From Stumbling Blocks to Building Blocks

A History of Afterschool in New York City

By Jane Quinn and Sister Paulette LoMonaco

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Foreword: Why We Wrote This Report

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Sister Paulette LoMonaco

Jane Quinn

In November of 2022, the Partnership for After School Education held an annual event in New York City—a popular and well attended ceremony known as the Richard Murphy Leadership Award.[1] A striking feature of this occasion was the fact that every single speaker recounted at least one memorable story about collaborating with other advocates to create an afterschool system in the nation's largest city. Most of the stories featured something outrageous, funny, or vivid that involved Richard Murphy's inimitable and highly effective contributions to these joint efforts from his perch as either the Executive Director of the Rheedlen Center for Children and Families or, subsequently, as New York City's Commissioner of Youth Services.

Later in the evening, the 2022 award winner, Sister Paulette LoMonaco, shared an observation with her long-time friend Jane Quinn: "Those stories are too important to stay in this room. Someone should write this amazing history." By the end of the reception, we had decided that the "someone" should be us. We had both recently retired from the world of paid employment (Paulette from Good Shepherd Services and Jane from Children's Aid) and we both still shared a passion for the work that had engaged us over the past several decades—work that involved dramatically expanding and strengthening supports and opportunities for the City's young people.

The notion of collaborating on a history of afterschool in New York

City is rooted in a relationship that began in 1984 when, as mid-career professionals, we both enrolled in the Columbia University Institute for Not-for-Profit Management. From day one, we liked and supported one another—and we stayed in touch throughout the ensuing decades. So, creating the opportunity to work together on a project of mutual interest was a no-brainer.

We decided to examine as much relevant literature as we could find and to interview key actors and thought leaders—people who were involved in the various phases of creating New York City's afterschool programs and system from the 1970s through the present. In the end, we interviewed 30 individuals. They are quoted extensively in the text and named in the Acknowledgments section. No one declined to be interviewed—and no interview was without great merit. Some of what we discovered mapped quite closely with national trends; other aspects were unique to New York City. But each conversation prompted new questions, new avenues to explore, new learning.

Our work was animated by the spirit of a comment made by researcher Robert Halpern, who has written extensively about afterschool programs. Halpern observed that "Every field has a history, but those working in or promoting a particular field cannot gain access to it unless it is available in a public form…I would argue, less simply, that it is difficult to help support and strengthen a field, to guide its development, without understanding its past. That past provides explanation, warning, reminders, insight, into dilemmas and tensions."[2]

With this shared understanding as backdrop, we present the results of our research in the hope of generating a sense of pride among the many contributors to New York City's current afterschool system while also offering our thoughts about how to spur continuous improvement on behalf of the City's young people.

—Sister Paulette LoMonaco and Jane Quinn
(January 2025)

Acknowledgments

The Partnership for After School Education (PASE) is an organization that consistently lives up to its name. For this project, CEO Alison Overseth served as an ongoing thought partner and supportive morale booster. PASE's Communications Manager Jennifer Morrison joined us for the entire journey, participating in key informant interviews, deploying her technology and communications skills, and offering her own on-the-ground expertise running afterschool programs on the West Coast.

The Pinkerton Foundation provided financial and organizational support throughout the project. Members of the Foundation's program staff offered valuable ideas in our thought leader interviews. President and CEO Rick Smith helped sharpen the final manuscript.

In addition to extensive document review, interviews with 30 key actors in the systems-building enterprise added depth and breadth to our research approach. We list them in alphabetical order, knowing that they all contributed substantially to our understanding of the challenges and successes we outline in this report: P.V. Anantharam; Erickson Blakney; Gale Brewer; Michele Cahill; Geoff Canada; Christopher Caruso; Bill Chong; Laurie Dien; Lucy Friedman; Ester Fuchs; Susan Haskell; Stan Litow; Mary Macchiarola; Jim Marley; Jeanne Mullgrav; Gail Nayowith; Jennifer Negron; Mike Nolan; Danielle Pulliam; Darryl Rattray; Elizabeth Reisner; Andrew Samberg; Christine Schuch; Don Siegel; Eddie Silverio; Robert Troeller; Denice Williams; Alfonso Wyatt; Michelle Yanche; and Sarah Zeller-Berkman. Their biographies appear in the Appendices.

Several New York institutions offered technical help that assisted with data-gathering and fact-checking, including the Municipal Archives and the Independent Budget Office (IBO). In particular, we thank Rossy Mendez at the Municipal Archives and Louisa Chafee, Jacob Berman, Julia Konrad, and Sarita Subramanian at the IBO for sharing their technical expertise. In addition, several youth development colleagues reviewed our draft manuscript and made helpful substantive comments, including Robert Frenzel-Berra, Lissette Gomez, and Peter Kleinbard.

We are immensely grateful to all these colleagues for their shared passion around the topic of developing an afterschool system in New York City and for their insights that bolstered our understanding of why and how that system-building took place.

Introduction

By all accounts, New York City has the nation's largest citywide afterschool system. In the City's Fiscal Year 2024 adopted budget, this system—renamed COMPASS (the Comprehensive After School System of New York City) in 2014—received city funding of about $420 million, which underwrote 900 afterschool programs serving about 104,000 students.[3] In addition to COMPASS sites, New York City public funding also supports 92 school-based Beacon community centers and 100 Cornerstone programs located in public housing projects.

While access to afterschool programs is not yet universal in New York City,[4] the expansion of funding and programming is highly significant. The current system represents a true public-private partnership. It relies on not-for-profit community-based organizations for out-of-school-time services that are delivered primarily through contracts with the City's Department of Youth and Community Development. The resulting programs are delivered in community-based, school-based, and public housing settings. New York City's robust private philanthropic sector contributes critical financial resources to the afterschool system. Foundations and other private sources supplement and complement public expenditures for programming while providing significant funding for capacity-building, research, evaluation, and innovation.

None of the elements of this system is accidental, nor is any component a given. Creating this system required collaborative planning, visionary leadership, energetic problem-solving, relentless advocacy, and a deep commitment to equity. Progress was driven by a remarkable group of pioneers—nonprofit leaders, enlightened public officials, academic thought partners, community activists, and others—who shared a passion for positive youth development. They confronted enormous

challenges, the obstacles that provide the framework for this report. Some of those challenges were unique to New York, such as tensions between youth advocates and the custodian engineers' union. Others, such as the widespread view that young people were "problems to be fixed," were common elsewhere. But together, the architects of today's system prevailed. How they managed to turn the array of stumbling blocks into building blocks is the heart of this story—and sets the stage for sections on Lessons Learned and Unfinished Business.

We begin the story in the mid-1970s and conclude in 2021 with the mayoral transition from Bill de Blasio to Eric Adams. That said, we acknowledge and appreciate earlier efforts to expand out-of-school-time opportunities for the City's young people. The Board of Education, for example, sponsored a robust system of school-based recreation programs from the 1950s through the mid-1970s. Offerings included afterschool sports and supervised play; Summer Vacation Playgrounds; and evening programs for older youth organized around basketball and other sports. Two of our interviewees—Don Siegel and Mary Macchiarola—benefitted from these programs as young people and contributed later as employees. One of this report's authors (LoMonaco) recalled that she had been a participant in an afterschool jewelry-making program at P.S. 145 in Queens during the mid-1950s. All three remembered that these programs were staffed primarily by Board of Education teachers, who were paid on a per-session basis. The programs were eliminated because of the fiscal crisis in the mid-1970s—perhaps a cautionary tale for current-day advocates. A much more ambitious experiment began in 1936 and ran, in a few selected sites, until 1971. This effort was designed to operate All-Day Neighborhood Schools. Although the experiment never moved beyond the pilot phase, its intent was comprehensive—to expand the resources available to children and parents by offering afterschool activities, additional teachers, professional development, social workers, and parent engagement at 14 elementary schools across the City.[5]

"How the broad array of New York City's afterschool programs came to constitute a citywide system is a story of challenges faced and overcome."

While the scope and scale of these early programs differed dramatically from today's citywide system, these experiments—their successes and failures—offer important lessons that we can apply today and in the future. For example, today's programs continue some elements of earlier eras, including homework help, sports, and recreation, while offering an extensive array of enrichment opportunities that meet the interests and needs of contemporary youth. It is not uncommon to find present-day afterschool participants engaged in robotics, coding, gardening, cooking, visual arts, chess clubs, debate teams, theatre programs, poetry slams, community service projects, and college and career preparation. The most effective programs offer "voice and choice" by providing multiple interest-driven options and active, hands-on learning opportunities. How the broad array of New York City's afterschool programs came to constitute a citywide system is a story of challenges faced and overcome.

One additional note: This report focuses on the movement to create a municipal system of afterschool programs across New York City that benefits from substantial public funding. We would be remiss to ignore the enormous contributions to the City's young people by the vast array of afterschool programs that lie outside that system. From Boys & Girls Clubs, YMCAs, and other large institutions to dozens of small programs in churches, community centers, libraries, and museums, these organizations—often sustained heavily by private funding as well as a variety of public sources—have also embraced modern youth development principles and made an important difference in the lives of countless young New Yorkers. As much as we admire these programs, however, our focus is elsewhere: on the five-decade-long movement to create a comprehensive municipal system of school- and community-based afterschool programs across the City.

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Identifying and Addressing the Stumbling Blocks

Challenge #1: Shifting the Paradigm about Young People

Many of the thought leaders interviewed for this study remember that the prevailing approach to work with young people in the 1970s and beforehand had a decided "deficit" orientation. According to that philosophy, young people were either doing all right and did not require of our collective concern; or they were at risk of not achieving productive adulthood and needed interventions to "fix" them. There are many examples of this paradigm in action. One of the authors of this report (Quinn) attended social work school at the University of Chicago in the late 1960s. She recalled being disappointed to learn that the school offered a course entitled *Psychopathology of Adolescence*—but none on normal adolescent development. Federal funding for youth issues at that time focused primarily on risk factors: juvenile delinquency, adolescent pregnancy, and school discontinuation. Similarly, the Johnson Administration's War on Poverty in the 1960s made substantial investments in early childhood through Head Start and related programs but no corollary investments in support of school-age or adolescent populations. One observer put it, "You had to get into trouble before anyone was willing to invest in your development."[6]

"Starting from a Different Place"

Michele Cahill, one of the national youth-work leaders interviewed for this study, recalled that she and several colleagues—particularly Karen Pittman—saw the need to develop an alternative approach, one that "was starting from a different place." The intent was to build a movement and a system that saw young people as assets to be developed, not problems to be fixed. Cahill and Pittman founded the Center for Youth Development and Policy Research at the Academy for Educational Development in 1990. Together, they wrote several seminal papers that described this new approach in ways that were relevant to both policymakers and program planners. Rigorous research buttressed their new vision, with Cahill observing that "I knew we needed to articulate the intellectual underpinnings of our approach."

To bolster their theories, they built on the ideas of Mary Conway Kohler and the National Commission on Resources for Youth (NCRY). Started in 1966, the organization advocated for expanding opportunities for young people to serve their communities. One of NCRY's major contributions was to document programs across the country that demonstrated how young people's strengths and assets were being mobilized in diverse communities—urban, rural, and suburban.[7]

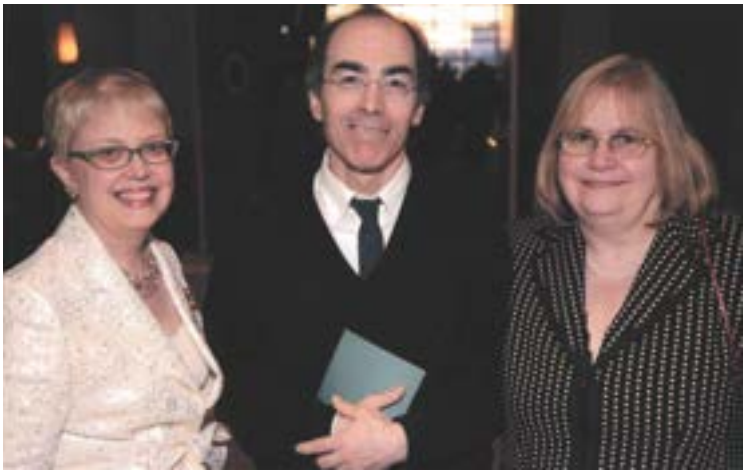
Cahill credited many other colleagues helping to provide the "intellectual underpinnings" of the positive youth development strategy. The key voices included child psychiatrist Dr. James Comer (Yale University), developmental psychologists Dr. Margaret Beale Spencer (Emory University), Dr. Lawrence Aber (New York University), Dr. James Connell (Public/Private Ventures), and Search Institute President and CEO Peter Benson. Spanning several disciplines, these and other researchers outlined a set of strategies designed to actively promote young people's healthy development. Building youth resilience through relationships with consistent, caring adults and increasing the number and quality of developmental assets in each individual's growing-up environment became central tenets of the youth development movement. Equity was front and center in the writings of these thought leaders as well, who recognized and documented that low-income children and children of color were much less likely than their more affluent white peers to have access to the assets known to contribute to positive developmental outcomes.

In describing the goal of their new Center, Cahill and Pittman wrote that they wanted "to transform concern about youth problems into public and private commitment to *youth development*,"[8] stressing the deep developmental roots of their approach. They went on to observe: "Every institution that touches young people's lives should be held accountable for providing, to the greatest extent possible, opportunities to meet needs and build competencies." In sum, the positive youth development approach that Cahill and Pittman helped to popularize recognizes that: (1) in order to achieve productive adulthood, young people need to master a wide array of competencies;[9] (2) there is an equally wide array of basic human needs that are fundamental for survival and healthy development;[10] and (3) young people can and should be active agents of their own development.

A seismic shift in youth development thinking was underway, and Cahill and Pittman coined a phrase that became a mantra for the new movement: *Problem-free is not fully prepared.* They also outlined a set of design principles to guide the translation of research into practice. In order to foster caring and trusting relationships, for example, they recommended placing grandmothers at a community center's door to create a sense of welcome; establishing "memberships" (even if the program was free and open to all) to encourage a sense of belonging and high expectations; involving youth in setting rules and assigning them meaningful roles; and organizing staffing structures that maintain continuity through positive peer and adult relationships.

Changes on the Ground

As the intellectual paradigm was shifting from deficits to assets, important experiments in practice were taking place in several low-income New York City neighborhoods. Throughout the 1970s, as the City struggled financially and as more women entered the workforce, youth organizations responded to the clear need for school-age childcare. Several settlement houses—in particular,



Meet the People

Positive youth development marked a major change in the conventional approach to work with children and youth - a significant departure across the fields of research, policy, and practice. This photo highlights three key thought leaders in these sectors. From left: Janet Kelley, PASE Founding Executive Director; Robert Halpern, renowned child development researcher of the Erickson Institute; and Michele Cahill, PASE Co-Founder.

members of United Neighborhood Houses—and colleagues at Children's Aid, YMCAs, Boys & Girls Clubs, and other organizations used their own community center facilities to offer school-age childcare and afterschool programs. This phenomenon was mirrored across the country. As Robert Halpern observed in his history of afterschool programs, "The 1970s and 1980s brought a renewed interest in afterschool programs, as a response to growth in maternal employment…Almost all historical sponsors continued to play a role, and new ones also appeared."[11] He cites libraries, public housing authorities, and urban school systems as newcomers to the work while naming private, nonprofit organizations such as YMCAs, settlement houses, and Boys & Girls Clubs as historical sponsors.

Consistent with this national trend, new developments occurred in New York City. While not a completely untested idea,[12] the then-Board of Education initiated some partnerships that brought youth organizations into public schools during and after the regular school day. Veteran youth advocate Alfonso Wyatt recalled the Dropout Prevention Program launched by the Board of Education under the leadership of veteran educator Victor Herbert during the early 1980s. Wyatt worked for The Valley, a community-based organization led by John Bess that was invited to bring its youth development expertise into Brandeis High School in Manhattan. "That was rough," Wyatt recalls. "The school viewed us as unnecessary and as a threat. But we were determined to demonstrate our value, so we worked our way up from the sub-basement where they originally housed our program. We earned the trust and respect of the faculty by responding to what they perceived as the school's needs. They were having trouble engaging the Haitian students and we created effective ways to do that. We were running the afterschool program, but we got engaged in everything at the school. For example, we hired an African drumming group and invited the whole school to the performances. Underneath everything we did was addressing the school's culture—and its impact on systems. In the end, this little afterschool program was able to change the culture of a New York City high school."

In the Bronx, Jim Marley—recent graduate from social work school—was leading another early experiment in school-based youth services. The program was funded initially by the Law Enforcement Assistance Administration during the Carter Administration (1977-81). Marley recalls that President Carter "took Nixon's crime money and turned it into social money." It was a poignant reminder of the national *zeitgeist* occurring during this period—the movement from a deficit orientation (young people as problems to be fixed) to a prevention and, subsequently, a youth development approach. Marley was hired by a youth organization, Pius XII Youth and Family Services, to respond to community needs in an impoverished South Bronx neighborhood so troubled and infamous that President Carter hired a "czar" to oversee government investments in this area and in similar neighborhoods around the country. As Marley noted, the mission of his

organization was "to mobilize kids around their futures."

Marley staffed his program with neighborhood residents and focused on "putting kids around people who carried aspirations for them." He recalled that "very soon, we started working with schools. We had to do something about the schools—all the kids were flunking." While Marley recalls that his team's school-based work was extremely challenging, they discovered that in every school there were educators who were open to doing their work in a more holistic, student-centered way. "You had to find friends in the school—people who wanted things to improve. We got to be pretty astute about locating those change agents and working as partners with them. We found them and we built around them."

A Startling Discovery

Marley and his team were pleased to find that colleagues in other parts of the City were engaged in similar experiments with neighborhood schools. "We met people like ourselves who were doing the same kind of work. We decided to join forces. Everyone had stories. We knew that you couldn't get anything done alone." Looking back, our interview subjects agreed that the major challenge they encountered was that, in Marley's words, "the schools were run by the custodians' contract. We decided that we had to do something."

Around the same time, in another part of the City, Richard Murphy, then Executive Director of the Rheedlen Center for Children and Families, hired Geoff Canada as Rheedlen's Education Director to run afterschool programs in JHS 54 and PS 207 on 116th Street in Manhattan. Canada recalled: "You cannot believe how we were mistreated, especially by the custodians. There were different fees at different schools—it was totally arbitrary. They could close you down for no reason. I tried to figure out what the systems were—then I realized that there was no system. Decisions were based on how the custodians felt. The 'opening fees' represented a big part of our budget. But I became convinced that we wouldn't ever be able to create a youth development movement in this country if we couldn't get these schools open."

To illustrate the challenges these pioneering youth workers faced, Marley recalled a meeting with citywide youth advocates at Roosevelt High School in the Bronx. Richard Beatty, a prominent New York City lawyer and philanthropist, attended the session and, as dusk approached, he asked that the lights be turned on. Told that the lights did not work, Beatty asked for details and learned that the custodian engineers' contract required the completion of a work order to make the repair—and that it would take six months just to get a response. "WHAT?," cried Beatty. "Oh no, we can't keep doing things this way." And another youth advocate joined the ranks.

From the Afterschool Archives

The Youth Development Institute created a number of resources and materials to support the emerging field of youth development in New York City, including this series of compact booklets on different aspects of positive youth development. Each booklet provided concrete strategies and guidance for putting youth development principles into practice.

Meet the People

The Neighborhood Services Family Coalition was founded in 1981 and brought together youth-serving organizations from across the city. This photo features several key leaders from this group. From left: Richard Murphy, then of Rheedlen Center for Children and Families; Sister Paulette LoMonaco, Good Shepherd Services; Jim Marley, Pius XII Youth and Family Services; Michelle Yanche, Neighborhood Family Services Coalition; and Jean Thomases, Good Shepherd Services.

Challenge #2: Opening the Schools During the Nonschool Hours

By the early 1980s, enough youth organizations were trying—against considerable odds—to work in New York City's public schools that several of their leaders formed the Neighborhood Family Services Coalition in 1981. The Coalition's organizational members and key staff included Good Shepherd Services (Sister Paulette LoMonaco and Jean Thomases), Pius XII Youth and Family Services (Jim Marley), and Rheedlen Center for Children and Families (Richard Murphy and Geoff Canada)—all were working in the City's public schools during the day and wanted to continue offering services after 3 PM. They discovered, much to their dismay, that the New York City public schools were entirely controlled by the custodian engineers during the nonschool hours.

