

# Out-of-School Time (OST) Services & Activities Survey Report

## October 2014

### Highlights

- Approximately 44% of elementary age children participated in comprehensive out-of-school time (OST) programs during the sample week of March 24 – 28, 2014. \*
- Approximately 37% of the elementary age children enrolled in comprehensive OST programs were from low-income households.\*
- Approximately 91% of middle school age students were enrolled in a comprehensive OST program during the sample period of March 3 – 29, 2014.\* \*\*
- Approximately 25% of high school age youth enrolled in a comprehensive OST program participated in a youth employment or work-based learning opportunity.\* \*\*
- Significantly fewer partnership programs provided programming for high school age youth than they did for elementary and middle school age youth.
- The varied manner in which organizations collect and reported data speak to the importance of creating a system for OST program data collection.

\* The ratio of the elementary students enrolled in a comprehensive OST program in a school attendance area to the number of students enrolled in the school attendance area.

\*\* See page 4 for limitations of middle school and high school data.

### MOST Background

The evidence is clear; well-implemented, quality afterschool and summer programs have the potential to promote and support healthy learning and development. Participation in out-of-school time (OST) programs is correlated with enhanced social development<sup>1</sup>, increased civic engagement<sup>2</sup> and improved academic outcomes<sup>3</sup> for youth.

Madison's city, school and community leaders have heard from families that many children and youth are not able to connect to OST services, despite the fact that Madison is a community with many programs and youth-serving organizations. Consequently, in 2013, the City of Madison, Dane County, the Madison Metropolitan School District (MMSD) and approximately 40 youth-serving organizations joined forces to form the Madison Out-of-School Time (MOST) initiative.

<sup>1</sup> Morrissey, K.M., & Werner-Wilson, R.J. (2005). The relationship between out-of-school activities and positive youth development: An investigation of the influences of communities and families. *Adolescence*, 40, 67-85.

<sup>2</sup> Kirshener, B., Strobel, K., & Fernandez, M. (2003). Critical Civic Engagement Among Urban Youth. *Penn GSE Perspectives on Urban Education*, 2(1).

<sup>3</sup> Vandell, D.L., Reisner, E.R., and Pierce, K.M. (2007). *Outcomes linked to high-quality afterschool programs: Longitudinal findings from the study of promising afterschool programs*. Washington, DC: Policy Studies Associates, Inc.



MOST is a city-wide OST system that supports collaboration and coordination across public and private sectors and afterschool and summer programs. Its mission is to ensure that all of Madison's children and youth have access to comprehensive, high-quality, OST programs that support positive youth development, educational achievement and/or career and community readiness.

The initiative is taking action to achieve three goals: 1) develop a common vision & shared goals across OST program providers, schools, local government, and funding organizations; 2) develop a mechanism that facilitates information collection and sharing across MOST participating organizations and key stakeholders, and 3) support OST programs in offering high quality activities by providing effective, low stakes/high reward, program quality improvement support.

## Survey Background

### Purpose

An important first-step in this initiative was to learn the landscape of OST programs in order to understand Madison's opportunities for growth and development and help MOST determine its initial priorities. This survey helped us see the involvement of youth in OST programs by age group, school attendance area, and by income level.

### Method

MOST's Data and Management Information System Workgroup worked with George Hagenauer, a researcher with Community Coordinated Child Care (4C), to design the survey and collect the data. The survey requested data for programming that took place in the City of Madison between March 24-28, 2014 for elementary school age children and March 3-29, 2014 for middle and high school age youth. Separate data collection periods were selected because elementary children participate in OST programs differently than middle and high school youth. Elementary age children participate daily with many programs requiring regular attendance, however middle and high school programs offer older youth more flexibility and choice in attending and therefore a month would yield more accurate data about middle and high school use.

The survey was distributed to a list of 170 youth-serving organizations. Organizations were identified using existing lists from MMSD, City of Madison, Dane County and United Way as well as suggestions from MOST Coalition members. 4C made several attempts to contact and directly collect survey data from organizations that did not respond or who submitted incomplete responses. We recognize that some existing OST organizations were not accounted for in this report.

### Return Rate:

Of the 158 organizations that 4C contacted, 84 completed all or part of the survey. Since many organizations deliver multiple programs or operate at multiple sites, the 84 organizations that returned surveys represent many more programs.

### **Data Organization**

MOST collected data from a diverse array of organizations and programs, including programs with extensive volunteer involvement; organizations that partner with community groups to deliver various OST programs; large public institutions like museums or libraries; and for-profit, fee based programs.

Consequently, MOST categorized the surveyed programs in order to analyze the results and better understand the diversity of available services. Most of these decisions were based on structural similarities of the programs. The following categories were used to organize and analyze the data:

*Comprehensive Programs:* The commonality amongst these programs is that they offer activities at least weekly and they extend for a third or more of the school year. While some provide specific, targeted services like academic support, youth leadership or employment, most offer a mix of activities. Many of these programs also provide options for arts, culture, recreation and fitness. The organizations in this section were more likely to have programs with multiple components, though there are some that focus on only one type of program. If sports are mentioned as a component, they are usually not part of a competitive league.

