

**City of Madison**  
**Community Development Division**  
**Building Human Capital: School-Age Child and Youth Development**  
**2023 Policy Paper**

**I. INTRODUCTION**

***This policy paper introduces the proposed conceptual framework for City of Madison Community Development Division funding process to occur in 2023 for School-Age Child and Youth Development Program Funding in 2024.***

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.

In 2019, CDD conducted an extensive review and public input process regarding the City’s funding framework for school-age child and youth programs. City staff and elected officials consulted with the Funding Process Study completed by Forward Community Investments (FCI), Imagine Madison, the Madison Out-of-School-Time (MOST) Initiative, Dane County Youth Assessment and as well as proven models from other communities. 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. This community input process included in-person discussions and polling of over 1000 youth and adult, 200 on-line surveys, and work with more than 40 city OST providers, municipal government staff and elected officials, school representatives, youth, parents, and City committee members. In 2020, the results of this input were summarized and presented at ten public listening sessions prior to finalizing the new requirements for City-funded school-age child and youth programming.

In 2023, CDD staff engaged the Madison community through discussions and an online survey regarding Child and Youth Programming to assess changing needs as we emerge from the COVID19 pandemic. Throughout February and March 2023, CDD held discussions/focus groups representing eleven different organizations or specific populations in Madison<sup>1</sup>, and collected more than 175 online survey responses<sup>2</sup>. The survey was distributed to more than a dozen adult provider and parent groups, as well as participants attending programs for youth experiencing homelessness, LGBTQIA+ and specific neighborhoods and BIPOC groups. The survey tool was administered in four languages, Arabic, Chinese,

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<sup>1</sup> Discussion Groups: Dane County Juvenile Detention Center-Youth, Neighborhood Intervention Program – 6<sup>th</sup> grade group, MOST fellows, Transition Academy High School Youth, MLK Day Youth Call to Service-Middle School Youth, Madison Community Foundation, United Way, MMSD, BYFY participants, City staff, the City’s Disability Resource Committee, and Dane Co. Human Services

<sup>2</sup> Respondents of the online survey consisted of Child and Youth program providers, parents, youth, community members, Out of School Time (OST) funders/partners, and elected officials.

English and Spanish and requested input from participants regarding meaningful and needed programming along with an opportunity to share how needs have changed since COVID19. The majority of respondents were white, representing 64% of responses, followed by Black/African American 18% (see figure 1).

