

The Cost of Quality Out-of-School-Time Programs

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Acknowledgments

We are indebted to many individuals who helped make this study possible. First and foremost, we would like to thank the out-of-school-time (OST) program leaders and key informants interviewed and surveyed for this study in Boston, Charlotte, Chicago, Denver, New York City and Seattle. Although we cannot acknowledge them by name for confidentiality reasons, we are extremely grateful for their willingness to share detailed cost information with us.

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Foreword: Understanding the Costs of Quality

by M. Christine DeVita, President, The Wallace Foundation

Every day, millions of children attend out-of-school-time (OST) programs, and at the very least, parents and children want to know that those programs are safe and fun. But as state and federal funding for OST has risen in recent years, so have expectations that programs should provide more than just baby-sitting or a safe haven. Increasingly, OST programs are being asked to deliver meaningful homework help and other academic support, sports, artistic experiences or other activities that help youngsters develop skills, form positive relationships with adults, and ease the transition to adulthood. Against this backdrop of rising expectations for delivering the kind of quality programs the public is now demanding—not to mention that young people can freely choose to attend OST or not—there is a clear need for better and more useful information about the costs of providing quality programming, and how OST programs of diverse sizes and missions can calculate those costs for themselves.

The Wallace Foundation has long supported a range of out-of-school opportunities, spurred by a belief that we as a society have a duty to surround children with learning and enrichment both during and beyond the school day. Currently, we are helping to develop and test what we call “coordinated approaches,” citywide initiatives that bring together many different players essential to OST—schools, parks departments, community groups and others—to improve out-of-school time. Our work, now going on in Boston, Chicago, New York, Providence and Washington, DC, has taught us that building effective, citywide OST programming requires six key elements, including: strong, committed leadership; multiyear planning to set goals, identify needed resources and hold key players accountable; a public or private coordinating entity to keep those plans on track and help build citywide support for OST; information systems capable of providing reliable data about participation trends and family needs; and an emphasis on expanded participation by young people.

Perhaps most important, however, is the sixth element we’ve identified: a commitment to quality. This is grounded in the idea, supported by research, that children are likeliest to realize OST’s benefits when programs are good enough to keep kids coming back for more.

The vital importance of quality is why we believe this report—and a companion online “cost calculator” available on Wallace’s website at www.wallacefoundation.org/cost-of-quality—are so valuable. This new research provides the field, for the first time, with hard evidence about the costs that quality programs bear, filling a critical information void and making it easier for many providers to plan for and reach the quality goal.

Based on an unusually large and diverse sample—111 programs across six cities—the report demonstrates that the cost of quality varies depending on a range of factors including program goals, times of operation and ages served. Programs for teenagers, for example, face different sets of likely costs from programs for elementary school students. The same is true for school-year as opposed to summer programs, and programs that focus on academics as opposed to those offering multiple activities.

This report is also one of the few to look at the full costs of quality programs, that is, the programs’ cash outlays plus the value of the non-monetary contributions, such as physical space or volunteer time, that so many OST programs rely on. Such in-kind donations, in fact, make up on average nearly one fifth of the total cost of quality OST programming, and in presenting that fact, this report gives planners a keener understanding of the true costs of quality.

Equally important, the research uncovers and explains many complexities of OST costs. For example, it finds that expanding program size to include more children can produce economies of scale—but only up to a point. The reason? After reaching certain threshold enrollment numbers, detailed in the report, quality programs must hire more core staff, thereby ratcheting up costs.

By providing such data, this report will, we hope, allow decision-makers to better assess different types of programs, their requirements and their associated costs, and weigh them more thoughtfully against the needs of their communities. We also hope the report opens the door to a more fact-based conversation about the costs of quality among policymakers who set reimbursement rates for OST programs, funders who want to ensure that their support more accurately matches their aims, and OST providers who set priorities and create the budgets for their programs.

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This report is part of a series documenting the costs of out-of-school-time programs and the city-level systems that support them. For more information, visit www.ppv.org, www.financeproject.org or www.wallacefoundation.org.

The Cost of Quality Out-of-School-Time Programs provides detailed information on both the average out-of-pocket expenditures and average full cost (including the value of in-kind contributions) of a wide range of quality out-of-school-time programs.

The Out-of-School-Time Program Cost Calculator is a tool that will enable users to generate tailored cost estimates for many different types of out-of-school-time programs. Available at www.wallacefoundation.org/cost-of-quality.

Investment in Building Out-of-School-Time Systems: A Six City Study (forthcoming) examines the resource investments cities can make to support local out-of-school-time programs.



Executive Summary



ut-of-school-time (OST) programs are a vital component of children's academic and social development. Nationwide, 6.5 million school-age children participate in OST programs that seek to ensure their safety, develop and nurture their talents, improve their academic behaviors and help them form bonds with adults and youth who are positive role models.¹ These programs incorporate a diverse array of organizational models and programmatic approaches.

Throughout the country, policymakers, parents and community leaders are working to develop and sustain quality OST programs. In order for their efforts to succeed, they need targeted information about the costs of building quality programs and how costs can vary depending on participant populations, program location, staffing structures, hours of operation and ancillary services.

To meet this need, The Wallace Foundation commissioned The Finance Project and Public/Private Ventures (P/PV) to conduct a groundbreaking study of the full costs of quality OST programs. This report, one of the largest and most rigorous OST cost studies to date, is based on data from 111 programs distributed across six cities (Boston, Charlotte, Chicago, Denver, New York and Seattle) and covers programs that varied dramatically in their focus, content, location, staffing, management and hours of operation. All of the programs included in the study passed a quality screener that was designed to identify established, high-capacity OST programs that have been in operation at least two years, have high participation rates (however, no participation threshold was set for teen programs), have appropriate staff/youth ratios and have other key research-based structural characteristics associated with quality. Thus, the sample of programs included in the study does *not* represent the universe of OST programs across the country, nor is it intended to represent an average OST program. Our goal was to clarify the costs of *quality OST programs*.

The cost data we collected were made comparable through cost-of-living adjustments. By detailing the programs' wide-ranging costs, this study highlights questions and considerations that are critical to decision-makers in their efforts to build and sustain quality OST programs for children and youth in their communities.

The study provides detailed information on the *full* cost of quality OST programs, encompassing both out-of-pocket expenditures as well as the value of resources that were contributed in kind (including space), which most other OST studies have not done. Given that in-kind contributions cannot always be counted on when scaling up or building new programs, policymakers, program directors and funders can use the full cost estimates as an upward bound of cost, assuming no donated resources.

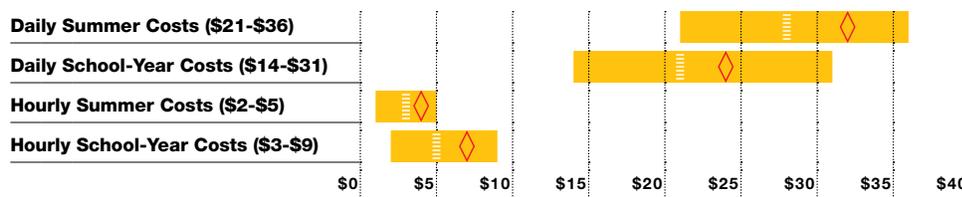
A companion online cost calculator, available at www.wallacefoundation.org/cost-of-quality, will enable users to tailor cost estimates to their cities for many different types of programs. It draws on findings from this report, *The Cost of Quality Out-of-School-Time Programs*, to approximate the average cost of operating programs with a variety of characteristics—such as differing staff/youth ratios, size, staff qualifications, locations and focus.

Key Findings

Not surprisingly, given the diversity of quality OST programs, we found that costs varied substantially. These cost differences were largely driven by:

- **Program directors' choices** (when and how many days and hours the program operated; what activities it offered; the staff/youth ratio; etc.);
- **Available resources** (funding, as well as donated goods and services); and
- **Local conditions** (such as the ages, needs and interests of the children and the cost structures in particular cities).

Executive Summary Figure 1 Summary of Cost Per Slot Ranges for Programs Serving Elementary and Middle School Students



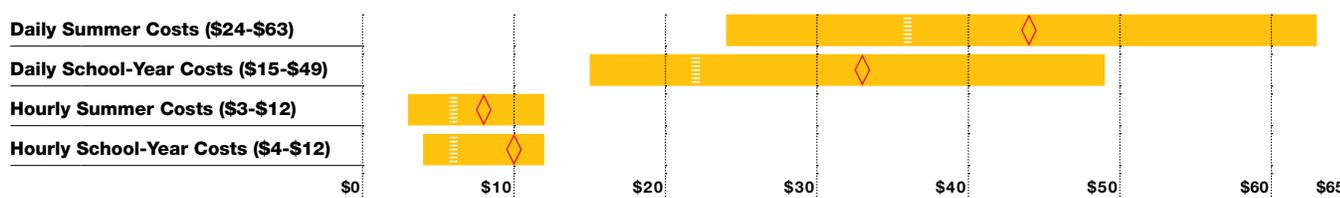
The boxes visually represent the cost ranges from the 25th percentile of program cost to the 75th percentile.

(\$X-\$Y) The 25th and the 75th percentile costs are indicated in parentheses.

Indicates the mean cost.

Half the programs' costs fall below level (represents the median cost, or 50th percentile of program costs).

Executive Summary Figure 2 Summary of Cost Per Slot Ranges for Programs Serving Teens



The boxes visually represent the cost ranges from the 25th percentile of program cost to the 75th percentile.

(\$X-\$Y) The 25th and the 75th percentile costs are indicated in parentheses.

Indicates the mean cost.

Half the programs' costs fall below level (represents the median cost, or 50th percentile of program costs).

Below, we summarize how some of these choices affected the per-slot cost (namely, the total cost of the program divided by the average number of children that attend each day).

For the programs in our sample serving elementary and middle school children, the average hourly cost was approximately \$7 per slot during the school year, with costs ranging from \$3 to \$9 for the middle bulk of programs. During the summer, the average hourly cost was \$4 per slot, with a much smaller cost range (\$2 to \$5). On a daily basis, this translated to an average slot cost of \$24 during the school year (ranging from \$14 to \$31 a day) and \$32 during the summer (ranging from \$21 to \$36 a day). (Summer programs, in general, were more costly per day

than school-year programs because they operated more hours per day.) See Figure 1.

For the teen programs in our sample, the average hourly cost for a school-year program was \$10 per slot, with costs ranging from \$4 to \$12 for the middle bulk of the programs. During the summer, hourly costs averaged \$8 per slot, with approximately the same range (\$3 to \$12). These hourly costs translate into daily slot costs of \$33 a day (ranging from \$15 to \$49) during the school year and \$44 a day (ranging from \$24 to \$63 a day) during the summer. See Figure 2.

Because programs typically enrolled more children than the number present each day (since children do not attend every day), the average cost per enrollee was substan-

Executive Summary Table 1

Key Findings: Average Cost Per Slot

	Average Cost Per Slot					
	Hourly			Daily		
	Out-of-Pocket Expenditures	Full Cost	Midpoint (25th to 75th Percentile Ranges of Full Costs)	Out-of-Pocket Expenditures	Full Cost	Midpoint (25th to 75th Percentile Ranges of Full Costs)
Elementary/Middle School Programs (ES/MS)						
School Year ^a	\$6.00	\$7.40	\$5.50 (\$3.20-\$9.10)	\$20	\$24	\$21 (\$14-\$31)
Summer ^b	\$3.50	\$4.10	\$2.80 (\$2.30-\$4.80)	\$27	\$32	\$28 (\$21-\$36)
Teen Programs						
School Year ^c	\$8.30	\$10.30	\$6.40 (\$4.40-\$12.00)	\$27	\$33	\$22 (\$15-\$49)
Summer ^d	\$6.90	\$8.40	\$6.30 (\$3.40-\$11.70)	\$37	\$44	\$36 (\$24-\$63)

^an=70, ^bn=45, ^cn=41, ^dn=26

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

tially lower than the average cost per slot. Per-enrollee costs of school-year programs were approximately 60 percent of the slot cost for programs serving younger children (\$4.60 per enrollee versus \$7.40 per slot per hour, or \$2,640 versus \$4,320 annually) and 40 percent for programs serving teens (\$5.10 per enrollee versus \$10.30 per slot, or \$1,880 versus \$4,580 annually). Per-enrollee costs of summer programs are approximately 75 percent of the slot cost for programs serving younger children (\$2.90 per enrollee versus \$4.10 per slot per hour, or \$1,000 versus \$1,330 annually) and 55 percent for programs serving teens (\$5.00 per enrollee versus \$8.40 per slot per hour, or \$790 versus \$1,420 annually).

Staff costs were the primary cost driver for OST programs. Thus, differences in operating hours and to some extent salary levels were the primary factors affecting cost variations. Among our sample programs, staff salaries and benefits accounted for about two thirds of total costs. A major reason why teen programs were more costly than programs for younger participants was that staff at teen programs typically

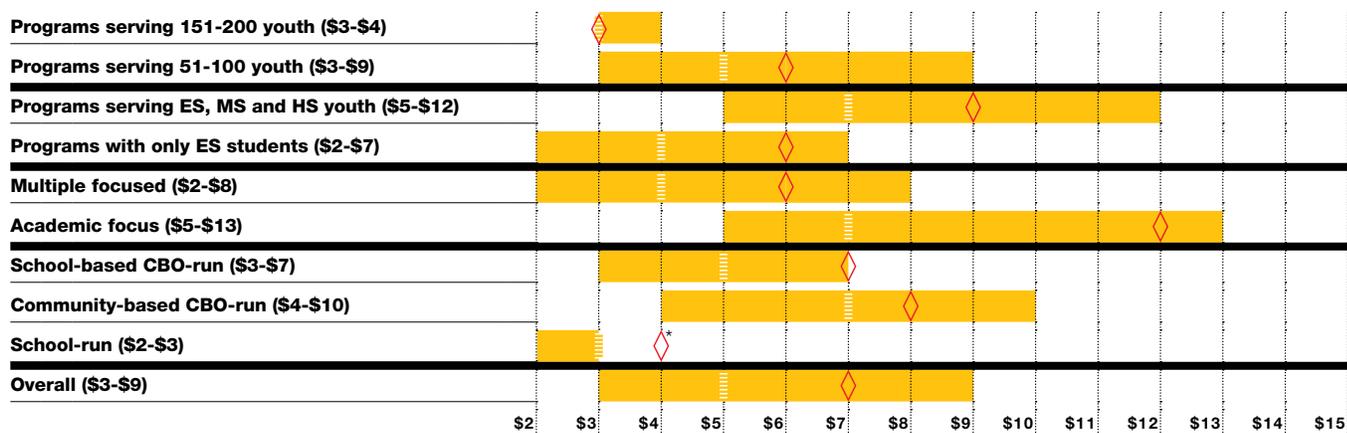
earned \$5 to \$10 more per hour than their counterparts at programs serving younger youth. Interestingly, both teen and nonteen *summer* programs were less costly on an hourly basis than school-year programs because they could spread their fixed cost over more hours.

Average costs and cost ranges varied by program characteristics, such as focus, provider and setting, size and the age of their participants. However, these differences were less pronounced among summer and teen programs.

- Larger programs (i.e., those serving more participants) generally had lower average costs than smaller ones. However, as program size increased, costs ratcheted up at critical thresholds—points where increased size required the addition of core staff capacity, such as an assistant director.
- School-year programs that served multiple age groups—elementary and middle school (ES/MS); or ES, MS and high school (HS); or MS and HS—had higher average costs than programs serving just one age group.

Executive Summary Figure 3

Summary of Hourly Slot Cost Ranges by Program Type for School-Year Programs Serving ES/MS Children



The boxes visually represent the cost ranges from the 25th percentile of program cost to the 75th percentile.

(\$X-\$Y) The 25th and the 75th percentile costs are indicated in parentheses.

Indicates the mean cost.

Half the programs' costs fall below level (represents the median cost, or 50th percentile of program costs).

* The average hourly cost for school-run programs at \$4 per hour was greater than the 75th percentile cost of \$3 because the upper 25 percent of programs had hourly costs that were substantially higher than \$3, ranging from \$3 to \$17.