Custodians' power stemmed from a "sweetheart deal" cut during the Beame administration (1974-77). Members of the custodian engineers' union—Local 891 of the International Union of Operating Engineers—were given the right to determine what happened in the City's public schools after 3 PM. This 1975 collective bargaining agreement allowed the Board of Education to avoid paying salary increases during the fiscal downturn. In return, custodian engineers were given a veto over what happened in schools after 3 PM. They could also charge and set rates for opening and service fees—and could keep the proceeds for themselves. The "solution" created by the Board generated serious problems for anyone who wanted to use public school facilities during the nonschool hours.

The Operating Context

It is difficult to over-estimate the breadth and depth of these challenges. A 1992 report prepared by the Special Commissioner of Investigation for the New York City School District (see sidebar) detailed how the unique contract arrangement hamstrung the youth advocates' efforts to open the schools.

Excerpt from the 1992 Report by the Special Commissioner of Investigation for the New York City District entitled *A System Like No Other: Fraud and Misconduct by New York City School Custodians*

The New York City Board of Education (here "Board") is virtually unique in how it provides custodial services to the approximately 1,000 schools it operates. In what is called the 'quasi-independent contractor' or 'indirect' system, school custodians are treated in many ways as independent contractors by the Board. Thus, they are given a budget by the Board, ranging anywhere from $80,000 to $1,200,000, to provide custodial services to the school or facility to which they are assigned. With that money, which the custodian is free to deposit in his own personal bank account should he choose, the custodian hires a staff and buys whatever supplies he needs to provide these services. The custodian's own salary is what is left in his budget after he has paid his staff and purchased supplies, up to a pre-established maximum amount for each custodian. The balance of the custodian's budget, if there is one, must be returned to the Board.

Report Details Systemic Custodian Abuse

Although a custodian is a public employee, he is allowed to operate at a level of independence that sets him apart from any other New York City public servants. The individuals the custodian hires are the custodian's, and not the Board's, employees. Moreover, unlike other Board employees who must follow a complex set of rules and regulations in purchasing supplies, custodians may make purchases free of those regulations.

Custodians are not supervised by, and are not under the direction of, anyone at the school or facility where they work, but are instead subject to only occasional on-site supervision by overburdened 'plant managers,' who must each supervise all the custodians in a given community school district. Thus, should a school principal find that a school restroom is dirty, she can ask, but cannot direct, the custodian to have it cleaned. Her only recourse should he decline is to complain to the plant manager...

In contrast to the virtual lack of control the Board has over its custodians, custodians have near total control over exactly what tasks they must accomplish at the school. Those tasks are set forth, for the most part, in the custodian's labor contract and are so strictly construed that a custodian is not required to simply keep a school clean and in good repair but, instead, is required to perform certain types of tasks in a certain way or a particular number of times a year...

By design, the indirect system allows custodians to operate virtually free of any real controls or accountability, and with the same freedom over public funds that an independent contractor exercises over his or her own money. Custodians are not, however, independent contractors...Custodians are civil service employees of the Board, with the attendant employment protection.[13]

In retrospect now, we can begin to understand what the youth advocates were up against. Veteran educator and civic leader Stan Litow recalled that "we advocated to reduce the cost of school usage, which resulted in death threats at night on my phone. We advocated for less use of schools and more use of community facilities for afterschool programs, and the custodians were opposed to that stance as well because they stood to gain personally from the allowable approaches to fee-charging."

"We advocated to reduce the cost of school usage, which resulted in death threats at night on my phone. We advocated for less use of schools and more use of community facilities for afterschool programs, and the custodians were opposed to that stance because they stood to gain personally from the allowable approaches to fee-charging."

-Stan Litow

Death threats were not uncommon. Geoff Canada recalls what happened when the Neighborhood Family Services Coalition began to focus on the custodians' control of the schools after 3 PM: "As the Coalition began to tackle this issue, we started to get worried. Rheedlen and the Coalition shared an office at 2770 Broadway. The more aggressive we got, the more the union asked 'Who is causing all this trouble?' We worried and kept our blinds closed. There was quiet harassment, and it was intimidating, for years, until the contract finally got changed (in 1995). We were involved in hand-to-hand combat with the union… Murphy was threatened; we thought we could be killed. Other people did not want to take on the custodians' union but we were taking them on. Murphy was scared but he was not backing down. Then *60 Minutes* did an exposé of the union (November 12, 1992) and that was a turning point. Their story focused on how bad the contract was. I am convinced that it was clearly through our efforts that *60 Minutes* did their story."[14]

Alfonso Wyatt, then a youth worker at The Valley in Northern Manhattan, agreed. "During the 1980s, we always had a relationship with Richard Murphy. He was Executive Director of Rheedlen at the time. We all joined the West Side Task Force. We would meet with other organizations and talk about our work. Richard and others had created the Neighborhood Family Services Coalition. It was there that I saw what obstacles existed with the custodians' union. We didn't feel the danger, but Richard did. We decided we were willing to protect this man because we really understood what was at stake—the future of young people. We had to act because we knew what was not working for kids."

Death threats had to be taken seriously during this period, particularly after the President of Union 891, Daniel Conlin, was assassinated near his Brooklyn home on the morning of August 12, 1987. *The New York Times* described the event as an "execution-style attack"[15] and noted that "As head of the 1,000-member school custodians' union, Local 891 of the International Union of Operating Engineers, Mr. Conlin was considered one of the most powerful men in the school system. Under an arrangement that goes back many decades, school custodians are given a budget by the Board of Education and are free to hire their own staffs, who maintain the buildings." Within a week, four Bronx youth were arrested and charged with the murder. They said that they had been hired to kill Mr. Conlin. At the time, police said that it was not yet known who had hired them.[16] A *New York Times* article published two years later noted that "The motive for the killing remains unclear." It added that—despite the guilty pleas from three of the four defendants (the fourth had died during surgery unrelated to the case)—the issue of who had ordered the killing was still unresolved.[17]

The 1992 exposé by *60 Minutes* and the Special Investigator's report hastened the dismantling of the union's after-3 PM monopoly. According to Robert Troeller, the current President of Local 891, the union "made a lot of concessions" during 1995 labor negotiations between the union and the City. Rudolph Giuliani, the Mayor at the time, had threatened to privatize custodial services at all New York City schools. Historically, private contractors had provided custodial services at some schools, but most were served through the BOE system. Troeller observed that the union agreed to many concessions at the time because the leadership felt it had no choice—adding that the

privatization pressure was growing, as was negative public opinion about the union's powers and perks.

To what extent mounting public pressure to open the schools was informed and influenced by the work of the Neighborhood Family Services Coalition and other youth advocates is a matter of conjecture. What we do know is that it took time and strong advocacy to generate needed collaboration—between the schools, the community partners, and the custodian engineers—to define the specifics of the new relationships. The next section of this report focuses on the Coalition's initial strategy and the policy analyses that both outlined current challenges and offered practical recommendations for change.

The Reports

The Neighborhood Family Services Coalition worked for 15 years (1981-1995) on "getting the schools open for real"—a phrase that became both a rallying cry for advocates and the title of several reports: (1) *Open the Schools for Real: Where are the Programs?* (1986); (2) *Open the Schools for Real: Part II, Managing the Building* (1990); (3) *Open the Schools for Real: Part III, Saving a Threatened Tradition* (1992); and (4) *Policy Alert: Increasing Access to Our Public Schools* (1996). While only a part of the advocates' citywide strategy, the reports were at the heart of the effort to educate policymakers and generate public support for change. The Coalition targeted policymakers of all stripes. The reports were distributed to the Mayor, Comptroller, City Council President, Borough Presidents, members of the Youth Services and Education Committees of the City Council, and members of the Board of Education as well as to all the Coalition's private funders.

Gail Nayowith, who headed the Citizens' Committee for Children during this period, remembered that "We signed on to support the work that the youth advocates were doing through the Coalition. We supported them in every way, especially providing technical help around data collection and analysis for the 'Open the Schools' reports. In addition, we worked to push the public conversation about the need for public investments in afterschool and positive youth development—and to move the politicians on these issues. Our strategies included advocacy with legislators, developing policy, doing press work, employing paid lobbyists in New York City and Albany, and organizing rallies."

The Coalition's first "open the schools" report assessed the progress and challenges that resulted from a 1985 reform effort to "add $5.4 million to the Board of Education's budget to pay for opening schools on school days from 3:00 to 6:00 P.M."[18] Called the Community Schools Initiative, this effort represented "...an agreement which will allow people to use the schools at no cost in the afternoon," according to Mayor Edward Koch. "It is a reasonable, responsible agreement which is very good news for every neighborhood in this city." The 1986 report challenged Mayor Koch's optimism, noting that while the Initiative opened schools to the public, it failed to support any programs in those schools. "The entire $5.4 million and more has been paid to custodians to open the buildings; no money has been allocated to put children in those buildings." Based on its analysis of the major challenges inherent in the current arrangement, the report made the following recommendations:

From the Afterschool Archives

Between 1986 and 1996, Neighborhood Family Services Coalition released four policy reports addressing the importance of opening the public schools for community usage. These reports were a central part of the group's broader strategy for creating systemic change at the local and state levels. In addition to the reports, the group also organized creative, attention-catching advocacy actions.

(1) money for programs must be provided; (2) access to schools must be increased; (3) implementation and administrative guidelines must be clarified and monitored; (4) the custodial agreement must be renegotiated to remove obstacles to the delivery of programs; (5) security requirements must be met. A key element of the report called attention to the *ownership of schools* and to the unique and convoluted approach of New York City's public education system at that time. "The City should evaluate its current arrangement of leasing its school facilities to the Board of Education. Schools are publicly owned buildings, and their use should be accountable not just to school personnel and one Board but to the public. The City should examine arrangements used in other cities."

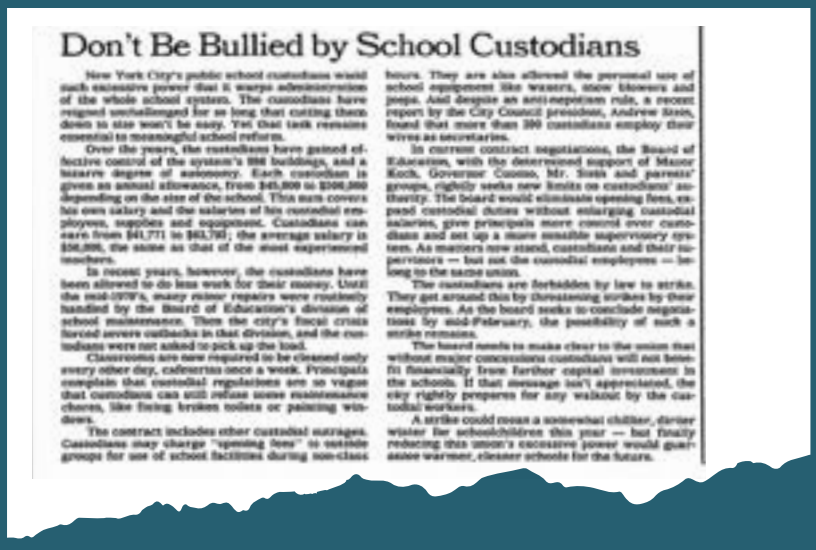
Four years later, 1990, the Neighborhood Family Services Coalition, now a consortium of 26 direct service and advocacy organizations, issued a follow-up "open the schools" report focused on managing school buildings. The first paragraph of this study notes that "In 1988, with a great deal of public fanfare, a new contract promising increased community access to public schools was signed by the New York City Board of Education and Local 891, the custodian's union. As that contract approached its expiration date (June 30, 1990), the Neighborhood Family Services Coalition (NFSC)...formed a task force with the National Executive Service Corps (NESC). The Service Corps, an organization that provides management consulting conducted by retired senior executives, was charged with assessing the impact of the 1988 contract on the ability of neighborhood groups to gain access to school buildings and with suggesting improvements that might increase community use of school buildings." The assessment was unequivocal: "Unfortunately, the task force found a system still in disarray. There appeared to be total confusion among all the parties involved about eligibility requirements, the permit process, the fee schedule, who was responsible for what, lines of supervision, and accountability. They found no unified record keeping and no data collection about the use of school buildings beyond the regular school hours. In fact, no one seems to be in charge of either the overall process, or of each individual school building."[19]

One of the report's major recommendations was "to designate the school custodian as the building manager and main contact for community groups who wish to use the school building. Custodians have often been blamed for the poor system when, in most cases, they are carrying out their contractual requirements. *It is the system and the contract that need to be changed*."[20] In addition to designating the custodian engineer as the building manager responsible and accountable for cleaning, providing security and overseeing the use of building space, the report called for clear policy direction and advocacy from the Chancellor and the Mayor; developing an affordable and unambiguous fee schedule; a system of basic data collection to tabulate and monitor community use of schools; and a procedure for effective and timely conflict resolution.[21]

In January of 1992, the Neighborhood Family Services Coalition issued its third advocacy report on "opening the schools for real." This report outlined "the continuing struggle of New York communities to gain access to their own school buildings...In anticipation of the new custodian's contract, NFSC launched this latest study to determine the progress made since the last contract."[22] The report "clearly demonstrates that the so-called reform contract of 1987 has had little if any effect on community access to schools. For all of the talk about changes and improvements, New York City school buildings remain a valuable, but largely unused, resource, cut off from the neighborhoods and families they could be serving." The report offered four key findings, based on its research, and then offered four recommendations for change. Key findings: (1) The so-called reforms of the past two contracts have done little to increase community use of schools; the public continues to remain locked out of a valuable neighborhood resource; (2) Since 1986, the New York City and the

"For all the talk about changes and improvements, New York City school buildings remain a valuable, but largely unused, resource, cut off from the neighborhoods and families they could be serving."

– Neighborhood Family Services Coalition,
Open the Schools for Real: Part III, Saving a Threatened Institution (1992)



Don't Be Bullied by School Custodians

New York City's public school custodians wield such extensive power that it warps administration of the whole school system. The custodians have reigned unchallenged for so long that cutting them down to size won't be easy. Yet that task remains essential to meaningful school reform.

Over the years, the custodians have gained effective control of the system's 986 buildings, and a bizarre degree of autonomy. Each custodian is given an annual allowance, from $45,000 to $200,000 depending on the size of the school. This sum covers his own salary and the salaries of his custodial employees, supplies and equipment. Custodians can earn from $41,771 to $63,797; the average salary is $56,000, the same as that of the most experienced teachers.

In recent years, however, the custodians have been allowed to do less work for their money. Until the mid-1970's, many minor repairs were routinely handled by the Board of Education's division of school maintenance. Then the city's fiscal crisis forced severe cutbacks in that division, and the custodians were not asked to pick up the load.

Classrooms are now required to be cleaned only every other day, cafeterias once a week. Principals complain that custodial regulations are so vague that custodians can still refuse some maintenance chores, like fixing broken toilets or painting windows.

The contract includes other custodial outrages. Custodians may charge "opening fees" to outside groups for use of school facilities during non-class hours. They are also allowed the personal use of school equipment like waxers, snow blowers and jeeps. And despite an anti-nepotism rule, a recent report by the City Council president, Andrew Stein, found that more than 300 custodians employ their wives as secretaries.

In current contract negotiations, the Board of Education, with the determined support of Mayor Koch, Governor Cuomo, Mr. Stein and parents' groups, rightly seeks new limits on custodians' authority. The board would eliminate opening fees, expand custodial duties without enlarging custodial salaries, give principals more control over custodians and set up a more sensible supervisory system. As matters now stand, custodians and their supervisors — but not the custodial employees — belong to the same union.

The custodians are forbidden by law to strike. They get around this by threatening strikes by their employees. As the board seeks to conclude negotiations by mid-February, the possibility of such a strike remains.

The board needs to make clear to the union that without major concessions custodians will not benefit financially from further capital investment in the schools. If that message isn't appreciated, the city rightly prepares for any walkout by the custodial workers.

A strike could mean a somewhat chillier, dirtier winter for schoolchildren this year — but finally reducing this union's excessive power would guarantee warmer, cleaner schools for the future.

Afterschool in the News

Source Article: The New York Times, January 29, 1988

In the 1980s and early 1990s, the challenges of navigating the custodial systems in NYC public schools became more well-known, due to both the work of education advocates and media coverage. This January 1988 New York Times op-ed argued that addressing the power of the custodial union was "essential to meaningful school reform."

Board of Education have paid $27 million to the custodians without any documentable increase in workload or improvement in performance; (3) The Board of Education has no definitive policy statement regarding afterschool programming in New York City public schools; (4) The central Board of Education currently has no capacity to maintain standards, keep records, or disseminate information about afterschool programs in New York City public schools. The report's recommendations included: (1) Space fees for evening programs be eliminated and reduced for weekend and holiday use; (2) An absolute link must be established between payment for custodial services and the provision of these services; (3) The Chancellor and the central Board should develop a comprehensive policy that recognizes both afterschool programming and use of public space as a benefit to the community; and (4) The Chancellor should develop the administrative capacity to coordinate all aspects of afterschool programming, including a comprehensive database of afterschool services.

Beyond Policy Reports: Relentless Advocacy

During the 15 years that the Coalition was working to effect positive change through policy reports, its youth advocate members came to recognize the need for direct action to increase public awareness about the shortcomings of the current system. Stan Litow, whose early work with the Educational Priorities Panel and the nonprofit organization, Interface, helped stave off funding cuts during the fiscal crisis of the 1970s, recalled learning that "There are always challenges to creating a system but there are specific steps that need to take place: (1) We did the policy studies that informed the media and policymakers about the issues, including the benefits of our proposed approach; (2) Then we created the advocacy to get our ideas over the finish line. We built an advocacy arm with real organizations behind it—not just one organization but groups like the League of Women Voters, parent associations, Black and Hispanic organizations; (3) We dealt with the opposition, either directly or by neutralizing their negativity toward what we were promoting."

Richard Murphy turned out to be the advocates' secret weapon. Jim Marley quickly realized that Murphy was "a leader in search of a posse." Marley's insight—that "you couldn't get anything done alone"—was shared by Murphy, Jean Thomases, Sister Paulette LoMonaco, John Bess, Ron Soloway, and others who started the Neighborhood Family Services Coalition. With Murphy as the strategist, the group decided to build an active and visible advocacy force that had several features: (1) involving people across organizations working together toward a common purpose; (2) not giving up in the face of obstacles; (3) believing that change was possible; (4) never attacking anyone personally; (5) having young people themselves articulate the

value of afterschool programs; and (6) generating visibility on the issues. Marley remembered that "Murphy was a master at strategy design, at creating memorable events, and at dazzling with his energy." For example, the Coalition hired a band to attract public attention in Grand Central Station and they reserved several cars on a train to Albany that brought 400 New York City teenagers to talk with their state legislators. The advocates handed out cans of spinach to members of the City Council during budget discussions; the label urged lawmakers to "stay strong" and to "open the schools for real." Marley called the tactic "a spinach hand grenade" because of all the public attention it generated.

In 1990, Murphy was appointed Commissioner of Youth Services by newly elected Mayor David Dinkins. Current City Council member Gale Brewer, who at the time worked for Manhattan Borough President Ruth Messinger, recalls that "Murphy educated me about the problems with the custodians—the problem about who gets the money, the funny money, the double dipping. Schools were supposed to be available to community groups, but they weren't. Murphy spent hours with the custodians, trying to find a solution."

A big part of that solution appeared in the 1995 agreement between the Board of Education and Local 891. The Board agreed to take responsibility for paying school "opening fees" from 3 to 6 PM, thus relieving the burden on youth organizations offering afterschool programs during that time period. While the agreement turned out to be only a partial remedy, it appears to have set the stage for subsequent improvements recommended by the advocates in future policy alerts.