*Partnership Programs:* Eleven of the agencies surveyed predominantly provide services in partnership with the comprehensive programs. The partnership programs provided volunteers or interns who offered content specific OST activities in the sciences, business, careers or the arts. Activities were typically offered by the partnership programs for either a few hours a week or for a limited number of weeks. However, these programs occasionally provide direct stand-alone activities in the community.

*Other Program Categories:* The survey also collected information from for-profit and non-profit arts & culture programs, occasional programs like libraries, museums and nature centers and competitive sports. That information is not included in this report because the data had significant limitations.

### **Data Challenges and Limitations**

Like other communities that have attempted to gather data on the availability of OST programs as a first step in building an OST system, Madison faced several challenges in collecting and analyzing the data. Similar challenges are described in national research reports such as RAND Corporation's *Hours of*

*Opportunity, Volume 2: The Power of Data to Improve After-School Programs Citywide.* “Cities often lacked fundamental facts about OST programs and what information they did have was usually inaccurate before they built a data management system.”<sup>4</sup> While the data herein should not be seen as a definitive picture of *all* OST programs within Madison because of the limitations with data collection, it does provide an ample amount of information to help the MOST Coalition determine where to begin focusing its work. The following challenges were experienced when collecting and analyzing data for this report:

### Categorizing OST Programs and Activities

Categorizing programs and activities was a difficult process given the number of different types of OST programs and activities within the City. Categories were developed based on structural similarities of the programs, however not all the programs fit neatly into discrete categories.

Unduplicated numbers: While unduplicated numbers were collected from individual programs, it was not possible to collect unduplicated numbers across organizations and at times even across programs within an individual agency. This is exemplified in the middle school data. Results of the survey show that in four middle school attendance areas, enrollment in comprehensive OST programs exceeded 100% of the total school enrollment. This suggests that either middle school youth are enrolled in more than one OST program or that programs possibly reported participants who were not MMSD students. Consequently, a clear understanding of the middle school OST enrollment is not possible without an information management system.

### High School Youth Data

High school age youth have far more afterschool options in their schools through sports, arts and clubs than elementary or middle school youth. We were unable to obtain individual high school afterschool program data for March 2014. However, if we use the 2012-2013 WINS Afterschool Activities data as a guide, it could be assumed that approximately 6,502 high school students participated in either an academic, athletic or music program afterschool at their high school last year.

Coupled with this is the fact that high school age youth can access internships and/or employment<sup>5</sup> opportunities. If both of these categories of data were included, it would be expected that high school participation rates in OST time activities would increase significantly relative to what was collected in the OST programs and activities survey.

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<sup>4</sup> *Hours of Opportunity, Volume 2: The Power of Data to Improve After-School Programs Citywide*, RAND Corporation, 2010

<sup>5</sup> MOST has requested the number of youth ages 13-18 who have completed work permits from the Southwest Economic Development Board. We didn't receive this information by the time of the printing of this report.

Missing Data: Survey questions that were incomplete or lacked an adequate number of responses overall were not included in the report, this includes race & ethnicity, youth attendance, program capacity and program dosage.

Race & Ethnicity: Due to the inconsistent nature in which programs and organizations collect data on race and ethnicity, MOST is unable to provide any analysis about OST enrollment by demographic group. Race/ethnicity was not provided by approximately one third of the respondents and there was little consistency in the way in which the remaining two thirds reported those numbers.

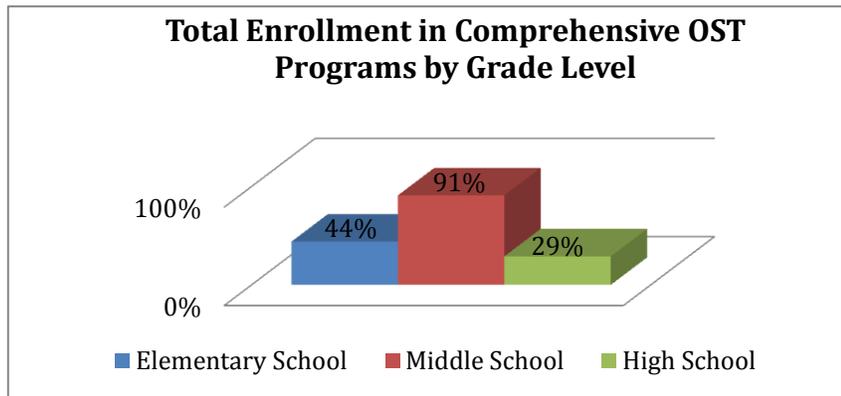
Family Income Status: Madison's OST programs do not share a common definition regarding family income status. Surveyed OST organizations report using enrollment in various public assistance programs such as Free and Reduced Priced Lunch, Wisconsin Shares, BadgerCare etc. as indicator of a family's low-income status. It is important to note that each program has a different income threshold.