- For programs serving younger participants, multiple-focus programs—those that offered a variety of academic and recreational activities—had lower average costs both per hour and per day during the school year than single-focus programs.
- School-based programs serving younger participants and programs operated by the school district had lower average costs than community-based or community-run programs during the school year, but during the summer the cost of programming was fairly similar across providers and settings. The setting did not affect the average cost of teen programs.

Underlying these and all of the cost differences were explicit choices, mostly about staffing. For example, the school-based school-run programs in our sample operated with lower staff/youth ratios, had fewer certified staff and used fewer resources for management than even its closest substitute, school-based CBO-run programs. These choices affected costs.

Costs varied by geographic location not only because the cost of living differed but also because of city or district-level policies. For example, in one of our cities, the school district charged considerably more for the use of school spaces than other districts (approximately \$20–\$25 per room per hour versus \$10–\$15 per room per hour). This affected the cost of all school-based programs. In another city, the norm among our sample programs was to use more staff—including project directors, site coordinators and activity leaders—per slot.

Although the vast majority of costs were covered through out-of-pocket expenditures, in-kind contributions were an important source of funding for many programs. The OST programs in our study leveraged, on average, a fifth of their resource needs from donated goods and services in the form of rent-free facilities, volunteers and in-kind equipment and supplies. The fact that so many OST programs benefited from in-kind contributions is clearly positive; however, leaders should take into account the full value of these “invisible subsidies” when planning and budgeting OST initia-

tives. These items entail real costs to organizations and systems, and as OST programs proliferate they will likely compete for these limited resources.

OST programs typically relied on three to five sources of funding, balancing public and private sources. Both teen and nonteen programs in our sample funded approximately half their revenue using public dollars. With a fifth of their needs supplied through in-kind contributions, the remainder came from a variety of private sources.

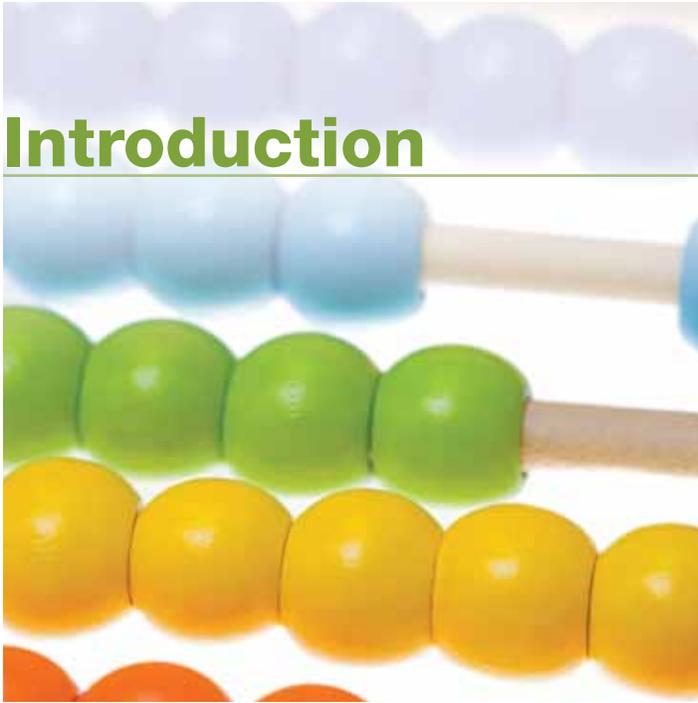
This study represents a significant step toward building a valuable knowledge base about the costs of OST programs and services that can inform decision-making by community leaders, program designers and policymakers. However, a few caveats should be kept in mind. First, while our cost sample of quality OST programs is one of the largest and most diverse to date, it is not a nationally representative, randomly selected sample. It excludes several important types of OST programs, most notably summer-only programs, programs in rural or small urban cities and programs that rotate among locations (such as those that move from school to school). Second, the cost and cost variations for teen programs should be viewed as less definitive than the findings for programs serving younger participants because they draw on a smaller sample of programs. In addition, we are uncertain how effective our screening process was in identifying high-quality teen programs because little research has been conducted on the structural features of quality OST programs serving older youth. Finally, the costs cited here do not include start-up or planning costs. Therefore, those starting new programs should consider these additional costs when budgeting.

While this study is groundbreaking in many respects, it raises a number of important questions that would benefit from future research. Some of the most salient issues include developing a clearer understanding of the costs of OST programs and services that were not included in this study; developing deeper knowledge about specific cost components and how they vary for programs operating under different auspices and serving different populations; developing a clearer appreciation of opportunities to realize economies of scale in OST program operations; and forming a better understanding of how OST programs can most effectively be financed and sustained.

Final Thoughts

Policymakers and funders are increasingly interested in knowing the “return” on their OST investments. This study reveals half of the answer by providing leaders with the best information to date on the cost of OST programs. These cost estimates can be used to gauge the adequacy of funding for existing quality programs or to plan for program expansion. Without information on impacts, however, cost data generally lead to strategies to minimize cost. It is, of course, desirable to minimize costs, but leaders must recognize that different types of programs attract different types of participants and have different impacts. Thus, while the information presented in the report can help policymakers, program directors and funders plan and budget, it is also critical to consider the needs of the children and their families in the areas being served. Working families need supervision for their children between the end of the school day and when they get home from work. Elementary school children need time to play. Middle school students benefit from the attention of nonparental adult role models.² High school students are attracted to programs that teach them useful skills. The range of programs funded by a particular city should meet the specific needs of targeted communities, not just minimize the size of the investment. Carefully researched and designed investments can lead to a wealth of academic, economic and social benefits for local residents.

Introduction



Chapter I

Increasingly, out-of-school-time (OST) programs—including those that operate before and after school, on weekends and holidays, and during the summer—are integral components of children’s academic and social development. Nationwide, 6.5 million school-age children participate in OST programs that are intended to protect their safety, help develop and nurture their talents, improve their academic performance and provide opportunities for them to form bonds with adults and older youth who are positive role models.³ These programs include a wide array of models and approaches. Some are focused exclusively on boosting academic achievement through special courses, tutoring and homework help. Others are specifically focused on providing cultural enrichment in the visual, performing and culinary arts; recreational activities and athletics; or leadership training and community service. Still others are comprehensive programs with multiple activity offerings.

Across the country, policymakers, community leaders, educators, law enforcement officials, service providers and parents are working to create new, high-quality OST programs to help young people learn and grow in safe settings with caring and committed adults. To be successful, these leaders need good information about developing promising program models, recruiting and retaining strong staff, establishing standards that promote quality, building necessary management and administrative infrastructure and measuring the effects and effectiveness of their initiatives. They also need good information on the costs of quality programs and how these costs vary depending on the population of children and youth being served, the location of programs and services, the management and staffing structure, the hours of operation, and any necessary ancillary supports and services, such as transportation and special facilities. Reliable cost information is a critical ingredient for sound planning and budgeting.

What do quality OST programs cost?

Purpose of the Study

Although there has been rapid growth in public awareness of and interest in creating and sustaining quality OST programs, there has been very little systematic attention to gathering cost information and developing tools for decision-making. With that in mind, the Wallace Foundation awarded grants to

Public/Private Ventures (P/PV) and The Finance Project (TFP)—two national research and technical assistance firms with expertise on youth

programs, out-of-school-time initiatives and their costs and financing—to undertake a pathbreaking study of the full costs of quality OST programs. This study was designed to address two important overarching questions:

- What do quality OST programs cost?
- How do costs vary in different types of OST programs?

This study represents a dramatic step forward in building a body of information on OST program costs. It is unique from past research in several significant ways:

- *Large and diverse sample.* The study drew on data from 111 OST programs in six geographically dispersed US cities (Boston, Charlotte, Chicago, Denver, New York and Seattle). It captured a wide array of OST programming—for different age groups, in different settings, with different providers, different content and different hours of operation.
- *Focus on quality.* All of the programs included in the study had key characteristics associated with quality OST services as identified in the research literature on OST and organizational behavior. Accordingly, the findings of this study reflect what it costs to operate mature, high-capacity programs.

- *Analysis of full costs.* The study focused on the full costs of providing services, including those covered by out-of-pocket cash expenditures as well as those covered by in-kind contributions of goods and services, including space.⁴
- *Examination of cost variations.* Recognizing that OST programs and services vary dramatically in their content, focus, location, staffing, size and schedule, this study examined how costs vary depending on an array of specific program characteristics.

Research Questions

This study of the full costs of OST programs addressed several important empirical questions:

- What is the cost of operating a quality OST program? How much does the average quality program pay as out-of-pocket expenditures, and how much is covered by in-kind contributions from other individuals and groups?
- What are the major cost components? Which costs are typically covered through cash expenditures, and which are typically covered by in-kind contributions?
- How do costs vary across different types of programs? What makes some programs cost more (or less) than others of comparable quality?
- What are the major funding sources that programs rely on for financial support?
- What are the implications of these findings for policy and practice and for future research and development?

The answers to these questions provide a necessary foundation for policymakers, program planners and funders to design and develop quality OST programs to address the needs and priorities of their communities.

Methodology

P/PV and TFP developed a technically sound methodology to guide the study, with special attention to the identification and selection of sample programs, data collection and analysis of costs and cost variations.⁵

Selection of Sample Programs

The sample of programs included in the study does *not* represent the universe of OST programs across the country, nor is it intended to represent an average OST program. Our goal was to clarify the costs of *quality OST programs*. Therefore, the sampling strategy was designed to select programs that have operational practices and components that have been shown in scientific research to be associated with quality.

Working in six cities—Boston, Charlotte, Chicago, Denver, New York and Seattle—the study team solicited recommendations of highly regarded OST programs from key informants.⁶ This request yielded an initial pool of more than 600 programs that were categorized according to a typology of relevant program characteristics:

- *Age group of students*—elementary and middle school students and teenagers;
- *Location*—school-based and community-based locations;
- *Operator*—school-operated and operated by a community-based organization (CBO), regardless of location;
- *Program content*—academic-focused, enrichment-focused and multiple-focused programs; and
- *Schedule of operation*—school-year-only and full-year (including summer) schedules.

Our goal was to have a relatively even distribution of programs in each city that would constitute the full range of relevant OST characteristics.

To narrow the pool and ensure that our sample included programs with quality characteristics, the study team used three criteria: two research-validated structural “markers” of high-quality OST programming (staff/youth ratios and participation rates) and a maturity measure (years of operation).⁷

- **Staff/youth ratios:** For elementary-school-age children, it could not exceed 1:20; for middle- and high-school-age children, it could not exceed 1:25.
- **Participation rates:** ES/MS programs must have had at least three quarters of participants attend the activities they were scheduled to attend most (or all) of the time they were scheduled. For high-school-age participants, programs could be drop-in.
- **Years of operation:** To ensure that our sample focused on established programs with a track record of strong performance, we screened out programs that had been in operation less than two years.

We first categorized the more than 600 programs (as best we could) into 36 program types defined by combinations of the characteristics listed above (such as school-year, school-based, community-run, academically focused programs for younger children). Then, within each city, we randomly picked programs in each of the cells and attempted to interview the executive directors to confirm the programs’ characteristics, assess these selection criteria and collect information about an array of other quality attributes (see Appendices B and D).⁸ These included, for example, a clear organizational mission; small group sizes; adequate space and materials; formal orientation, training and performance reviews for staff; regular staff meetings; and formal feedback from participating youth and parents. Once a program of a desired type passed the screening criteria, we asked the executive director or designated staff to complete a cost survey. The process continued until enough qualified programs of different types had completed a cost survey. Of the 494 programs we contacted, 215 met the 3 criteria listed above. We attempted cost interviews with 196 of them; 111 completed the survey. We did not contact the remaining programs due to resource constraints.

The final sample included 111 programs with sufficient capacity to complete the detailed surveys and

follow-up interviews that the study team conducted to collect the relevant cost data. Programs with directors who were unable or unwilling to provide information on all elements of the data collection protocol were eliminated from the final sample.

Data Collection Strategy

Cost data were initially collected through detailed surveys that program directors completed by hand or by phone. To ensure that the information provided in the survey was as complete and accurate as possible, the study team conducted follow-up phone interviews with key staff (usually the executive director and/or financial manager) from all of the programs in the sample. Particular attention was given to verifying cost data, probing for hidden costs (especially those related to in-kind contributions) and double-checking staff salaries and hours. This information was then compared to information in program budgets and annual reports. Wherever possible, the study team obtained documentation to support the valuation of goods and services received as in-kind contributions.

For each program, the study team captured the *full cost* of operation. This is the sum of out-of-pocket cash expenditures and the value of in-kind contributions, including donated space. Earlier OST cost studies have not included space because none combined the costs of school-based and community-based programs in which space costs are likely to be quite different.

Analysis of Costs and Cost Variations

A dollar in New York City does not buy the same amount of goods and services as a dollar in Charlotte. In order to average program costs meaningfully across the six cities in our study, all costs were adjusted by the ACCRA Cost-of-Living Index⁹ to put all costs in terms of “Average Urban Dollars.” The ACCRA Index assigns adjustment factors to US cities, allowing users to translate costs in those cities to “typical” costs. For example, an adjustment factor of 1.69 for City X means that it costs 1.69 times as much to buy goods in City X than it does in a typical US city (averaged across all the cities ACCRA includes). Thus, a \$500,000/year program in City X would be equivalent to a \$295,858/year program in the hypothetical average city. By adjusting our cost figures to Average

Urban Dollars, we calibrated all dollar amounts to the same universal standard (costs for a hypothetical average city). Readers can translate the report's cost numbers into the actual 2007 cost in their city by using their own cities' ACCRA adjustment factor and then multiplying by 1.08 to adjust for inflation between 2005 and 2008. (The Bureau of Labor Statistics website provides an easy-to-use inflation calculator for converting to other years.)

We present the findings primarily in terms of "cost per slot" because it is the most flexible and cleanest measure of the cost of building capacity. A slot is the ability to serve one more youth every hour that a program is open or to have an average daily attendance (ADA) that is one child larger. An alternative measure we could have used was a program's cost per enrollee. (See pages 6 and 7 for various definitions.) This measure accounts for the fact that most participants do not attend every day. However, the per-enrollee measure for each program is premised on the actual attendance rates of that program. The average of all of these per-enrollee costs—across high- and low-attendance programs—embodies a combination of all these participation rates. It is not a straightforward task for planners to adjust this average per-enrollee cost for the expected participation levels in their planned program. With a per-slot cost figure, program planners can make whatever assumptions they feel are appropriate to convert per-slot costs into per-enrollee costs. For example, if the slot cost were \$1,000 a year and it was expected that each enrolled teen would come to a proposed program one day a week, the per-enrollee costs would be one fifth the slot cost, or \$200 a year.

The study team analyzed the data to explore variations in the costs associated with the range of relevant program characteristics. For each type of program, we calculated the *daily* cost-per-youth slot and the *hourly* cost-per-youth slot (see page 7). We discuss both in the text. (The full set of cost estimates are also in Appendix F.) Each is useful for different reasons. While hourly cost is more comparable across program types, such comparisons can sometimes be misleading if the programs operate a very different number of hours. For example, a two-hour school-year program may never be able to operate on an hourly basis like a nine-hour summer program that can spread its fixed cost across more hours. Daily cost, on the other hand, is the figure most commonly used in the field.

A companion online cost calculator will enable users to tailor cost estimates for many different types of programs. It draws on findings from this report to approximate the average costs per daily slot for programs with a variety of characteristics—such as differing size, days of operation, staff/youth ratios, staff qualifications, locations and focus. It is available at www.wallacefoundation.org/cost-of-quality.

Challenges of Developing Reliable Cost Estimates

Developing accurate cost estimates for the 111 OST programs in the study sample was difficult. Although program directors generally understood and were able to provide information on the program funding they received and how they allocated it, they often did not make the distinction between costs and expenditures. Donated goods and services also entail real costs to someone, even if these items are not paid for as a cash outlay by the program. Helping directors clearly identify the range and value of in-kind contributions of space, program materials, volunteer staff, administrative support and other services was a challenging but important component of this inquiry.