The 1996 policy alert, issued jointly by the Coalition and Child Care, Inc., focused on technical and financial issues related to increasing access to the public schools. The report called attention to the double-billing that occurred when school-use fees and labor charges were added at the school level to the opening fees paid centrally by the Board of Education. Telling examples of double-billing were drawn directly from the budgets of community programs across the City. The report noted: "Last year alone, the school-use fee system mandated nearly $40 million in payments for public use of school buildings... Nowhere in the country has the public paid more to use its own schools than in New York City. Since 1975, the citizens of New York City have paid hundreds of millions of dollars to 'rent' space in public schools. Despite the fact that communities

already pay with their tax dollars to build, heat, cool, clean and maintain public schools, they are billed again to use these facilities to provide programs and services to community residents, to establish polling places for elections, and even to repair the school buildings."[23] The report's authors highlighted the opportunities afforded by two contemporary events to address these long-standing problems: (1) the 1993 state school reform legislation (Article 52-A of the Education Law, section 2590-h, subdivision 27), which "requires the chancellor to develop a plan in conjunction with the community school districts for providing access to school facilities" and emphasizes the relationship between the actual cost of school use to the fee charged (p. 6); and (2) the renegotiation of the 1994 custodial contract, which provides the Giuliani administration "a real opportunity for reform." The report concluded with two overarching recommendations: (1) a call for simplification of the entire fee structure with the goal of eliminating fees from 3 to 10 PM on weekdays and ensuring that any school-use charges reflect actual costs necessitated by nonschool-time activities; (2) an exploration of all options for reducing summer and weekend fees to enable community and volunteer groups to offer services in school buildings.

Based on her years of relentless advocacy for childcare, afterschool and related programs, Gail Nayowith offered several observations relevant to all aspects of OST system-building, especially to the years-long struggle to opening the schools for real. "Everything is a negotiation within the human services sector," Nayowith said. "You can never be complacent, especially if your program is discretionary (vs. mandated). Outside advocates play a crucial role in defining priorities, securing resources, fighting for what's next, keeping the drumbeat going. They keep the issue top of mind for other New Yorkers."

Moving Toward a Systemic Approach

The 1995 reforms—especially the Board of Education's agreement to create a systemic approach to keeping the public schools open from 3 to 6 PM—paved the way for a dramatically different working relationship between the custodian engineer's union and community partners. Robert Troeller, who has served as President of Local 891 for the past 20 years, described the process: "The principal determines whether an outside group can use the space; the custodian engineer confirms availability of the space and arranges for staff to clean the space before and after its use." Local 891 Vice President Andrew Samberg elaborated that under the reformed system, "the custodian does not charge the (service) fee—that is determined by the Chancellor's regulation D-180. We get reimbursed for the labor but we don't determine the amount. The Department makes the decisions about how much money we get. In the Chancellor's regulations, section 202 outlines what happens during the school day, while section 113 outlines what happens after the regular school hours." As Troeller put it: "In 2016, we gave up employer status as we moved away from the Indirect System of Custodial Care. Now we have the budgets but not the bank accounts." Under the new system, the custodian engineers were paid directly by the Department of Education[24] (they are DOE employees). The budgets for staff were separated, and a nonprofit organization, New York City School Support Services, was established to employ all custodial staff other than the head custodian engineers.

Troeller summarized the new relationship between the custodian engineers' union and community programs: "For many years, the custodian engineers had a bad reputation. The organization changed a lot. There have been no recent scandals, not even in the press. We try to have a good relationship with partner organizations and day-school occupants. Our members have ownership of the facilities—they have a sense of pride in their work. I have seen a change in the attitude of my members. They see themselves as part of the community. We're all here for the same reason: the children."

For the first time in a long time—perhaps ever—the advocates for robust afterschool programming and the people who run the buildings were aligning their interests and discovering reasons to work together.

Meet the People

The collaboration between research and practice played an important role in the evolution of the NYC youth-serving ecosystem. This photo highlights two key players within practice and research: Alison Overseth, then Board President of PASE, and Reginald Clark, a researcher who contributed to the early body of literature on the benefits of out-of-school time opportunities for youth.

Challenge #3: Translating Theory into Practice

The period from 1975 to 1995—a span when the New York City custodian engineers held sway over the use of the City's public schools after 3 PM—is notable in several other ways. The mid-1970s fiscal crisis rocked the City to its core, as New York careened to the brink of bankruptcy. The crack epidemic exploded, crime rates soared, and racial unrest plagued the City on numerous occasions.[25] At the same time, the City's foster care population surged to 50,000 children (in contrast to the 6,500 in care today), an increase fueled by the devastating combined effects of the crack and AIDS epidemics.

Keeping children safe became the mission for educators and youth workers in many neighborhoods. The widespread trauma generated innovation and active problem-solving across many sectors. In the nonprofit sphere, the collective advocacy efforts of the Neighborhood Family Services Coalition created opportunities for an array of community-based organizations. The Valley, Rheedlen Center for Children and Families, Pius XII Youth and Family Services, Good Shepherd Services, and others shared best practices that were developing in both community-based and school-based youth programs. "We needed examples," Geoff Canada recalled. "Michele Cahill and Karen Pittman were writing about positive youth development and there was real science behind the work."

The Emerging Theory of Youth Development

In the late 1980s and throughout the 1990s, Cahill brought to New York City the work that she and Pittman had introduced nationally—the science of youth development. Through the work of the New York-based Youth Development Institute, practitioners from Alianza Dominicana, Children's Aid, The Door, Good Shepherd Services, Phipps Community Development Corporation, Stanley Isaacs Neighborhood Center, Project Reach Youth, Graham Windham, and the Chinatown YMCA came together at the Fund for the City of New York to share ideas and create practical tools. The bedrock principles of youth development—sustained and caring relationships, a focus on youth strengths, involving youth in their own planning, activating youth voice in decision-making, acknowledging

and celebrating their efforts and accomplishments—represented a new way of looking at the assets of young people. And those principles were supported by research on youth development that identified the characteristics of settings that fostered positive developmental outcomes.

These young professional youth workers not only studied the new concepts, but they also amplified them. Based on research and their own personal experiences, they codified the approach in a series of easy-to-use, pocket-sized booklets that gained wide attention among youth work practitioners in New York City and nationwide. Hallmarks of their thinking included open communication, caring relationships, high expectations, a focus on strengths, and the ability to articulate and listen to others' opinions. Thanks to their shared work, programs began taking on a unified identity, based on common standards and values as well as a shared commitment to continuous improvement.

Youth Become Assets to Their Communities

Eddie Silverio, now an executive with Catholic Charities in New York City, remembers the kinds of youth development programs he benefitted from as a young participant, beginning in 1985. "I was blessed," he recalled. "I learned from the best. Richard Murphy (then head of Rheedlen) would always ask us, 'What do you want to do that we are not offering you?' We wanted a place to practice our break-dancing moves—and we got it. To me, that responsiveness is what good youth development programs are all about. I also remember John Bess (The Valley) setting up a mentoring program for us on Saturday mornings, linking us with successful men of color. We would have breakfast and a conversation. We were kids but we always showed up because these men, all of them, helped us see our futures." By 1989, Silverio became a key leader of Alianza Dominicana, working in Washington Heights on English as a Second Language, citizenship, and anti-drug programs. "I brought what I learned as a participant at Rheedlen—about being responsive, about being rooted in the community, about treating young people with respect and having high expectations, about creating opportunities for young people to contribute and lead."

These early youth development innovations contributed to the development of the Beacons, a bold citywide initiative that supported school-based youth services. The Beacons were conceived and launched by Richard Murphy when he became Youth Services Commissioner at the outset of the Dinkins administration (1990). Mayor Dinkins took on a national leadership role by investing significant public funding in youth services in the most distressed neighborhoods in the City. The original intent was crime prevention but, for the first time, programs promoting positive outcomes for all young people were well funded and designed to open schools during the nonschool hours as safe spaces for revitalizing struggling neighborhoods.

Silverio has spent his entire career as a youth worker. He recalled that in June 1992, Alianza's Beacon,

Meet the People

The Valley was one of many community-based organizations that pushed innovation within the New York City youth services field, and was known for modeling positive youth development. This photo shows two of The Valley's key leaders: founder, John Bess, and Reverend Dr. Alfonso Wyatt. At the time of this photo, Wyatt had moved into a role building the capacity of other youth-serving organizations as a Vice President at the Fund for the City of New York.

LaPlaza, quickly became the center of the community. "We had the right relationships and we built on them. We opened the Beacon with a huge youth conference and, that first summer, we ran eight community service projects, with voter registration, anti-smoking, and anti-drug themes. We enrolled 1,100 students of the 1,900 in the school. We also served 500 adults. We tried to replicate those magical things that we had learned from our mentors."

Darryl Rattray is another of the City's current youth services leaders who benefited from the early Beacons and other youth development programs. Now the Deputy Commissioner of the City's Department of Youth and Community Development, Rattray participated in a youth program operated by the Phipps Community Development Corporation at Lambert House, where he lived in the South Bronx. His career was influenced by the people he met during this period of his adolescence. Phipps received a Street Outreach grant that encouraged active youth engagement and included leadership development training. "We were the teen voice in Phipps' Beacon proposal in 1992," he said. "Because of that, we thought we owned the Beacon." His memories included "teenagers talking with other teenagers in a meaningful way, creating energy and synergy" as well as "learning to use computers early in my career. We were allowed to use the computers at Lambert House, even as teenagers." Rattray also had an opportunity as a teenager to join the Youth Force initiative sponsored by the Citizens' Committee for Children. After leaving New York City for college, Rattray returned to the South Bronx, where he joined the Beacon staff in 1995. Five years later, he received a job offer from the City's Department of Youth and Community Development. He noted that being trusted with the Lambert House computers allowed him to learn skills that he brought to DYCD, where he helped to develop the management information system known as OST Online.

In neighborhoods around the City, youth development principles were being introduced into more and more programs. Geoff Canada observed that "the Beacons provided real-world examples of translating youth development theory into policy." Alfonso Wyatt offered another example in his description of his work at the Edwin Gould Apprenticeship in the Crafts Program in East Harlem, a program that helped youth in foster care learn culinary arts skills. "We got interested in kids living in foster care. Some programs were held at the Young Adult Learning Academy. We worked with staff at JCCA (Jewish Child Care Association) to create a movement around independent living for kids in foster care. We were able to take kids away for a weekend and to infuse love and to change lives—positive youth development can be an agent of transformation, not just change. All this work was the forerunner of the Beacons. We were in the schools, after school. We had to build relationships and rapport. The educators wouldn't leave us alone in the building after 3:00 until they trusted us." Wyatt recalled, "Later, I told Mayor Koch (1978-89) that I had an idea—to help foster kids gain access to non-competitive civil service jobs. I got the idea from a young man I met who worked as a toll collector. Why keep kids warehoused when they could be contributing members of the community? We created the Public Service Academy, which represented two shifts: seeing young people as assets, not problems; and partnering with the City in new ways."

Meanwhile in Brooklyn, Good Shepherd Services began experimenting with new models of community- and school-based youth services. In 1972, the organization established a centralized service hub called the Family Reception Center that "envisioned direct personal services to children and families, advocacy on behalf of children and youth, and mobilization of the community to organize for action on its own behalf."[26] From this base, GSS staff delivered a variety of child welfare and social service programs as well as social and cultural enrichment activities. One of its early school-based innovations involved the creation of a community school initiative in September 1975 at P.S. 282 "in which the school becomes a hub for extended community activities, particularly those of youth and parents of the neighborhood."[27] This comprehensive program was organized around three sets of

"We were the teen voice in Phipps' Beacon proposal in 1992. Because of that, we thought we owned the Beacon."

– Darryl Rattray

Meet the People

In the 1990s, many new and expanded partnerships emerged, bringing together youth-serving individuals and organizations. These collaborations strengthened connections between school-day and out-of-school time providers. Pictured from left: Shelly Wimpfheimer, PASE Executive Director; Chris Caruso, then Children's Aid and later the Founding Executive Director of the Office of Community Schools for NYC Department of Education; Jane Quinn, Children's Aid; and Eric Schaps, Developmental Studies Center.

services: (1) family life education, using group approaches to meet family needs; (2) an afterschool and evening program of recreational and group activities for children, parents, and adults living in the neighborhood; and (3) learning enrichments for students that linked to the school-day curriculum. A year later, the model was extended to a second Brooklyn school, P.S. 10 and, in 1991, Good Shepherd drew on their decades of experience offering school-based youth services to develop one of the initial ten Beacon schools, at P.S. 15 in Red Hook, Brooklyn.

The Beacons: An Idea Whose Time Had Come

Several factors contributed to the significance of the Beacons: they built on the best available research about addressing youth needs and supporting young people's strengths; they engaged youth work innovators from across New York City and the nation; and they represented a breakthrough in systemic thinking and organizing. Geoff Canada recalled: "Then Dinkins (1990-93) got elected and Richard (Murphy) was appointed Commissioner of Youth Services. He got substantial funding for the Beacons, which was revolutionary." That story—about the initial Beacons funding and the changing political climate that led to significant new investment in New York City's young people—represents a critical link in the chain of events that took place in the early 1990s.

In January of 1990, shortly after his inauguration, Mayor Dinkins appointed a 15-member Study Group that was chaired by Former U.S. Attorney General Nicholas Katzenbach. The Mayor's charge to this high-level panel was to recommend ways the new administration could address the City's drug abuse problems, especially the crack epidemic. Herb Sturz, a former New York City Deputy Mayor, served as Special Advisor to the group, and Lucy Friedman served as its Executive Director. In its May 1990 report, the group made eight overarching recommendations, including the following: *The City should establish pilot community prevention efforts in every borough. These efforts would center on transforming nine Board of Education schools into community centers open 16 hours a day, 365 days a year. The centers would offer youngsters and adults social services, recreation, educational and vocational activities and would serve as the locus for stepped up community policing and anti-drug activities.*[28]

Chapter III of the Katzenbach report spelled out details of the "community pilot projects," observing that "The proposal for turning a school into a community center has been endorsed by Chancellor Fernandez and


Havens for Youths in Anti-Crime Plan

'Small universes' of hope are part of a wish list

Months of Surveillance Lead Agents to $13 Million Tool to Drugs

Officials say traffickers are increasingly exporting cash

Afterschool in the News

Source Article: The New York Times, October 11, 1990

The Beacons emerged as part of a multipronged strategy of the Dinkins administration to support community development in the early 1990s. This October 1990 article highlights the role of the Beacons program in Dinkins' anti-crime "Cops and Kids" strategy. The Beacons represent one of the educational and social programs within that plan.

draws heavily from the Community Schools Program developed by the State Department of Education and pioneered by the City's Board of Education. The United Federation of Teachers has proposed an even more ambitious program for 24-hour schools."[29] The Katzenbach report also outlined criteria for school selection, law enforcement and community anti-drug activities, training and technical assistance, integration of government services, outreach, community selection, governance, research, implementation, and funding. The estimated cost for each community pilot program was $1.4 million, and Chapter III's final note observed: "It is anticipated for this proposal, as well as the others in this report, that the funding would come from a combination of sources: the City, the State, the federal government, foundations and corporations."[30]

The report's Governance section emphasized the importance and role of community organizations, noting: "A broad-based community organization with strong neighborhood ties or a consortium of grassroots organizations would lead each pilot community project."[31] Although the report noted that the proposed program would triple the time during which a school was in use, there was no suggestion that schools would turn themselves into community centers on their own. Rather, the City's nonprofit community-based organizations would act as full partners, working closely with school staff and with other governmental agencies.

Less than a year after the Katzenbach report was released, the first ten school-based youth services centers, later dubbed "Beacons," were funded by the City in 1991. Michele Cahill recalled that "When Dinkins got elected in late 1989, we had already started to connect the intellectual underpinnings and positive youth development theories to the practice of youth development in New York City. Murphy, as Youth Services Commissioner, got then-Deputy Mayor Bill Lynch interested in these 'school-based community centers' that became the Beacons. The initial ten Beacons were placed in the City's highest-crime, lowest-income neighborhoods, including Hunts Point and Mott Haven."

An excellent summary of the New York City Beacons was prepared in 2005 by Peter Kleinbard, the then-director of the Youth Development Institute. By that time, the initiative was mature and generally accepted as a part of the New York City out-of-school-time landscape. Kleinbard describes the breadth and depth of the Beacons' work as it neared the 15-year mark:

"There are currently eighty Beacons in New York City. Based in local schools (primarily middle schools), the Beacons are operated by fifty-seven community-based organizations and serve 140,000 young people and families. Programs include after-school and evening activities such as homework and tutorial assistance; literacy programs and preventive services; General Educational Development, English as a Second Language, and computer courses, and recreational and cultural activities such as basketball leagues, arts and crafts, theater, and dance. Services are tailored by local organizations working with advisory panels to meet the needs of each community in which Beacons are located. Young people serve on these councils and have a

major role in advising and working in programs."[32]

This description highlights how Beacons do their work: by providing a wide array of developmental supports; by extending learning opportunities outside the regular school day; by serving families and community residents; by offering leadership opportunities to young people and others; and by responding to community needs. In the years since Kleinbard's article was published, the City added 12 new Beacons for a total of 92 and, in 2024, baselined the Beacons budget, thus ensuring their stability and sustainability. Equally important, as we will describe later, the systemic approach of the Beacons initiative ultimately became the model for the subsequent development of New York City's out-of-school-time system.

"We Were Inventing a Field"

Geoff Canada summed up the significance of the Beacons: "We embedded youth development and child welfare into these schools. We were pioneers—we were inventing a field." That field included not only the nonprofit organizations selected to partner with the high-need New York City public schools that became Beacons but also an array of capacity-building supports that Michele Cahill and other leaders developed. As part of that effort, several organizations played a unique and central role in building the field of youth development in New York City. The key players included:

The Partnership for After School Education (PASE), now 30 years old, works across the afterschool field to provide training and networking opportunities on an ongoing basis. It currently works with 1,600 afterschool organizations, substantially more than it did at its outset. In addition, PASE regularly receives capacity-building contracts through the City's Department of Youth and Community Development, enabling it to become an official partner of the City's out-of-school-time system.

"We embedded youth development and child welfare into these schools. We were pioneers – we were inventing a field."

-Geoffrey Canada

The Youth Development Institute, founded in 1991 under the sponsorship of the Fund for the City of New York, initially worked to build the capacity of the City's Beacons to implement high quality programs and services. Subsequently, the Institute created a National Beacons Network, assisting colleagues in seven other areas (Denver, Minneapolis, Oakland, Palm Beach County, Philadelphia, San Francisco, and Savannah) to adapt the New York City model to their local needs and assets.[33]

Networks for Youth Development, launched in 1996, created avenues for other sectors, such as municipal Parks and Recreation Departments, to adopt the youth development philosophy and design principles. This effort was a three-year intensive learning community that sought to capture both research and practitioner expertise.

The Management Initiative, also sponsored by the Fund for the City of New York with substantial funding from the DeWitt Wallace-Reader's Digest Fund beginning in the early 1990s, helped key New York City nonprofit organizations plan and manage their growth by attending to financial, human resource, governance, facilities, and other administrative issues. Several of the City's most prominent youth organizations (including Good Shepherd Services, the Rheedlen Center for Children and Families, El Puente, and Alianza Dominicana) benefitted from opportunities to participate in annual cohort groups sponsored by this multi-year initiative.

Leading, and Learning from, a National Movement

As the work in New York City evolved, local youth development leaders connected with like-minded colleagues around the country. The Carnegie Corporation of New York, through its operating program known as the Carnegie Council on Adolescent Development, issued a landmark study in December of 1992 entitled *A Matter of Time: Risk and Opportunity in the Nonschool Hours*. The report both drew on and advanced many of the key points that Karen Pittman and Michele Cahill had outlined in their initial writings about positive youth development. In fact, Pittman and Cahill wrote two of the 12 background papers that the Carnegie task force

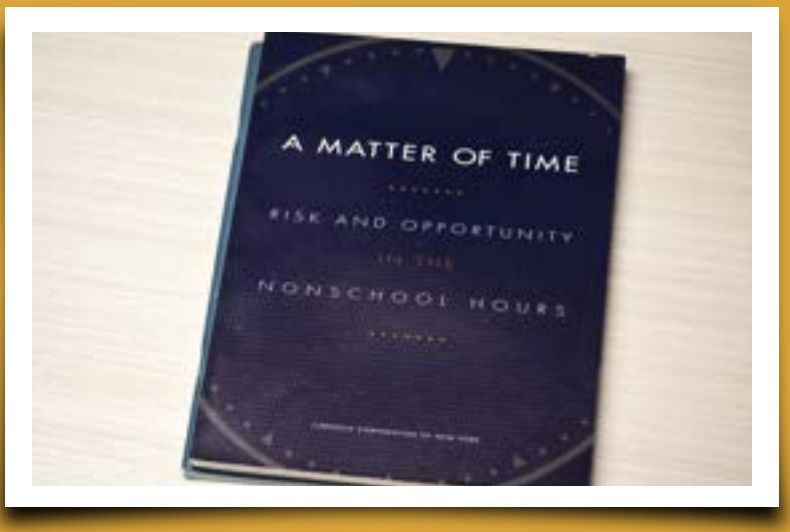
commissioned,[34] and Karen Pittman served as one of 26 members of the task force itself.