Coding by School Attendance Area: The coding of the OST programs by school attendance area provided another challenge for data analysis. Some of the programs offered services to children and youth attending different schools. These programs were coded by the school attendance area where they were located with the exception of a small number of programs which mainly served specific schools but were physically located outside the school attendance area. Those programs were coded to their specific school attendance areas. Therefore, it is likely that some such programs reported attendees who did not live in the attendance area where the program was located but are still assigned to that attendance area in the data.

## Survey Findings

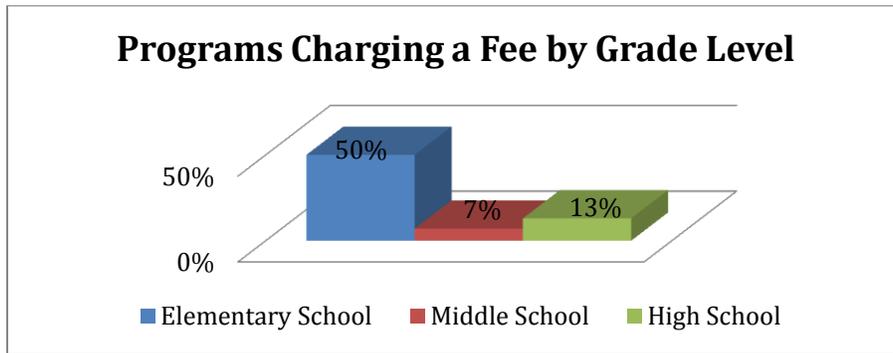
### Overall OST Program Enrollment

Approximately 44% of elementary age children were enrolled in afterschool programs from March 24-28, 2014.<sup>6</sup> Approximately 91% of middle school youth and 29% of high school youth were reportedly enrolled in a comprehensive OST program in the month of March.<sup>6</sup> As was previously mentioned, middle school enrollment in comprehensive OST programs exceeded 100% of the total school enrollment with a few attendance areas suggesting that middle school youth are enrolled in more than one OST program. In addition, high school age youth engagement is likely higher when we consider their participation in afterschool sports, clubs and activities that take place at the high school and in internships and jobs.



A potential obstacle to enrollment is the number of fee-based elementary comprehensive OST programs. Unlike the OST programs that serve middle and high school age youth where over 87% of the programs offered are free, **only 50% of the comprehensive OST programs for elementary school age children are provided at no cost.**

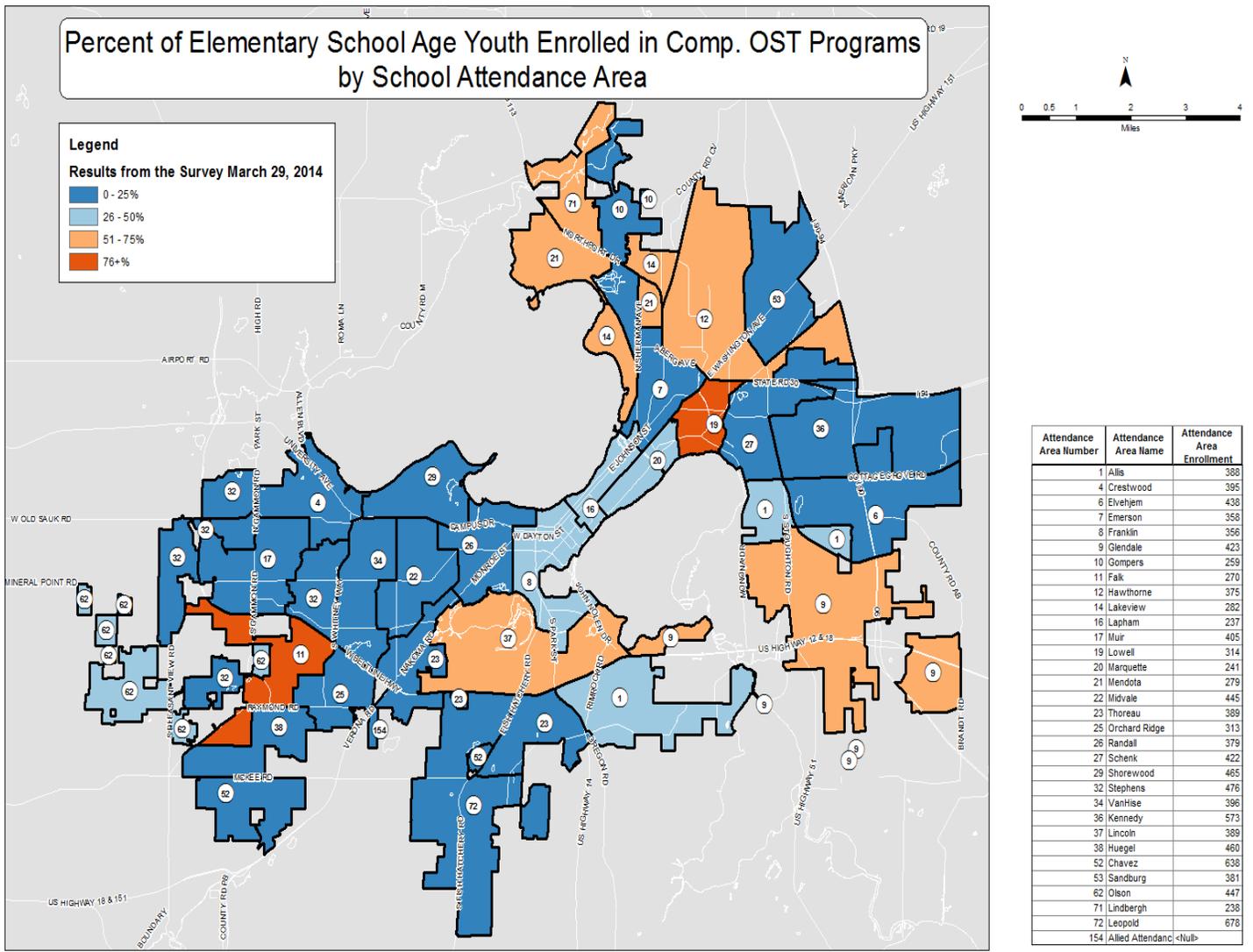
<sup>6</sup> The ratio of the students enrolled in comprehensive OST programs in a school attendance area to the number of students enrolled in the school attendance area.