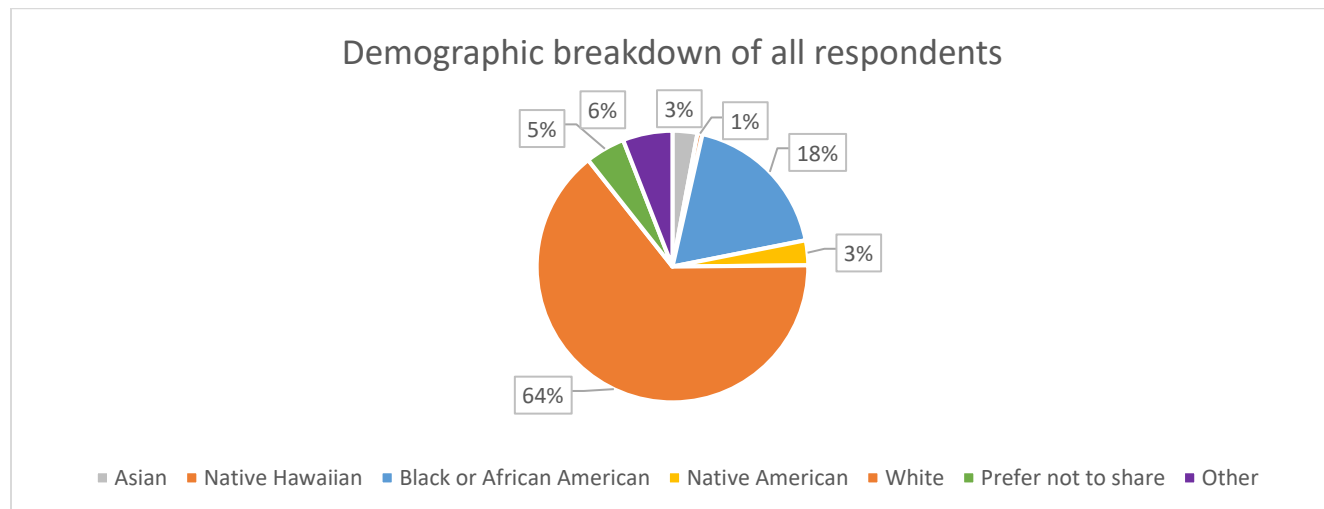


Figure 1: Demographic breakdown of all respondents

Upon analysis of community input, the desire for more wellness/social emotional programming and increased mental health needs of youth and program staff, and support for retention of youth program staff were highlighted as common concerns. These trends are in line with those reported within the Dane County Youth assessment and Governor Evers State of the State address.

### 1. Need for more wellness/Social Emotional Learning programming

- a. When answering the question “What programming do you need more of?”, Wellness and Social Emotional Programming was listed as a priority across all age groups (see figure 2).