The report argued that young adolescents, ages 10 through 15, "do not become adults without assistance. They are profoundly influenced by experiences they have at home and in school, but they are also affected by experiences in their neighborhoods and the larger community during the nonschool hours. The importance of community environments and institutions in contributing to the development of young adolescents is well supported by research and practice....Yet few American communities work consciously to seize that opportunity."[35]

Among the report's recommendations was the idea that "schools should work with community agencies to construct a unified system of youth development, a joint enterprise that recognizes the common goals of schools and community agencies while respecting their inherent differences and strengths."[36] Philip Coltoff, CEO of The Children's Aid Society at that time, served as a member of the task force that guided the development of *A Matter of Time.* He was a strong advocate for a unified systems approach as a result of Children's Aid's work between 1989 and early 1992 to create a full-service community school model at Intermediate School 218 in Washington Heights.

Issued in part as a policy report, *A Matter of Time* immediately gained the attention of Attorney General Janet Reno. Using her bully pulpit, she called attention to the risks inherent in the nonschool hours as "prime time for juvenile crime."[37] Two years later, the U.S. Congress created the 21st Century Community Learning Centers program, the first major federal initiative designed to expand the quantity and quality of afterschool programs in the United States. Incorporated into the Improving America's Schools Act of 1994, the program was launched with an initial appropriation of $750,000. It is currently funded at over $1 billion annually. As the Clinton administration began to implement this new initiative, the New York City Beacons showed up on their radar. Geoff Canada recalled that "Janet Reno came to see the Beacons, to find out how to take them national. Secretary (of Education) Riley and Alice Rivlin (Director, Office of Management and Budget) came to the Countee Cullen Beacon. What came out of this interest was the 21st Century Community Learning Centers program. There were a lot of ups and downs, but the Feds liked the Beacons and tied them to crime reduction (the program became known as "Cops and Kids"), based on a theory that turned out to be true. Crime went down but it was all attributed to the cops. But I think the work with kids, investing in kids, really helped."

Loosening the grip of the custodian engineers' union and the successful launch of the Beacons marked critical advances. By now it was undeniable that two decades of advocacy by New York City youth workers had resulted in a movement. Plenty of work still needed to be done if the City's children and teens were to enjoy a safe and stimulating school-age experience—both in the classroom and beyond—but the way forward had become clear.



From the Afterschool Archives

Throughout this era, research played a key role in supporting the development of emerging local policy and practice. The Carnegie Corporation of New York's report, A Matter of Time: Risk and Opportunity in the Nonschool Hours, was one of the key pieces of research used to underscore the significance of the nonschool hours.

Meet the People

Private funders were critical to the New York City afterschool and youth development landscape. They played a role in funding youth development and afterschool programs, supporting the development of the emerging and growing workforce, and accelerating innovation. This photo shows Laurie Dien (right) of The Pinkerton Foundation alongside Michele Cahill (left).

Challenge #4: Securing Stable, Adequate Funding

Richard Murphy's obituary in *The New York Times*, published the day after his death on February 14, 2013, noted that the City's youth services budget increased from $20 million to $70 million under his leadership as Commissioner. One of Murphy's signature achievements was doing the hard political work necessary to redirect youth services funds that had been earmarked for a prison barge on the East River. He made the argument that youth programs such as the Beacons were an important anti-crime tool.[38] Shifting funds from one end of the services spectrum (in this case, corrections) to the other (delinquency prevention and positive youth development) was consistent with the Katzenbach Commission's advice about possible ways to fund the "pilot community prevention efforts."

As it turned out, the Beacons accounted for some but not all the increases in the youth services budget during the Dinkins administration. On Murphy's watch, the City crafted several other innovations, including a YouthLine that generated thousands of calls a week and a Youth Mapping Project that enlisted teens to conduct research on available services and identify gaps within the current youth services system. By the end of the Dinkins administration, there were 37 Beacons, with at least one located in each City Council district[39]—a strategy that anticipated the possible need for widespread advocacy efforts in the future.

A Busy Time for Youth Advocates

That need arose almost immediately with the advent of the Giuliani administration. Gail Nayowith of the Citizens' Committee for Children recalled the sharp contrast between the two administrations: "Dinkins had good will toward afterschool and youth development but not a lot of money. Murphy was brilliant in his role, inside and outside, so you could build infrastructure and make other progress, even without a lot of program money. Giuliani was an unmitigated disaster—for individuals, organizations, and the field. He began reforms in the child welfare system but did nothing for youth services or afterschool. He had no feel for youth development or 'upstream' services."

Michelle Yanche became the director of the Neighborhood Family Services Coalition in 1993, at the end of the Dinkins administration: "It was an amazing time in youth development," she recalled. "I landed in the center of a rich landscape…But it quickly became a dark time, with Mayor Giuliani proposing a $25 million cut to youth services, which at the time was a massive reduction. I remember a key meeting at the Fund for the City of New York with all the coalitions—the Neighborhood Family Services Coalition, United Jewish Appeal, Federation of Protestant Welfare Agencies, United Neighborhood Houses, and others. We created the Emergency Campaign to Restore

Foundations Collaborate to Ease Strain of Government Budget Cuts

Afterschool in the News

Source Article: The New York Times, July 7, 1991

In tough financial times, private foundations have often stepped up to meet needs, including in youth services. This 1991 article outlines how fourteen foundations responded to a city budget deficit by creating the Apple Fund, which directed resources towards youth services. Then Youth Services Commissioner Richard Murphy is quoted, stating this was "a challenge to other philanthropies, corporations and individuals to act."

Youth Programs, aka ECRYP, which may have been the worst name ever. Fighting these cuts brought the field together—child welfare, prevention, youth development—and we became a stronger advocacy force in the City. In response, Giuliani ended up expanding the Beacons, based on their role in reducing criminal behavior and drug use. The Beacons became one example of schools that were accessible for community use. This led to the Out-of-School-Time (OST) initiative under Mayor Michael Bloomberg, which provided dramatic increases in resources for afterschool."

Yanche also noted that "youth services are mostly City-funded through tax levy money, with little state funding. These services are always targeted for cuts, although some of the funding is now baselined (made part of the City's core budget). Our advocacy helped the City Council own the work—they became champions against Giuliani. But City Council ownership creates a problem, because funding cuts for discretionary programs like afterschool are always a budget reduction target for the Executive Branch. We still live with that. It requires mobilization every single year."

The 1996 merger of the City's Department of Youth Services and its Community Development Agency marked another key moment. It led to the creation of the present-day Department of Youth and Community Development. As Alfonso Wyatt recalled the decision: "No one knows this, but I planted the seeds for DYS and CDA to come together to create DYCD. They didn't want to do it. But I could see how important the merger was in relation to what was about to be born. For example, young people could become workers in these programs. And asking young people what they need—that was revolutionary." The merger created opportunities to think differently about the diverse funding streams available to the new department; for example, anti-poverty dollars that had been the purview of Community Development could now be made available to Youth Services for summer youth employment programs. And the now-prevailing positive youth development philosophy and principles could bring coherence to a larger cadre of publicly funded programs and services.

The Essential Contributions of Private Philanthropy

"The role of private philanthropy is important to all this work," observed Michelle Yanche. "Several private foundations have invested in our advocacy efforts. They discovered that there was a lot they could do within the boundaries of what is allowable under the law." Yanche cited the work of the Pinkerton Foundation in particular, describing Joan Colello, Pinkerton's former Executive Director, as an early investor in youth development advocacy, noting that the NYC Youth Funders Network and Philanthropy New York also took an active interest in this work. Yanche and other sources cited

the critical roles played by several other local and national foundations in the development of New York City's afterschool movement, including the Aaron Diamond Foundation, Altman Foundation, Charles Hayden Foundation, Charles Stewart Mott Foundation, Clark Foundation, J.P. Morgan, New York Community Trust, Robert Bowne Foundation, Rockefeller Brothers Fund, Wallace Foundation, and others.

Reflecting on her 26-year tenure on the staff of the Pinkerton Foundation, Laurie Dien, now Vice President and Executive Director for Programs, observed that, in addition to supporting advocacy on behalf of the field, private philanthropy makes essential contributions by fostering innovation, building capacity, funding intermediaries, ensuring quality, and complementing government funding. "It's very important for foundations to come together," Dien added. "We learn from each other all the time and partner with one another when we identify opportunities that align with each other's priorities, with the goal of enhancing the field." Several interviewees recalled the important role played by the late Janet Kelley (former director of Project Reach Youth and, subsequently, the Partnership for After School Education) in convening private funders through the Youth Funders Network and connecting them with leaders in the afterschool and youth development fields.

Private philanthropy has also provided critical support for the work of individual agencies—especially by addressing the shortfalls in government funding. For example, the Beacons per-site funding remained constant for more than 20 years while the cost of living and the true cost of running a Beacon center increased dramatically. Many organizations, realizing that one of the key tenets of youth development is providing young people with consistent adult relationships, sought private funding to increase youth worker salaries and pay fair and competitive wages to their staffs. Fortunately, a group of local and national foundations had enthusiastically embraced the importance of afterschool and youth development programs and committed to supporting the effort.

A rigorous analysis of OST systems-building investments in six U.S. cities noted that "foundation funding is often important for ambitious system-building efforts to get launched and to advance. Without generous outside support, most cities do not have available resources in their agency budgets to finance OST system planning and development at the scale they desire."[40]

A Challenge Extended and Addressed

The creation of The After-School Corporation (TASC) in 1998 further accelerated the evolution of a citywide afterschool system. Philanthropist George Soros challenged the City to bring afterschool programs to scale, by offering $125 million that required a 3:1 match. Led by Lucy Friedman (staff director of the Katzenbach Commission), TASC became an intermediary organization that advocated for afterschool as a public responsibility and created a program and cost model for going to scale. An initial design choice involved basing the programs in schools rather than

Meet the People

As the youth development field grew, key stakeholders often collaborated to meet the growing and evolving needs of the sector. For instance, the Partnership for After School Education (PASE) and The After-School Corporation regularly collaborated, with PASE often providing professional development services on TASC funded projects. This photo shows Janet Kelley (PASE) and Lucy Friedman (TASC) at a convening.

in community centers. As Friedman observed: "Our arguments for school-based rather than community-based were both that as taxpayers we were investing in the schools already but also that we would serve the most alienated/disorganized families for whom getting their children to a separate building would be a challenge. This would be especially true at the elementary level."

According to Friedman, TASC initially considered three overarching financing options: (1) giving the money to the Board of Education and letting it oversee the program; (2) having TASC run the afterschool programs (patterned on a highly regarded model in Los Angeles); or (3) having TASC serve as a funder of community-based organizations with afterschool experience. TASC chose the third option, based largely on the quality of existing providers. Having made that choice, TASC created a program model that featured sponsorship and operation by a community-based or other nonprofit organization; the programs were required to serve a specific percentage of the students in the school, employ a full-time project coordinator, regularly communicate with the host school, and offer extensive opportunities for staff development. Equally important, the programs were expected to focus on participants' academic and social growth.[41]

In conjunction with its program model and in concert with key leaders in the field, TASC created a cost model that, according to Friedman, "caused a lot of pain." Many of the provider agencies considered it a thin model (at $1,000 plus $200 in-kind from the DOE per participant per year). The providers realized that, if they participated, they would have to supplement the TASC allocation. Despite needing other funding, afterschool providers responded to the April 1998 Request for Proposals and opened 25 programs the following September. New cohorts were added in subsequent years.

An excellent summary of TASC's accomplishments, including those related to financing, was offered by the Collaborative for Building After-School Systems, a national organization founded by TASC and two other afterschool intermediary organizations (Providence After 3 and After School Matters). In their 2007 monograph outlining the essential role of intermediary organizations in the afterschool field, the authors wrote:

"When TASC was created in 1998, with a $125 million challenge grant from the Open Society Institute, its goal was as simple as it was audacious: to make after-school a public responsibility and universally available. In order to influence conditions in New York City, TASC was structured to perform several intermediary functions at once. On the finance side, TASC raised money for after-school programs, re-granted funds, and managed the grants. On the program side, TASC established systems for monitoring—and improving—program quality, while also taking on training, curriculum development, and advocacy. In its nine years of operation (the time until the release of this 2007 report), TASC has increased the availability, quality, and sustainability of programs in New York City, New York State, and New Jersey; leveraged more than $490 million in public and private funds; and served over 250,000 children."[42]

The report goes on to note that the TASC initiative resulted in dramatic increases in both the availability of comprehensive afterschool services and the financing to support program expansion: "By fiscal year 2008, the number of children served in comprehensive programs will have increased to more than 110,000 per year, up from 10,000 in 1998. Public funding has increased from $60 million in 1998 to more than $200 million. The first stage of this expansion was fueled by TASC's public and private fund development strategy, which included getting the state to fund an after-school initiative that uses TASC as its model."[43]

TASC was operating in a rapidly changing environment. Friedman recalled several important developments at that time, including: the launch of the federal 21st Century Community Learning Centers program; the passage of so-called welfare reform that required many public assistance recipients to find a place in the workforce; the publication of a report by Fight Crime: Invest in Kids,[44] a law enforcement organization that supported increased investments in afterschool programs; and reports showing poor academic performance of American students on international comparisons. She also observed that "in other parts of the country, afterschool programs and systems were burgeoning: Boston After School and Beyond, LA's BEST, the Wallace-funded MOST (Making the Most of Out-of-School Time) initiative, and the Virtual Y were all launched, although not all of them were at scale. Many didn't have the same ambitions as TASC, which included scale and public funding."

After-Classes Program Increases to 50 Schools

Afterschool in the News

Source: The New York Times, February 26, 1999

The combination of the many different factors named in this report - private funding, government collaboration, advocacy and a growing field of practice - allowed afterschool programming to expand and scale in the late 1990s and 2000s. This February 1999 New York Times article outlines what scaling looked like at TASC in its early years.

Based on these ambitions, TASC contracted with Elizabeth Reisner, co-director of Policy Studies Associates, to evaluate the results of TASC-funded programs and provide evidence of the soundness of this investment. Four national foundations supported this multi-year assessment: Charles Stewart Mott Foundation, Carnegie Corporation of New York, William T. Grant Foundation, and Atlantic Philanthropies. Researchers collected data over four years from 96 TASC afterschool programs and their host schools. The evaluation answered questions about quality and scale in program implementation, program effects on participating students, and program practices linked to student success.

School principals reported significant benefits for students who participated in TASC projects, with 95 percent indicating that TASC gave students access to activities not available during the regular school day. At the elementary and middle school levels, the data on academic performance and school attendance showed that "participation in TASC activities was linked to improvements in both areas, especially for students who participated regularly in TASC programming over two consecutive years."[45] At the high school level, TASC participants showed significantly improved school attendance after a year of program participation, when compared to similar nonparticipants.

The evaluation outlined a set of program practices that were associated with the greatest benefits for students, and noted: "Together, these characteristics suggest that effective programs were likely to be staffed and managed with a clear intent to promote academic learning, often through project-based, interdisciplinary activities that engaged students in learning experiences that differed from those of the regular school day…Effective projects also provided opportunities for exercise and fun after school."[46]

The bottom line, according to Reisner: "Overall, George Soros and Herb Sturz succeeded in demonstrating that high-quality after-school programs could be delivered at scale within acceptable cost and institutional parameters. Moreover, new program sites could be swiftly staffed and launched and could almost as quickly meet high levels of enrollment and program quality. The TASC evaluation confirmed high levels of continuous youth participation in TASC programs and adherence to TASC's published priorities, including close collaboration with host schools, provision of healthy snacks and meals, and employment of qualified staff, with regular opportunities for staff development."

Friedman observed that, when Michael Bloomberg succeeded Giuliani in 2002, "We had the data and the cost model. Ester Fuchs, his senior advisor, and P.V. Anantharam of the City's Office of Management and Budget agreed to make this a major initiative. We insisted that middle class schools be included, on the theory that the political support for high quality programs might not be as great if the initiative served only low-income kids. The focus on policy was critical to our success. We hired a Government Relations person on day one. We got Governor Pataki to start the Advantage Afterschool Program at the state level, based on our model. All subsequent mayors supported it. We became part of the fabric of the City."[47]

Challenge #5: Building a Comprehensive Citywide System

When Michael Bloomberg became Mayor of New York City in January of 2002, "he hired an advocate," observed Jeanne Mullgrav as she described the Mayor's decision to appoint her as Commissioner of the Department of Youth and Community Development. "I had spent the previous six months working for The After-School Corporation but, in addition, I grew up on the Lower East Side and benefitted a lot from afterschool programs at the Church of All Nations and then at Grand Street and Henry Street Settlements. I got my first job at Henry Street. Those experiences developed my lens. I started as Commissioner on the heels of 9/11. The city was in crisis." The trauma of the September 11 attacks was pervasive, especially among young people, many of whom reported feeling unsafe at home, in school, and in their neighborhoods.

Mullgrav and her team set to work increasing the quality of, and access to, afterschool programs. "I saw uneven quality in the programming, with high performers and low performers. It was a mishmash of programs that were missing a sense of overall direction. The Mayor tried to get data, using Comstat (a data system used by the Police Department) as a model, but the afterschool numbers were not reliable. We pushed to invest in evaluation and research. For example, the team built a management information system, OST Online, that was tailored to the needs of the emerging system."

Strategic Alliances

Mullgrav observed that TASC had done a great job of building public good will toward universal afterschool and public investments. But she quickly learned that "getting the funding was not easy." For example, at the time, there were 22 City agencies that worked with youth. DYCD was number seven in funding, after the Department of Education, the Administration for Children's Services, Health, Mental Health, Homeless Services, and the Human Resources Administration. "DYCD had the mission but not the money. We had some difficult conversations with our City colleagues. The Administration for Children's Services was determined to keep their childcare resources. The Mayor signed off on transferring money from ACS to DYCD around services for five-year-olds. The issues with the DOE were long-standing, of course. That was not a fight I began."

Mullgrav found a solid partner in

Ester Fuchs, who served as Mayor Bloomberg's Special Advisor for Governance and Strategic Planning during his first term (2002-2005). On loan from Columbia University's School of International and Public Affairs, Fuchs recalled that she "had no direct reports and was able to develop my own portfolio opportunistically." Her focus on afterschool evolved from earlier work with the Department of Education, where she saw that there were many other key players already active in the formal education space. She recognized both a need and an opportunity in the afterschool arena, and she was particularly taken with the data showing that young people spend more time outside of school than in school.[48] "That went 'bing' for me," she remembered. Fuchs came to see that a focus on afterschool could complement and advance the Mayor's education agenda. Among other changes, that agenda included gaining mayoral control of the New York City public schools, an important success that the Bloomberg administration achieved early in its first term.

The Out-of-School-Time (OST) planning started in the Fall of 2003 and lasted a full year. Fuchs remembered that "we were successful because there were models—Good Shepherd Services, the Federation of Protestant Welfare Agencies, Rheedlen Center, the YMCA, United Neighborhood Houses. New York City had excellent providers and we weren't starting from scratch." Nancy Devine of the Wallace Foundation approached Fuchs about the possibility of funding the planning process as part of a six-city initiative on out-of-school-time. The initiative had three goals: (1) ensuring program quality; (2) ensuring equity, given the changing demographics of New York City; and (3) addressing available data about the amount of time young people spend out of school vs. in school.

"People shared what they knew–and that was critical to our success. They were acting in good faith, even though some of the largest and wealthiest organizations knew they might lose funding in this realigned system."