### Elementary School Age OST Programs

**Approximately 44% of elementary age children were enrolled in a comprehensive OST program during the sample period.**<sup>6</sup> Allis, Franklin and Marquette attendance areas had 26-50% of elementary age children enrolled. 51-75% of elementary school age youth were enrolled in an OST program in the Lincoln attendance area and approximately half of the areas located on the East-side of Madison. Data for the Lowell and Falk attendance areas indicated that 76% or more of elementary school age youth were enrolled in a program. However, the majority of school attendance areas indicated they had fewer than 25% of the elementary age children enrolled in a comprehensive OST program.

**Approximately 37% of children participating in comprehensive OST programs were from low-income households.**<sup>6</sup> Many low income elementary age children are not enrolled in comprehensive OST programs. The majority of elementary school attendance areas have percentages of low-income children enrolled in comprehensive OST programs lower than the percentage of low-income children enrolled in the school attendance areas. It is important to note that low income for the OST programs was defined by a child’s enrollment in one of several public assistance programs such as Free and Reduced Priced Lunch, Wisconsin Shares, BadgerCare etc. Several of these public assistance programs have a higher threshold for participation than the Free and Reduced Price Lunch program. We therefore expect to see a slightly higher percentage of low-income children enrolled in a comprehensive OST programs.







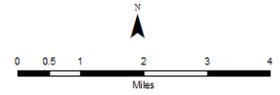
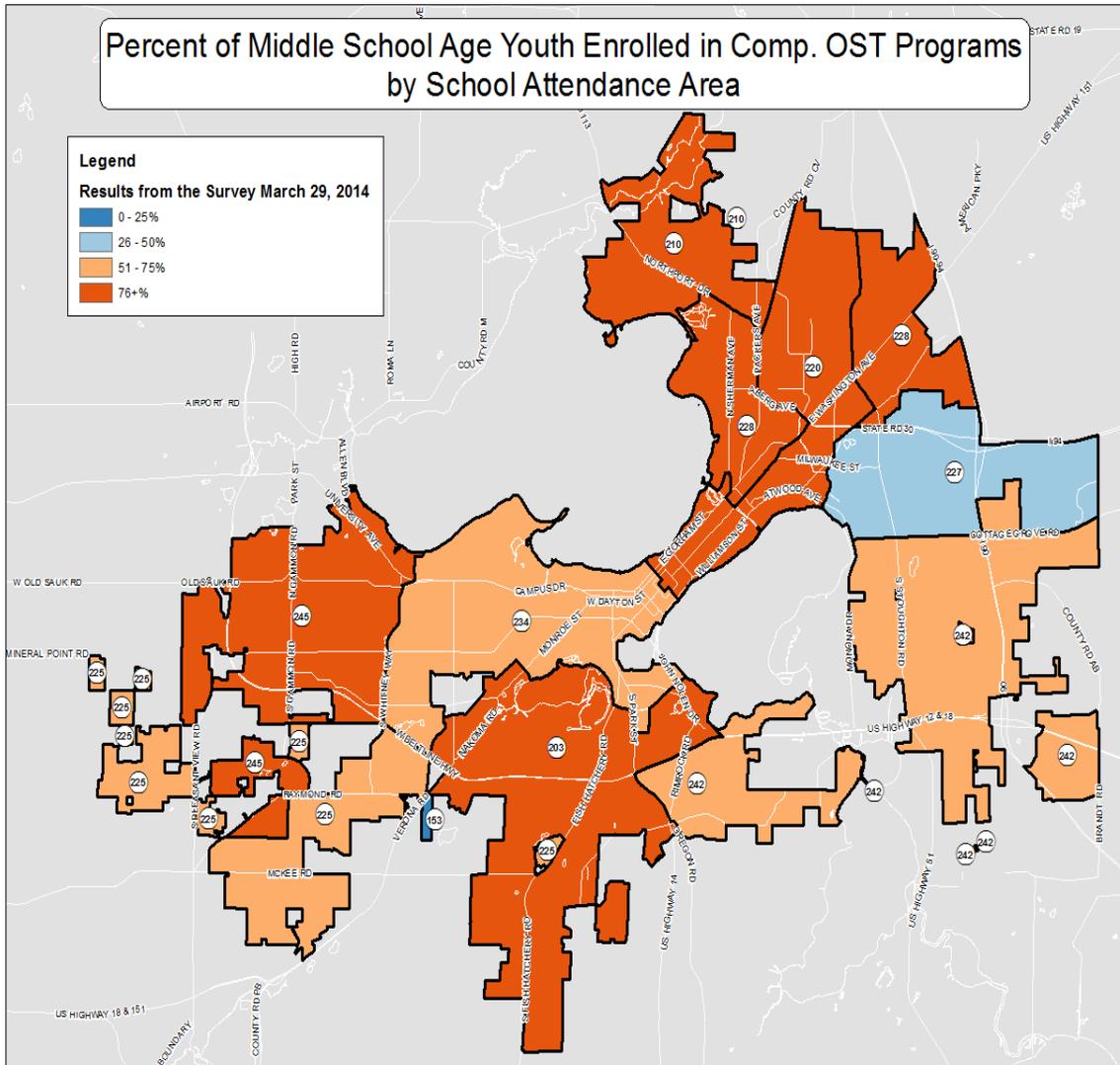
## Middle School Age OST Programs