Similarly, the data systems, accounting systems and fiscal management capacity of programs in the study varied greatly. Some had the capacity to provide clear and comprehensive information on their income and expenditures, as well as the receipt and valuation of in-kind contributions. Others did not have systems that track financial information in this detail. Some programs in the study relied on fiscal intermediaries for financial management and accounting services, so program directors did not have ready access to the information, even if it could be produced by the organization providing financial management support. In other cases, organizations that supported multiple programs across numerous sites did not keep detailed information on individual site budgets. Programs also relied on a wide variety of accounting systems that made it difficult to standardize and compare costs across organizations.

It is worth noting that the size of the study sample was significantly reduced because so many programs lacked the capacity to provide the information our study team was seeking. (continued on page 8)

How to Understand and Use the Different Cost Units

Throughout the report, cost data is presented in a number of different units to make the findings useful for a broad audience. This chart provides an overview of the distinctions between the various cost units, as well as some of their potential uses and limitations.

Cost Unit	What is it?	How can it be used? Are there important limitations to consider?
Average Cost	Cost estimate if the costs of all programs of a given type (e.g., teen programs) are spread equally across the programs.	The average cost is useful in estimating the aggregate cost of a number of programs (e.g., if you have 10 programs, with some programs that have lower costs and some higher costs than the average, 10 times the average cost is a good estimate of the aggregate cost of all the programs). One limitation is that when there is a large cost range, the average cost might not be a reliable indicator of the center of the distribution.
Cost Midpoint (Median)	If you order all the programs of a given type by their costs, the cost midpoint or median represents the cost of the program in the exact middle (e.g., program number 100 out of 200 programs). In other words, half of the programs have lower costs than the midpoint, and half have higher costs.	The cost midpoint or median is useful in understanding how costs are distributed across all the programs. In cases where there is a large cost range, the cost midpoint might be a more reliable indicator than the average cost, which can be skewed by outliers.
25th to 75th Percentile Cost Range	If you order all the programs of a given type by cost, these figures represent the costs of the 25th and 75th percentiles programs (e.g., starting with the cheapest program, if there were 200 programs total, the 25th percentile cost would be program number 50 and the 75th percentile cost would be program number 150).	This figure is useful in understanding how costs are distributed across the middle half of programs. If the distance between the 25th and the 75th is small, it means that the costs of these programs are fairly similar.

Cost Unit	What is it?	How can it be used? Are there important limitations to consider?
Cost Per Slot	The cost of serving one more youth over the course of a program schedule (e.g., having an average daily attendance—ADA—of 101 versus 100). Cost per slot is calculated by dividing the total cost by a program's ADA.	This is useful in estimating the cost of providing or expanding a program to accommodate a given number of children per day. If a program serves 50 children per day, then the estimated additional cost to the program's budget would be 50 x (cost per slot).
Cost Per Enrollee	Cost per enrollee provides an estimate of the cost of serving each child over a given program operating schedule (e.g., the school year or the summer). It is calculated by dividing the total program cost by the number of children that enroll in a program.	Cost per enrollee is useful for comparing costs versus participant outcomes in cost-benefit analyses. However, unlike cost per slot, it does not account for the fact that most participants do not attend every day of every week (e.g., if half the youth come the first semester and half come the second, the annual cost per enrollee would be half the annual per-slot cost).
Hourly Slot Cost	Represents the hourly cost of one program slot. It is calculated as follows: (total cost)/(ADA x the number of hours the program operates per school year or summer).	Hourly slot cost is a useful standardized metric for comparing the costs of programs with varying intensities (e.g., operate different number of hours per day) and determining the incremental cost of extending or shortening programming. However, a potential limitation is that it may not accurately reflect economies of scale (e.g., cost efficiencies).
Daily Slot Costs	It represents the daily cost of one program slot. It's calculated as follows: (total cost)/(ADA x the number of days the program operates per school year or summer).	Daily slot cost is useful for estimating the cost of increasing or decreasing the number of days a program is open. However, it is based on the actual number of hours the programs in our sample ran each day, which may not be the same as a program being contemplated. Despite this limitation, it is often useful to have a daily cost figure for planning and budgeting purposes.

Those with directors who did complete the survey and follow-up interview and were able to provide all the information requested represented a group of strong, stable, high-capacity programs that were also likely to be able to deliver quality programs and services.

A Guide to the Report

This report is organized into six major sections. A series of appendices provide a glossary of terms used throughout the report that have specific meaning in the context of the study, as well as additional detail on the methodology and tools used to select the sample programs and to gather and analyze the cost data. Following this introduction is:

- *Chapter 2*—a discussion of the features of the programs in the study sample;
- *Chapter 3*—key findings about the costs of the programs serving elementary and middle school students;
- *Chapter 4*—key findings about the costs of the programs serving teens;
- *Chapter 5*—information on public and private funding sources that support quality OST programs; and
- *Chapter 6*—a conclusion and discussion of the implications of the study findings for policy and practice and for future research and analysis.

Programs in the Study

Chapter II



This chapter describes the quality attributes and key characteristics of the 111 programs in the study. It provides a snapshot of what the programs look like in practice and, perhaps more importantly, provides contextual information to help readers interpret the cost findings presented throughout the report.

There are two overarching points about the sample worth noting. First, one of the most unique aspects of this cost study is that it focused on quality programs. All the programs in the sample had two key research-validated structural “markers” of high-quality OST programming: high attendance rates and high staff/youth ratios. Second, the sample reflects a wide range of OST options available to children and youth across the country, so the research findings are applicable to a broad audience. *However, it is important to highlight that since it is a nonrandom sample, the programs are not necessarily representative of the universe of OST programs across particular cities or nationwide.*

Quality Attributes

Importantly, all of the programs had key attributes associated with high-quality OST programming and positive developmental outcomes (refer to Appendix C). As Table 1 shows, the sample programs were noteworthy in a number of respects. They include:

- *High attendance rates.* On average, programs serving elementary and middle school students in our sample had high attendance rates, with 79 percent of participants attending all of the time. Among teen programs, 86 percent of the participants attended all or most of the time. Given that youth tend to “vote with their feet” when engag-

ing in OST activities, high attendance was an indicator that the sample programs successfully engaged participating youth.

- *High staff/youth ratios.* The sample programs were also exceptional in terms of their very high staff/youth ratios, averaging, for example, 1:8.3 for programs serving elementary and middle school students and 1:9.3 for teen programs during the school year.
- *Highly qualified staff.* The sample programs clearly made recruiting and training highly qualified staff a priority. Among the sample programs serving ES/MS students, a significant portion (67 percent) of staff members who led activities had a two- or four-year college degree, and 24 percent were teachers or certified specialists. Among teen programs, staff were even more educated: 84 percent had a two- or four-year college degree, and 31 percent were teachers or certified specialists. Additionally, three quarters or more of both types of programs had staff training requirements, with staff receiving approximately 30 hours of training per year. The vast majority of programs also had formal staff orientation, structured supervision, and performance review processes in place.
- *Leadership opportunities for older youth.* Among the teen programs, 73 percent provided leadership opportunities to participating youth, ranging from holding volunteer or paid staff positions in the program to leading activities or teams of their peers. Research suggests that leadership opportunities are essential for engaging older youth in OST programs, which may help explain how the sample programs have been able to achieve such high participation rates.

All of the programs had key attributes associated with high-quality OST programming and positive developmental outcomes.

Table 1
Quality Features of the Sample Programs

Quality Features	Programs Serving ES/ MS Students (average or percent of total)	Programs Serving Teens (average or percent of total)
Attendance		
Percent of participants that attend		
All of the time	79%	64%
Most of the time	15%	22%
Half of the time	3%	9%
Sporadically	2%	2%
Staff/Youth Ratio		
During the school year	1:8.3	1:9.3
During the summer	1:8.8	1:8.5
Staff Characteristics		
Number of full-time employees	4	3
Number of part-time employees	13	9
Number of volunteers	5	4
Staff with a 2- or 4-year college degree	67%	84%
Staff who are teachers or certified specialists	24%	31%
One-Year Staff Retention Rates		
Of full-time staff	75%	87%
Of part-time staff	56%	63%
Of volunteers	28%	37%
Orientation/Training		
Formal mission statement	89%	71%
Formal staff orientation	86%	68%
Percent with required training	84%	73%
Percent with offered training	83%	70%
Hours of training staff receive per year	28.4	32.7
Supervision		
Annual staff assessment	84%	78%
Regular observation of staff	91%	98%
Regular staff meetings (≥ 2 /mo)	74%	61%
Program Assessment		
Monitor youth attendance	99%	95%
Monitor staff attendance	89%	85%
Obtain informal feedback from parents	86%	71%
Obtain formal feedback from parents	81%	37%
Obtain informal feedback from youth	89%	93%
Obtain formal feedback from youth	84%	93%
Percent with Adequate Space and Materials		
Program activity space	81%	78%
Staff space	67%	67%
Informal socialization space	83%	65%
Program materials	87%	83%
Staff materials	88%	93%
Leadership opportunities for teens	n/a	73%
Frequency of Parent Communication		
Once a month or more	96%	76%
1-2 per semester	87%	88%

Other Key Characteristics

As Table 2 illustrates, the study captured a wide variety of OST programming across different geographic locations, age groups, providers, settings, content areas and schedules.

Geographic Location. The sample included 111 programs located across six US cities: Boston, Charlotte, Chicago, Denver, New York and Seattle. Together, these cities represent a variety of urban contexts in terms of geographic location and size, as well as socioeconomic, racial and ethnic makeup. The cities span the East Coast, Midwest, South, Rocky Mountain region and Pacific Northwest. Chicago and New York are cities with large, diverse populations (2.8 and 8.2 million people respectively); the remaining four midsize cities have smaller, less diverse populations of 500,000 to 650,000 people.¹⁰ We aimed to spread the sample fairly equally across the six cities; however, the teen programs were more heavily concentrated in New York City and Boston.

Focus. Almost 60 percent of the programs in the sample had a multiple focus in which participants experienced an array of academic and nonacademic activities. Approximately a fifth of the programs focused exclusively on academic enrichment, while a quarter of the programs sampled had a single, nonacademic focus, such as drama, arts, music, sports, technology, leadership development or life skills.

Grade Level of Participants. The sample also included programs that served various age groups. Two thirds of the programs (63 percent) were designed to serve primarily elementary and middle school students. A smaller percentage of programs (37 percent) served teens, including middle and/or high school students.

Type of Provider and Setting. Although the sample included programs with different providers and locations, it was heavily skewed. Ninety percent of the programs were provided by CBOs, whether they were located in a school or community facility. Generally speaking, the community-based providers in our sample encompassed a wide range of organizations, including Y's, Boys & Girls Clubs, parks and recreation centers, childcare centers and faith-based organizations, as well as other private and

nonprofit entities. (Only 8 of the 111 programs, however, were part of national organizations, such as the YWCA or Boys & Girls Club.) In part, the large number of CBOs in the sample reflects the strategies of particular cities for providing OST programs. In Boston, New York and Seattle, the city contracts out school-based OST programming to CBOs. Thus, the paucity of school-run programming probably reflects what was to be found in particular cities included in the study.

Operating Schedule. Operating schedules are yet another aspect of program diversity. We considered two types of operating schedules: school-year and year-round. All of the programs in the sample were required to operate during the school year. Two thirds (64 percent) of the programs operated on a year-round basis, providing similar programming during the school year and summer. On average, the programs serving ES/MS students ran for 3.7 hours per day and 181 days per year during the school year (see Table 4 on page 17) and for 8.7 hours per day and 44 days per year during the summer (see Table 7 on page 20). Not surprisingly, teen programs tended to have shorter operating schedules, running for 3.8 hours per day and 150 days during the school year (see Table 10 on page 31) and for 6.4 hours per day and 35 days during the summer (see Table 13 on page 34).

Size. The programs ranged in size from as few as 15 participants to as many as 1,800 participants (total enrollment). Although the bulk of programs (52 percent) served fewer than 100 participants, a substantial portion (33 percent) served more than 200 participants. Not surprisingly, however, programs had fewer daily slots than participants, given that youth typically do not show up every day. In terms of slots, the sample programs ranged in size from having the capacity to serve as few as 12 to as many as 1,350 youth per day.¹¹

Years of Operation. To ensure that our sample focused on mature programs with a track record of strong performance, we screened out programs that had been in operation less than two years. A quarter of the programs had been in operation for less than 5 years at the time of selection; however, 44 percent had existed for more than 10 years, indicating that many were well-established local organizations.

Table 2
Characteristics of the Sample Programs

Characteristics	All Programs		Programs Serving ES/MS Students		Programs Serving Teens	
	<i>n</i>	Percent of All Programs	<i>n</i>	Percent of ES/MS Programs	<i>n</i>	Percent of Teen Programs
Geographical Location						
Boston	19	17%	9	13%	10	24%
Charlotte	7	6%	7	10%	0	0%
Chicago	19	17%	14	20%	5	12%
Denver	20	18%	13	19%	7	17%
New York City	27	24%	13	19%	14	34%
Seattle	19	17%	14	20%	5	12%
Focus						
Academic	20	18%	11	16%	9	22%
Focused nonacademic	27	24%	14	20%	13	32%
Multiple focus	64	58%	45	64%	19	46%
Grade Level of Participants						
Programs serving ES/MS students	70	63%				
Elementary school only			28	40%	0	n/a
Elementary and middle school			30	43%	0	n/a
Elementary, middle and high school			12	17%	0	n/a
Programs serving teens	41	37%				
Middle school only			0	n/a	9	22%
Middle and high school			0	n/a	14	34%
High school only			0	n/a	18	44%
Type of Provider and Setting						
Operated by a community-based organization*	100	90%	61	87%	39	95%
Located in a school	45	41%	28	40%	17	41%
Located in the community	55	50%	33	47%	22	54%
Operated by a school	11	10%	9	13%	2	5%
Located in a school	11	10%	9	13%	2	5%
Operating Schedule						
School-year	111	100%	70	100%	41	100%
Hours operating per week						
0-15	50	45%	25	36%	25	61%
16-30	50	45%	37	53%	13	32%
31-45	4	4%	3	4%	1	2%
46-60	7	6%	5	7%	2	5%
More than 60	0	n/a	0	n/a	0	0%
Summer	71	64%	45	64%	26	63%
Hours operating per week						
0-15	5	5%	1	1%	4	10%
16-30	22	20%	9	13%	13	32%
31-45	15	14%	10	14%	5	12%
46-60	27	24%	24	34%	3	7%
More than 60	2	2%	1	17%	1	2%
Size (Number of Enrolled Students)						
0-50	28	25%	19	27%	9	22%
51-100	30	27%	20	29%	10	24%
101-150	10	9%	6	9%	4	10%
151-200	6	5%	3	4%	3	7%
200+	37	33%	22	31%	15	37%
Years in Operation**						
2 to 5 years	28	25%	15	21%	13	32%
More than 5 years	81	73%	53	76%	28	68%

* Two programs in our sample were operated by faith-based organizations. Since the sample size was so small, they were included with the community-based organizations for these analyses.

** Two programs serving ES/MS students did not provide information on how many years they had been in operation. They were excluded from these numbers.

Although the sample captured many different types of OST programs, it did not reflect the full heterogeneity or distribution of OST programs across the country. In addition to some quirks in our sample, such as the small number of programs operated by schools, there are a few holes worth noting. To better ensure our ability to collect comparable data, we intentionally excluded several categories of programs from the sample. Among the types of excluded programs were:

- Programs that moved daily or weekly between locations (for example, a literacy program that rotated among a number of schools);
- Short-term and seasonal programs (such as a football team or a three-week baking class);
- Summer-only programs;¹²
- Programs in small cities, suburban or rural locations; and
- Highly specialized or targeted programs (for example, a program that served youth with HIV/AIDS).

Although these programs play an important role in OST programming and citywide systems, they were beyond the scope of our investigation.

Full Cost of Quality Out-of-School-Time Programs Serving Elementary and Middle School Students

Chapter III



In this chapter, we present information on the full costs and out-of-pocket expenditures of OST programs serving ES/MS students. Generally, the bulk of a city's OST funding goes to programs serving younger children because there is such high demand among parents for the supervision these programs provide. Thus, understanding the costs of providing high-quality OST programs for this age group is critical if a community's needs are to be served while making the most of limited resources.