-Ester Fuchs

Fuchs concurred with Mullgrav in remembering that "we found a fractured system. The afterschool money was scattered among 12 different departments and there was no cross-agency collaboration. The data was bogus. The Giuliani administration counted everything from a one-time event to a five-day-per-week program, which ended up with a count that showed more kids participating than even lived in the City. We decided to be much more rigorous and count only regular, ongoing programs. I sold it to the Mayor because it supported his education agenda—and because it's really important to kids. Kids need this."

This citywide effort built on the growing national knowledge about out-of-school time. In 1997, the Wellesley School-Age Child Care Project—a pioneering national organization that advocated for innovative childcare policy solutions—changed its name to the National Institute on Out-of-School Time. The shift reflected an important change in emphasis and introduced new language to the afterschool field. A second critical event at this same time was the publication of research by Harris Cooper and his colleagues documenting the harmful effects of summer vacation on students' academic achievement, noting a particularly pronounced negative effect on youth living in low-income communities.[49] Both of these events served as catalysts for change in the youth development and afterschool fields across the country. In New York City, for example, the "out-of-school time" language became embraced by the system and summer increasingly became a focal point of policy and budget discussions.

All-Hands-on-Deck Planning

With a substantial ($12 million) five-year Wallace grant to the Mayor's Office in hand, Fuchs and Mullgrav quickly engaged other partners, including Mary McCormick at the Fund for the City of New York and Gail Nayowith at the Citizens' Committee for Children. "McCormick had excellent planning skills and capacity," Fuchs recalled. "And Nayowith brought expertise about the citywide afterschool landscape." The group mapped the amount and allocation of afterschool money available across the public agencies. They also analyzed where young people lived and where services were needed. Mullgrav recalled that "Manhattan had a disproportionate number of

Meet the People

Then DYCD Commissioner Jeanne Mullgrav speaks to participants at a citywide PASE annual conference in 2011. Mullgrav led DYCD through the majority of Mayor Michael Bloomberg's tenure, and was pivotal to developing NYC's current OST system.

programs, so we spread the wealth, first to Brooklyn, then to the Bronx and Queens. It was about rightsizing the resources." As part of the Wallace Foundation funding, the Citizens' Committee for Children researched and published a series of reports in 2003-5 that addressed critical issues such as supply and demand, best OST practices, funding regulations, and public opinion about OST.[50]

The leadership team combined this City agency planning with an integrated community-based process. This initiative was co-chaired by Geoff Canada (Rheedlen/Harlem Children's Zone) and Nancy Wackstein (United Neighborhood Houses) and supported by the Fund for the City of New York. Fuchs observed that "we organized a series of working groups. People shared what they knew—and that was critical to our success. They were acting in good faith, even though some of the largest and wealthiest organizations knew they might lose funding in this realigned system."

These working groups addressed a wide variety of issues including program costs, program redesign, evaluation, and capacity-building. But, as Fuchs observed: "A big decision involved the choice of DYCD as the appropriate home for OST. The implementation of the plan needed to be done by a city agency, not City Hall." The Mayor's office played a critical role, however, in building the system and increasing the funding from $46.4 million in 2005 (based on the December 2004 Request for Proposals) to $76.8 million in 2006, then to $105.3 million in 2007.

The 2004 Request for Proposals described the City's OST vision in these words: *A quality OST system offers safe and developmentally appropriate environments for children and youth when they are not in school. OST programs support the academic, civic, creative, social, physical, and emotional development of young people and serve the needs of the city's families and their communities. Government, service providers, and funders are partners in supporting an accountable and sustainable OST system.* The RFP offered three funding options: the largest, Option I, funded school-based programs at the elementary, middle, and high school levels; Option II supported OST programs, including those based in community centers, that used private match funds to underwrite at least 30 percent of their budgets; and Option III funded programs at parks sites, operated in collaboration with the Department of Parks and Recreation. According to Mullgrav, "We realized that lots of kids needed other options besides school-based programs…Part of our systems-building involved creating additional venues for youth participation."

More Than Programs

New York City's OST system was designed to be comprehensive. In addition to providing direct service grants to nonprofit community-based organizations to operate programs

in schools, community centers, and parks, the new system included components that would address quality, access, and sustainability. These included: capacity-building contracts; a tailored data management system; conceptual frameworks; research and evaluation; market research; resource and referral operations; policy and advocacy; attention to workforce issues; and inter-agency collaboration.

Capacity-Building: "I committed to capacity-building," Mullgrav observed. "We added a lot of small agencies to the portfolio, but we had to make sure they had the capacity. We doubled their budgets in some cases, and that was a stretch." To address this and other needs, DYCD contracted with The After-School Corporation and the Partnership for After School Education to provide training and on-site coaching for funded programs across the system. These multi-year contracts focused on the core systemic issues of quality, access, and sustainability. According to DYCD Deputy Commissioner Denice Williams, DYCD has adopted the mantra that "quality service depends on capacity-building and evaluation." She added that Mullgrav made the first tax-levy investment in capacity-building for OST, and that now DYCD has the largest capacity-building investment of any City agency.

Data Management: Wallace funding supported the development of OST Online, which allowed DYCD and its funded programs to track participant attendance. Denice Williams observed that OST Online contributed immeasurably to the ability of the external evaluators (Policy Studies Associates and American Institutes for Research) to conduct their work. "The only reason we have data is because the Wallace Foundation invested in the development of OST Online."

Conceptual Frameworks: To guide program planning and implementation, DYCD offered its grantees research-based conceptual frameworks on a variety of topics, including Positive Youth Development, Social and Emotional Learning, and Circles of Support (an approach to family engagement that acknowledges that not all young people live with their biological families). These frameworks were also integrated into the work of the capacity-building organizations, who provided training and coaching for grantees on strategies for integrating these concepts into their programming.

Research and Evaluation: DYCD contracted with Policy Studies Associates to conduct annual evaluations of the OST initiative. The first year report, issued in December 2006, explored program implementation and early findings on participant engagement in OST programs and associated academic and social development outcomes.[51] The second report examined evidence of programs' efforts to improve quality and scale.[52] The third year report explored "the associations among OST program quality, patterns of youth participation, and youth outcomes, using known features of high-quality programs as identified through previous research…Finally, the report described the extent to which the OST initiative has helped to build a system for comprehensive OST

The Bell Rings but the Students Stay, and Stay

By JODI WILGOREN

Afterschool in the News

Source: The New York Times, January 24, 2000

This January 2000 article looks at the expansion of out-of-school time services in cities across the country, and describes the growing movement as a "reimagining of the school day for the first time in generations." In particular, the piece highlights examples in and voices from Boston, New York City, Chicago, and Los Angeles. One scene showcases an afterschool theater program based in a Bronx elementary school.

services in New York City, including development of the capacity of provider organizations to deliver high-quality services and meet the needs of working families."[53] In subsequent years, DYCD contracted with the American Institutes for Research to conduct additional evaluation studies of selected aspects of the OST system.

Market Research: As part of the citywide planning process, DYCD conducted focus groups with parents to learn how parents access information and make decisions about their children's out-of-school time. Parental satisfaction with current OST choices and barriers that prevent program participation were also studied.

Resource and Referral Operations: As part of its systemic approach, New York City developed three resource and referral efforts—Youth Connect, Citywide 311, and OST Online (which evolved into DYCD Online and then into DYCD Connect). All were designed to provide families with information about afterschool programs across the City. Coordinated by DYCD and the City of New York, these supports aimed to address the "increasing access" goal of the City's plan. DYCD Connect became the agency's first public-facing portal to give families the ability to search for and apply to all DYCD-funded programs.

Policy: DYCD created a *Comprehensive Policy Guidance Manual* to support the work of grantees in program implementation. The Manual outlines policies on school-age child care, incident reporting, social media use, background clearances, health regulations, and other issues.

Advocacy: The advocacy community participated actively in the 2003-4 OST planning process. The advocates remained involved during the debates over proposed budget cuts amidst the fiscal challenges of the Bloomberg years. As time went on, the advocacy organizational structures changed, although some of the people stayed the course and continued the struggle. Michelle Yanche recalled that "At the end of the Bloomberg administration there was a need to re-procure the afterschool system at a time that coincided with a parallel re-procurement of the childcare system. In both cases, there was a need to invest substantial new resources to support the rate increases required to account for cost increases over the lifespan of the previous contracts. Without such investment, both systems would have had to be substantially reduced and many children and youth would have lost care. Realizing that the two systems were at risk of being pitted against each other in the city budget process, the youth advocacy and childcare advocacy communities (the NYC Youth Alliance and the Emergency Campaign for Child Care) came together to form the Campaign for Children. This was the first time that afterschool and early childhood advocates worked together in a combined advocacy effort, calling for an investment of new resources—over $150 million—a level that had never previously been secured in a single year. Everyone predicted that this collaborative advocacy effort would fall apart—but instead it succeeded in securing the full $150+ million and went on to drive historic investments in both afterschool and early childhood systems. And it's still going."

Workforce Issues: DYCD's willingness to invest in capacity-building recognized the significant workforce issues facing afterschool providers—low wages, regulated child-to-adult ratios, the part-time nature of the work—and, in response, the agency created multiple opportunities for staff to gain new skills and experience upward mobility while staying in the field. These investment decisions had a strong equity focus because many of the beneficiaries of the capacity-building efforts were young people of color living in low-income neighborhoods—young people who wanted to give back to the communities in which they grew up.

Interagency Collaboration: New York City's OST system requires close working relationships between DYCD and other city agencies, especially the Department of Education and the Health Department. This collaboration takes place through both formal and informal mechanisms, including Cabinet meetings convened by the Mayor's office and ongoing relationship building among senior staff.

In reflecting on this systems-building effort, P.V. Anantharam, whose work at the City's Office of Management and Budget from 1987-2017 involved helping to determine funding levels for OST, observed that Jeanne Mullgrav and her team "understood how to strengthen and solidify the afterschool program. She gave the initiative an identity, consolidated a hodge-podge of programs, and made the Department's work coherent and compelling. Afterschool has always been susceptible to cuts because

From the Afterschool Archives

In late 2013, DYCD crafted a retrospective report that documented the growth and evolution of the city agency and of the overall OST System under the Bloomberg administration. This letter from then Mayor Michael Bloomberg highlights the impact that these additional investments in and restructuring of DYCD had on NYC children, youth, and families.

people didn't know what they were cutting. Mullgrav made it clear what the money went for and the meaning of the expenditures—the benefits to the City and its economy. She gave the program structure. The procurement process she started was critical."

The 2007 study of OST systemic investments cited earlier noted that "Out-of-school-time (OST) programs play a vital role in many children's academic and social development. To address the growing demand for and interest in these activities, a number of US cities have initiated efforts to create OST systems—coherent, shared infrastructures designed to support, coordinate and sustain OST programs citywide…There is no single blueprint for building successful OST systems or for helping local leaders project the relevant costs of developing and maintaining them. In many ways, city-level system-building efforts are charting new ground."[54] In New York City, that new ground—at least temporarily—became a relatively stable place, one that survived and grew with changes in the political and economic environment.

New Mayor, Renewed Commitment

Bill Chong worked at DYCD twice: from 2003-2011 as Assistant Commissioner and then as Deputy Commissioner for Youth Services, working closely with Jeanne Mullgrav during the Bloomberg administration. He returned to DYCD as Commissioner from 2014-2022 under Mayor de Blasio. The continuity contributed to a relatively smooth transition between administrations as the OST system matured. Chong credited Mullgrav with hiring people who had solid nonprofit sector expertise (Susan Haskell, Denice Williams, Tracy Caldron) and said that he retained and promoted "all the good people that Jeanne had hired." He believes that the relative stability of DYCD staff over this 20-year period allowed the agency to focus on policy, program improvement, and stabilization of the funding bases.

Candidate de Blasio ran on a children's agenda in the 2013 race, and Chong understood the new Mayor's priorities: making Pre-K programs universal, making OST programs universal at the middle school level, and increasing by 100 the number of community schools. When de Blasio renamed the Municipal Building after former Mayor Dinkins, Chong knew that de Blasio was committed to recreating the Dinkins political coalition. Based on that insight, Chong decided to work toward generating an increase for the Beacons program, a clear legacy of Mayor Dinkins. He secured both a per-site increase of nearly 50 percent (from $330,000 to $600,000) and an increase in the number of Beacons from 80 to 92—an expansion that coincided with the 25th anniversary of the Beacons initiative.

Armed with de Blasio's campaign promise to expand OST programs for middle school students, Chong saw an opening. "I could go to OMB and tell them that this was promised, that the Mayor wanted it and supported it publicly. That was the easiest ask I ever made of OMB." The booming economy in 2014 helped. Chong observed that "the Mayor got lucky—he had surpluses throughout his first six years." This positive economic outlook allowed DYCD and advocates to work on increasing the spending per

Meet the People

The New York City youth-serving ecosystem often benefits from cross-pollination between policy, practice, and research, as well as guidance from national allies. This 2019 photo highlights, from left: Alison Overseth, PASE CEO; Ursula Helminski, Senior Vice President, External Affairs at Afterschool Alliance; Bill Chong, DYCD Commissioner; and Arva Rice, New York Urban League President & CEO.

student participant. "I remember three or four very intense meetings in City Hall. But we redesigned the program in six weeks. Awards were made by June for program start-up in September 2014. The political visibility and the surplus worked together to make this all possible." Several other milestones occurred in the same year: the launch of Schools Out New York City (SONYC), the City's largest-ever expansion of afterschool programs for middle school students; the launch of 45 new Cornerstone Community Centers in partnership with the New York City Housing Authority; and the renaming of OST as the Comprehensive After School System of New York City (COMPASS).

The youth advocates were "energized," Chong observed. "I was on the receiving end of that—the letters, the press conferences, the rallies at City Hall. I told the Mayor and OMB that the DYCD budget cuts were not worth the political toll that the cuts would take because 94 percent of the budget is contracts, which translates to services." He noted that advocates needed to have an active voice during the campaign season and then must be included in the planning process when programs (such as OST and Summer Youth Employment) are developed and redesigned. The advocates "cannot make opportunity happen," he said. "But they can see it and seize it."

The system that had taken five decades to develop faced an unprecedented challenge in March of 2020 with the outbreak of the COVID pandemic. In response to the closure of the public schools and other institutions, DYCD was forced to dramatically modify its services and programs. For the most part, the system passed the test. Taking advantage of its strong relationships with community groups, DYCD created initiatives such as Learning Labs and DYCD at Home to help meet the needs of young New Yorkers and their families. Ongoing DYCD-funded programs took on even greater importance as COMPASS, Beacons, and Cornerstones became lifelines by providing food, Personal Protective Equipment, and other essential supports.

The modern system of afterschool programs had come a long way from the fragmented, sparsely funded, largely community-based collection of the early 1970s. Thanks to the tireless efforts of advocates and academics, and with the help of private funders and a few enlightened public officials, the school buildings that had once seemed like impenetrable fortresses were now accessible in the afterschool hours. This development increased exponentially the number of safe and accessible program sites available in every New York City neighborhood. Young people once deemed solely as problems to be fixed were now seen as assets to be developed. The balance sheet looked different, too. By the end of the end of the de Blasio administration, the DYCD annual budget had crossed the $1 billion mark for the first time. The system was far from perfect—and the needs seemed only to grow. But as Chong noted in his introductory letter to DYCD's 2021 Annual Report: "It has been my privilege to shepherd DYCD through a period of unprecedented budget and programming growth since 2014. As we prepare to hand the reins over to a new Administration, I am confident that DYCD has a solid foundation to move the City and the New Yorkers we serve into the next 25 years and beyond."[55] The story continues.

2 Lessons Learned

Looking back to look ahead is a tried-and-true strategy. As we reflect on the people, places, and possibilities involved in creating an out-of-school-time system in New York City, several key lessons emerge:

Lesson One: Serious vulnerability is built into the entire enterprise.

Because out-of-school time is not a mandated service—i.e., one that the City *must* provide—the underlying financing for the system is unstable. Although several components of the OST budget were baselined (made a part of the City's regular budget) at the end of the Bloomberg administration, the lack of a mandate constitutes a genuine threat. As several of the City's most experienced advocates noted during their interviews for this project, there is an ongoing need to generate informed public conversation about the importance of afterschool programs to the City's well-being. All citizens need to understand that investments in out-of-school time not only advance young people's learning and healthy development but they also support working families and address community safety. Michelle Yanche, former director of the Neighborhood Family Services Coalition and current director of Good Shepherd Services, observed: "I think it's important to emphasize that, over the years, youth services became a political football between the Mayor and City Council and thus were always subject to the cut-and-restore cycle of being on the chopping block in every proposed budget and then restored with one-year funding by the Council. As a result of having significant portions of the youth services and afterschool portfolio not supported with multi-year baselined funding, system stability was compromised and it seriously hampered the ability to do long-term planning or even make long-term commitments to staff whose jobs were on the line, year in and year out."

The success of financing social programs is often assessed in terms of adequacy and stability. The history of New York City's OST system is marked by great progress on both counts—but also stark reminders of the fragility of the system. The disappearance of the robust afterschool recreation system in the mid-1970s is a cautionary tale, a powerful example of the difficulty of creating vigorous service systems and the relative ease of tearing them down. This possibility calls attention to the need for continued advocacy. The opportunities are boundless for parents to become ongoing advocates for afterschool's childcare function, for young people to share their views on how OST programs enrich their lives and prepare them for productive futures, and for professionals in the field to draw on their expertise to help shape public opinion around out-of-school-time programs.

Educating decision-makers about the system's financial stability is essential. For example, P.V. Anantharam, former official with the City's Office of Management and Budget, observed that advocates helped educate him about the value of afterschool programs. He was invited to go on site visits to see programs that were funded by the City and to learn about the outcomes they generated. He noted that before the advocates educated him, he was completely unaware of the scope of the afterschool work, its focus, and its benefits for children and families. "Sister Paulette gave me a social conscience," he said.

Who Needs Afterschool?

A strong and growing body of research indicates that all young people can benefit from participation in high quality out-of-school-time programs—and that youth growing up in low-income families are much less likely than more affluent peers to have access to these important developmental experiences.

Researcher Robert Halpern argues that afterschool and summer enrichment programs constitute a "third developmental space" in children's lives—one that can add unique value to the important inputs provided by home and school.[56] The idea is compelling but not surprising, given that American youth spend more time outside of school than in school.[57] In making his argument, Halpern draws on decades of rich developmental theory, including the work of renowned psychologist Urie Bronfenbrenner, whose ecological theory of human development called attention to the multiple influences in each person's growing-up environment. Bronfenbrenner demonstrated a particular interest in the everyday experiences of youth (what he termed *proximal processes*). He observed that such experiences have the potential to be "engines of development that help individuals come to make sense of their world and understand their place in it."[58]

Over the years, several important studies have shown that the ways young people spend their out-of-school time can greatly influence their short- and long-term outcomes. For example, more than 35 years ago, the research of Reginald Clark found that young people who spent 20-35 hours per week of their discretionary time on what he termed "high-yield learning activities" performed substantially better in school than peers whose leisure activities focused primarily on watching television and playing video games. High-yield learning activities included reading for pleasure, talking with knowledgeable adults, playing word games (Pictionary, Scrabble) and strategy games (chess, checkers), participating in organized youth programs, attending cultural events, even doing household chores. Clark's research was important for several reasons, not the least of which is that his study focused on youth residing in low-income communities, some of whom succeeded in school while others did not. His finding—that the critical difference between the two groups was how they used their out-of-school time—added a significant dimension to existing research at the time (1988).[59]

Multiple studies have documented the power of out-of-school-time programs. For example, the Harvard Family Research Project examined existing evidence

about the value of OST programs. This 2008 field-wide study concluded that "The evidence base is clear: Well implemented quality after school programs have the potential to support and promote healthy learning and development. Moreover, there is a research warrant for continuing public and private support for afterschool investments."[60] The authors cited four key implementation factors that must be addressed if programs are to achieve maximum benefits: access; sustained participation; program quality; and strong partnerships.