**91% of middle school age youth were enrolled in a comprehensive OST program.**<sup>6</sup> Over the last 10 years, Madison and Dane County have been focusing attention and resources on middle school age youth with the development of Youth Resource Centers, the city of Madison's prioritization of middle school comprehensive programs in the Community Development Division funding processes and the establishment of the Dane County PASS AmeriCorps program. The data suggests that these initiatives are having success in providing extensive programming to middle school age youth.

It is important to note that collection of unduplicated data across organizations and sometimes across programs within organizations was not possible for a variety of reasons. In some middle school attendance areas the total comprehensive OST enrollment was greater than 100% of the school enrollment. This suggests that either middle school youth are enrolled in more than one OST program or that programs possibly reported participants who were not MMSD students.

The majority of middle school age youth were enrolled in a comprehensive OST program with most school attendance areas showing greater than 75% enrollment.<sup>6</sup> However, Whitehorse's attendance area indicates that fewer than 50% of those children living in that school attendance were enrolled in a comprehensive OST program.<sup>6</sup>

When examined by socio-economic status, middle school comprehensive OST programs enrolled a greater percentage of low-income youth in their programs than those enrolled in the school district's Free and Reduced Price Lunch program.



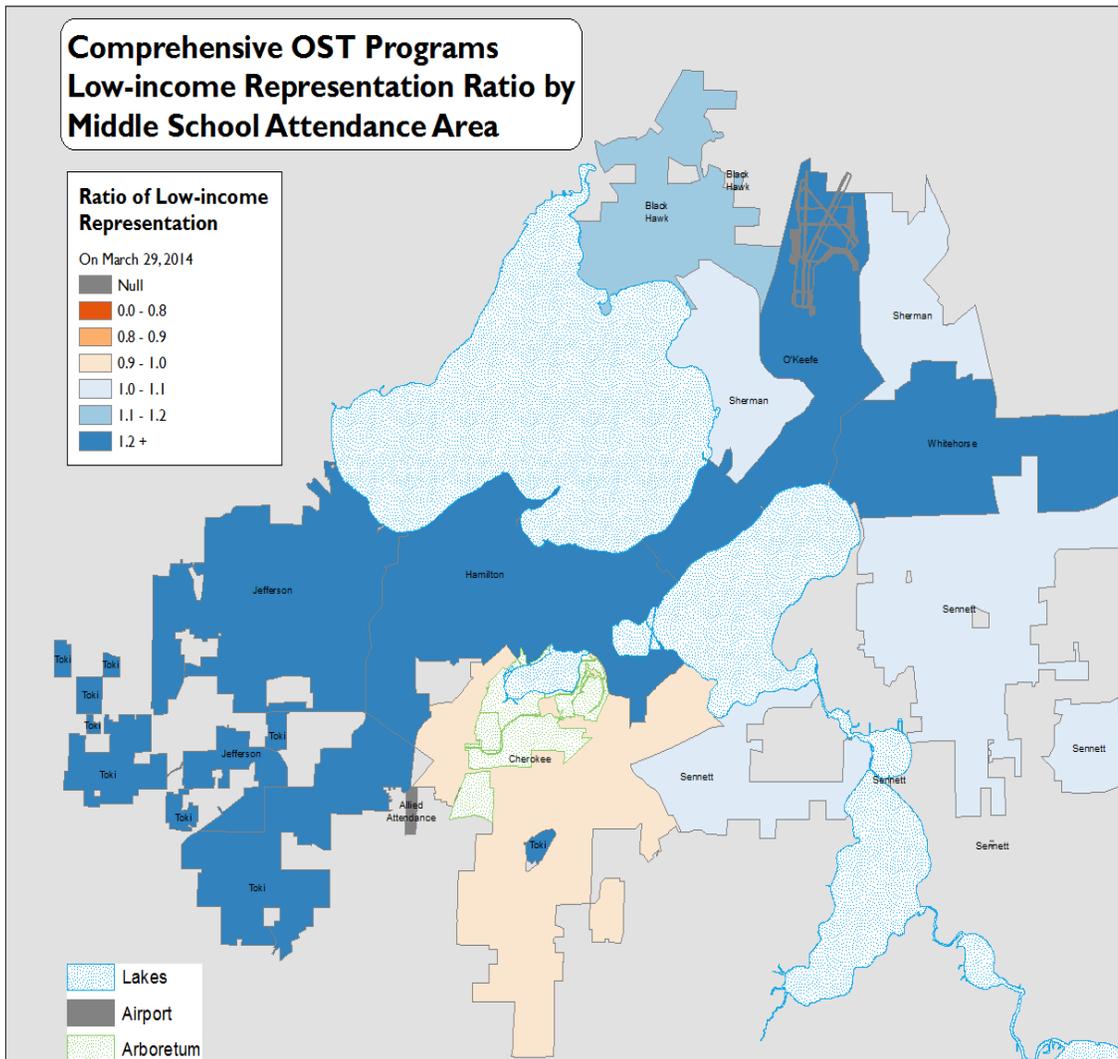
Attendance Area Number	Attendance Area Name	Attendance Area Enrollment
153	Allied Attendance	<Null>
203	Cherokee	509
210	BlackHawk	396
220	O'Keefe	445
225	Toki	523
227	Whitehorse	488
228	Sherman	421
234	Hamilton	794
242	Sennett	607
245	Jefferson	550