Supervision is important at this age, so staff/youth ratios are typically higher for programs serving younger participants than for those serving older youth. The average ratio in our sample of quality programs was 1 staff member for every 8.3 youth. However, staff members in programs serving younger children were less likely to have the specialized skills that demand higher wages. Thus, overall, quality programs serving younger children were less expensive (per day per child) than programs serving teens.

In the first part of this chapter, we discuss the average cost of school-year and summer programs in our sample. We present the average full cost and out-of-pocket expenditures, as well as the typical types of expenses for delivering these types of programs. Then we discuss how average costs differ based on six key program characteristics: focus, grade level of participants, type of provider and setting, program size, geographic location and program quality.

The estimates presented in this chapter will help funders, policymakers and program directors determine—given their available funds—how many young children they could serve in different types of quality programs.

Among 70 OST programs serving ES/MS students, the full cost per slot during the school year was \$4,320 annually, or \$24 per day.

During the School Year

Our sample contained 70 OST programs that served ES/MS students.¹³ The typical program enrolled 193 youth, served an average of 107 of them each day (i.e., had 107 slots) and operated for 3.7 hours per day (including evenings and weekends) and 181 days per year.¹⁴ As shown in

Table 3, the average full cost per slot during the school year was \$4,320 annually (\$24 daily or \$7.40 hourly).¹⁵ However, there was a fairly wide range of costs. The middle bulk of the costs (namely, those ranging from the 25th percentile to the 75th percentile of costs) were between \$2,430 and \$5,850, with half of programs using less than \$3,780 of resources.¹⁶ Daily and hourly cost similarly varied (between \$14 and \$31 per day and \$3 and \$9 per hour). As will be explored later in this chapter, costs varied widely because this diverse set of programs faced different conditions and made different choices about whom to serve and how. Out-of-pocket, program directors spent an average of \$3,620 annually per slot (\$20 per day or \$6 per hour). In-kind contributions accounted for the remaining 17 percent of total costs, amounting to roughly \$4 per day per slot.¹⁷

Because programs typically enrolled more children over a year than the number of daily slots (since many children do not attend every day of the school year), the average cost *per enrollee* was substantially lower than the average cost per slot. The cost *per enrollee* was 61 percent of the “per slot” cost.¹⁸

How do these estimates compare with findings from other studies? Beckett (2008) conveniently provides a compilation of all the major OST cost studies completed by 2007. One complication in answering this question is that no other study has accounted for space, few account for in-kind resources as thoroughly as we did and most cost estimates are

Table 3
Cost Profile of School-Year Programs Serving ES/MS Students

	Out-of-Pocket Expenditures		Full Cost	
	Average	Midpoint (25th-75th percentile range)	Average	Midpoint (25th-75th percentile range)
Average Annual Cost Per Slot	\$3,620	\$2,930 (\$1,830-\$5,110)	\$4,320	\$3,780 (\$2,430-\$5,850)
Average Daily Cost Per Slot	\$20	\$18 (\$11-\$28)	\$24	\$21 (\$14-\$31)
Average Hourly Cost Per Slot	\$6.00	\$4.00 (\$2.40-\$7.80)	\$7.40	\$5.50 (\$3.22-\$9.10)

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also note that the average hourly cost was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

on a *per-enrollee* basis. However, if we converted our annual slot cost to an average *per-enrollee* cost and subtracted space costs, it would be approximately \$2,366.¹⁹ This estimate is higher than the 2006 dollar costs of the four school-based programs, namely TASC, LA's Best, San Diego's 6-to-6 and the 21st Century Community Learning Centers, which ranged from \$740 to \$1,491. As we will see later in this chapter, school-based programs are in general less costly than community-based ones. Thus it is not surprising that our estimate, which includes both types of programs, is higher. It is fairly close to the \$2,724 cost estimate (in 2006 dollars) of the Extended Service Schools and lower than the three other studies of programs for younger children, MOST (\$3,500), California's After School Education and Safety Program (\$4,180) and San Francisco Beacons.²⁰ The San Francisco Beacons study calculated slot costs as we did and estimated a cost of \$27 a day per slot without space costs. Our daily slot cost without space is \$21. Lastly, Arbretton et al. (2008) recently published a daily slot cost estimate for the CORAL program, a school-based literacy after-school program, of \$21 per slot per day.²¹ This is the same as our per-day cost if space cost were excluded. Thus, our estimates are within the range of costs that have been previously developed.

What were the various elements—the building blocks of OST programs' operating budgets—that contributed to these costs? Program costs can be broken down into seven main categories:

Table 4
Characteristics of School-Year Programs Serving ES/MS Students

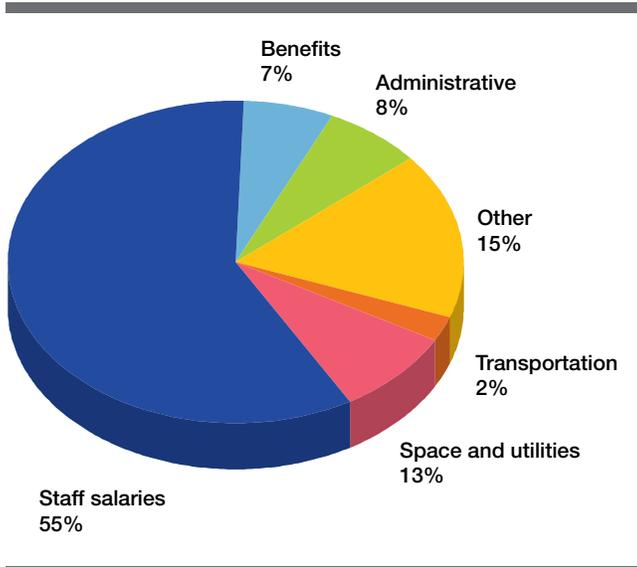
Average hours per day	3.7
Average days per year	181
Average daily attendance (slots)	107
Average number of youth enrolled	193
Average annual cost per enrollee	\$2,640

Staff salaries—These costs include financial compensation for management (e.g., executive director, associate director, site/program coordinator), activity leaders and administrative/support staff (administrative staff and security and custodial personnel), along with the value of volunteer time.

Benefits—These costs include such out-of-pocket expenditures as health insurance, paid sick and medical leave, paid vacation, unemployment insurance, retirement accounts and parking/transportation subsidies for employees.

Space and utilities costs—These costs include rent, maintenance and repair costs for facilities, along with utility costs.

Figure 1
Cost Elements
School-Year Programs Serving ES/MS Students



Note: Administrative costs include the nonlabor expenses associated with managing program operations, such as office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services. Other costs include snacks/meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenses.

Table 5
Salary Information
School-Year Programs Serving ES/MS Students

Staff	Average Hourly Salary	Percent of Total Salaries
Management (e.g., executive/ associate director, site coordinator)	\$25.71	32%
Activity leaders	\$13.51	60%
Administrative/ support staff	\$14.69	8%

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Administrative costs—These costs include nonlabor expenses associated with supporting program operations, including office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services.²²

Transportation costs—These costs include busing children and youth to activities and field trips. Similar costs incurred for staff training purposes are not included in this total.

Student stipends—These costs include any payment or salary dispensed to participating youth, typically for an internship or apprenticeship.

Other costs—These costs include expenses for items such as snacks or meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenditures.

Figure 1 shows the average distribution of cost elements across the sample programs serving ES/MS students during the school year. Although the programs varied in terms of their content areas, providers and locations, size and other characteristics, some clear patterns emerge. Not surprisingly, the largest cost element was staff salaries and benefits, which represented 62 percent of total costs. This reflects the fact that sample ES/MS programs had high staff/youth ratios (1:8.3). On average, the school-year programs had 7.6 paid full-time-equivalent (FTE) staff members and 0.6 FTE volunteers. This typically included a mix of management, activity and administrative/support staff. Average hourly salaries ranged from \$13.51 to \$25.71, depending on the level of the position (see Table 5).

Additional significant cost elements included other program costs (15 percent of total costs), space and utilities (13 percent) and administrative expenses (8 percent).²³ On average, transportation was a small share (2 percent) of the typical program's costs. However, not all of the sample programs incurred transportation expenses, so these costs may be higher for programs that provide regular busing for activities and field trips. Student stipends were not commonly used in ES/MS programs.

Not surprisingly, program directors relied on a combination of out-of-pocket expenditures and in-kind contributions to cover particular resource

Figure 2
Summary of Hourly Costs Per Slot Ranges

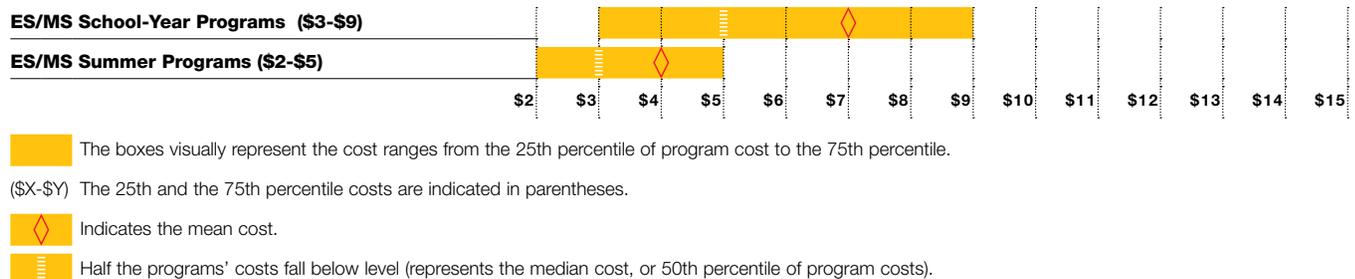


Table 6
Cost Profile of Summer Programs Serving ES/MS Students

	Out-of-Pocket Expenditures		Full Cost	
	Average	Midpoint (25th-75th percentile range)	Average	Midpoint (25th-75th percentile range)
Average Annual Cost Per Slot	\$1,150	\$1,040 (\$660-\$1,370)	\$1,330	\$1,270 (\$910-\$1,520)
Average Daily Cost Per Slot	\$27	\$22 (\$16-\$31)	\$32	\$28 (\$21-\$36)
Average Hourly Cost Per Slot	\$3.50	\$2.50 (\$1.80-\$3.70)	\$4.10	\$2.80 (\$2.30-\$4.80)

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also note that the average hourly cost was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

needs. For example, the majority of cash funds paid for staff salaries and benefits, while donated space and utilities accounted for the bulk of in-kind support (see Appendix Figure 2a). The amount of in-kind support varied significantly across programs. A program director's ability to find in-kind contributions was partly related to program size, but it was also partly idiosyncratic—in some cases it depended on the development skills or charisma of the program director or the resources available in a particular community.

During the Summer

Almost two thirds of our sample programs (64 percent) serving ES/MS students operated year-round. From these year-round programs, we learned how much it costs to extend school-year after-school programs into the summer—data that we present

in this section. *It is important to note, however, that these costs do not necessarily reflect the cost of running a summer-only program.*

During the summer, OST programs, especially those serving younger children, operate longer hours to meet the supervision needs of parents. Given that these summer programs operated almost double the number of hours as school-year programs (8.7 hours per day versus 3.7 hours per day), it is not surprising that they were more costly on a daily basis. As shown in Table 6, the average full cost for the 45 summer programs serving elementary and middle school students was \$32 a day (ranging from \$21 to \$36). However, our summer programs operated only 44 days, for an annual cost per slot of \$1,330 (ranging approximately from \$900 to \$1,500 per summer). Interestingly, while summer programs operated twice as many

Table 7
Characteristics of Summer Programs Serving ES/MS Students

Average hours per day	8.7
Average days per year	44
Average daily attendance (slots)	93
Average number of youth enrolled	128
Average annual cost per enrollee	\$1,000

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also, note that the "average hourly cost" was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

Table 8
Salary Information

Summer Programs Serving ES/MS Students

Staff	Average Hourly Salary	Percent of Total Salaries
Management (e.g., executive/associate director, site coordinator)	\$24.53	29%
Activity leaders	\$12.75	65%
Administrative/support staff	\$14.36	6%

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

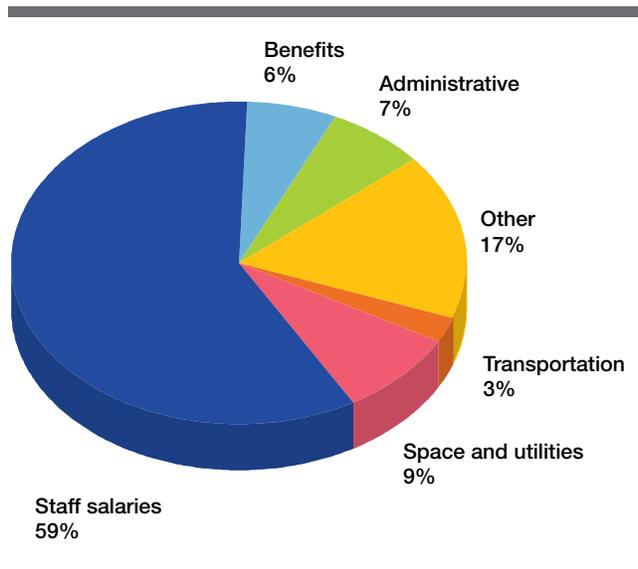
hours per day, their costs did not increase proportionally. The hourly costs were both significantly less than they were during the school year and varied less, as shown in Figure 2, on the previous page. The various cost elements (staff, materials, etc.) increased less than 50 percent between the school year and summer. For example, the value of space actually declined as summer programs used more outdoor space. These economies made the summer extensions—compared with school-year programs—less expensive by the hour, though more expensive by the day (see Appendix Figures 2a and 2b).

Again, because not every child attended every day, the number of enrolled children exceeded the number of daily slots. Per-enrollee versions of all costs (annual, daily and hourly) were 75 percent of the per-slot costs. Program directors were able to raise almost but not quite the same percentage of in-kind contributions during the summer as they did during the school year: 16 percent of programs' summer resources were donated, while 17 percent were donated during the school year. As in school-year programs, in-kind contributions tended to be concentrated in three main areas: volunteers, donated space and utilities, and other program needs. Out-of-pocket expenditures accounted for the remaining 84 percent of total costs, which translates to \$1,150 per summer per slot (approximately \$27 daily or \$3.50 hourly).

Figure 3 shows how costs were distributed across key program elements. Staff salaries and benefits accounted for the lion's share (65 percent) of total costs. On average, the sample summer programs had 12.3 FTEs of paid staff and 1.2 FTEs of volunteer time. Given that the summer programs had an average of five more FTEs of paid staff than did school-year programs, it is not surprising that salaries and benefits accounted for a slightly higher share of total costs. As shown in Table 8, staff salaries ranged from \$12.75 per hour for activity leaders to \$24.53 per hour for management. This suggests that while year-round program directors employ a larger staff during the summer, compensation rates remain fairly stable throughout the year.

Other program expenses were the second largest expense (17 percent of total costs). Together, space and utilities, administrative and transportation expenses accounted for the remaining 19 percent of costs.

Figure 3
Cost Elements
Summer Programs Serving ES/MS Students



Note: Administrative costs include the nonlabor expenses associated with managing program operations, such as office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services. Other costs include snacks/meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenses. Due to rounding, the total is 101%.

Cost Variations for Programs Serving Elementary and Middle School Students

OST programs are not all the same. Some are located in community settings such as YWCAs and parks, while others meet in schools; some focus on a single area, such as the arts, while others offer activities with multiple foci. Given the often profound differences in program structures, one would expect cost differences. This section explores these differences. Specifically, we present the average cost of programs that differ by focus, age of participants, provider and setting, size, geographic location and program quality. For each characteristic, we split our sample of programs into subgroups defined by the characteristic of interest and then calculated the average cost. The figures show daily and hourly costs per slot for school year programs because these costs differ the most across categories; however we present the summer figures in the text. Unless the hourly and daily cost patterns differ greatly, we focus our discussion on the daily cost (because hours per day is often an integral part of a program type).

While these cost variations are interesting and suggestive, the findings are based on relatively few programs. Thus, readers should view these estimates as a rough gauge of the cost of specific types of programs. (See Appendix Table 3 in Appendix F for information about sample sizes.)

