Committee on Youth Services

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The Council of the City of New York

BRIEFING PAPER OF THE HUMAN SERVICES DIVISION

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COMMITTEE ON YOUTH SERVICES

Hon. Deborah Rose, *Chair*

January 14, 2019

**Oversight:** **Afterschool Programming (COMPASS NYC & SONYC)**

**INT. NO. 1100:** By Council Members Kallos, Treyger, Rose, Constantinides, Ampry-Samuel, Ayala, Chin, Cumbo and Brannan

**TITLE:** A Local Law to amend the administrative code of the city of New York, in relation to a universal after school program plan

**ADMINISTRATIVE CODE:** Amends Chapter 4 of title 21 by adding a new section 21-410

**INT. NO. 1113:** By Council Members Treyger, Kallos, Rose, Ampry-Samuel, Ayala and Chin

**TITLE:** A Local Law to amend the administrative code of the city of New York, in relation to reporting on after school programs

**ADMINISTRATIVE CODE:** Amends Chapter 4 of title 21 by adding a new section 21-410

**INTRODUCTION**

On January 14, 2019, the Committee on Youth Services, chaired by Council Member Deborah Rose, will conduct an oversight hearing on Afterschool Programming (COMPASS NYC and SONYC). The Committee will also hear Int. No. 1100 by Council Member Kallos, which would require the creation of a universal afterschool program plan, and Int. No. 1113 by Council Member Treyger, which would require reporting on afterschool programs. Witnesses invited to testify include the Department of Youth and Community Development (DYCD), afterschool program advocates, COMPASS NYC and SONYC providers, and other interested stakeholders.

**BACKGROUND**

***The Benefits of Afterschool Programing***

Afterschool programming provides extracurricular opportunities for students to engage in hands-on learning, discover and explore new interests, and engage in physical activities.[[1]](#footnote-1) Students may also receive nutritious snacks or meals in conjunction with afterschool programming, thereby supplementing their diets.[[2]](#footnote-2) Because these programs help students learn and grow during hours in which they are not in class, and while many children would otherwise be unsupervised, afterschool programs offer communities solutions that help keep children safe while supporting families in balancing work and home lives.[[3]](#footnote-3)

Notably, the hours after school between 2 p.m. and 6 p.m. have been shown to be a particular time of risk for unattended youth that coincides with peak times for juvenile crime.[[4]](#footnote-4) While five states - including New York - did not contribute data to these national findings, local surveys have nonetheless suggested that 74% of parents in New York State agree that afterschool programs provide parents with peace of mind about their children while parents are at work, and 70% agree that such programs help to keep their kids safe and out of trouble.[[5]](#footnote-5) National research has also demonstrated the positive academic and behavioral impacts that afterschool programming has on participating students as compared to their non-participating peers.[[6]](#footnote-6) These impacts include:

* Increased gains in math achievement, effectively closing the math achievement gap between students from lower-income and higher-income families;[[7]](#footnote-7)
* Increased gains in reading, particularly in lower elementary grades and in high school;[[8]](#footnote-8)
* Improved school-day attendance;[[9]](#footnote-9)
* Decreased dropout rates;[[10]](#footnote-10)
* Improved attitudes toward school;[[11]](#footnote-11)
* Decreased disciplinary incidents;[[12]](#footnote-12)
* Improved decision-making and attention skills;[[13]](#footnote-13) and
* Decreased risky behavior, such as drug use[[14]](#footnote-14) and gang activity.[[15]](#footnote-15)

As these benefits continue to be widely documented, afterschool programming has become an integral part of many states’ youth development and advancement initiatives.[[16]](#footnote-16)

***DYCD***

DYCD contracts with and oversees a network of community-based organizations that support New Yorkers by alleviating the effects of poverty and providing opportunities for communities to prosper.[[17]](#footnote-17) DYCD specifically supports youth and their families through such programs as afterschool, family support, literacy, youth services, and youth workforce development.[[18]](#footnote-18) DYCD is guided by principles that include providing opportunities for all, stewardship, integrity, strategic relationships, inclusiveness, and community voice.[[19]](#footnote-19) Ultimately, these principles are embodied within the various services and programs that DYCD funds in an effort to improve the quality of life for New Yorkers.[[20]](#footnote-20)