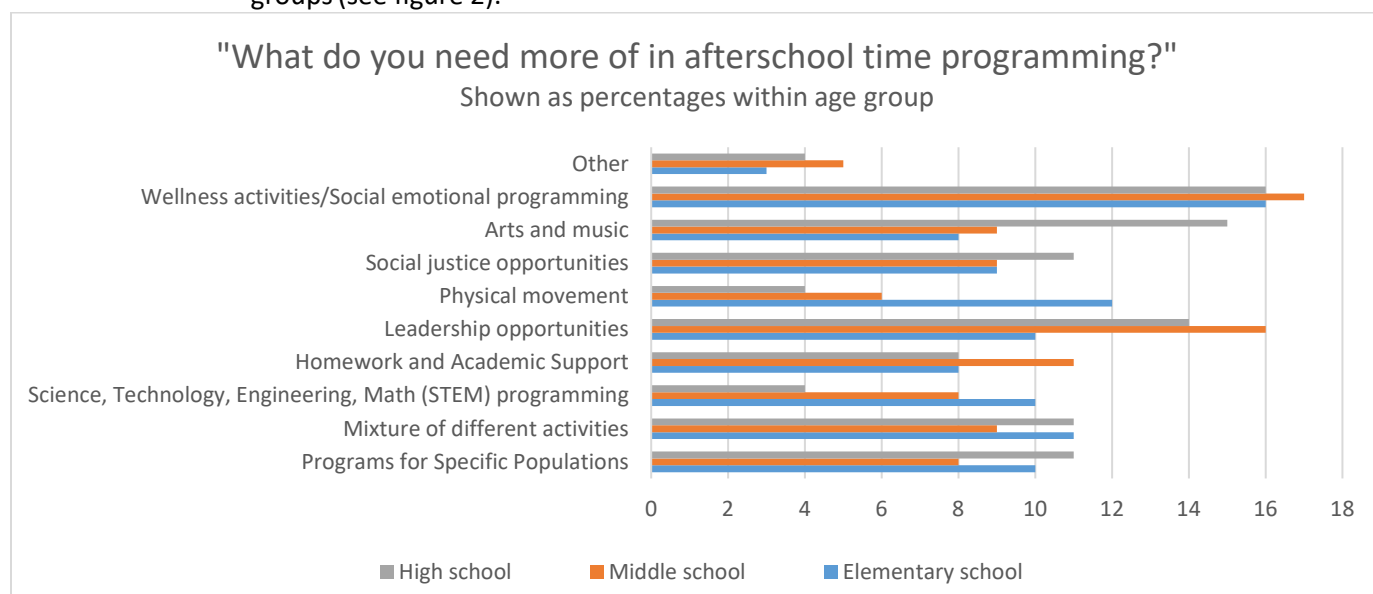


Figure 2: “What do you need more of” Shown as percentages within age group

## 2. More support for staff

- a. When asked how the COVID19 pandemic has impacted organizations providing services to children and youth, themes of high turnover rates of staff, need for competitive pay, and more mental health supports were reported.
- b. Providers were heavily represented within the survey, representing over 43% of total respondents (n=68) and represented 59% of low-income respondents (see figure 3). Additionally, BIPOC individuals represent roughly 86% of low income individuals (figure 4).