Focus

Among the program characteristics we explored, a program's focus appeared to have the largest cost implications (see Figure 4 on the following page). We explored programs with three types of content areas: academic focus, single nonacademic focus (e.g., programs that specialize in an extracurricular area, such as theater, arts, etc.) and multiple focus (including both academic and nonacademic activities). Given that these programs are likely to differ profoundly in structure and materials, it is not surprising their costs differed.

During the school year, we found that:

- On an hourly basis, academic programs had the highest cost (\$12 per slot), followed by single-focus programs (\$9 per slot) and then multiple-focus programs (which were the least costly at \$6 per slot). The higher hourly cost for academic programs was driven primarily by additional staff and material costs; the same patterns emerge for out-of-pocket costs.
- On a daily basis, multiple-focus programs were still the least costly (\$22 per slot), but single-focus programs were more costly (\$31 per slot) than academic programs (\$27 per slot). Because academic programs operated fewer hours per day than single-focus or multiple-focus programs (3 hours per day versus 3.8 or 4.7 hours per day), they were relatively less costly on a daily basis.

However, the picture is quite different during the summer:

- On an hourly basis, the three types of programs were fairly similar, costing between \$3 and \$4 per slot.
- However, daily costs differed substantially based on program focus: multiple-focus programs cost \$34 per slot, academic programs cost \$30 per slot and single-focus programs cost \$26 per slot. These cost variations were primarily due to differences

in the number of hours that the programs operated—7.3 hours per day for single-focus programs, 8.2 hours per day for academic programs and 9.1 hours per day for multiple-focus programs. In addition, staff members in academic programs were able to leverage more in-kind contributions than were staff members in the other two types of programs. Median daily costs (the cost that half of the programs fall below) are much more similar across categories, ranging from \$25 for single-focused programs to \$29 for mixed-focused ones.

Age of Participants

There were also interesting cost differences based on the age group of participants (see Figure 5). We found that programs that served multiple age groups were more expensive than those that focused on a single age group, both during the school year and during the summer. Programs that served a mix of age groups appeared to incur higher costs for both staff salaries and materials, which may have been a reflection of having to tailor

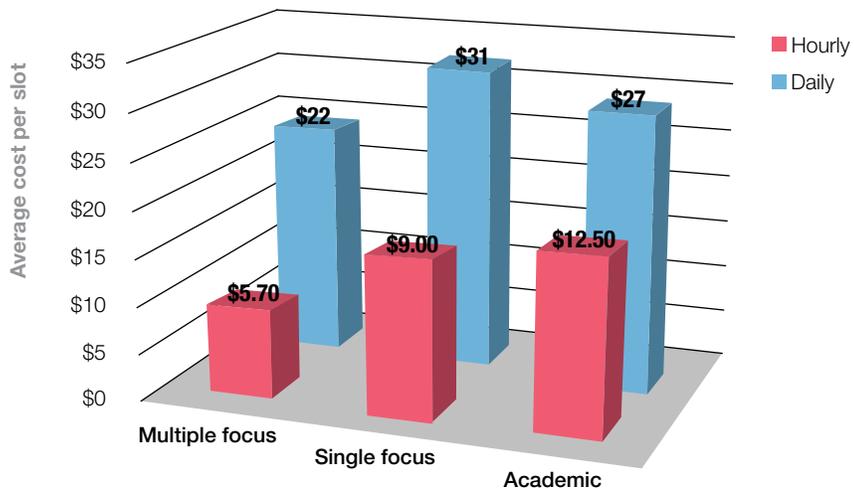
programming to the needs and interests of a developmentally diverse group of participants.

During the school year, programs serving only elementary school students cost approximately \$21 per day. By contrast, programs serving elementary and middle school students cost \$24 per day, while those serving all three age groups cost \$35 per day.

The same pattern held in the summer, when the average daily slot cost was \$29 (or \$3 per hour) for programs serving the youngest children; \$31 (or \$4 per hour) for programs serving elementary and middle school children; and \$35 (or \$6 per hour) for those serving all three age groups.²⁴

While out-of-pocket expenditures mimicked the pattern of the full cost during the school year, during the summer they were approximately the same for the three types of programs (\$27-\$28 per day). Programs that served multiple age groups had relatively lower out-of-pocket expenditures during the summer because staff were more successful at finding in-kind contributions.

Figure 4
Cost Variations of School-Year Programs
Serving ES/MS Students by Program Focus



Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Provider and Setting

Full costs also varied based on where the program was located and what type of organization ran it (see Figure 6).

During the school year:

- School-based, school-run programs in our sample were the least resource intensive, on both a daily and hourly basis, costing \$4 per hour, or \$16 a day. While this result is somewhat surprising, it was due to program choices directors made. Compared with community-run, school-based programs, school-run programs used \$1.74 per day less per slot in management time (perhaps because the principal chose to monitor his or her “own” program less), \$2.33 less of activity staff time and \$1.80 less of volunteer time than school-based CBO-run programs. School-based, school-run programs chose to operate with fewer staff per youth for both elementary school students (1:11 versus 1:10) and for middle school students (1:12 versus 1:9). They also employed fewer teachers or certified staff (17 percent

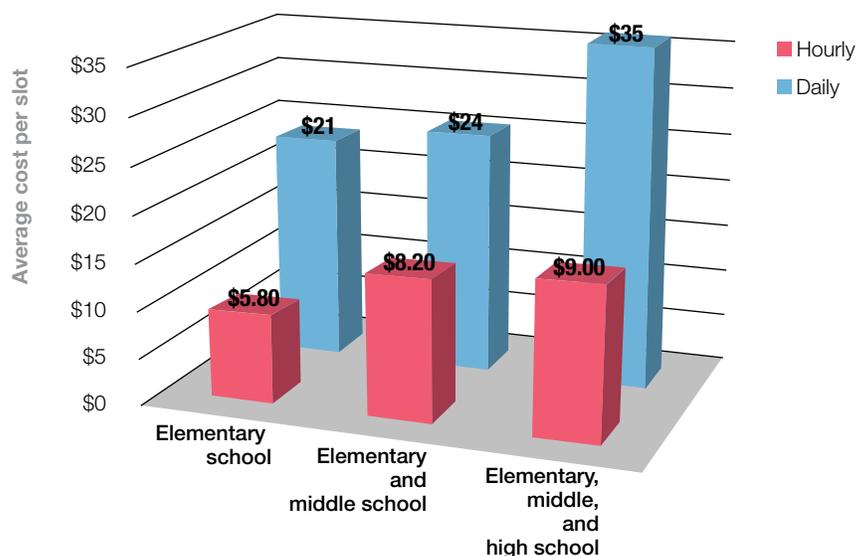
versus 21 percent) and were substantially more likely to be multiple-focused (78 percent versus 58 percent) which, as noted earlier, tended to be less costly. However, they received more donated administrative services (copying, office material, etc.) than the other program types.

- Programs operated by CBOs, either in schools or community facilities, used more resources by comparison. Per slot, programs run by CBOs in schools cost approximately \$21 per day or \$7 per hour, while those in community facilities cost \$30 per day or \$8 per hour. The variation in cost was due to higher staff salaries and benefits (which were more than twice those of school-run programs), as well as higher expenditures on materials and other program needs.

During the summer, however, these cost differences shrunk dramatically:

- Hourly costs were between \$3 and \$4 for all three types of programs.
- Summer programs operated by CBOs in both locations cost \$32 per day.

Figure 5
Cost Variations of School-Year Programs Serving ES/MS Students by Age Group



Note: All costs have been converted to 2005 “Average Urban Dollars”—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

- School-run, school-based programs cost \$28 per day.
- Staff in community-based, CBO-run programs leveraged the most in-kind contributions in the summer. Thus the out-of-pocket cost ordering was: school-based, school-run (\$25); community-based, CBO-run (\$27); and school-based, CBO-run (\$29).

Operating Schedule

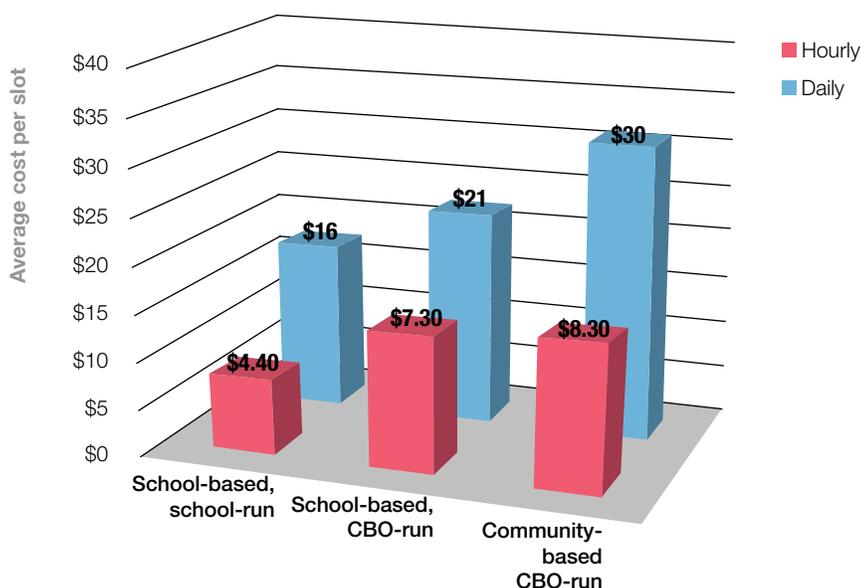
We saw above that summer programs were less expensive than school-year programs on an hourly basis because they were able to spread their fixed costs across more operating hours. The same principle holds for programs that operated more days per year—in other words, on an hourly basis, the school-year portion of year-round programs was less expensive than school-year-only programs (see Figure 7). On average, the school-year portion of year-round programs was one third less costly than school-year-only programs (\$6 per slot per hour versus \$10 per hour per slot). However, because year-round programs typically operated more hours per

day, the daily costs of the two programs were the same, \$24-\$25 per day.

Size

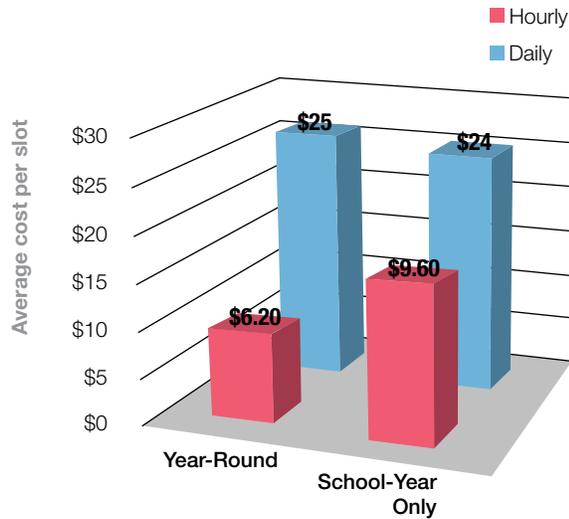
Costs (both full and out-of-pocket) have an interesting relationship with the size of the program. We found that both daily and hourly slot cost generally decreased with program size, but the downward path was not smooth. During the school year, the slot costs decreased with program size until the number of slots reached a critical threshold, at which point program directors needed to add more core staff, such as an assistant director. Thus, Figure 8 shows that once programs served 100 slots, daily costs ratcheted upward. Again, as program size went above 200 slots, daily cost per slot increased. The cost of summer programs also declined with size, but the critical threshold appeared to be closer to 150 participants rather than 100 participants. Hourly costs were \$4 for programs serving 0-100 youth, \$5 for those serving 101-200 and \$3 for those serving more than 200 youth.

Figure 6
Cost Variations of School-Year Programs
Serving ES/MS Students by Program Provider and Setting



Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Figure 7
Cost Variations of School-Year Programs
Serving ES/MS Students by
Operating Schedule



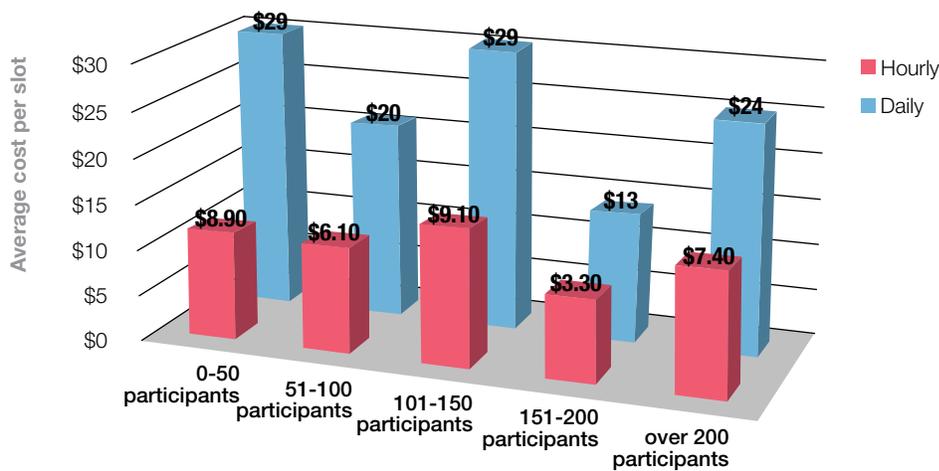
Note: All costs have been converted to 2005 Average Urban Dollars—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Geographic Location

A city’s cost of living has a lot to do with the actual dollars needed to operate a program. (Appendix Figure 3a shows the average unstandardized cost of school-year and summer programs in our sample in each of the six cities.) As noted in the methodology section, we standardized all of the cost estimates to “average-city” dollars in order to combine costs across cities. Thus, one would expect that our average cost figures, especially for out-of-pocket costs, would be fairly similar across the cities. As Figure 9 shows, however, there are notable cost variations among the cities above and beyond the cost of living.

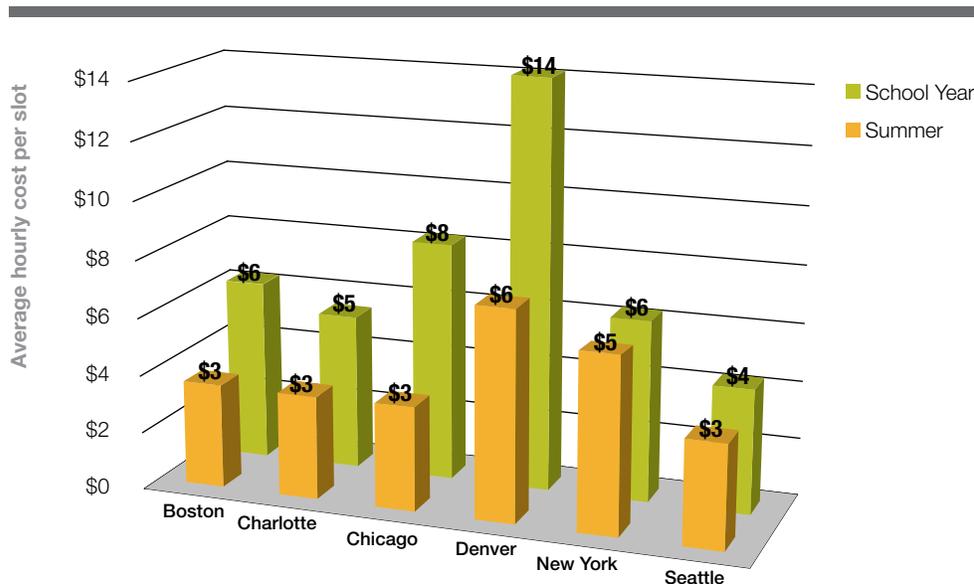
During the school year, OST programs in Boston, Charlotte, New York City and Seattle had similar hourly costs: between \$4 and \$6 an hour per slot. OST programs in Chicago were a bit higher, at \$8 per hour per slot. However, the 13 programs in Denver were significantly higher, at \$14 per hour. Denver’s hourly cost ranged from \$5 to \$15, with half of the program cost falling above \$12 per hour per slot.