***COMPASS NYC***

Among DYCD’s youth programs is the “Comprehensive After School System of New York City,” or COMPASS NYC.[[21]](#footnote-21) COMPASS NYC is comprised of more than 900 programs that provide youth from kindergarten to grade 12 with access to quality afterschool activities.[[22]](#footnote-22) COMPASS NYC programs strive to balance academics with recreation, enrichment, and cultural activities that support and strengthen the overall development of youth.[[23]](#footnote-23) As a way of promoting full program participation and reach, COMPASS NYC is offered at no cost and programs are strategically placed in public and private schools, community centers, religious institutions, public housing, and recreational facilities throughout the City.[[24]](#footnote-24)

***COMPASS NYC Program Models***

COMPASS NYC is structured into four program models that are largely differentiated by the age of youth served and their corresponding grade levels.[[25]](#footnote-25) The models are:

* COMPASS Elementary;
* COMPASS Explore;
* COMPASS High; and
* SONYC (School’s Out NYC).

COMPASS Elementary is tailored to serve children from kindergarten through fifth grade. It incorporates STEM[[26]](#footnote-26) into its instruction but is designed to go further by also integrating literacy, basic arts, physical activity, and nutritional programs that promote healthy living.[[27]](#footnote-27) The program is offered three hours a day, five days a week, and on 13 school holidays.[[28]](#footnote-28)

COMPASS Explore caters to students at all grade levels. As such, it serves students in elementary, middle, and high school. COMPASS Explore represents a single-focused project based model that supports the exploration of interests and skill building through projects and creativity.[[29]](#footnote-29) This approach is design to foster leadership and cultivate confidence and resilience.[[30]](#footnote-30)

COMPASS High offers project-based learning experiences for ninth and tenth grade students that encourages skill building activities, civic engagement, and student voice as well as offers counseling and case management services. These efforts are designed to ensure that participants successfully transition from middle to high school and stay on track to make the most of their high school experience.[[31]](#footnote-31)

School’s Out NYC, or SONYC, is a middle school model serving youth in sixth, seventh, and eighth grades.[[32]](#footnote-32) It was launched in 2014 by Mayor Bill de Blasio and DYCD Commissioner Bill Chong in an effort to reduce inequality across communities and provide middle school students with safe, high-quality learning and recreational opportunities.[[33]](#footnote-33) SONYC is structured like a club that offers youth a choice in how they spend their time, while providing rigorous instruction in sports and arts, and youth leadership opportunities through service.[[34]](#footnote-34) SONYC utilizes the City as a classroom through trips and instructional opportunities beyond a traditional learning setting.[[35]](#footnote-35) It is offered, three hours each day, five days per week.[[36]](#footnote-36)

While there are some differences between individual COMPASS models, all have key underlying elements that include providing robust opportunities to explore individual interests and creativity.[[37]](#footnote-37) The integration of STEM and literacy into traditional programming is also utilized to increase elementary and middle school participants’ exposure, competency, and interest within these fields while hands-on, project-based learning activities help to promote youth engagement and fun learning.[[38]](#footnote-38) COMPASS also strives to provide environments that support social and emotional learning with added support for youth and families during educational transitions that are critical to youth development.[[39]](#footnote-39)

***SONYC Pilots***

In 2015, DYCD, in collaboration with the Administration for Children Services (ACS), the Department of Homeless Services (DHS), and a number of community-based organizations, launched a SONYC pilot program to serve middle school youth who reside in ACS and DHS facilities.[[40]](#footnote-40) The program offers focused programming to cultivate supportive relationships and to ensure that adolescents remain on a good path.[[41]](#footnote-41) A key feature of this pilot is to foster optimism in these youths while encouraging their curiosity, identifying and strengthening their talents, creating pathways to success so that youth believe in their futures.[[42]](#footnote-42) Building off of these values, DYCD launched a similar SONYC pilot program for youth who are involved in the justice system.[[43]](#footnote-43)

***Budget***

COMPASS NYC began in 2005 as “Out-of-School Time”, or OST, with an initial investment of $46 million.[[44]](#footnote-44) Its name was changed from OST to COMPASS NYC in 2014 while simultaneously integrating OST best practices with a significant expansion of afterschool programs that serve the City’s middle school student population.[[45]](#footnote-45) Since its 2005 inception, overall funding and the number of youth served have generally increased[[46]](#footnote-46); however, as noted below, more recent years have seen some regression in funding that stands in contrast to a more dramatic decrease in the number of youth served by these programs.