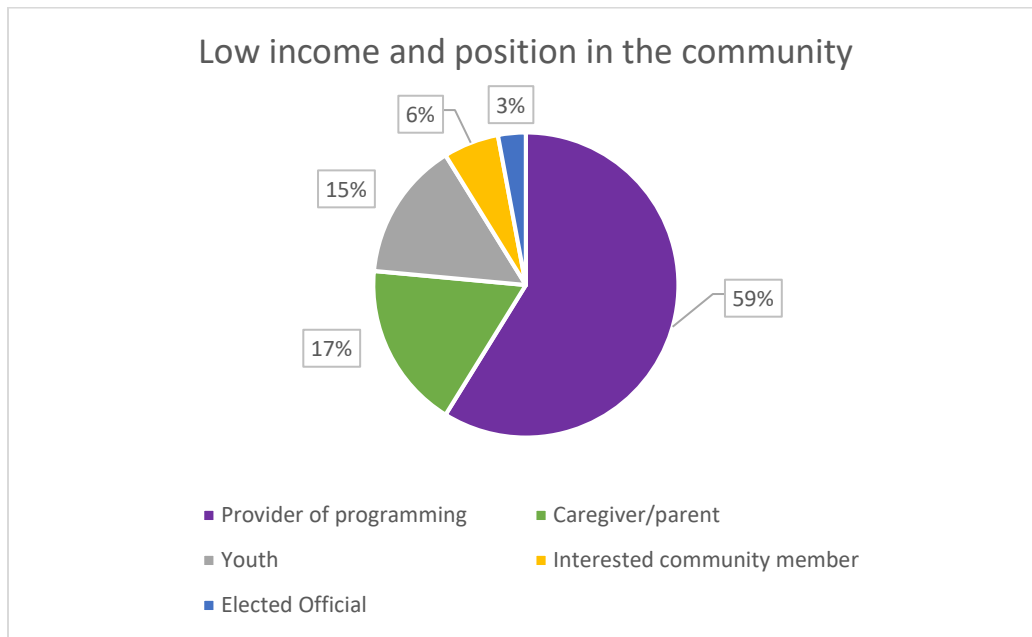


Figure 3: Low income and position in the community

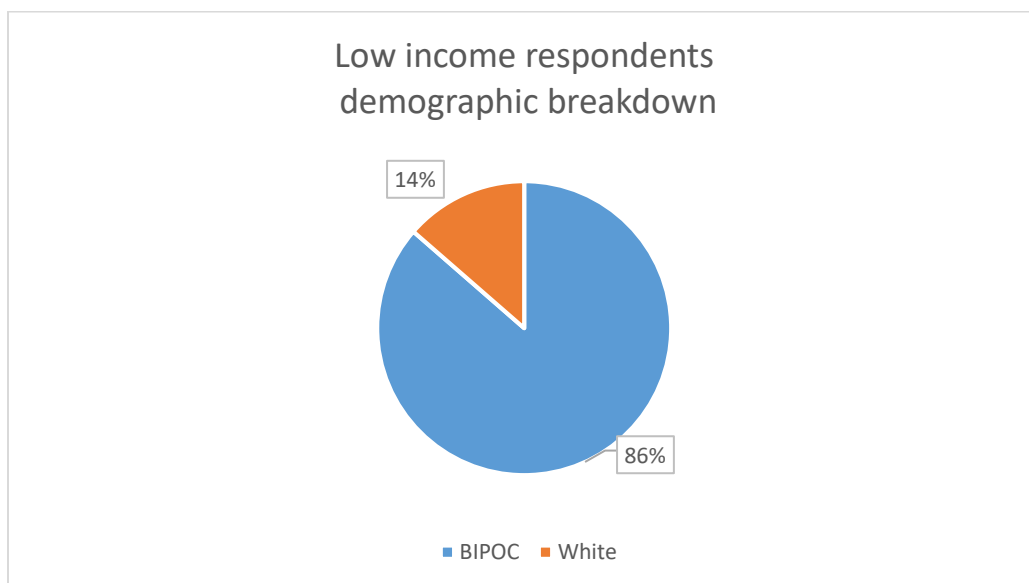


Figure 4: Low income respondents demographic breakdown

## COVID19 - A Changing Landscape

The COVID-19 pandemic has been recognized as “an emergency of an unprecedented scale<sup>3</sup>. Countries all over the world closed their schools in response to the emergency and to stop the spread of the virus. Millions of people, particularly children and teenagers, have experienced significant life disruption as a result of the COVID-19 pandemic. This disconnect from Out of School Time (OST) programs has had a severe impact on young people’s developmental pathways. Youth were no longer connected to crucial settings like school, the workplace, and youth organizations, places where they develop and uphold social connections with both peers and adults, receive support, and learn and grow. The effects of this disconnection and isolation impacted family environments, mental health circumstances, and the capacity of those supportive organizations to provide connection. One of the main strategies for fostering positive youth development is through youth programming, which helps to create happy, healthy individuals who make positive contributions to society<sup>4</sup>. As we emerge from the pandemic, the issue arises of how to best support youth with limited resources and, more specifically, how to better support OST providers and developmentally focused forms of youth programming after this time of crisis.

### Emerging Out of COVID

Community feedback builds off of the foundation of themes identified in 2019 that continue to be mentioned across multiple youth and adult public input sources. These themes include, 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 that includes youth-choice.

In 2023, updated input highlighted the addition of two themes. These themes include, the need for more wellness and/or Social Emotional Learning (SEL) programming, and the need for more support for program staff. This feedback has informed the development of this policy paper and, in turn, the City’s priorities for school-age children and youth programming.

## II. School-Age Child and Youth Development Goals

In 2019 the City of Madison adopted 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>5</sup>

In 2023, the City of Madison is reaffirming our desire to:

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<sup>3</sup> INEE (Inter-agency Network for Education in Emergencies). 2020a. Technical Note: Education during the COVID-19 Pandemic. New York: INEE. <https://inee.org/sites/default/files/resources/INEE%20Technical%20Note%20on%20COVID-19%20EN%202020-04-23.pdf>

<sup>4</sup> Ettekal, A. V., & Agans, J. P. (2020). Positive youth development through leisure: Confronting the COVID-19 pandemic. *Journal of Youth Development*, 15(2), 1-20

<sup>5</sup> See Forward Community Investments, “Community Development Division Funding Process Study,” March 31, 2016, page 18.

- 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 children experiencing homelessness.
- 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.

### **III. 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, affinity groups (i.e. race/ethnic specific, gender specific, LGBTQIA+), STEM or life/independent living readiness programs serving elementary, middle and high school age children and youth.
- 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. 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.
  - Program design should prioritize intentional time/space for unstructured leisure/social time but may also include structured activities.

Contracts for school-age child and youth program funded by the City of Madison will include standardized expectations related to quality and program structure while allowing for increased flexibility for fund allocation across types of activities within programming for each age group (elementary, middle and high school). The City of Madison Community Development Division uses the MOST Effective Practices, which were developed and endorsed by local youth program providers, as a foundation of shared high-quality program quality components. In addition, all City-funded programs serving school-age children and youth will be required to collect attendance and other data through use of the MOST Information System (MIS).