Figure 8
Cost Variations of School-Year Programs
Serving ES/MS Students by Program Size



Note: All costs have been converted to 2005 “Average Urban Dollars”—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Figure 9
Cost Variations of Programs
Serving ES/MS Students by Geographic Location



Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

What accounts for this large cost variation? Denver programs invested more resources per slot in three areas: staff, program materials and space. They spent more on both core staff (director and assistant director levels) and activity staff and received more volunteer time (\$1.48 versus \$0.27) than programs in other cities. Thus, together they provided \$7.06 of labor resources per daily slot, while the average was \$3.22. Denver directors also provided youth with more materials, both out-of-pocket (\$1.23 versus \$0.41) and in-kind (\$0.33 versus \$0.09). Finally, the value of donated space was greater than average (\$1.21 per slot, compared with the other five-city average of \$0.44).²⁵ The greater value of space in Denver was at least partially driven by the higher fees the Denver Public School (DPS) system charged all users. DPS charged hourly rates of between \$20 and \$50 for school space, while most other school districts charged between \$10 and \$25 per hour. Thus, how much a school district decides to subsidize its space affects the relative city costs.

During the summer, the hourly costs were fairly similar across the cities; however, daily costs varied

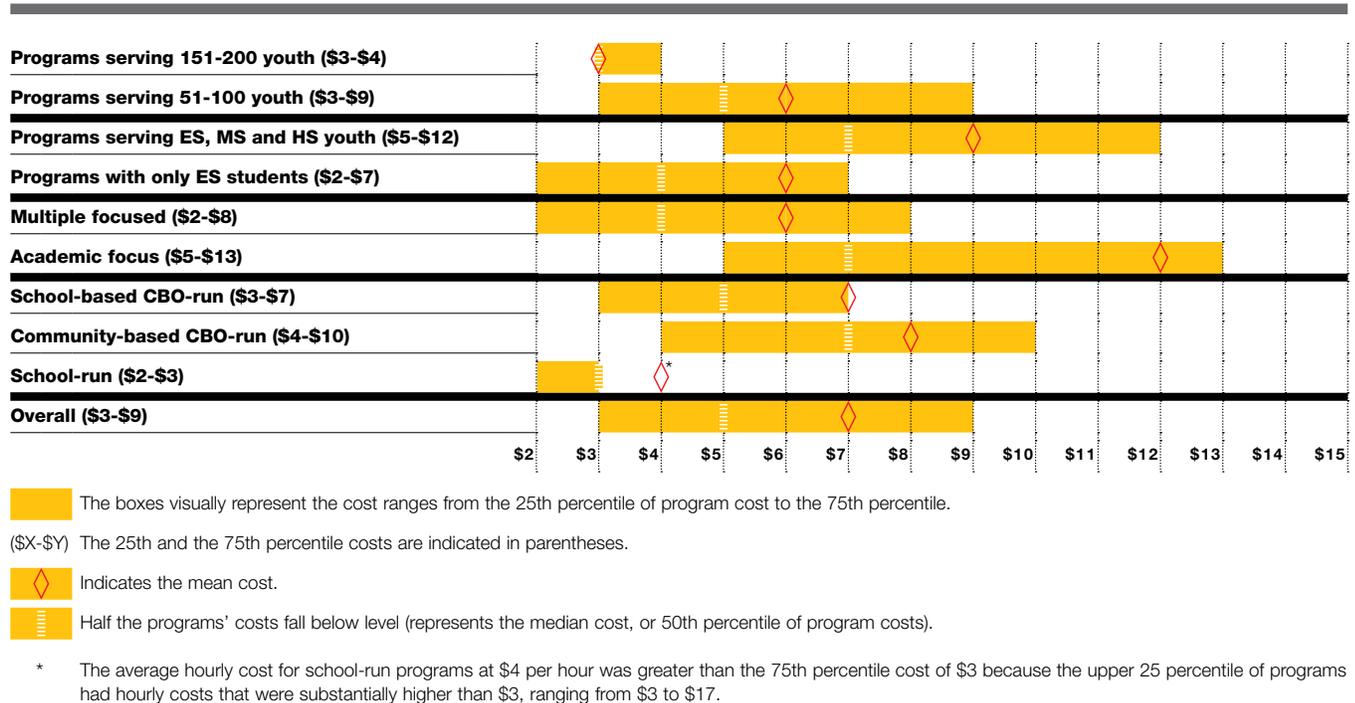
based on how many hours the programs operated. The average daily cost per slot was \$20 in Chicago, \$28 in Boston and Charlotte, \$33 in Denver, \$34 in Seattle and \$38 in New York City.

Because we sampled relatively few programs in each city, these averages should not be viewed as representative of cost in each city. Rather the main lesson that emerges from these findings is that city or district-level policies (such as space charges) and the program directors' choices (about issues like program richness and operating hours) influence cost.

Cost Ranges

The last several sections have discussed how the costs of ES/MS programs differ by program type. These findings can provide program planners with ballpark estimates of how costs would likely differ depending on the type of program they plan to operate. However, it is important to remember that even within these program types, there were often considerable cost ranges. For example, see Figure 10, where the hourly cost ranges for several of the program types discussed above illustrate this point.

Figure 10
Summary of School-Year Hourly Costs Per Slot by Program Type
for Programs Serving ES/MS Students



Conclusion

This chapter explored the full costs, cost elements and cost variations for programs serving elementary and middle school students. Several important conclusions emerge from these findings:

- *During the school year, the full cost of quality programs serving elementary and middle school children ranged from \$3 to \$9 per hour (or \$14 to \$31 per day) per slot, depending on the conditions a program faced. The average was \$7 an hour or \$24 per day.* To cover these expenses, program directors typically paid \$20 per day per slot out-of-pocket from their cash reserves and attracted \$4 in in-kind contributions.
- *Programs for younger youth were more costly per day during the summer than during the school year because they had longer operating schedules.* However, summer programs were less costly on an hourly basis because they spread their fixed cost over more hours.
- *Staff salaries and benefits were the main cost drivers of programs serving elementary and middle school students.*
- *Cost variation was driven by explicit program choices, constraints and opportunities. This is perhaps the most important lesson from this chapter. We found that several types of programs had considerably different costs on both an hourly and daily basis:*
 - School-year, school-run programs that operated in the school were less resource intensive than other types of programs;
 - School-year programs that served 151 to 200 participants daily were less costly;
 - School-year programs that included youth of all grade levels—elementary, middle and high school—had higher costs; and
 - Programs that utilized more staff or program materials were more costly.

Underlying these cost differences were explicit choices, primarily related to staffing. For example, comparing the school-year costs of ES/MS school-based, school-run programs to school-based, CBO-run programs (which one would think would operate under similar conditions), the school-run programs in our sample chose to use fewer staff resources of all types, used fewer certified staff and operated less intensive programming. In Denver, the sample programs chose to spend more on both staff and materials than average. Thus, program costs varied substantially, reflecting the specific program choices that individual directors made.

As stated earlier, while it is desirable to minimize costs, leaders must recognize that different types of programs attract different types of participants and have different impacts. Thus, while the information presented in this chapter can help policymakers, program directors and funders plan and budget OST programs for elementary and middle school students, they should consider the needs of the children and families being served. Working families need supervision for their children in the afternoons, and children need time to play. Middle school students benefit from the attention of non-parental adult role models.²⁶ In addition to cost, all these factors and others should be taken into account when making program choices.

Full Cost of Quality Out-of-School-Time Programs Serving Teens

Chapter IV



While the primary focus of the study was to understand the cost of OST programs serving elementary and middle school students, we also explored the cost of operating quality OST programs serving teens. There are several reasons why teen programs—which include middle school students, high school students, or a combination of these age groups—are an important and distinct component of the study. Because teens have much more defined tastes and desires as well as more freedom to make choices, leaders frequently need to develop more specialized OST programs to attract and engage older participants. Thus, the cost structure of these programs differs in important ways. In addition, policymakers are increasingly considering OST programming for teens as a vital way to improve graduation rates and strengthen the workforce.

This section presents the findings from teen programs across five cities: Boston, Chicago, Denver, New York and Seattle.²⁷ *When making inferences or extrapolations from these cost estimates, readers should keep in mind that we have data from a limited number of programs, so the estimates are less robust in nature than those in the ES/MS portion of the study detailed in Chapter 3. We also found limited research informing us about what constitutes quality programming for older youth.*²⁸ Despite these challenges, we are confident that these findings will provide a building block for future research efforts.

During the School Year

Among the 41 school-year OST programs serving teens, the typical program served 70 youth each day and operated for 3.8 hours per day, 150 days per year.²⁹ As shown in Table 9, the middle bulk

Compared to programs serving ES/MS students, teen programs were about a third more costly on a daily slot basis (\$33 vs. \$24), but only six percent more costly over the course of the whole school year (\$4,580 vs. \$4,320) because teen programs had shorter operating schedules.

of full costs during the school year ranged from approximately \$2,000 to \$6,900 annually per slot, with an average cost of \$4,580. Daily costs ranged from \$15 to \$49 (with an average of \$33), while hourly costs ranged from \$4 to \$12 an hour (with an average of \$10).

However, because teens do not attend programs every day, the average cost *per enrollee* was substantially lower than the average cost per slot. The costs *per enrollee* were 41 percent of the *per slot* costs, or \$1,880 (\$15 a day and \$5.10 an hour).³⁰ A survey of the cost literature by Beckett (2008) found only one cost study of a general teen program, namely After-School Matters (ASM). The estimated annual *per-enrollee* cost was \$2,680 in 2005 dollars (without space costs and other

in-kind costs but including \$828 of teen stipends). With the stipends, ASM was more costly than our average, but without the stipends our *per-enrollee* cost of \$1,878 is quite similar to the ASM figure. Our estimate is substantially less than more intervention-oriented youth programs, such as Quantum Opportunities (\$4,220) and Carrera Adolescent Pregnancy Prevention Program (\$4,020).

There has been some question in the field about the relative cost of OST programs for teens and younger children. The two types of programs are, of course, completely different commodities. Just as law school and medical school differ in cost, so might the two types of OST programs. Teen programs serve a population with different needs; the programs have different goals; and they have a different set of short-term outcomes (such as graduation or career choice) from programs serving younger children. But given how few cost studies

Table 9
Cost Profile of School-Year Programs Serving Teens

	Out-of-Pocket Expenditures		Full Cost	
	Average	Midpoint (25th-75th percentile range)	Average	Midpoint (25th-75th percentile range)
Average Annual Cost Per Slot	\$3,840	\$2,740 (\$1,730-\$5,560)	\$4,580	\$3,450 (\$2,010-\$6,900)
Average Daily Cost Per Slot	\$27	\$20 (\$11-\$32)	\$33	\$22 (\$15-\$49)
Average Hourly Cost Per Slot	\$8.30	\$5.70 (\$3.50-\$8.20)	\$10.30	\$6.40 (\$4.40-\$12.00)

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also note that the average hourly cost was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

have been done on teen programs, policymakers have had to, up until now, base their decisions on the cost information on programs for younger youth. This study finds that, compared with programs serving ES/MS students, teen programs have a higher average cost *per slot*. They had about 40 percent higher costs on a per-hour basis (\$10.30 vs. \$7.40) and per-day basis (\$33 vs. \$24). However, teen programs had shorter operating schedules (on average, they ran for 30 fewer days per year and a half hour less per day than programs serving ES/MS students), and thus they used only 6 percent more resources per slot during the course of the whole school year (\$4,580 vs. \$4,320). Interestingly, while the average costs differed across program type, the hourly cost midpoints were quite similar, \$6.40 and \$5.50 per hour per slot. Perhaps because, to date, most funders allocate the same amount of money for teen and nonteen programs, many of the teen programs in our sample did not offer the more intensive types of services that would have cost more.

Why do OST programs serving teens cost more per slot?

- *Staff members in teen programs had higher compensation rates.* For example, during the school year, the typical teen activity leader earned \$18.48 per hour (as shown in Table 11), while the typical ES/MS activity leader earned \$13.51 per hour.
- *The fixed costs of teen programs were distributed over fewer slots.* While the teen programs in our sample

Table 10
Characteristics of School-Year Programs Serving Teens

Number of hours per day	3.8
Number of days per year	150
Average daily attendance (slots)	70
Average number of youth enrolled	297
Average annual cost per enrollee	\$1,880

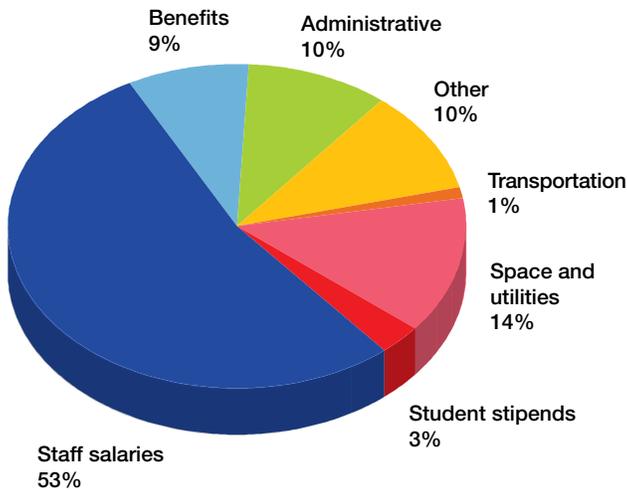
Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical U.S. city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also, note that the "average hourly cost" was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

Table 11
Salary Information
School-Year Programs Serving Teens

Staff	Average Hourly Salary	Percent of Total Salaries
Management (e.g. executive/associate director, site coordinator)	\$23.21	39%
Activity leaders	\$18.48	53%
Administrative/support staff	\$15.17	8%

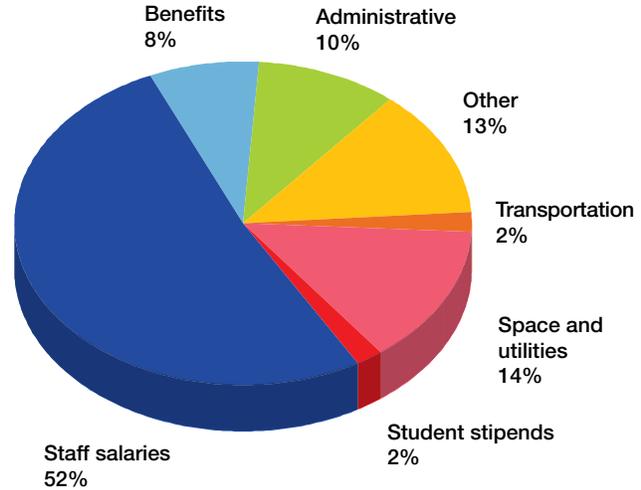
Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Figure 11
Cost Elements
School-Year Programs Serving Teens



Note: Administrative costs include the nonlabor expenses associated with managing program operations, such as office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services. Other costs include snacks/meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenses.

Figure 12
Cost Elements
Summer Programs Serving Teens



Note: Administrative costs include the nonlabor expenses associated with managing program operations, such as office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services. Other costs include snacks/meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenses.

had larger total enrollments than programs serving younger children (297 teens vs. 193 children), teens typically attended only one or two days per week. Thus, teen programs had lower average daily attendance rates and fewer slots (70 teens vs. 107 children) than the programs serving younger children.

This discussion of relative costs illustrates how important it is to understand the difference between the “cost per slot” and “cost per enrollee.” Programs build capacity to handle a certain number of youth each day. If participation rates increased, programs would have to increase their capacity to serve more youth on a daily basis. When projecting the cost of serving a particular number of youth, especially teens, it is important to make accurate assumptions about how many days per week an enrollee will attend and therefore what daily slot capacity is needed.

Figure 11 shows how expenses were distributed across key cost elements. Not surprisingly, staff salaries and benefits accounted for the majority (62 percent) of total costs. The typical teen program in the sample had 5.5 paid FTE staff and 0.6 FTE volunteers. The bulk of salary expenditures went to activity staff (43 percent), with smaller shares for management (39 percent) and administrative/support staff (8 percent). Space and utilities were the second largest component of full cost (14 percent). While student stipends accounted for 3 percent of total costs on average, they were a considerable expense for some programs. Among the small sample of teen programs that provided student stipends, their average cost was \$8.03 per day per slot.

During the Summer

More than half (63 percent) of the sample teen programs operated year-round. By looking at these programs, we were able to estimate how much it would cost to extend school-year programming into the summer. The average full cost of the 26 OST programs serving teens during the summer was approximately \$1,420 annually, \$44 per day and \$8 per hour per slot. Out-of-pocket summer costs were slightly less than the full costs: \$1,210 per year, \$37 per day and about \$7 per hour.