The COMPASS NYC portfolio of programs, including SONYC, are funded under the budgetary heading “OST.” In FY 2020, $339,156,010 was allocated towards all OST funding, with a target of 110,000 participant slots across programs.[[47]](#footnote-47) Through budget negotiations with the Council, the Administration further baselined 4,000 COMPASS NYC slots for elementary students in Fiscal 2020.[[48]](#footnote-48) While FY ’20 participant slots are expected to increase over the next six months as OST enrollments are finalized[[49]](#footnote-49), FY ’18 to ’19 reflected funding decreases that contrasted with more significant drops in enrollments as follows:

*Sources: Office of Management & Budget (OMB), DYCD and the FY 2019 Mayor’s Management Report*

*Sources: DYCD and OMB*

These downward trends will be examined in more detail at the Committee’s hearing; however, were they to continue into FY ’20 and beyond, ongoing funding and enrollment reporting as required by Int. 1113 could help to illuminate which individual programs, or models contribute to these trends and may also help to target improvements. In addition, a number of advocates have maintained that there are service gaps for afterschool programming, particularly for elementary school children who experience significant waiting lists in 88% of elementary afterschool programming. [[50]](#footnote-50) Thus, creating a universal model as envision by Int. 1110 could help to alleviate the frustration of long waiting lists and ensure that all students, particularly those in elementary school, receive desired programming.

**ANALYSIS OF INT. NO. 1100**

*A Local Law to amend the administrative code of the city of New York, in relation to a universal after school program plan.*

This legislation would require DYCD to establish, subject to appropriation, a program of universal after school programming for all public school students, meaning that program slots would be made available to all such students who request them. This program would be preceded by a detailed plan in which DYCD, in consultation with the Department of Education, examines the need for expanded after school programs and the steps that would be taken to obtain universality. A report on the status of a detailed plan would be required annually by DYCD until such time as it certifies to the Mayor and City Council Speaker that an after school program slot is available for all students. The legislation would take effect immediately except that any reporting requirements would be deemed repealed as of the attainment of universality.

**ANALYSIS OF INT. NO. 1113**

*A Local Law to amend the administrative code of the city of New York, in relation to reporting on after school programs.*

This legislation would require annual reporting each September by DYCD, in consultation with the Department of Education, on after school programming. The reports would include, but not be limited to, demographic information for all student participants such as age, race, ethnicity, gender, English language learner status and special education status. In addition, reporting would include the number and percentage of programs available and a description of each program, including their respective capacities and service hours. Finally, the reporting would require details regarding eligibility criteria for each program and the amount and source of program funding. All information reported under this proposed legislation would be disaggregated by borough, council district, community school district, and school. The law would take effect immediately.

**CONCLUSION** At this hearing, the Committee will seek a more detailed understanding of COMPASS NYC and each constituent program model. The Committee will also seek updates on pilot programming as well as receive testimony regarding Int. Nos. 1100 and 1113. In addition, the Committee will hear from advocates and providers about COMPASS NYC programs, including any suggestions for improvement, and the need for additional afterschool programming slots.

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Int. No. 1100

By Council Members Kallos, Treyger, Rose, Constantinides, Ampry-Samuel, Ayala, Chin, Cumbo and Brannan

A Local Law to amend the administrative code of the city of New York, in relation to a universal after school program plan

Be it enacted by the Council as follows:

Section 1. Chapter 4 of title 21 of the administrative code of the city of New York is amended by adding a new section 21-410 to read as follows:

§ 21-410 Universal after school program plan. a. Definitions. For the purposes of this section, the following terms have the following meanings

After school program. The term “after school program” means any organized program, under the jurisdiction of either the department of youth and community development or the department of education, that occurs outside the traditional school day which allows students to participate in expanded learning activities that include, but are not limited to, academic support, arts and cultural enrichment, recreation, sports, nutrition, youth development, and mentoring.

Department. The term “department” means the department of youth and community development.