### **IV. 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.

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## **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. In addition to collaboration and coordination, there may also be advantages to joint programming to build capacity, increase cost efficiency, and sustainability.

## Target Population

All programs and services focus on lower-income individuals, those who identify as Black, Indigenous, or People of Color (BIPOC), people who identify as LGBTQIA+, and immigrants. CDD places a high priority on ensuring that activities and programs are culturally and linguistically responsive to all residents.

## **V. 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	Variable	20
	Weekend Evenings	1 time per month	2 hrs per program day	10 weeks	Variable	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. Program structure, expectations, and appropriate allocation of non-program staff hours should also be considered as factors that impact in staff retention and job satisfaction.

Please note: The City of Madison Community Development Division prioritizes in-person program activities and views virtual programming as a tool to be used as supplemental opportunities or as needed based on public health recommendations and should not be a significant part of planned activities on a regular basis.

## **VI. COSTS OF QUALITY**

The City of Madison Community Development Division's approach to out-of-school time, supported by research, is that engagement in high-quality programs is directly linked to positive outcomes for children and youth. In 2009 with updates in 2021, the Wallace Foundation completed a [detailed examination](#) of



111 high-quality afterschool and summer programs in six cities. The resulting report provides information about developing program models, recruiting and retaining strong staff, establishing standards that promote quality, building necessary management and administrative infrastructure and measuring the effects and effectiveness of initiatives. The research further highlights how the quality and [cost of programs](#) and programming will vary depending on the demographics and population of children and youth being served. Additional aspects such as the location of programs and services, staffing structure, hours of operation, and necessary supports such as transportation must also be considered.<sup>6</sup>

**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.

## **VII. OUTCOME MEASURES**

### **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.

### **Program Outcomes**

City funded school-age child and youth programs will be asked to identify and measure using a research based tool (such as NIOST APAS) of at least one of the following changes in participants' skill, behavior or knowledge:

- Social-emotional competency and enhanced life skill
- 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

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<sup>6</sup> <https://www.wallacefoundation.org/knowledge-center/Documents/The-Cost-of-Quality-of-Out-of-School-Time-Programs.pdf>

## **VIII . FUNDING PROCESS AND 2024 BUDGET IMPLICATIONS**

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.

### **Funds Available**

The CDD anticipates allocating approximately \$1.6 million through this request for proposal process, however, the availability of funding is dependent upon Common Council decisions, which will be made later this year regarding the City's 2024 Operating Budget.

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. Considering the needs of the community and program providers, and acknowledging the increased cost of living in Madison, there are several implications to the 2024 Operating Budget. There is a demonstrated need for supplemental programming to be developed and administered that meet the social and emotional needs of children and youth in Madison. Additionally, child and youth program staff are experiencing high levels of burnout and subsequent mental health concerns due largely in part to unsustainable staff/youth ratios. This is reaffirmed by the high turnover rates within community based organizations who are unable to provide competitive pay for their program staff.

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.

## **IX. TIMELINE**

<b>City of Madison Community Development Division School-Age Child and Youth Development Programs 2023 Request for Proposal (RFP) DRAFT Timeline</b>	
<b>Date</b>	<b>RFP Activity</b>
<b>April</b>	Release of RFP
<b>Mid-May</b>	Proposals DUE
<b>May 24 and 31</b>	Applicant Presentations to the Community Services Committee
<b>June 14</b>	Community Services Committee Finalize Funding Recommendations
<b>July 21</b>	Community Development Division 2024 Budget Request to Mayor
<b>November 15-17</b>	Common Council Approves 2024 City Operating Budget
<b>Early December</b>	Notification of Funded Agencies

Anticipated contract start date: January 1, 2024