A 2020 study examined patterns of participation in afterschool activities among 1,800 low-income, ethnically diverse children and found that both program quality and regular participation were essential in producing positive outcomes. With these factors present, positive outcomes included higher academic performance, better work habits, stronger task persistence, and less aggression toward peers, compared to children with low participation rates or with large amounts of unsupervised out-of-school time.[61] Similarly, a longitudinal study of the LA's BEST program—a high quality Los Angeles citywide initiative focused on elementary-age children in grades two through five—found that regular program attendance in elementary school was associated with higher rates of high school graduation.[62]

The most extensive review of afterschool programs added to the evidence. The 26-year National Institute of Children Health and Human Development Study of Child Care and Youth Development was staffed by a team of nationally prominent principal investigators and charged with assessing the short- and long-term outcomes of children's participation in early care and afterschool education.[63] In a recent interview, Deborah Lowe Vandell—one of the lead investigators—observed that "our science has now substantially increased what we know,,,and we are now much better situated to meet the needs of children and adolescents by providing accessible, affordable, high-quality afterschool learning opportunities…We've also identified many of the key ingredients needed for out-of-school-time programs to have positive effects. This work has shown that consistent and sustained participation in high-quality afterschool programs is linked to positive academic and social outcomes for both children and adolescents."[64]

This clear and conclusive evidence—reinforced by a host of other well-regarded studies—raises critical issues about equity. Reginald Clark's research documented the benefits for youth living in low-income communities who engage in high-yield learning activities during their nonschool hours. Yet current research points to the serious inequities that exist when young people and their families seek to access such opportunities. *A Matter of Time*, the 1992 Carnegie study on out-of-school-time programs, called attention to existing disparities at that time—a situation that has changed by virtue of increased federal, state, and local (including private) investments in out-of-school time. But, despite these investments, disparities persist. Over the past three decades, for example, affluent parents have spent significantly more of their discretionary income on their children's out-of-school-time learning opportunities than in previous eras.[65] According to the most recent report prepared by the Afterschool Alliance, "Children in low-income families have more limited opportunities compared to their higher-income peers. That includes participation in afterschool programs, but also activities such as sports, music lessons, and volunteering. The analysis reveals that in 2020, opportunities are far from equal, with children in low-income families having fewer opportunities than their higher income peers, including but not limited to participation in afterschool programs. Families in the highest income bracket spend more than five time as much on out-of-school time activities…compared to families in the lowest income bracket, spending roughly $3,600 annually versus $700."[66]

The voluminous research supports what many parents have long known: All children and youth need afterschool. It is up to the rest of us to address the equity issues and to provide the stable and adequate public investment necessary to make quality afterschool programming available to everyone.

Lesson Two: Strong leadership, both internal and external, is essential to building a comprehensive out-of-school-time system.

The story of how New York City created its OST system provides abundant examples of strong leadership at all levels—from the mayors to the neighborhoods. Especially noteworthy is the visionary leadership emanating from key actors who were able to recognize the need for organizational entities did not yet exist. For example, Michele Cahill saw the need for a citywide capacity-building organization to address program quality throughout the field[67] and for a youth development think tank that would continue to build the research base for the work as it evolved. That vision led to the creation of the Partnership for After School Education and the Youth Development Institute. Laurie Dien of the Pinkerton Foundation credited the critical role that both organizations have played in the afterschool field for the last 30 years. As she put it, "PASE validated practitioners being experts in the principles that the Youth Development Institute codified."

The diverse array of individuals involved in the 2003-4 citywide planning highlights the importance of collaborative leadership. As Ester Fuchs noted, "People shared what they knew—and that was critical to our success." The line between leadership and management is not always clear. However it is defined, there is no substitute for the role of essential government functions. For example, the City's Department of Youth and Community Development underwent a significant transformation from the Giuliani administration to the Bloomberg and de Blasio administrations. This transformation included hiring and retaining knowledgeable, committed leadership (Jeanne Mullgrav and Bill Chong) and highly qualified staff as well as contracting with nationally recognized consultants (e.g., Policy Studies Associates, American Institutes for Research).

Lesson Three: Advocacy must be relentless, multi-faceted, bold, and courageous.

We knew what was at stake: the future of our young people. We had to act, knowing what we knew about what was not working for kids."

-Reverend Dr. Alfonso Wyatt

Several of the interview subjects for this project—including Stan Litow, Gail Nayowith, and Michelle Yanche—emphasized that advocacy is a set of strategies rather than a single approach. Litow stressed the importance of increasing public awareness, including: "what afterschool is, why it's important, how it contributes to the public good… the media needs to understand it, as do elected officials. You need the strength and weight of the civic and parent community behind you." Nayowith agreed about the role of advocacy in advancing public conversations about the need for public investments in afterschool and positive youth development. She recommended: advocacy with legislators, developing policy, doing press work, lobbying, and organizing rallies. Over the years, she added, youth advocates in New York City had helped to achieve two major successes: making sure the funding is baselined and lasting; and making sure program quality and neighborhood availability are addressed. Yanche added the insight that fighting funding cuts has drawn the field together to become a stronger voice in the City. All three advocacy leaders used the word "relentless" in emphasizing that the advocates' work is never done. As Yanche puts it, "It requires mobilization every year." Mike Nolan, a policy expert who has worked at several levels of New York City government, offered this advice: "It's helpful for advocates to understand the limits and pressures facing those inside the government, and to work together to address those limits." And DYCD Deputy Commissioner Susan Haskell observed that "nothing replaces the voice of the public" in discussions and negotiations about OST. "Our voice at DYCD doesn't have the credibility if nobody else is talking about it."

Courage is a prerequisite for success. In retrospect, the decision by a few young professionals to take on the New York City custodian engineers' union is astonishing—a true David and Goliath story. The advocates faced not only the prospect of losing a visible public fight but also the very real fear of losing their lives. Even in the face of death threats, the advocates persisted because, as Alfonso Wyatt recalled, "we knew what was at stake: the future

of our young people. We had to act, knowing what we knew about what was not working for kids."

Lesson Four: Never underestimate the importance of unexpected allies.

When advocates decided to take on the custodian engineers' union, they built a strong coalition to help with the fight. But it would have been impossible for them to predict the critical role played by unexpected allies—such as the *60 Minutes* crew that developed the 1992 episode exposing corruption in the union, or Edward Stancik, the Chief of the Board of Education's investigative unit, whose timely report validated the *60 Minutes* exposé. Another unexpected ally was Mayor Giuliani—no fan of afterschool programs but willing to use his power to threaten the union's existence through privatization of custodial services in the schools. Giuliani's tactics resulted in union concessions during the 1995 collective bargaining process that addressed the advocates' number one agenda item: "opening the schools for real." An important precedent for this lesson about unexpected allies can be found in the creation of the Fight Crime: Invest in Kids organization during the early 1990s, when a group of police chiefs from across the country joined together to advocate for increased investments in early childhood and afterschool programs. Their powerful and unified voice helped youth advocates convince the Clinton administration to launch the 21st Century Community Learning Centers program, which continues to be the largest public investment in afterschool programs nationwide.

Lesson Five: New York City can both contribute to and benefit from similar work at the state and national levels.

Funding is but one of several considerations when assessing the role of New York City's OST system in relation to other locales. New York City's system is influenced by state and federal policies and funding streams. At least four have been highly significant at the state level—Advantage Afterschool, Empire Afterschool, Extended School Day/ School Violence Prevention, and Extended Learning Time—and the federal 21st Century Community Learning Centers, the largest single source of out-of-school-time funding in the country, is now funded at $1.3 billion annually. Because many OST providers in New York City tap into one or more of these funding streams,[68] their growth or shrinkage influences the OST system writ large. Many New York City afterschool providers participate actively in the New York State Network for Youth Success and the national Afterschool Alliance, effective organizations that advocate for funding adequacy and

stability at the state and federal levels. New York City also participates in several national networks that share innovations and strategies focused on OST systems-building, such as the Collaborative for Building After School Systems/Every Hour Counts, the National AfterSchool Association, the National Institute on Out-of-School Time, and the National Summer Learning Association.

Lesson Six: Partnerships between schools and community-based organizations generate mutual benefits.

New York City has a rich history of hosting nonprofit community-based organizations and many of these organizations, in turn, offer skills and relationships to the City's public schools. As a sector, the City's 46,214 nonprofit organizations[69] collectively contribute $77.7 billion to the economy, representing 9.4 percent of the City's GDP. In addition, they account for 18 percent of all New York City workers. Youth development organizations account for 897 of these organizations while 3,478 focus on education and 7,146 address human services.[70] The decision to base the design of both the Beacons and a substantial portion of the OST system on school-community partnerships was strategic in several respects: it recognized the knowledge and skills that youth organizations could add to schools, building on their long history of operating afterschool programs in community settings; it strengthened schools' connections to their communities; it broadened the number and diversity of adult relationships that youth could access; and it provided youth development skills and pathways to employment for young people. For the nonprofits, partnering with schools amplified their ability to provide needed services in low-income communities, and it broadened the scope of their expertise as they learned how to integrate their programs with the schools' core instructional programs. As several interviewees pointed out, their organizations' existing community connections allowed them to hire local residents, including parents and college students who serve as additional role models and mentors on an ongoing basis.

"There are currently three generations of youth work practitioners and leaders that have been central to the development and growth of the system. This means that many of the chief executives of youth organizations in the City grew up in, and benefitted from, youth development experiences."

Lesson Seven: New York City's Out-of-School Time system has created significant employment pathways, particularly for people of color, and has contributed to the City's pool of human capital.

There are currently three generations of youth work practitioners and leaders in New York City that have been central to the development and growth of the system. This means that many of the chief executives of youth organizations in the City grew up in, and benefitted from, youth development experiences. In their interviews for this project, both Eddie Silverio and Darryl Rattray discussed the influence of key youth work mentors on their career choices and on their understanding of what constitutes effective youth work practice. Alfonso Wyatt observed that "the use of middle managers of color in the rollout of the Beacons programs had a positive unintended consequence—Beacon directors functioned essentially as executive directors and gained experience that would not have been available without the reality and opportunity Beacons provided. There are many City Council members who were Beacon directors." On a related note, the current Manhattan Borough President, Mark Levine, worked for several years at The After-School Corporation in a leadership position that enhanced his understanding of the importance of out-of-school-time to the City's economy and well-being. Wyatt also noted that "Beacons had to use youth participating in programs as staff. The Youth Development Institute translated youth development into experiences that helped young people on multiple levels. YDI ran a credentialed facilitation workshop that helped emerging workers to become more effective. It was the gold standard." There is benefit in making the invisible career ladder inherent in this situation more visible and in

being as intentional as possible about creating explicit pathways for young people to move from participant to employee and from staff member to agency leader.

Lesson Eight: Investments in research and evaluation offer dual value by providing the basis for quality improvement and sustainability.

In building its out-of-school-time system, New York City has both learned from and contributed to the strong body of evidence about the benefits of young people's regular participation in high quality afterschool and summer enrichment programs. On the national level, the most extensive review of afterschool programs is the 26-year National Institute of Child Health and Human Development (NICHD) Study of Early Child Care and Youth Development, cited earlier. While the NICHD study was taking place, New York City commissioned a variety of evaluation studies by Policy Studies Associates and others, including the American Institutes for Research, to examine numerous aspects of implementation, to document youth outcomes, and to assess results of capacity- and systems-building efforts. These studies helped to build the case for continued public and private investments as well as for program expansion.

Lesson Nine: The design of the OST system has created prototypes for subsequent youth-services innovations in New York City.

Mayor de Blasio's children's agenda, called the Campaign for Children, included three major planks: making Pre-K programs universal, making OST programs universal at the middle school level, and increasing by 100 the number of community schools. Both the pre-K and the community school initiatives adopted strong features of the OST initiative, particularly the reliance on an array of nonprofit organizations as service providers. According to Chris Caruso, who headed the Department of Education's Office of Community Schools throughout the de Blasio administration, "I don't believe we could have scaled community schools without the existing afterschool (OST) system, which provided a precedent of having nonprofit organizations playing an active role in their long-term partnerships with schools." Caruso also cited the OST system's investments in capacity-building as providing a model that the community schools initiative could emulate. The community school initiative exponentially exceeded candidate de Blasio's campaign promise by expanding to more than 400 schools. Although not technically a part of the OST system, the community school and OST initiatives share several important design features that allow and encourage the systems to learn from one another. According to Caruso, "the community school

model and movement provided examples of true collaboration and shared accountability. We've generated models of schools that care about youth development and youth organizations that care about student learning. And we now have more teachers in our system who don't remember when there were no afterschool programs in their schools. We have seen more and more parents demanding high quality afterschool programs for their children. All that makes it hard for the mayor to cut afterschool." Caruso observed that "the other place I have seen the influence of the OST system is Summer Rising, which meshes the work of the Department of Education with the Department of Youth and Community Development, providing a rich full-day summer learning experience for eight weeks, responding to parents' needs."

Lesson Ten: Equity lies at the heart of out-of-school-time systems building.

The evidence about the value of young people's regular participation in high quality afterschool and summer programming is clear. Equally compelling are the data that document the disparities in access to these important developmental opportunities, which are based on family income. Concerns about inequities have driven the development of our City's OST system, beginning with the decisions to place the first ten Beacons in the city's least advantaged neighborhoods and to create the Cornerstones program in public housing sites. Ester Fuchs, who served as Mayor Bloomberg's Special Advisor, observed that "OST was about increasing equity and improving quality of afterschool services in every City neighborhood."

As a candidate, de Blasio spoke about equity throughout his campaigns for mayor. And during his two administrations, he repeatedly called attention to the story of New York City as a "tale of two cities"—one affluent and the other not. The reality is that New York City's current child poverty rate is double the national average, now at 25 percent.[71] Many school districts quantify their low-income students by specifying their students' eligibility for free or reduced-price lunch, in accordance with criteria established by the federal government. By that measure, 72 percent of the City's public school students qualify for the lunch benefit, compared to 41 percent in the rest of the state.[72] Economic mobility lies at the heart of the equity agenda. The best out-of-school time programs encourage the development of "ladders for leaders," opportunities for young people to take on increasing levels of responsibility as they age. Stipends for this work offer added incentives.

2

Unfinished Business

While New York City has made significant progress in understanding and supporting out-of-school-time programming as a public responsibility, the work is not yet complete. There are more stumbling blocks—and building blocks—ahead.

As of mid-2024, the impact of COVID is still being felt across the City, especially among young people. The out-of-school-time sector mobilized during the COVID crisis to provide concrete resources for young people and their families. It organized food, housing, financial, and technology assistance and helped to implement DYCD Learning Labs and DOE Enrichment Centers for the children of essential workers. The long-term aftermath of COVID has resulted in what one interviewee termed "a post-COVID malaise" that has revealed itself through high rates of chronic absence, anxiety, and depression. In this environment, the role of stimulating, challenging out-of-school-time programs is more important than ever as young people struggle to re-engage in learning, socializing, and contributing to their communities. While the preoccupation with COVID-related "learning loss" is understandable, it may result in too narrow a set of interventions. Focusing only on high-dosage tutoring and extending the school day ignores the fact that many young people experienced multiple losses during COVID. The severity and ubiquity of these losses can be addressed only through holistic approaches to learning and development—that is, the kind provided by high quality out-of-school-time programs.

The work of building a citywide approach is a developmental process, one that requires ongoing attention and rigorous analysis. In other words, the work is never "done." Conditions on the ground evolve and require the ability to respond, for example, to changing demographics or to shifts in labor force patterns. At this stage of its history, New York City's OST system-building efforts call for concerted attention on three core issues: access, quality, and sustainability.

Access: A major piece of unfinished business issue is moving the system closer to universal access, particularly at the elementary and high school levels. Access to OST programs increased dramatically for middle school students during the de Blasio administration. Current estimates prepared by the Department of Youth and Community Development indicate that roughly 83 percent of New York City's middle schools offer publicly funded afterschool programs. The next step is to build out the elementary and high school programs. DYCD estimates that only about 35 percent of the City's elementary schools offer publicly funded afterschool programs. That information suggests there is a growth spurt waiting to happen, in part because of the continuing crisis that parents of elementary-age children face in finding childcare during the nonschool hours. Providing a safe, nurturing place for children of working families brings economic and social benefits to everyone in the community.

In contrast to elementary and middle school programs, which generally

operate five days a week and three hours per day, high school programs can be expanded through a less comprehensive, more specialized approach—one that adds to the availability of existing extra-curricular activities and responds to student interests. Achieving universal access to afterschool programs will require a comprehensive analysis of citywide data, including current public expenditures on both school-based and center-based programs. Budgeting and funding such an analysis would need to involve several City departments, including the Departments of Education and Youth and Community Development.

Summer programming raises access issues of its own. Although costly, the need is gaining increased recognition. Studies on the critical role of summer learning programs have proliferated since the "summer slipback" phenomenon was identified by Harris Cooper and his colleagues in 1996. More recent studies have highlighted the enormous equity issues involved in not addressing the problem. These studies call attention to the cumulative and disproportionate nature of summer learning loss and they point to its contribution to achievement disparities between youth living in low-income communities and their more affluent peers.[73] Thankfully, New York City has made excellent progress in expanding its summer programs. Summer Rising has been a particular success. This innovative program, launched in 2021 by the de Blasio administration, combines academics and social enrichment in creative ways, using the strengths of both the school system and the youth development sector. Summer Rising now serves over 100,000 students per year and is highly popular among young people and their families. The opportunities to expand this and other summer programming are a ripe target for the advocates to increase state and federal funding for summer enrichment. There are no guarantees of success, but the campaign would be consistent with President Biden's call to expand summer programs in his 2024 State of the Union message. Similarly, there is a new effort to expand summer and school-year OST programs throughout New York State, sponsored by State Senator Zellnor Myrie. Capitalizing on these federal and state initiatives could significantly increase the resources available to the City's OST system.

Quality: All available research on out-of-school time calls attention to the need for high quality staff[74]—and, yet, youth workers continue to be paid substantially less than teachers and other professionals. Given the relationship between quality and staffing, there is a critical need to address youth worker salaries in the City's publicly funded programs. The problem is compounded because some potential providers choose not to participate in the programs because they know the funding is insufficient and will require them to supplement their contracts through private fundraising or allocations from their operating budgets. Providers are particularly troubled by the lack of consistent Cost-of-Living Adjustments (COLAs) being built into city human services programs. The issue affects more than OST programs and addressing it will require advance planning and active collaboration between the City's budget office and nonprofit leaders.

In the event programs expand, the need to balance quality with access will grow as well. All too often, the City has sacrificed quality for quantity, frequently in response to the desire to announce that more programs have been funded. That impulse can put at risk fundamental principles of youth development—the importance of consistent, caring relationships and meaningful activities, which can be put into action only when staff are skilled and consistently available. When salaries are too low to be competitive, staff members leave or grow demoralized, programs suffer, and young people feel the pain.

In recent years, DYCD has begun to step up its commitment to investing in capacity-building. The change reflects the reality that many of the staff in the City's OST programs are young and often inexperienced workers who need ongoing training and supervision. The City's willingness to contract with the Partnership for After School Education, ExpandED Schools (formerly TASC), the Community Resource Exchange, and other capacity-building groups represents an important shift. Instead of leaving professional development and capacity building to private philanthropy, government increasingly sees that it has a role to play—and in fact a responsibility to invest in the human resources of the OST system.

New York City has a unique resource for supporting the career development of youth workers: the CUNY School of Professional Studies (SPS) Youth Studies Program. This nationally recognized initiative has enabled many practitioners in the City's nonprofit

and government agencies to gain valuable knowledge that is directly relevant to their current and future positions in the youth work field. The program offers three degree-oriented options: (1) a BA in Youth Studies; (2) an Advanced Certificate in Youth Studies (a 12-credit program); and (3) an MA in Youth Studies. The program attracts individuals who work in a variety of settings, including afterschool programs, community centers, college and career, child welfare, advocacy/activism, and arts/sports/religious youth development. As New York City's largest public university, CUNY offers programs that tend to be more affordable than other area colleges. The Pinkerton Foundation is supporting a pilot program that provides a youth studies course, in partnership with the CUNY program, along with college readiness workshops for graduating high school seniors that confers CUNY credit to teenagers working as camp counselors in the City's Summer Youth Employment program. Some of the participants are then hired to work in afterschool programs that are part of the OST system. Two other foundations—Summerfield and Petrie—are supporting a gap year program for young people who have finished high school but not yet enrolled in college. Participants get 600 hours of paid work in New York City youth organizations and can earn up to 17 college credits for their work while also receiving specialized training and career/college supports.