### Comprehensive OST Programs Low-income Representation Ratio by Middle School Attendance Area

#### Ratio of Low-income Representation

On March 29, 2014

- Null
- 0.0 - 0.8
- 0.8 - 0.9
- 0.9 - 1.0
- 1.0 - 1.1
- 1.1 - 1.2
- 1.2 +



#### Explanation

The low-income representation ratio indicates the similarity between the proportion of low-income students enrolled in comprehensive OST programs and the proportion of low-income students attending schools in a school attendance area. A value below 1.00 indicates that the percent of low-income students attending comprehensive OST programs in the area is lower than the percent of students attending schools in the same area. A value above 1.00 indicates the inverse.

#### How to use the map

Darker colors indicate an increase in the difference between the percent of low-income students attending comprehensive OST programming and schools in the same attendance area. For example, the darkest orange color indicates the percent of OST students who are low-income in the area is at least 20% lower than the percent of students attending schools that are low-income. The darkest blue color indicates the inverse.

#### Highlight

All middle school attendance areas, except Cherokee, have a ratio value above 1.0. Five of the nine attendance areas have a ratio value greater than 1.2.

Prepared by Kristian Chavira,  
Madison Metropolitan School District  
Research & Program Evaluation Office

## High School Age OST Programs

**Approximately 29% of high school age youth were enrolled in a comprehensive OST program.**<sup>6</sup>

As was previously mentioned, the data does not include numbers of high school age youth participating in internships and jobs or youth enrolled in extracurricular activities such as afterschool clubs and WIAA sports. These activities likely serve a significant number of youth. The data does include students participating in MSCR programs in the high schools.

When looking at high school enrollment by geography, there are fewer students enrolled in comprehensive programs in West and Memorial's attendance areas than youth enrolled in East and LaFollete's attendance areas.

As was seen in the middle school comprehensive OST program enrollment, low-income high school youth are enrolling in programs at a slightly higher rate than what is reflected within the district's enrollment in the school free and reduced price lunch program.

**High School Youth Employment: Approximately 25% of high school age youth enrolled in a comprehensive OST program participated in a youth employment or work-based learning opportunity.**<sup>6</sup> The survey collected data on the inclusion of a variety of program components that could be found in a comprehensive OST program. Respondents were requested to select the components that were included in programs. Table 1 provides data as to the extent to which specific components were available in comprehensive OST programs.

The organizations in this section were the most likely to have programs with multiple components, though there were some programs that focused only on one component. The following table examines what program components were available in each school attendance area. The total number in each school category is analyzed by the number of programs offering that component.

The need for more youth employment and training services in Madison is apparent. Madison area non-profits that provide pre-employment and job placement services to teens report that the demand for services is approximately triple the capacity of their programs. Also in 2009, the Dane County Youth Assessment found that 31% of high school students wanted a job but were unable to find one, 6% more than in 2005. Recently, MMSD came to the same conclusions and has convened the High School Reform Collaborative to re-envision the secondary experience for Madison students. Work-based learning and internship opportunities are being explored as key experiences to support personalized pathways to post-secondary success for students. In addition, the City of Madison and several nonprofits have identified youth internships and employment as a priority. In 2014, the City of Madison created the