As before, these averages mask the variation in costs. For example, hourly costs range from \$3 to \$12. Figure 13 shows this variation and compares it with the variation during the school year. The variation during the summer is approximately the same as that during the school year (which was not true for the programs serving younger children).

As was true for the school-year teen programs, the average summer cost *per enrollee* was substantially lower than the average cost *per slot*. The costs *per enrollee* were 56 percent of the *per-slot* costs, or \$790 per teen for a summer enrollee versus \$1,420 per teen summer slot.

Not surprisingly, summer programs were more costly than school-year programs on a daily basis because they operated for more hours each day (6.4 hours vs. 3.8 hours). However, on average, teen

summer programs were somewhat less costly than teen school-year programs on an hourly basis (\$8 vs. \$10). This is the same pattern that we observed for programs serving ES/MS students.

Figure 12 shows the key cost components for teen summer programs. Consistent with the findings from the ES/MS programs, staff salaries were the major cost driver. On average, the sample programs had 7 paid FTE staff and 0.5 FTE volunteers. This suggests that year-round programs employed more staff members during the summer months, adding approximately 1.5 FTEs of labor. However, this is a considerably smaller expansion than programs serving younger youth, which added 4.7 FTEs of staff for the summer.

Similar to programs during the school year, space and utilities were the second largest expense (14 percent), followed closely by other program needs (13 percent) and administrative costs (10 percent). Again, student stipends accounted for a small share (2 percent) of total costs because only a fraction of the sample programs incurred these expenses.

Overall, 16 percent of the total costs of an average teen summer program were provided through in-kind contributions. As with programs for younger children, space and volunteers represented the majority of the programs' donated resources. (For more information on out-of-pocket expenses vs. in-kind contributions in summer programs serving teens, see Appendix Figure 2d.)

Figure 13
Summary of Hourly Costs Per Slot Ranges for Programs Serving Teens

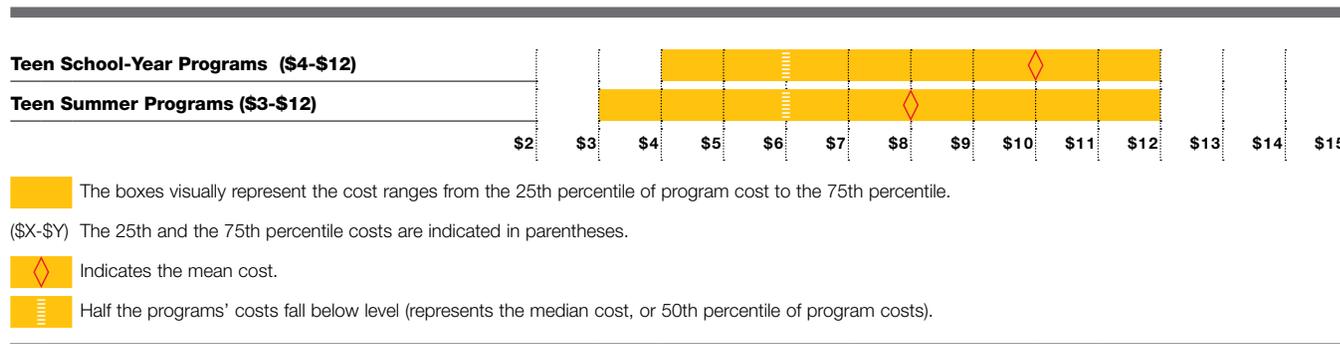


Table 12
Cost Profile of Summer Programs Serving Teens

	Out-of-Pocket Expenditures		Full Cost	
	Average	Midpoint (25th-75th percentile range)	Average	Midpoint (25th-75th percentile range)
Average Annual Cost Per Slot	\$1,210	\$890 (\$590-\$1,470)	\$1,420	\$1,150 (\$770-\$1,930)
Average Daily Cost Per Slot	\$37	\$27 (\$17-\$47)	\$44	\$36 (\$24-\$63)
Average Hourly Cost Per Slot	\$6.90	\$4.60 (\$3.30-\$10.00)	\$8.40	\$6.30 (\$3.40-\$11.70)

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also note that the average hourly cost was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

Table 13
Characteristics of Summer Programs Serving Teens

Number of hours per day	6.4
Number of days per year	35
Average daily attendance (slots)	55
Average number of youth enrolled	282
Average annual cost per enrollee	\$790

Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Also, note that the "average hourly cost" was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.

Table 14
Salary Information
Summer Programs Serving Teens

Staff	Average Hourly Salary	Percent of Total Salaries
Management (e.g., Executive/Associate Director, Site Coordinator)	\$24.67	41%
Activity leaders	\$17.15	50%
Administrative/support staff	\$18.39	10%

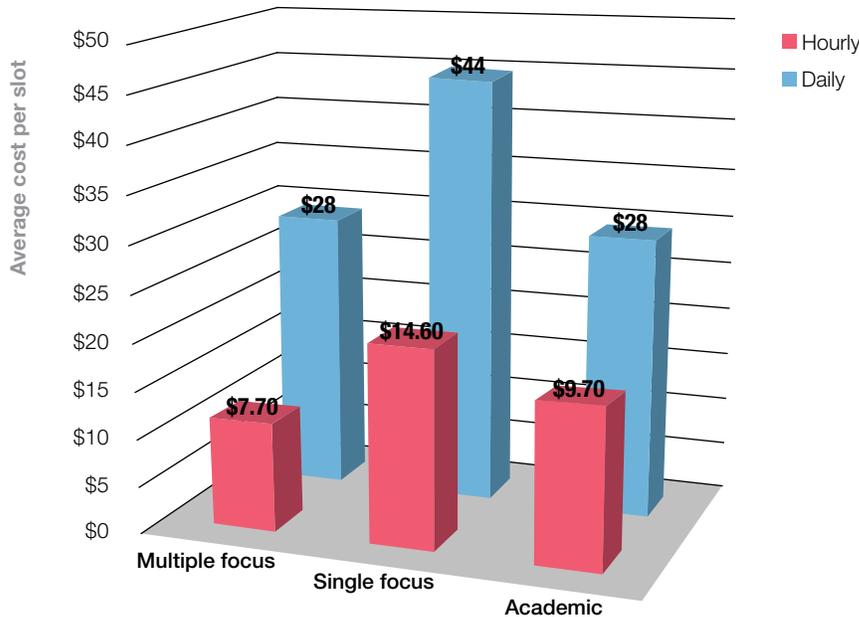
Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Cost Variations for Programs Serving Teens

This section provides a more nuanced understanding of the costs of programs serving teens by exploring how costs vary across different types of programs. In Chapter 3, we found, for example, that the daily costs of programs serving ES/MS students generally declined (though not smoothly) as programs increased in size, that multiple-focus programs were less resource intensive than single-focus programs, and that school-based, school-run programs were the least costly. This chapter will examine whether the same types of relationships hold for teen programs.

In this section, we present how the costs for teen programs differed by program type, using data from the sample of 41 teen programs that operate *during the school year*. (It was not possible to examine the variation in summer costs without possibly breaching the programs' confidentiality.) *Again the reader is cautioned to view these estimates as only a rough gauge of program costs because the sample sizes are often quite small.* (See Appendix Table 3 for information about sample sizes.) More research, drawing on a larger set of programs, is needed to verify the patterns presented here.

Figure 14
Cost Variations of School-Year Programs
Serving Teens by Program Focus



Note: All costs have been converted to 2005 “Average Urban Dollars”—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

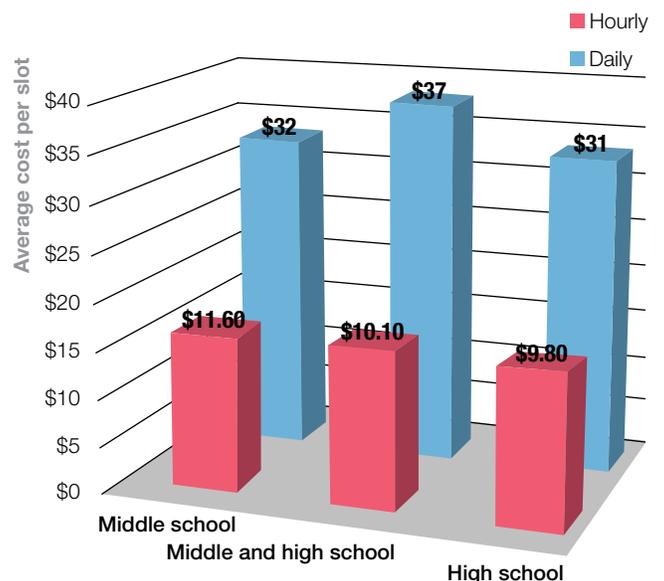
Focus

Multiple-focus programs and academic programs for teens had very similar costs—both in terms of their daily cost (\$28) and hourly cost (\$8 and \$10). Single-focus nonacademic teen programs, such as those that specialize in drama, arts or music, were more costly (\$44 per day or \$15 per hour) than the other two types of programs due to higher staff and material costs (see Figure 14).

Age of Participants

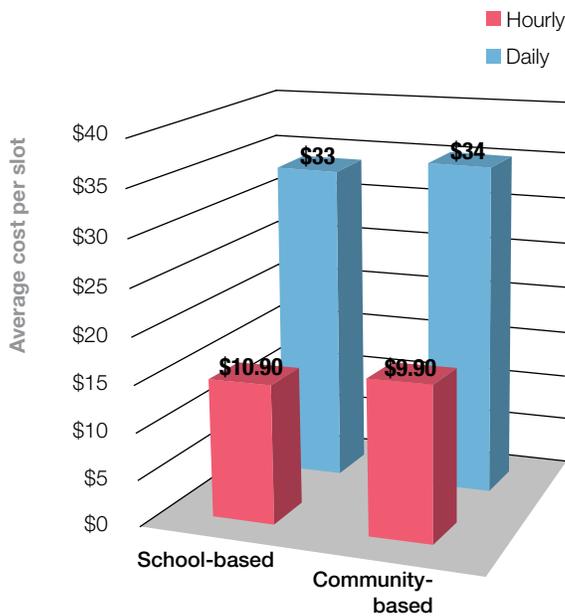
We found that on a daily basis it took fewer resources to serve participants from a single age group than to serve participants of multiple age groups. For example, it cost \$31 per day to serve only high school students and \$32 per day to serve only middle school students, but it cost \$37 per day to serve both age groups (see Figure 15).

Figure 15
Cost Variations of School-Year Programs
Serving Teens by Age Group



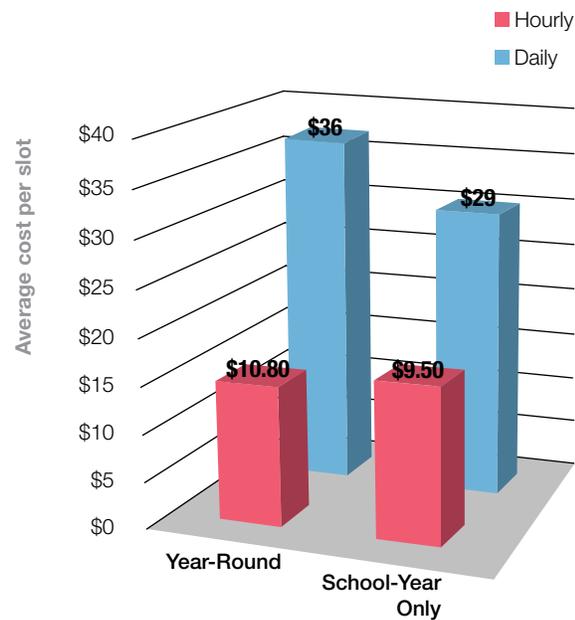
Note: All costs have been converted to 2005 “Average Urban Dollars”—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Figure 16
Cost Variations of School-Year Programs Serving Teens by Program Setting



Note: All costs have been converted to 2005 Average Urban Dollars—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Figure 17
Cost Variations of School-Year Programs Serving Teens by Operating Schedule



Note: All costs have been converted to 2005 Average Urban Dollars—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

However, per hour, the three categories of programs cost about the same (\$10 per hour for the high school-only programs, \$10 per hour for programs serving both age groups, and \$12 per hour for programs serving only middle school students).

Provider and Setting

There were only two school-based, school-run programs for teens in our sample. Thus, their costs were pooled with the other school-based (CBO-run) programs. The costs of school-based and community-based programs were nearly the same on a daily basis (\$33 and \$34 per day) and almost the same on an hourly basis (\$11 and \$10 per hour). (See Figure 16.)

Operating Schedule

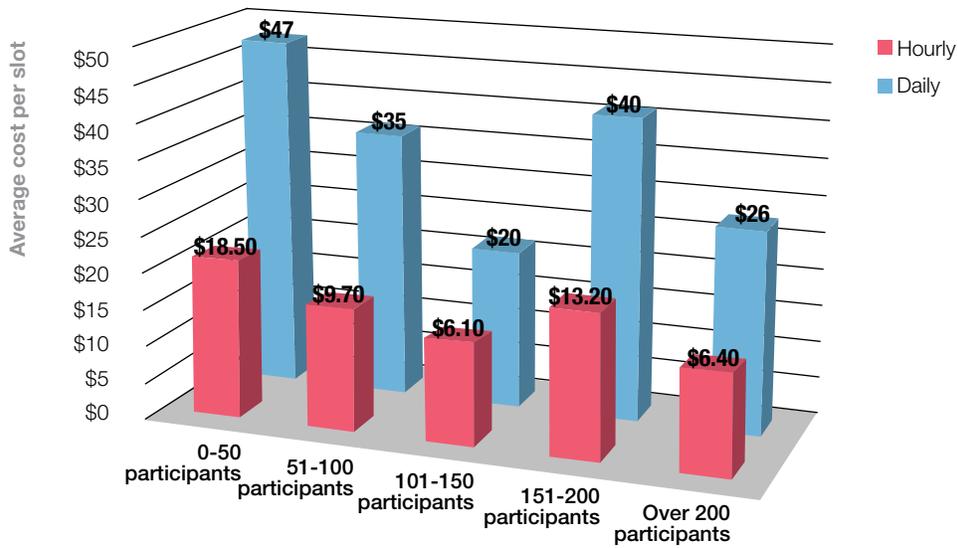
Contrary to the findings for programs serving younger participants, there do not appear to be economies of scale to operating year-round teen

programs. Although year-round programs cost more than school-year-only programs on a daily basis (\$36 vs. \$29 per slot), they tended to have longer operating schedules (see Figure 17). Thus, on an hourly basis, their costs were comparable (\$11 per hour for year-round programs vs. \$10 per hour for school-year programs).

Size

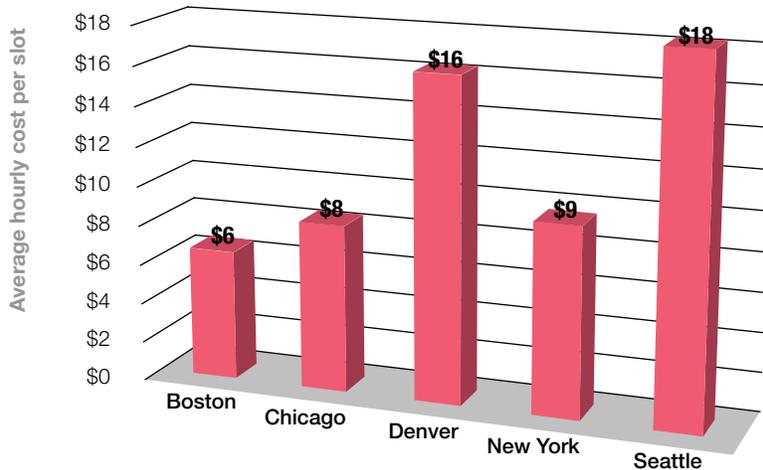
Teen programs also appeared to have economies of scale in terms of size similar to those seen in programs serving younger participants. As teen programs increased enrollment, their daily costs declined until they reached a critical threshold where they needed to hire additional core staff. However, the “ratchet point” (where costs begin to increase) for teen school-year programs was at approximately 150 participants, rather than 100 as was seen for the programs serving younger children (see Figure 18).