School. The term “school” means a school of the city school district of the city of New York.

Student. The term “student” means any pupil under the age of twenty-one as of September first of the academic period being reported, who does not have a high school diploma and who is enrolled in a school as school is defined in this subdivision.

b. Subject to appropriation, no later than September 1, 2019, the department, in consultation with the department of education, shall make an after school program slot available for any student who requests one.

§ 2. Universal after school program reporting. a. No later than September 1, 2018, and annually thereafter on or before September 1, the department, in consultation with the department of education, shall submit to the mayor and speaker, conspicuously post to its website and make available to students and parents, a report detailing the implementation efforts to be undertaken by the city to achieve universal after school pursuant to section 21-410 of the administrative code of the city of New York. Such report shall include, but need not be limited to:

1. An assessment of how many after school slots are needed to achieve universal after school;

2. The availability and cost of creating additional capacity within existing after school programs and how many new after school programs need to be created and the cost associated with creating such programs;

3. Current methods used by the department and the department of education to make students and parents aware of after school programs;

4. The number and percentage of students in each school district taking part in an after school program as compared with the preceding calendar year;

5. The demographic information for students in each after school program including, but not limited to grade, age, race, ethnicity, gender, special education status, and English language learner status as compared with the preceding calendar year;

6. Steps the department and the department of education are taking to increase enrollment in existing after school programs;

7. Implementation deadlines to be achieved in establishing universal after school; and

8. Any other issues related to after school capacity and participation rates in the city that the department of youth and community development and the department of education deem appropriate.

b. Beginning with the second report required pursuant to subdivision a of this section and for every report thereafter, the department, in consultation with the department of education, shall incorporate progress made in achieving implementation deadlines required pursuant to paragraph seven of subdivision a of this section. If implementation deadlines are not able to be met in any given year, the department shall detail why the implementation deadline will not be met and identify remedial steps the department will take to achieve the implementation timeframe in subsequent years.

c. Upon implementation of universal after school pursuant to section 21-410 of the administrative code of the city of New York, the department, in consultation with the department of education, shall certify to the mayor and the speaker that an after school program slot is available for all students.

§ 3. This local law takes effect immediately, except that section two of this local law is deemed repealed at the conclusion of the final calendar year during which the department, in consultation with the department of education, has certified to the mayor and speaker that an after school program slot is available for all students.

MMB

LS #4289

8/29/18; 11:07 a.m.

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Int. No. 1113

By Council Members Treyger, Kallos, Rose, Ampry-Samuel, Ayala and Chin

A Local Law to amend the administrative code of the city of New York, in relation to reporting on after school programs

Be it enacted by the Council as follows:

Section 1. The administrative code of the city of New York, is amended by adding a new section 21-410 to read as follows:

§ 21-410 Reporting on after school programs a. Definitions. For the purposes of this section, the term “after school program” means any organized program, under the jurisdiction of either the department or the department of education, that occurs outside the traditional school day which allows students to participate in expanded learning activities that include, but are not limited to, academic support, arts and cultural enrichment, recreation, sports, nutrition, youth development, and mentoring.

b. Not later than September 1, 2018, and annually thereafter on or before September 1, the department, in consultation with the department of education, shall submit to the mayor and speaker, conspicuously post to its website and make available to students and parents, an annual report regarding all after school programs that are available and the funding allocated for such programs.

c. The annual report shall include, but not be limited to, the following information:

1. The number and percentage of after school programs available and a description of each program, including the capacity of each program and number of hours each program is available on a daily basis;

2. The eligibility criteria for each after school program;

3. The application methods made available for each after school program;

4. For each school that hosts an after school program, the number and percentage of students enrolled in that school taking part in such after school program;

5. The demographic information for students in each after school program including, but not limited to grade, age, race, ethnicity, gender, special education status, and English language learner status; and

6. The amount of funding allocated to each program, the source of such funding, and the length of time each after school program has been funded.

d. All information required by this section shall be aggregated citywide, as well as disaggregated by borough, council district, community school district, and school.

§ 2. This local law takes effect immediately.

KG/SMD/MMB

LS #3287

8/29/18; 11:10 a.m.

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23. *Id.*  [↑](#footnote-ref-23)
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