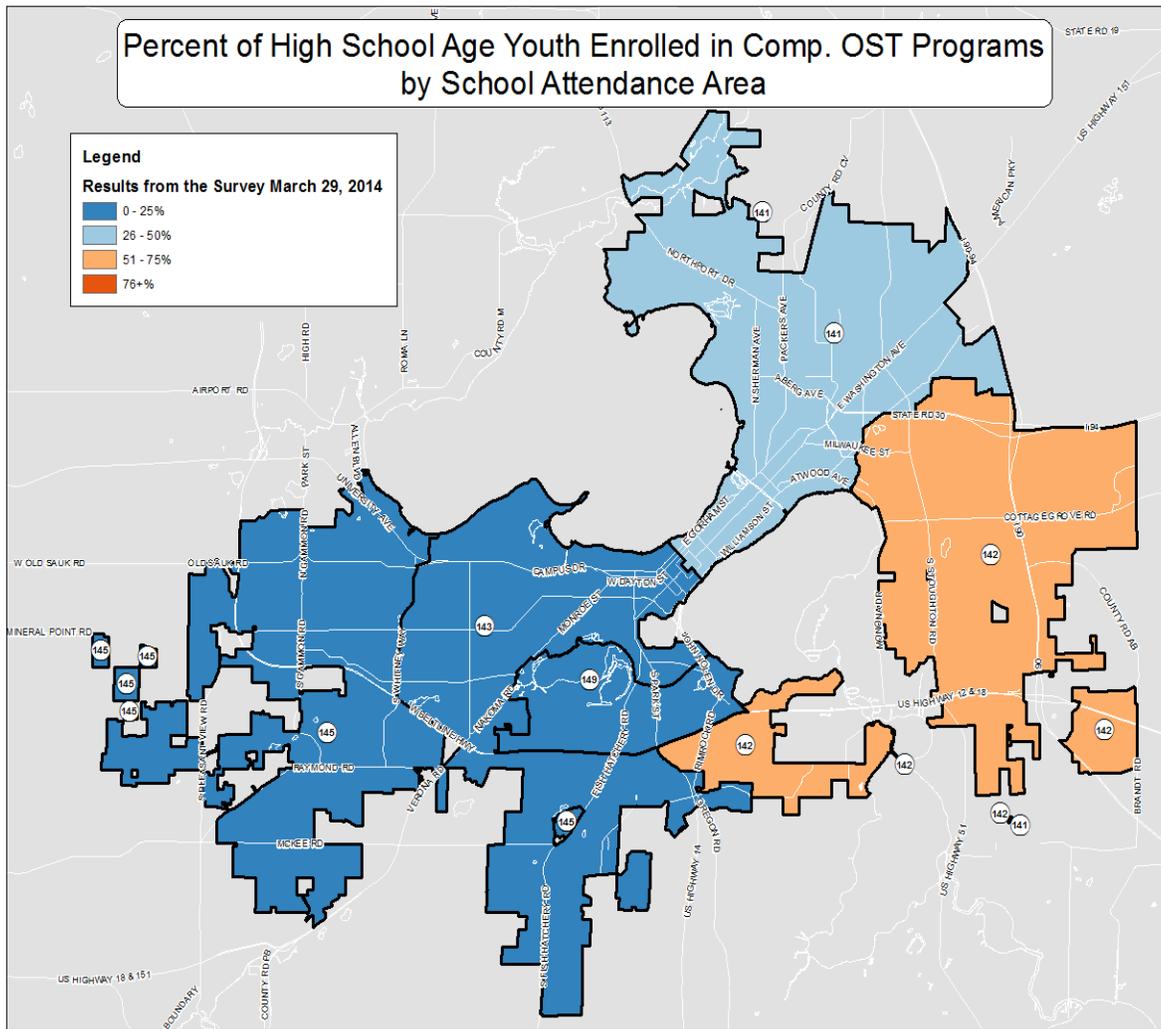


Wanda Fullmore City Youth Internship program placing high school youth in paid summer internships in seventeen city departments.

**Table 1**

School Attendance Area	Academic Support	Child Care	Enrichment Arts Culture	Youth Leadership	Recreation Fitness	Sports	Youth Development	Youth Employment
Number of Elementary Programs	71	35	65	57	54	47	55	NA
% of all Elementary OST Programs with Component	93%	46%	86%	75%	71%	62%	72%	NA
Number of Middle School programs	58	NA	48	51	31	24	65	13
% of all Middle School OST Programs with Component	79%	NA	66%	70%	42%	33%	89%	18%
Number of programs	24	NA	27	34	13	10	33	10
% of all High School OST Programs with Component	60%	NA	68%	85%	33%	25%	83%	25%

Chart Highlights: The highlighted area illustrates the need for increased youth employment programs.



