUCTURE FOR CITY FUNDED SCHOOL-AGE CHILD AND YOUTH DEVELOPMENT:**

The following minimum program structures describe the CDD’s desired staff/intern-to-child ratios and contact dosages for children and youth; and are grounded on research-based practices that have demonstrated positive results for program participants.

| Age Group                         | Program Type                                    | MINIMUM REQUIREMENTS |                         |                 |                       |                    |
|-----------------------------------|---|----------------------|-------------------------|-----------------|-----------------------|--------------------|
|                                   |   | Program Frequency    | Program Hours           | Annual Duration | Adult to Youth Ratios | Average Attendance |
| Elementary or Middle School       | Afterschool Multi-focus                         | 4 days per week      | 1.5 hrs per program day | 38 weeks        | 1 to 15               | 10                 |
|                                   | Summer Multi-focus                              | 4 days per week      | 1.5 hrs per program day | 8 weeks         | 1 to 15               | 10                 |
| Elementary, Middle or High School | Topical, Skill or Population focus              | 2 times per month    | 2 hrs per program day   | 38 weeks        | 1 to 10               | 10                 |
| Middle and/or High School         | Summer Evening                                  | 2 days per week      | 2 hrs per program day   | 8 weeks         | 1 to 20               | 20                 |
|                                   | Weekend Evenings                                | 1 time per month     | 2 hrs per program day   | 10 weeks        | 1 to 20               | 20                 |
| High School                       | Afterschool Multi-focus, Topical or Skill focus | 2 days per week      | 1.5 hrs per program day | 38 weeks        | 1 to 20               | 10                 |

In addition to direct program hours, the City expects that administrative and program staff be given sufficient time for program planning, professional development, collaboration, supervision and contact with families, other individuals or organizations that play an important in the lives of children and youth.

For example, a daily afterschool program would typically require at least one of the direct service staff to have a minimum of 20 hours per week for planning, pre/post-program staff check-ins, collaboration, supervision, program evaluation, relationship building with families and other stakeholders, and space/supply/equipment preparation. Larger programs with greater attendance levels or intensive social-emotional learning expectations would need more than one direct service staff person to have these additional non-program hours. In addition, every staff person with direct service program responsibilities must have at least 30 minutes of paid work time both before and after the program beginning and ending time. Program size, attributes of participants, type and content of activities, goals, and the intensity of the social-emotional learning or academic expectations have a direct correlation to non-program staff hours.

## **V. EXAMPLES OF EXPECTED COSTS PER PARTICIPANT:**

Costs will vary from one program to another based on the structure and population served. The examples below attempt to establish projected program costs.

Salary and time estimates for staff included below are based on \$15.00 per hour with a 25% fringe cost and a ratio of 2-3 hours for program planning, outreach, collaboration, documentation, staff meetings and trainings, and other indirect duties for every 1 hour of program time.

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### **School Year Daily Afterschool**

Daily 3-hour multi-activity afterschool program (5 days per week) for approximately 38 weeks per year with an average attendance of 20 youth = \$4,500 - \$5,000 per youth.

***Cost breakdown:***

35 hours per week for 1 lead staff = \$25,000; 25 hours per week for 1 staff= \$18,000; food, supplies and activities \$4.00 per program day per participant for = \$15,000; transportation ~\$100 per program day= \$19,000; 15% admin/supervision.

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### **Year Round Once a Week Population or Topic Focused**

Weekly 4-hour population or topic focused program (1 day per week) year round, excluding 6 weeks for breaks, with an average attendance of 20 youth = \$900 - \$1,100 per youth.

***Cost breakdown:***

8 hours per week for 1 lead staff = \$7,000, 6 hours per week for 1 staff= \$5,000; food, supplies and activities \$4.00 per program day per participant for = \$4,000; transportation ~\$100 per program day= \$4,500; 15% admin/supervision.