There may be additional untapped opportunities to integrate the City's Summer Youth Employment Program (SYEP) with its OST system. One interviewee, a City employee, suggested that the OST system could take more active steps than simply referring young people to SYEP when they reach the application age (14). Instead, they could do a "warm handoff" from one program to another, an excellent example of intra-agency collaboration that could strengthen both programs. In addition, SYEP can become an entry point for young people to consider youth work as a career.

While intra-agency collaboration is important, so is inter-agency collaboration. A close working relationship between DYCD and the Department of Education is especially critical in the context of out-of-school time. The question of ownership of our public schools needs to be consistently raised in all parts of the system to ensure that the schools, which are publicly funded for multiple uses, continue to be supported by and accessible to the entire community. The history of afterschool in New York City is rife with stories about the tensions surrounding the ownership of the City's public schools. And, while progress has been made, there is an opportunity to examine the strategies used by the partners to manage these collaborative relationships. One such strategy, cited by Chris Caruso, involves assigning a staff member to consistently examine data generated by the OST system and the community school initiative. This individual regularly tracks, for example, the number and percent of New York City public schools that offer afterschool programs funded through all sources, including the City, the 21st Century Community Learning Centers (the largest federal source of afterschool funding, which flows through the Department of Education), New York State sources, and private funding.

Sustainability: As noted earlier, the problem of the financing of the OST system remains somewhat precarious. To address the problem, one strategy would involve baselining all the elements of the OST system, thus making the funding less susceptible to cuts during the annual budget negotiations. Another approach would adjust current disparities in the funding formula for OST programs. A third sustainability strategy would diversify the funding sources for the system by expanding state and federal funding—both existing and new sources. Working together, the City government should join the youth advocates' calls for increased state and federal out-of-school-time funding. If successful, that would add substantial resources to the city tax levy money that currently underwrites most of the system's expenditures. Finally, youth advocates should continue the push to ensure that program funding keeps pace with rising costs. With that basic step, the opportunity to support quality programming for young people, to provide livable wages, and to stabilize and professionalize the front-line youth workforce will only grow.

"Equity lies at the heart of out-of-school time systems building."

Conclusion

The origin story of New York City's modern afterschool system is a saga marked by courage, creativity, and dedication. Led by activists, advocates, and visionaries, with critical support from academics, private funders, and allies in government, the campaign to build a comprehensive system of engaging, high quality programming was fueled by a shared passion to improve the lives of the City's young people and their families. The result, after five decades of relentless effort, is an out-of-school-time system that Grace Bonilla, the President and CEO of New York City's United Way, described in a recent article as "New York City's silver bullet."[75] Like many of us, though, she still sees room for growth and improvement. "Providing after-school programs for every student in every district," Bonilla wrote, "would allow us to accomplish at least two things at once. First, these programs would ease child care strains for New York's working families; second, they would provide children with a level playing field while they explore structured learning environments and focus on being kids…By investing in after-school programs, we can create a transformative ripple effect that will resonate throughout the city."

A call for universal afterschool programming in New York City might have seemed like a pie-in-the-sky fantasy even 20 years ago. But today, the vision is as plausible as it is compelling. When we look closely at how our current afterschool system developed—and come to understand how fellow citizens turned stumbling blocks into building blocks—Bonilla's call to action should inspire us all. We have laid a firm foundation. Let's make sure we have the energy, compassion, and will to complete the construction project.

Endnotes

1 The Richard Murphy Leadership Award was established by the Partnership for After School Education in December 2017 to honor the legacy of Richard Murphy, who was a champion of the youth of New York City and nationwide. The award is given to individuals who have made extraordinary accomplishments in the field of youth services and who exemplify the intelligence, enthusiasm, and devotion to the children and youth of New York City that Murphy embodied.

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3 Amy Zimmer, "A Push for Universal After-School Gains Traction in Albany," *Chalkbeat*, March 27, 2024. This article draws on publicly available data found in the *Report on the Fiscal 2025 Preliminary Plan and the Fiscal 2024 Preliminary Mayor's Management Report for the Department of Youth and Community Development*, March 22, 2024, prepared by Sandra Gray, Financial Analyst.

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5 Rachel Klepper. (2023). "School and Community in the All-Day Neighborhood Schools of New York City, 1936-1971," *History of Education Quarterly*, Vol. 63, pp. 107-25.

6 Interview with Michele Cahill, January 9, 2024.

7 Examples of these publications include *New Roles for Youth in the School and Community,* Citation Press, 1974; and *Young People Learning to Care: Making a Difference through Youth Participation*, Seabury Press, 1983.

8 Karen J. Pittman & Michele Cahill. (1992). "Pushing the Boundaries of Education: The Implications of a Youth Development Approach to Education Policies, Structures and Collaborations." *School K-12*, Vol. 51. https://digitalcommons.unomaha.edu/slcek12/51.

9 According to Pittman and Cahill, the five basic competency areas that define the range of behaviors and skills needed for adult success are: (1) health/physical competence; (2) personal/social competence; (3) cognitive/creative competence; (4) vocational competence; and (5) citizenship (ethics and participation).

10 Pittman and Cahill cite seven basic human needs that are fundamental for survival and healthy development: (1) a sense of safety and structure; (2) a sense of belonging/group membership; (3) a sense of self-worth/contributing; (4) a sense of independence/control over one's life; (5) a sense of closeness/relationships; (6) a sense of competence/mastery; and (7) a sense of self-awareness.

11 Robert Halpern. (2002). "A Different Kind of Child Develoment Institution: The History of After-School Programs for Low-Income Children," *Teachers College Record*, Vol. 104, No.2, pp. 178-211.

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13 Susan R. Flamm, Regina A. Loughran, and Leah Keith. (November 1992). *A System Like No Other: Fraud and Misconduct by New York City School Custodians*. New York, NY: City of New York Special Commissioner of Investigation for the New York City School District, Ed Stancik, Special Commissioner.

14 This *60 Minutes* segment is still available on YouTube and exposes corrupt and questionable practices of specific New York City school custodians who were surveilled by the television crew; it also offers an interview with then-Chancellor Joseph Fernandez, who described his powerlessness to intervene in the face of the current custodian engineers' collective bargaining agreement.

15 Todd S. Purdum, "School Union Chief Killed in Brooklyn In Gangland Style," *The New York Times*, August 13, 1987.

16 Glenn Fowler, "4 Youths Arrested in Slaying Of Custodian Union's Leader," *The New York Times*, August 21, 1987.

17 Thomas Morgan. "Last 2 Plead Guilty In Slaying of Leader of Custodians' Union," *The New York Times*, January 25, 1989.

18 Ellen Knox. (June 1986). *Open the Schools for Real: Where are the Programs*? New York: Neighborhood Family Services Coalition, p. 1.

19 Barbara Miller. (July 1990). *Open the Schools for Real: Part II, Managing the Building*. New York: Neighborhood Family Services Coalition, p. 1.

20 *Ibid*.

21 In addition, this 1990 report looked back to a 1975 conference entitled *Implementing the Community Schools Concept in New York City: An Agenda for Action*. The following statement came out of the 1975 conference: "This community can no longer allow our schools to operate as insular bodies, open only for a portion of each day for the singular purpose of educating our young. It is too valuable a resource. Schools must become the central hub of activities…open days, evenings, weekends and vacations, offering programs for all members of the community."

22 Neighborhood Family Services Coalition. (January 1992). *Open the Schools for Real: Part III, Saving a Threatened Institution*, p. 1.

23 Neighborhood Family Services Coalition and Child Care, Inc. (1996). *Policy Alert: Increasing Access to Our Public Schools*, p. 2.

24 In 2002, the New York City Board of Education was abolished through mayoral control and was renamed the Department of Education. In March of 2024, the Department initiated a rebranding effort to rename the enterprise the "New York City Public Schools," although its official name continues to be the New York City Department of Education.

25 Andrew Meier, "When A Race Riot Shook Manhattan," *The New York Times*, December 11, 2022.

26 Michael H. Phillips. (1976). *The Community School: A Partnership between School and Community*. Brooklyn, NY: Children & Youth Development Services, p. 6.

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28 Nicholas deB. Katzenbach. (May 1990). Report and *Recommendations to the Mayor on Drug Abuse in New York City*, p. i.

29 *Ibid*., p. 14.

30 *Ibid*., p. 18.

31 *Ibid*., p. 17.

32 Peter Kleinbard. (Fall 2005). "The New York City Beacons: Rebuilding Communities of Support in Urban Neighborhoods," *New Directions for Youth Development*, pp. 27-34.

33 *Ibid*., p. 33.

34 Raymond O'Brien, Karen Pittman & Michele Cahill. (November 1992). *Building Supportive Communities for Youth: Local Approaches to Enhancing Youth Development*. See also Karen Pittman and Marlene Wright. (August 1991). *A Rationale for Enhancing the Role of the Non-school Voluntary Sector in Youth Development*. Papers commissioned by the Task Force on Youth Development and Community Programs, Carnegie Corporation of New York, Carnegie Council on Adolescent Development.

35 *A Matter of Time: Risk and Opportunity in the Nonschool Hours*. (December 1992). New York, NY: Carnegie Corporation of New York, Carnegie Council on Adolescent Development, p. 9.

36 *Ibid*., p. 114.

37 This phrase become popularized by an organization called Fight Crime: Invest in Kids, a group of enlightened police chiefs that came together to advocate for increased investments in an array of child-friendly programs, including afterschool.

38 Douglas Martin, "Richard L. Murphy, Who Aided Disadvantaged Youths, Dies at 68," *The New York Times*, February 15, 2013.

39 *Ibid*.

40 Cheryl Hayes *et al*. (n.d.). *Investments in Building Citywide Out-of-School-Time Systems: A Six-City Study*. Philadelphia, PA: Public/Private Ventures and Washington, D.C.: The Finance Project. Commissioned by the Wallace Foundation.

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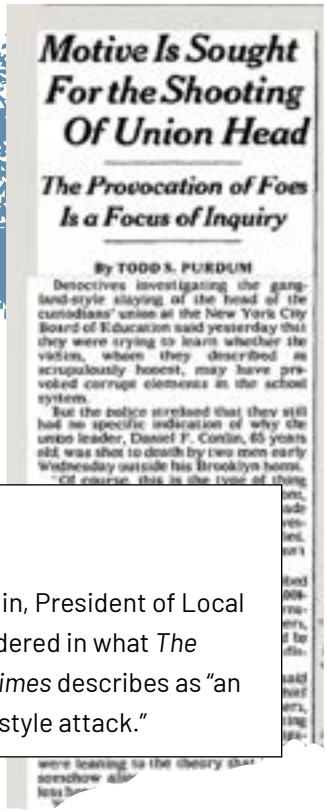
Timeline

1975

New York City experiences serious fiscal crises during the Beame Administration (1974-1977)—cuts programs and services across the City. The then-Board of Education provides Local 891, the custodian engineers' union, with control of the public schools after 3 PM, in lieu of salary increases.

1985

Mayor Koch (1978-89) adds $5.4 million to the Board of Education budget for a "Community Schools Initiative" designed to open schools during the non-school hours; the allocation covers school-opening fees only, with no funding for programs.



Motive Is Sought For the Shooting Of Union Head

The Provocation of Foes Is a Focus of Inquiry

By TODD S. PURDUM

Detectives investigating the gangland-style slaying of the head of the custodians' union at the New York City Board of Education said yesterday that they were trying to learn whether the victim, whom they described as scrupulously honest, may have provoked corrupt elements in the school system.

But the police stressed that they still had no specific indication of why the union leader, Daniel F. Conlin, 65 years old, was shot to death by two men early Wednesday outside his Brooklyn home.

"Of course, this is the type of thing

were leaning to the theory that

somehow

1987

Daniel Conlin, President of Local 891, is murdered in what *The New York Times* describes as "an execution-style attack."

1981

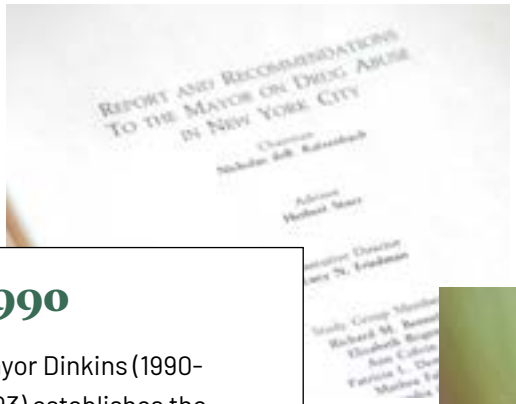
Several youth organizations (Good Shepherd Services, Rheedlen Center for Children and Families, Pius XII Youth and Family Services, and others) band together to form the Neighborhood Family Services Coalition (NFSC), with an initial focus on "opening the schools for real."

1986

NFSC issues its first report on opening the schools, *Open the Schools for Real: Where are the Programs?*

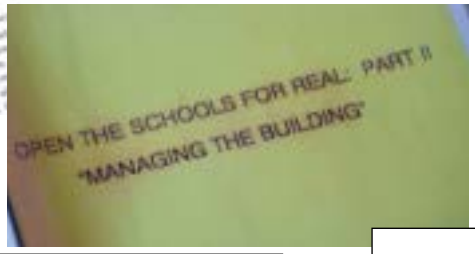
1988

New contract is established with Local 891, which adds $5.9 million for opening fees (so-called "reform contract"); this contract continues through June 30, 1990.



1990

Mayor Dinkins (1990-1993) establishes the Katzenbach Commission to recommend ways the new administration could address the City's drug problems, including the crack epidemic; the Commission makes strong recommendations in support of public funding of school-based youth services.



1990

NFSC issues its second report on opening the schools, entitled *Open the Schools for Real: Part II, Managing the Building.*

1991

The Youth Development Institute, sponsored by the Fund for the City of New York, is formed with an initial focus on building the capacity of the Beacons to implement high quality programs.

1990

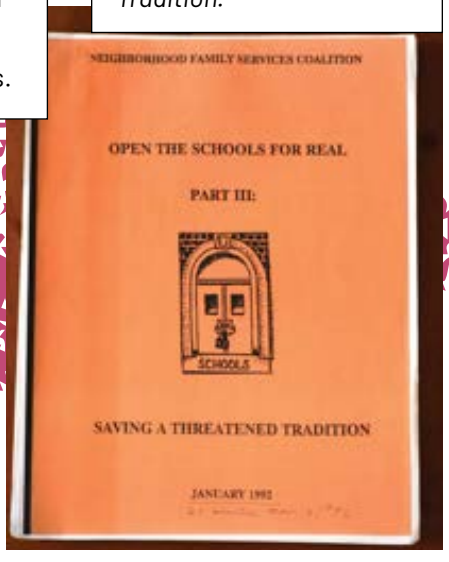
Michele Cahill and Karen Pittman establish the Center for Youth Development and Policy Research at the Academy for Educational Development; they begin writing a series of policy papers outlining a new paradigm for youth services called Positive Youth Development.

1991

New York City, through DYCD, provides funding for ten initial school-based youth services centers known as Beacons, placing them in high-crime, low-income neighborhoods.

1992

NFSC issues its third report on opening the schools, entitled *Open the Schools for Real: Part III, Saving a Threatened Tradition.*



1992

November 12: *60 Minutes*, a nationally televised investigative journalism program, airs an exposé of New York City custodial engineers' contract, including blatant abuses of an already-generous system.

1992

December: The Carnegie Council on Adolescent Development issues a major report entitled *A Matter of Time: Risk and Opportunity in the Nonschool Hours*, which sets a national agenda for the expansion of afterschool programs, particularly in low-income communities.

1994

The federal government invests in a small pilot program called 21st Century Community Learning Centers, designed to support afterschool programs in low-income communities across the country.

1992

November: the City's Special Commissioner of Investigation for the New York City Public School System issues a report entitled *A System Like No Other: Fraud and Misconduct by New York City School Custodians.*

1993

The Partnership for After-School Education is formed, based on a concept paper prepared by Michele Cahill that argues for providing consistent capacity-building support for New York City's afterschool programs.

1994

New York City establishes new contract with local 891 (referenced in 1996 Policy Brief).


Report Details Systemic Custodian Abuse


Curbs Approved For Custodians In Public Schools

Principals in New York City Given More Control in Bill

Students at Roosevelt High School in the Bronx cheer for "The Russell Glover Show," a hip-hop revue orga

In School | Randal C. Archibold

To improve learning and attendance, schools are drumming up interest in after-school programs.

1995

Mayor Giuliani (1994-2001) threatens Local 891 with privatization of custodian engineer positions in City's public schools; through collective bargaining, the union agrees to substantial changes to 1975 "sweetheart deal."

1996

NFSC and Child Care, Inc. issue a policy brief entitled *Policy Alert: Increasing Access to Our Public Schools.*

1998

George Soros establishes The After-School Corporation, providing a $125 million financial commitment and requiring a three-to-one match; Lucy Friedman, former staff director of the Katzenbach Commission, is hired to lead the new organization.

1996

Departments of Youth Services and Community Development merge and form the Department of Youth and Community Development (DYCD).

1997

The Wellesley School-Age Child Care Project changes its name to the National Institute on Out-of-School Time, introducing new terminology to the afterschool field.

2002

Mayor Bloomberg (2002-2013) gains mayoral control of the New York City Public Schools; the NYC Board of Education becomes the Department of Education.

Mayor Wrests Control Of City School System Under Tentative Deal

END TO LOCAL SWAY

Bloomberg Victory Sets Up a Major Overhaul After 3 Decades

More Power, More Risks

BUSH, AS T SEEKS CA

2005

Mayor Bloomberg creates the Out-of-School Time Initiative (OST), providing leadership directly from City Hall; DYCD is selected to lead the initiative at the city agency level; community partners are invited into the citywide planning process; Wallace Foundation provides substantial support for the planning process; OST investments increase from $46.4 million in 2005 to $105.3 million in 2007.

2013

Bill de Blasio (2014-2021) wins a highly contested mayoral race, running on a children's agenda (the Campaign for Children) that encompasses three core elements: universal access to Pre-K; universal access to afterschool programs for middle school students; and increasing by 100 the number of community schools.

2014

OST is renamed the Comprehensive After School System of New York City (COMPASS).

2020

New York City's OST system becomes a lifeline for many families by providing computers, food, Personal Protective Equipment, and other forms of support during the COVID pandemic.

2021

DYCD's budget increases, for the first time, to more than $1 billion; DYCD celebrates its 25th anniversary (1996-2021); Beacons expand from 80 to 92 sites, with per-site budgets increasing from $330,000 to $600,000.

Timeline image sources include 60 Minutes/CBS News and The New York Times.

Biographies

Author Biographies

Sr. Paulette LoMonaco

As former Executive Director of Good Shepherd Services, NYC, for 40 years, Paulette LoMonaco has made a distinctive impact on the lives of vulnerable New York City children and youth and on shaping child welfare, education, and family support systems that reflect her strong commitment to strength-based, trauma-informed practice, racial equity, and youth and family development. Under her leadership, GSS has evolved from residential programs to networks of community-based programs that provide family counseling, after- and in-school counseling, and other needed services in rights-based programs to over 30,000 individuals each year. She has extensive experience in fundraising and administration and has generously shared her experience by serving on a number of non-profit boards of directors including the Good Shepherd International Foundation, SeaChange, The Guttman Foundation, Collier Youth Services, and Droste Mental Health Services. Paulette is a member of the Sisters of the Good Shepherd. She has a master's in Family and Community Relations from Teachers College, Columbia University and has received honorary doctoral degrees from St. Francis College and Fordham University.

Jane Quinn

Jane Quinn is a social worker and youth worker with over five decades of professional experience, including direct service with children and families, program development, fundraising, grantmaking, research, and advocacy. From 2000 through 2018, she served as the Vice President for Community Schools at Children's Aid, where she directed the National Center for Community Schools. Prior to that, she served as Program Director for the DeWitt Wallace-Reader's Digest Fund; directed a national study of youth organizations for the Carnegie Corporation of New York; and served as Program Director for Girls Clubs of America. She was the principal author of the 1992 Carnegie study entitled *A Matter of Time: Risk and Opportunity in the Nonschool Hours* and the co-author of three books on community schools, including the recent (2023) volume entitled *The Community Schools Revolution: Building Partnerships, Transforming Lives, Advancing Democracy.* Jane has a master's in social work from the University of Chicago and a doctorate in urban education from the City University of New York Graduate Center.