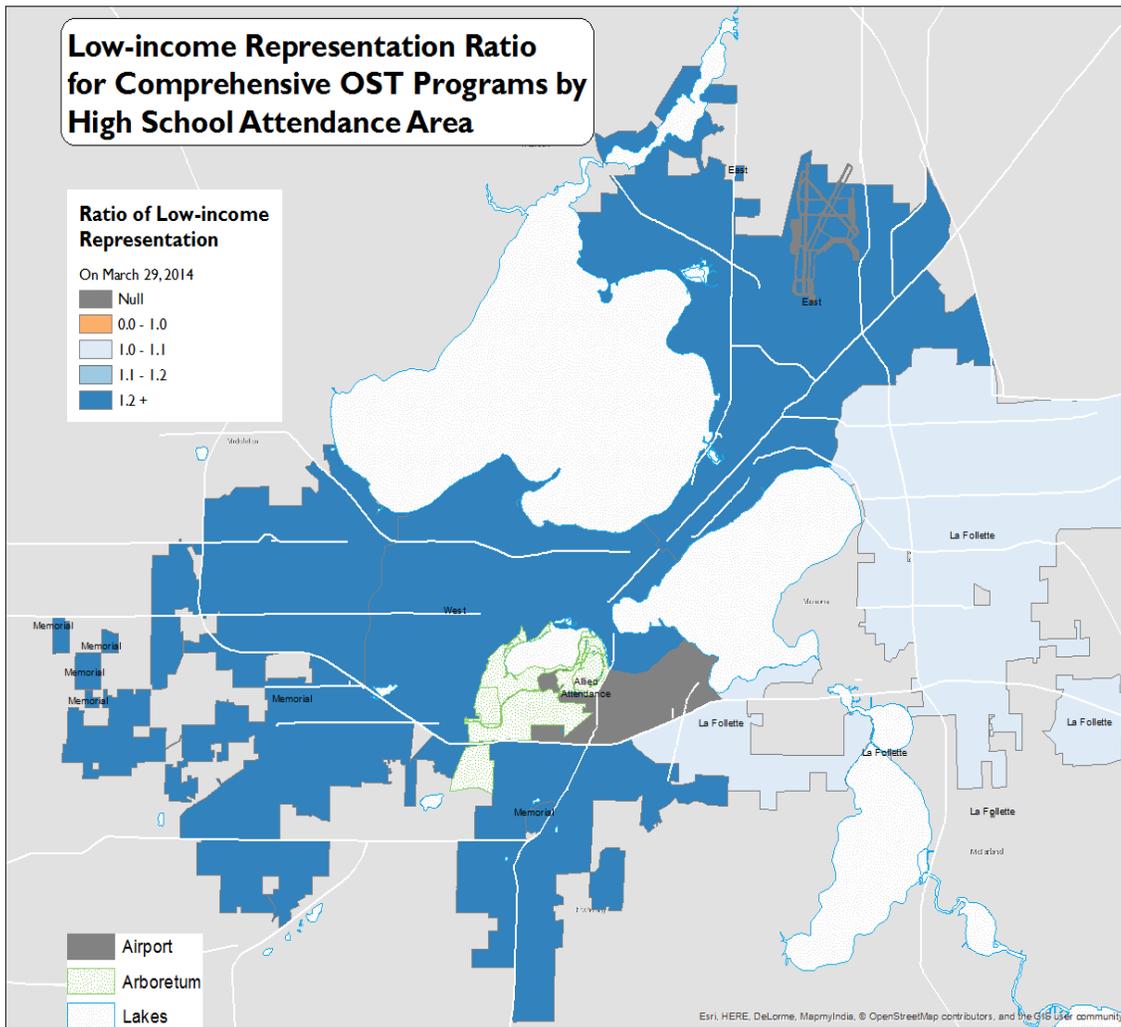
Attendance Area Number	Attendance Area Name	Attendance Area Enrollment
141	East	1604
142	LaFollette	1478
143	West	2035
145	Memorial	1834
149	Allied Attendance	<Null>

### Low-income Representation Ratio for Comprehensive OST Programs by High School Attendance Area

#### Ratio of Low-income Representation

On March 29, 2014

- Null
- 0.0 - 1.0
- 1.0 - 1.1
- 1.1 - 1.2
- 1.2 +



#### Explanation

The low-income representation ratio indicates the similarity between the proportion of low-income students enrolled in comprehensive OST programs and the proportion of low-income students attending schools in a school attendance area. A value below 1.00 indicates that the percent of low-income students attending comprehensive OST programs in the area is lower than the percent of students attending schools in the same area. A value above 1.00 indicates the inverse.

#### How to use the map

Darker colors indicate an increase in the difference between the percent of low-income students attending comprehensive OST programming and schools in the same attendance area. For example, the darkest orange color indicates the percent of OST students who are low-income in the area is at least 20% lower than the percent of students attending schools that are low-income. The darkest blue color indicates the inverse.

#### Highlight

All high school attendance areas have a ratio value above 1.0.

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Research & Program Evaluation Office

## Partnership Programs

The partnership programs provided volunteers or interns working in sciences, business, careers or the arts activities to the comprehensive OST programs

**While there are 91 different partnership programs offered across the city, only 6 of them are offered to high school age youth (6%).** These programs provide enhanced services and/or programming to youth that is beyond the resources or expertise of the comprehensive program. The partnership programs provided content specific activities in the sciences, business, careers or the arts for a few hours a week or for a short number of weeks.

Although only a few of the partnership programs included income data in their responses, those that did provide income data appear to work with populations that have a high percentage of low-income youth.