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### **Summer All-Day**

Daily 7-hour multi-activity summer program (5 days per week) for 8 weeks with an average attendance of 20 children or youth = \$1,250 - \$1,750 per child/youth

***Cost breakdown:***

40 hours per week for 2 staff for 10 weeks = \$15,000; food, supplies and activities \$6.00 per program day per participant for = \$6,000; transportation ~\$100 per program day= \$5,000; 15% admin/supervision.

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### **Year-Round Weekend Evenings**

Bi-monthly evening weekend program 2.5-hours (2 times each month) for 12 months with an average attendance of 40 youth = \$800 - \$1000 per youth

***Cost breakdown:***

8 hours per week for 1 lead staff = \$7,800, 4 hours per week for 2 staff= \$7,800; \$400 per program day for food, supplies and activities; \$200 per program day for transportation; 15% admin/supervision.

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**Please note:** On average, City funding for School-Age Child and Youth programs accounts for 20% of total program costs. Strong proposals will bring other funding resources to support their program.

Although City funding may start at a higher percent of the total program cost, funded organizations may be expected to increase the percentage of program cost supported by other funding sources over the contract period.

## **VI. OUTCOME MEASURES**

### **Program Outcomes**

City funded school-age child and youth programs will be asked to identify and measure at least one of the following changes in participants' skill, behavior or knowledge:

- Social-emotional competency and enhanced life skills
- Sense of belonging, connection and attachment to community and/or school
- Decreased involvement in high-risk behaviors
- Increased academic achievement
- Improved relationships with adults and the community

### **Community Indicators of Success**

The following are community wide indicators of the social change the City seeks to improve:

- For school age children and youth facing barriers due to economic and racial inequities, increase in the proportion of children and youth who are provided quality neighborhood-based out-of-school time activities that meet their needs.
- Improve quality of programs to impact outcomes for children and youth.
- Increase coordination and collaboration amongst organizations providing out-of-school time activities, schools and other stakeholders across the out-of-school time system to drive positive child, youth and community outcomes.
- Increase the racial diversity within program staff and organization boards to reflect the demographics of populations served.

## **VII. 2020 FUNDING PROCESS AND BUDGET IMPLICATIONS**

The last funding process for Child and Youth programming was conducted in 2013. Since that time, the currently funded programs have not had the opportunity to seek additional funds, nor has there been an opportunity for new organizations to apply. Through this policy paper and upcoming RFP process, CDD has both updated the program structure and effective practices as well as the application model. All applicant agencies will be asked to structure their proposals to address intended programming by age group and program type, rather than outlining multiple specific programs across age groups. All program proposals should reflect the standardized quality structure, effective practices and cost expectations for programming for elementary, middle and high school age groups.

The City of Madison's 2019 adopted operating budget allocates approximately \$870,000 for Child and Youth OST Program funding to the network of 15 city supported neighborhood centers. The proposed process seeks to reinforce the important role of Neighborhood Centers as both focal points and service providers available to low- and moderate-income residents. Additionally, community input identified child and youth programming as one of the highest priority services at neighborhood centers. In consideration of these factors, CDD is proposing that funds currently allocated to neighborhood center child and youth programs

remain with them. However, they will be expected to adhere to the new standards and allocation structure set forth in this paper.

In 2019, the City allocates approximately \$158,000 for school-age child and youth funding to five other community-based organizations (i.e. non-neighborhood centers). This programming contributes to a responsive and robust service continuum. These service providers often fill needs for culturally specific or topical and skill focused programming. In recent years, there has been an influx of new organizations performing high quality services in support of child and youth development through CDD's Emerging Opportunities Program and other short-term grants. Given these factors, there will likely be increased demand for funding for school-age child and youth programming in this RFP process. In response CDD suggests a \$100,000 increase to accommodate both cost increases and program expansions.

Contracts awarded through these RFP processes may extend for up to five years pending the availability of funding in future City operating budgets and satisfactory completion of contract goals. These funds and resultant contracts will be subject to all city ordinances and rules governing purchase of service contracts, including but not limited to wage requirements, equal opportunity and benefits provisions, and insurance requirements.