Interviewee Biographies

Plachikkat V. (PV) Anantharam has over three decades of fiscal management experience in city government. Currently, he serves as the Senior Vice President and Chief Financial Officer of New York Law School. Before joining New York Law School, PV held two reform-focused executive roles in New York City: Chief Financial Officer of New York City Health + Hospitals, and Executive Vice President and Chief Financial Officer of the New York City Housing Authority, where he oversaw a $3.5 billion budget. Additionally, PV spent 16 years as the Deputy Director of the New York City Office of Management and Budget, managing a $25 billion operating budget and providing fiscal and management oversight for agencies in the health and social services sector. He earned an MBA in finance from Rutgers Business School.

Erickson (EB) Blakney joined the staff of the Pinkerton Foundation as a Program Officer in 2010, bringing an impressive background as an award-winning writer, reporter, and interviewer for Bloomberg and CBS News. Throughout nearly two decades in the media business, he displayed a deep passion for the worlds of philanthropy and social services and managed to amass a wealth of experience in the process. After graduating from Hobart College, he did an early career stint at Daytop Village substance abuse treatment program and later earned a certificate in nonprofit management from CUNY's Hostos College. While working in journalism, he joined the board of DreamYard, a long-time Pinkerton grantee in the Bronx, a continuing commitment over the past 16 years. In addition, EB serves on the boards of the several other human service and animal rescue organizations.

Gale A. Brewer represents the 6th Council District on the New York City Council, where she chairs the Committee on Oversight and Investigations. The committee has a mandate to examine the mayoral administration, its policies, and delivery of city services. She is a member of the Budget Team, the Committee on Finance, and other committees. Gale served as Manhattan Borough President from 2014-2021 and, before that, she represented the 6th Council District from 2002-2013. Prior to elected office, she served as Chief of Staff to Council Member Ruth Messinger, NYC Deputy Public Advocate, Director of the city's Federal Office, and Executive Director of the Mayor's Commission on the Status of Women. She worked on non-profits at the CUNY Graduate Center and for a private firm that focused on affordable housing. She has an MPA from Harvard's Kennedy School of Government and did her undergraduate work at Columbia University and Bennington College.

Michele Cahill has five decades of experience in education and youth development. She currently serves as Senior Advisor at XQ Institute, the nation's largest innovative effort for reimagining high school. Prior to XQ, Michele led work on high school transformation at the New York City Department of Education, including development of over 200 new, small innovative high schools. Michele also founded the Youth Development Institute, supporting the Beacons Initiative, the largest public investment in youth development in the country, and co-founded the Partnership for After School Education. Michele began her work as a community organizer with youth who had been pushed out of high school. She learned how talent, opportunity, and love of learning can be unleashed through community education that empowers.

Geoffrey Canada is the founder of the Harlem Children's Zone, a birth-through-college network of programs that today serves more than 13,000 low-income students and families in a 97-block area of Central Harlem. After 30 years with the organization (Rheedlen Center for Children and Families, which evolved into HCZ), Canada stepped down in 2014 as Chief Executive Officer but continues to serve as President. In June 2020, he founded The William Julius Wilson Institute, which helps communities impacted by poverty across the country design and implement their own place-based programs. The unprecedented success of the Harlem Children's Zone has attracted the attention of the media and leaders around the world. In 2011, Canada was named one of the world's most influential people by Time magazine and as one of the 50 greatest leaders by Fortune magazine in 2014. President Barack Obama created the Promise Neighborhoods Initiative to replicate the Harlem Children's Zone model across the country.

Christopher Caruso has spent his career at the intersection of schools and communities to advance equity and improve educational outcomes for young people. He is the Managing Director for School-Age Children at Robin Hood,

leading strategy and implementation of the foundation's work in K-12 education. Prior to Robin Hood, Chris was the founding Senior Executive Director of the NYC Department of Education's Office of Community Schools where he oversaw policy and support for students experiencing homelessness and helped build a citywide system of over 300 community schools that integrate academics, health, and social services. Earlier in his career, Chris was the inaugural Assistant Commissioner for Out-of-School Time (OST) at NYC's Department of Youth and Community Development (DYCD) and worked at nonprofits including ExpandED Schools and Children's Aid. Chris has degrees from Providence College and Columbia University and is an alumnus of the Annie E. Casey Foundation's Children and Families Fellowship.

Tzylai (Bill) Chong served as Commissioner of the NYC Department of Youth and Community Development (DYCD) from 2014 to 2022. Under his leadership, DYCD's budget grew to more than $1 billion, with unprecedented investment in nearly every program area. As Commissioner, Bill secured baselined funding for several DYCD programs; spearheaded enhanced program integration efforts; and oversaw an organizational alignment around a set of community outcomes and holistic strategies. During a previous eight-year tenure at DYCD, Bill served as Deputy Commissioner for Youth Services and Assistant Commissioner for Capacity Building. He was a leader in implementing the Out-of-School-Time (OST) Initiative. Other professional experiences include positions at the Department for the Aging, Citizens Committee for New York City, U.S. Department of Housing and Urban Development, New York City Department of Personnel, and New York State Division of Human Rights.

Laurie Dien joined the Pinkerton Foundation in 1997 and currently serves as the Foundation's Vice President/ Executive Director for Programs. She has a special fondness for programs that provide middle and high school students with career exploration and internship experiences, as well as education and employment opportunities for those who are out of work and out of school. Laurie serves on the steering committee of the New York City Youth and Education Funders and the executive committee of the New York City Workforce Development Fund. Her grantmaking career began at Hasbro Children's Foundation. She earned a B.A. from Barnard and a Ph.D. in Environmental Psychology from the CUNY Graduate School.

Lucy Friedman led ExpandED Schools (formerly The After-School Corporation) from when it was founded in 1998 to 2018. She then was a Visiting Fellow at the Pinkerton Foundation, exploring work-based learning for high school students. Following her work at Pinkerton, she was a strategic advisor to HERE-to-HERE, a Bronx-based organization dedicated to helping young people thrive. From 1978 to 1998, Lucy created and led Safe Horizon (formerly Victim Services Agency). Previously, she was the research director at the Vera Institute of Justice. Lucy was a Peace Corps Volunteer in urban development in the Dominican Republic and holds a Ph.D. from Columbia University and a B.A. from Bryn Mawr College.

Ester R. Fuchs is Professor of International and Public Affairs and Political Science and Director of the Urban and Social Policy Program at Columbia University's School of International and Public Affairs. She served as Special Advisor for Governance and Strategic Planning under NYC Mayor Michael Bloomberg from 2001 to 2005. While at City Hall, Ester led three significant mayoral initiatives: the restructuring of the City's Out-of-School Time programs; the Integrated Human Services System Project (Access New York), which used technology to streamline central functions within and across the 13 human services agencies; and the merger of the Department of Employment with the Department of Small Business Service. She is the author of several books and has received numerous awards for her civic engagement work. Ester has a bachelor's from Queens College, a master's from Brown University, and a Ph.D. in Political Science from the University of Chicago.

Susan Haskell is the Deputy Commissioner, Youth Services at the New York City Department of Youth and Community Development, where she oversees programming focused on after school and summer, community centers, and services for Runaway and Homeless Youth. A lifelong youth worker, Susan's professional involvement as a New York City public servant has included ten years in her current role and several additional years in the not-for-profit sector –in the South Bronx, East Harlem and the Lower East Side. She was a GED math teacher, facilitated career development for high school students and out-of-school youth, and served in administrative roles for a range of social-emotional,

academic, and enrichment programming, including Vice President, Youth Services at SoBRO.

Stanley Litow retired after a career as IBM's Vice President of global corporate social responsibility, VP of corporate affairs, and President of the IBM Foundation. At IBM he organized and led three National Education Summits and conceived the PTECH program, which has now spread across 28 countries. Post IBM retirement, he now serves as a Professor at Columbia University and a Trustee of the State University of New York, is the author of two books, and writes regular opinion columns for major publications. Previously he served as Deputy Schools Chancellor for NYC Public Schools, as Founder and President of Interface, and Executive Director of the Educational Priorities Panel. Under Mayor John Lindsay, in City Hall, he served as Executive Director of the NYC Urban Corps. He has served on Presidential Commissions under Presidents Clinton and Obama and was appointed to Chair a Gubernatorial Commission on Education Reform in New York.

Mary Macchiarola is a civic leader in New York City, including her home borough of Brooklyn. Together with her late husband, Frank Macchiarola, Mary taught in the New York City public schools shortly after her college graduation and, at the same time, helped to staff the City's recreation-oriented afterschool program in the 1970s. She continued her teaching career for more than 20 years, with a focus on teaching kindergarten. Mary provided visible support to Frank when he became Chancellor of the New York City public schools (1978-83) and, later, when he was named President of St. Francis College in Brooklyn. In recognition of their partnership, in 2009 St. Francis College named its new Academic Center after Frank and Mary Macchiarola.

Jim Marley served as Director of the North Bronx Family Center (a program of Pius XII Youth and Family Services) from 1975, shortly after receiving his Master's in Social Work from Fordham University, until his retirement in 2015. Jim led a variety of program expansions during this 40-year period, beginning with developing a comprehensive range of multi-site, family-centered services in the South and Central Bronx focused on supporting young people's interests, talents, and strengths. Many of these programs were offered in the public schools, including afterschool programs, young adult learning centers, and an innovative college prep program, LifeLink, that is now being implemented in 15 New York City high schools. Jim built a staff team that created links to families, their schools, support groups, and neighborhood connections, using the staff's skills in mobilization and empowerment. In 2005, the North Bronx Family Center became part of Good Shepherd Services.

Jeanne Mullgrav has a diverse background in government, non-profit, and the private sector. She is currently the founding Managing Director of Social Impact at Capalino. Jeanne previously served as the Commissioner of the NYC Department of Youth and Community Development. Afterschool participation was a significant part of her formative years, having attended The Church of All Nations, Grand Street Settlement, and Henry Street Settlement where she later held a part-time job. This experience, along with a previous role at The After-School Corporation, laid the groundwork for her tenure as Commissioner. There, she played a key role in designing and implementing Mayor Bloomberg's Out-of-School Time Initiative, which served over 60,000 children. Jeanne instituted a more efficient and transparent procurement system, prioritizing capacity building and evaluation, and establishing an online data system. Her efforts expanded the availability, quality, coordination, and accountability of afterschool programs in NYC.

Gail Nayowith started her career in New York City government and has led three nonprofit organizations: Citizens' Committee for Children of New York, the Laurie M. Tisch Illumination Fund, and SCO Family of Services. She serves on the New York City Board of Health and as Vice President of the Kenworthy Swift Foundation. Gail established 1digit LLC and now maintains an independent consulting and advisement practice. She publishes occasionally and speaks on matters of public policy and funding, health, behavioral health, human services, advocacy, child well-being, and nonprofit management, performance, and risk.

Jennifer Negron is a Senior Program Officer at The Pinkerton Foundation. Jenny has a unique perspective on the value of Pinkerton grants. In 1998, three days after graduating from New York's high school for pregnant and parenting teens and six weeks after the birth of her son Joel, she went to work as an "Explainer" in the Science Career Ladder program at the New York Hall of Science–a

longtime Pinkerton grantee. She brought her interest and expertise in youth programs and STEM education to Pinkerton in January of 2012. During her tenure there, she rose to lead the program while earning degrees from LaGuardia, Queens, and Baruch Colleges. Joel was an Explainer himself and in Spring of 2022 graduated from Hunter College, making that the fifth CUNY degree earned between the two of them (he also graduated from Guttman).

Mike Nolan has nearly 20 years of experience working at all levels of NYC government, across the mayoral terms of Mike Bloomberg, Bill de Blasio and Eric Adams. At City Hall, he has led the creation of new projects and initiatives including Community Schools, Children's Cabinet, Summer Rising, and the reform of existing programs including Summer Youth Employment. Before that, Mike worked on several initiatives at the NYC Department of Education: expansion of pre-Kindergarten; creation of Gifted and Talented programs; development of new schools; and implementation of reforms to support students with disabilities. Previously, he worked at the NYC Department of Youth and Community Development, collaborating on the establishment of NYC's original system of afterschool programs under the Bloomberg Administration. Nolan has also worked for the non-profit organizations New Leaders and Safe Horizon. He started his career as a policy aide in the U.S. Congress. Mike holds a Bachelor of Arts from the University of Massachusetts at Amherst and a Master's in Public Affairs from Princeton University's School of Public and International Affairs.

Danielle Pulliam is a Senior Program Officer at The Pinkerton Foundation, where she manages grants in literacy, sports, and arts, and serves as a thought partner for the foundation's Racial Equity Initiative to support BIPOC leaders. Previously, Danielle was the Director of Strategic Partnerships at the NYC DOE's Office of Adult and Continuing Education. With over 15 years of experience in organizational development, Danielle has a robust background in both the for-profit and non-profit sectors. Danielle earned her B.A. from Brown University and an M.P.A. from the Baruch CUNY School of Public Affairs through the National Urban Fellows Program.

Darryl Rattray is the Deputy Commissioner for Strategic Partnerships at the New York City Department of Youth and Community Development (DYCD), where he has served for over 22 years. A former DYCD program participant, Darryl has leveraged his deep understanding of the agency to advance numerous initiatives, including the Out-of-School Time initiative and the Cornerstone program. His work has earned him the 2021 Sloan Public Service Award and multiple recognitions. Darryl's career, beginning with youth advocacy in the Bronx, highlights his commitment to community empowerment and youth development, leaving a lasting impact on New York City.

Elizabeth Reisner (Pickman) advises nonprofit organizations on strategy, measurement, and evaluation. She earlier co-founded and co-managed Policy Studies Associates, a Washington, DC-based company that evaluates school-improvement and youth-development initiatives. At PSA, Liz directed evaluations of many such initiatives, as sponsored by government agencies and private nonprofit organizations. Examples include the evaluations of The After-School Corporation (TASC) and of DYCD's OST and Beacons programs as well as evaluations of youth-development programs administered by ExpandED Schools, Publicolor, Citizen Schools, the Harlem Education Activities Fund (HEAF), and Learning Leaders, among others. In retirement, Liz serves on the boards of several youth-serving organizations.

Andrew Samberg is the Vice President of Local 891 of the International Union of Operating Engineers, a role in which he has served since November of 2022. Prior to that, he served as a Custodian Engineer for the New York City Department of Education for 30 years. Since graduating from high school in 1984, Andrew has worked in a variety of capacities in the NYC public schools, including working as a cleaner on the night crew at Samuel J.Tilden High School for three years; serving in a Fireman's (one who takes care of the boilers) position for five years; and passing a variety of licensing tests that resulted in his becoming fully certified as a Custodian Engineer.

Christine Schuch brought her passion for the health and well-being of underserved communities and her extensive background in public interest and labor law to the United Federation of Teachers' United Community Schools (UCS) in 2012. As the associate executive director of UCS, Christine is responsible for providing "big picture" oversight to ensure programs and organizational activities are compatible and consistent with UCS' mission and goals. She manages 17

full-time central office and 33 school-based staff with over $8 million in funding, providing guidance and technical support to the advisory boards while deepening parent and community engagement for all UCS sites. She earned a BA from Knox College in Illinois and her JD from the City University of New York School of Law.

Don Siegel is a Professor Emeritus of Exercise and Sport Studies at Smith College where he helped develop Smith's graduate program that specializes in training college coaches. He was an urban youth sports program consultant for the Boston-based Barr Foundation. Subsequently, he co-developed and directed out-of-school programs in Holyoke and Springfield, MA called Project Coach, which taught adolescents to coach elementary school children. With Sam Intrator, he co-authored a book entitled *The Quest for Mastery*: *Positive Youth Development Through Out-of-School Programs and wrote* a number of journal articles related to youth development through youth sports.

Eddie Silverio currently serves as the Director of the Alianza Division at Catholic Charities Community Services of the Archdiocese of New York, where he continues to innovate and spearhead quality youth programs and services, positively impacting youth and mentoring future leaders. He was born and raised on the upper west side to hard-working Dominican immigrants who cultivated strong family principles during his childhood and helped shape his respect for elders, for the community, and for pride in his cultural identity. A youth pioneer in one of the City's largest Dominican-led non-profit community-based organizations, Alianza Dominicana, Eddie found that his passion for youth development flourished in Washington Heights. At 19, he became the youngest Co-Director of the City's first cohort of Beacon Community Centers, Centro Comunal La Plaza Beacon School (La Plaza), which he helped design, develop, and implement.

Robert Troeller is Business Manager/President of Local 891 of the International Union of Operating Engineers, where he represents New York City's School Custodian Engineers—a position he has held since August 2003. He was first elected to fill the term of a retiring President at a very difficult moment in the history of Local 891 and has been re-elected to seven terms by the union membership. Robert attended New York City public schools, graduated from Brooklyn Tech High School, received his professional certification as both a Stationary Engineer and a Refrigeration Engineer, and subsequently completed his B.A. in Labor Studies through a joint program of Cornell University and The National Labor College.

Denice Williams is a native New Yorker dedicated to disrupting policies, practices, and procedures that obstruct the advancement of BIPOC people and their opportunity to live their best lives. Currently, she serves as Deputy Commissioner for the NYC Department of Youth and Community Development, overseeing the Division of Planning, Program Integration and Evaluation (PPIE). Previously, Denice served as Assistant Commissioner for the Comprehensive After School System of New York City (COMPASS-NYC), growing the initiative to a budget of $247 million from $78 million, funding 813 programs serving 86,000 young people. Denice joined COMPASS after serving as head of the DYCD's Capacity Building Department. Prior to joining DYCD, Denice served as Deputy Executive Director of Community Resource Exchange.

Rev. Dr. Alfonso Wyatt retired as vice president of the Fund for the City of New York after serving over two decades. He is the founder of Strategic Destiny: Designing Futures Through Faith and Facts. Strategic Destiny seeks to find common language and opportunities for collaboration between socially engaged practitioners motivated by faith and secular practitioners motivated by evidence-based learning. He has mentored young people in foster care, juvenile detention facilities, and adults in and out of prison as well as leaders in the public and private sectors, youth-serving organizations, the faith community, foundations, government, education intermediaries, and mentees receiving their Ph.D. He is an ordained Elder on the ministerial staff of The Greater Allen A.M.E. Cathedral of New York.

Michelle Yanche is CEO of Good Shepherd Services, a leading youth development, education, and family service agency that serves over 30,000 individuals each year. Prior to becoming CEO, Michelle led the organization's work in the areas of compliance and risk management, fundraising and development, government and community relations, public policy and advocacy, and communications and marketing. Michelle began her career leading advocacy

campaigns that resulted in substantial new investments and transformational system change in the areas of youth development, afterschool, preventive services, and youth employment programming. These include efforts led through the Neighborhood Family Services Coalition, Open the Schools for Real Campaign, Beacons Unite, Campaign for Summer Jobs, New York City Youth Alliance, and Campaign for Children. Michelle received a B.A. from Fordham University and an M.P.A. from New York University's Robert F. Wagner Graduate School of Public Service, where she has also served as an adjunct faculty member.

Sarah Zeller-Berkman is Director of the Youth Studies Programs at the City University of New York School of Professional Studies, which includes a B.A., M.A., and Advanced Certificate. She also directs the Intergenerational Change Initiative, a youth participatory action research project involving mobile tech and participatory policy making. Sarah has spent the last two-plus decades as a practitioner, researcher, evaluator, professor, and capacity-builder in the field of critical youth development. Since 2003, she has worked with young people on intergenerational participatory action research projects about issues that impact their lives, including policy making, sexual harassment in schools, incarceration (including parental incarceration), child welfare, economic mobility, and high-stakes testing; she views this work as a part of a larger movement to alter the status quo for/with young people. Sarah earned a B.A. in psychology from Emory University and a Ph.D. in psychology from the City University of New York Graduate Center.

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