Figure 18
Cost Variations of School-Year Programs Serving Teens by Program Size



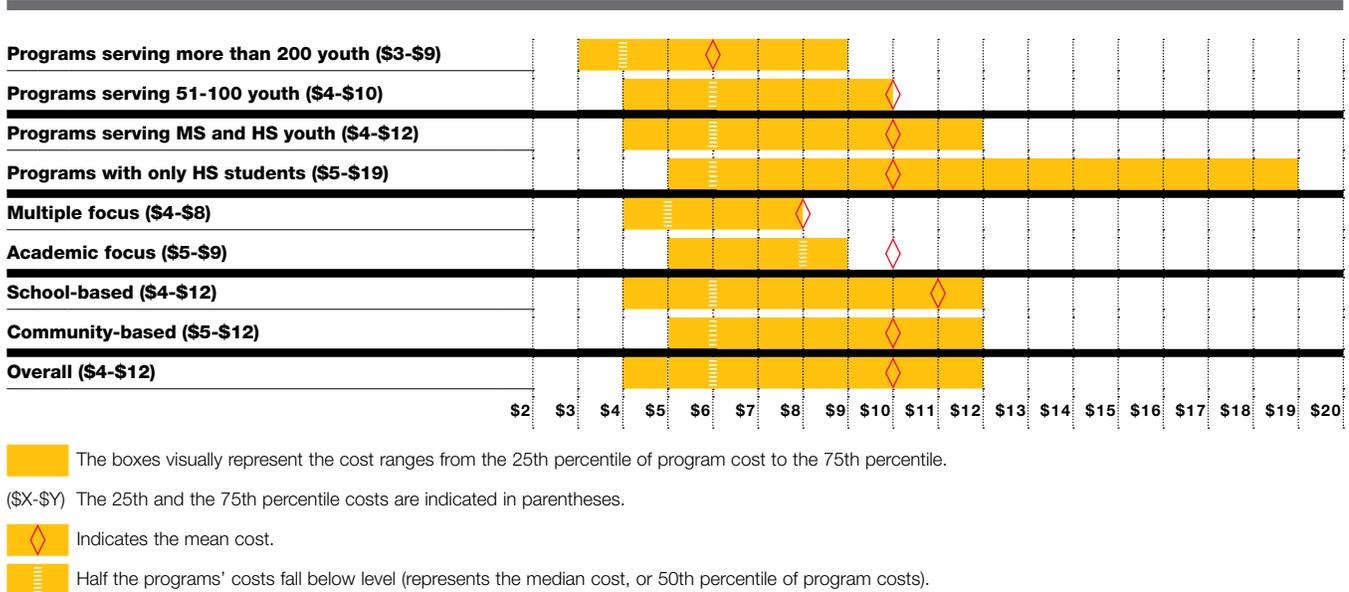
Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index. See Appendix B for a detailed explanation.

Figure 19
Cost Variations of School-Year Programs Serving Teens by Geographic Location



Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost of Living Index. See Appendix B for a detailed explanation.

Figure 20
Summary of School-Year Hourly Costs Per Slot by Program Type
for Programs Serving Teens



Geographic Location

The costs of teen programs in three of the five cities (Boston, Chicago and New York) were fairly similar (\$26 per day per slot, which translates into hourly costs of between \$6 and \$9 per slot in each city). The seven sample programs in Denver and the five Seattle programs, however, cost more (\$16 per hour and \$18 per hour, respectively). Programs in both Denver and Seattle spent more on staff than programs in other cities. Whereas most of the teen programs we sampled spent \$3 to \$4 per hour per slot on salaries, the sample programs in Denver and Seattle spent twice that amount. They had larger expenditures for core staff (director and assistant director time) per slot than other programs. Perhaps as a result, they also received volunteer labor (\$1 to \$2 worth per slot) that neither the Boston nor the Chicago programs did. In addition, because the Seattle programs relied almost entirely on full-time employees and provided generous benefit packages, they spent \$3.33 on benefits per hour per slot, while the average program in the other sites paid just \$0.66. As we saw before, space costs

were higher in Denver: Our Denver programs spent \$1.18 per hour per slot out-of-pocket and received another \$1.46 of in-kind space. Again, because we sampled a very small number of teen programs in each city, these figures do not represent cities' averages. Rather, we present these costs to show how both local policies (such as charging higher prices for space) and program directors' resource choices can affect costs.

Cost Ranges

The last several sections have discussed how the costs of teen programs differ by program type. These findings can provide program planners with ballpark estimates of how costs would vary depending on what type of program they plan to operate. However, it is important to remember that even within these program types, there were often considerable cost ranges. Figure 20, for example, shows the hourly cost ranges for several of the program types previously discussed to illustrate this point.

Conclusion

This chapter explored the full costs, cost elements and cost variations for programs serving teens, including middle school students, high school students, or a combination of these age groups. Several important conclusions emerge from these findings:

- ***During the school year, the full cost of quality programs serving teens ranged from \$4 to \$12 per hour (or \$15 to \$49 per day) per slot, depending on the conditions a program faced. The average was \$10 an hour, or \$33 per day.*** To cover these expenses, program directors typically paid \$27 per day per slot out-of-pocket from their cash reserves and attracted \$6 in in-kind contributions. The *per-enrollee* versions of these costs are 41 percent of the per-slot costs.
- ***Summer programs for teens were more costly than school-year programs per day because they operated for more hours, but the range of hourly costs was similar.*** Like programs for elementary and middle school students, however, the *average* hourly cost was somewhat less because they could spread their fixed cost over more hours. The *per-enrollee* versions of these costs are 56 percent of the per-slot costs.
- ***The costs of teen programs varied somewhat by program characteristics and choices, but the variation was less pronounced than when teen programs were compared with programs that serve elementary and middle school students.***

As noted in Chapter 3, this cost information should be used as only one element in policymakers' and program managers' decision-making. The needs of teens and the goals communities have for these teens should also be considered. For example, policymakers should recognize that teens have much more defined tastes and interests than elementary and middle school students. Thus, older youth are likely to be attracted to more specialized activities and would be less likely to attend and benefit from the more generic, multiple-focus programs that are so common with younger children. Finally, we know less about what quality teen programs look like or what assortment of them is best, making the decision-making process more challenging.



Funding Sources

Chapter V

Understanding the costs of OST programs is an important first step toward planning strategically for how to finance and sustain them. With concrete information about costs, policymakers, program directors and funders can begin to assess how funding streams can be used to cover current and projected future fiscal needs. The primary focus of this study is on costs. Nevertheless, understanding some basic information about how quality programs are funded may help decision-makers put cost information into perspective and begin to think strategically about how to finance OST programs. To this end, our survey included several questions about the types and amounts of funding received in 2005 by the programs in our sample.

We encountered several challenges in collecting data about funding sources. First, some respondents were not able to provide detailed information on the revenue sources for their programs. Although most program directors could distinguish between public and private funds, it was sometimes difficult for them to identify whether their public funding was from federal, state or local government agencies. Because federal funding is often blended and/or braided together with state and local funding before it is allocated to OST programs, program directors do not necessarily know all the specific funding streams that help support their operations. Accordingly, we consolidated all public funding into a single category rather than attempting to distinguish specific federal, state and local revenues.

Another complication grew out of the fact that many organizations run several programs at the same site or across multiple sites, only some of which are OST programs. Thus, some respondents were unable to indicate which sources of funding were directed specifically for OST programs because their record-keeping did not offer this level

Many different types of funding support OST programs, including public and private sources, in-kind contributions and parent fees.

of detail. In these cases, the study team made rough estimates on the allocation of specific types and sources of funding based on overall funding for the host program or agency.

Finally, many program directors did not report whether the funding they receive from various public and private sources is continuing and sustainable

or whether it is a time-limited, one-time grant or award. Similarly, many did not distinguish funding that is restricted to specific program components, budget line items and purposes from unrestricted funding that can be used to cover any fiscal

need related to operating an OST program. As a consequence, we are unable to reliably report on the stability and durability of funding for the programs we studied.

The remainder of this section summarizes the key findings about funding for the OST programs in our sample. First, we examine where the pool of resources for OST programs came from, across all the programs studied. Then we examine where both individual programs serving younger children and those serving teens found funding.

Distribution of Funding for OST Programs

The set of OST programs in our sample relied on a diversified funding portfolio to support and sustain their operations. Table 15 shows that many different types of funding were used to support those OST programs, including public and private sources, in-kind contributions and parent fees. Policymakers considering how to assemble streams of funding to support their OST systems should note that approximately a third of the total resources needed by our strong and mature programs came from public sources. In-kind contributions (such as volunteers and donated space)

Table 15
Funding Portfolios

Funding Sources	ES/MS Programs (percent of total funding pool)	Teen Programs (percent of total funding pool)
Public Funds (Federal/State/Local)	32%	33%
Private Funds	39%	45%
Parent Fees	9%	2%
In-Kind Contributions	19%	19%

Note: "Parent fees" included discretionary fees for supplemental services, such as field trips or events.

represented approximately 20 percent of the resources, and private sources and parent fees supplied the remainder (approximately 50 percent).

Public Funding

Public funding sources can include funding from a wide array of federal programs. More than 100 federal funding streams can support OST programs. Among the most prominent are the 21st Century Community Learning Centers Program, the Child Care and Development Fund, Temporary Assistance for Needy Families, Title I education funding, federal food and nutrition programs and the Social Services Block Grant. Some of these funding sources are intended to expand the supply of OST programs and services, making them more accessible to low-income and underserved children and youth. Others are intended to help boost the quality of programs and services.

States and localities also fund OST programs through dedicated revenue streams (e.g., the Families and Education Levy in Seattle) and through their general funds. Funds may flow through a variety of different state and local agencies, including departments of education, health, human and social services, youth development, juvenile justice and parks and recreation.

Private Funding

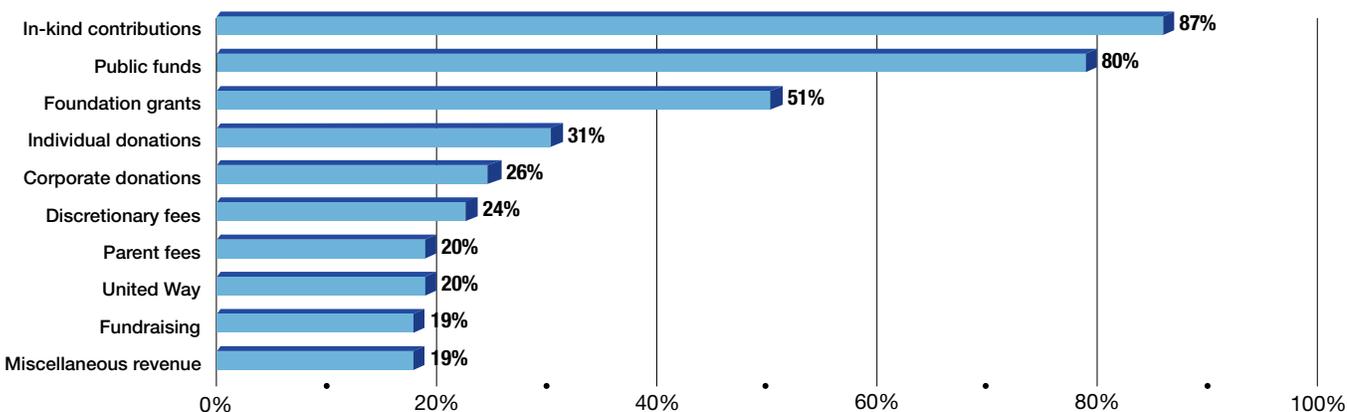
Private funding sources include foundation grants, corporate donations, individual donations, United Way contributions, loans, and contributions from

civic organizations and churches. They also can include some earned income (e.g., the sale of services or products and earned interest, special fees for non-core-program activities) and fundraising income (capital campaigns, special events, etc.). Private funds can be a crucial resource, since many public sources require matching contributions. They can also be important sources of funding for program components and budget line items that are specifically restricted from public funding. Because private funding is generally the most flexible funding that programs receive, it can fill gaps and help program directors cover the full costs of providing quality OST programming.

In-Kind Contributions

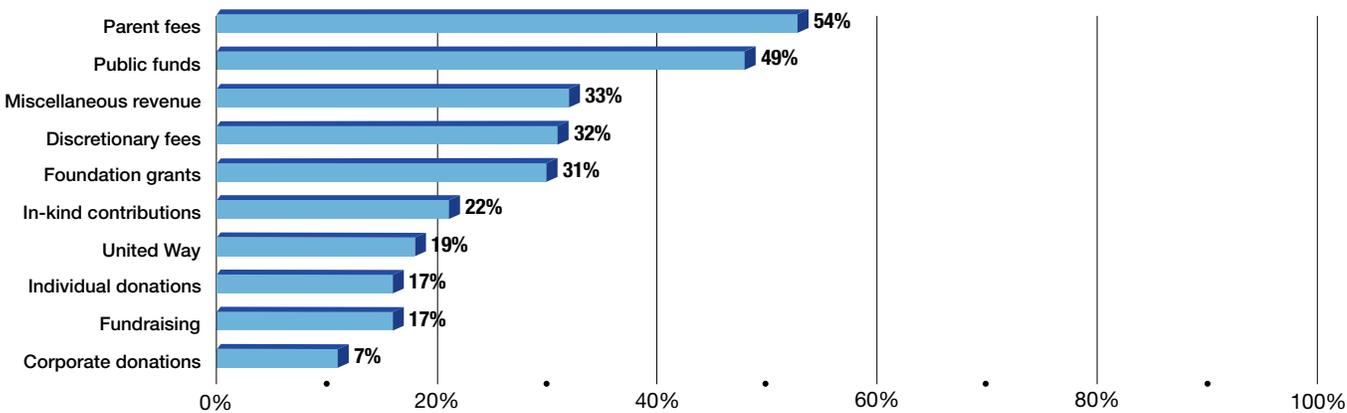
Public and private funding can be provided as cash contributions or as in-kind contributions of goods and services—most often space and facilities, volunteers, program materials and administrative support. Among our sample programs, 19 percent of total funding was received in the form of in-kind contributions. Although these contributions accounted for a small proportion of overall program funding, they were essential. In-kind contributions included program materials and equipment that would be very expensive for programs to purchase (e.g., specialized scientific equipment and materials, computer equipment, and equipment and materials for visual, performing and culinary arts programs). Similarly, volunteers with specialized program, management, legal and administrative expertise represent a valuable enhancement for OST programs that likely would not otherwise have the resources to purchase

Figure 21
Percent of ES/MS Programs Receiving Various Funding Sources



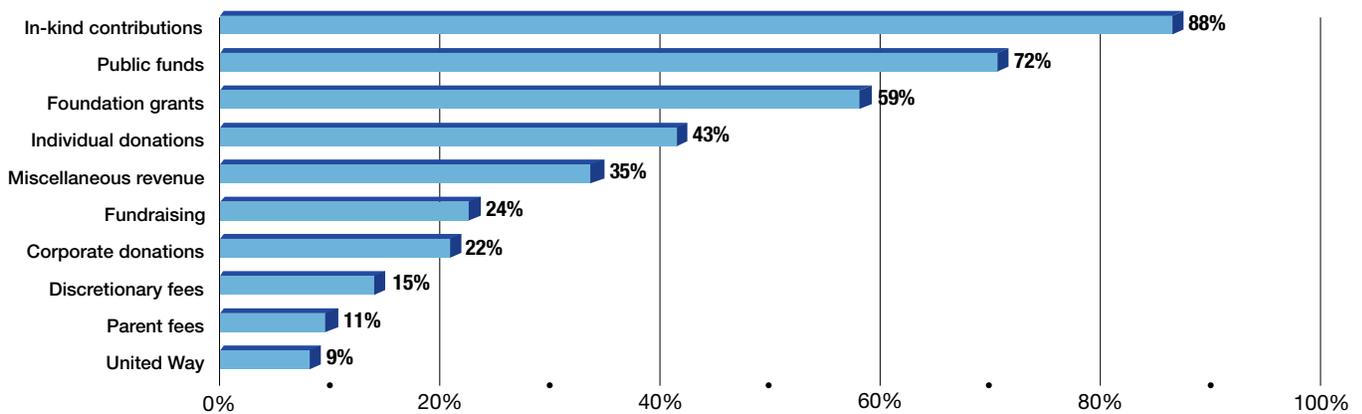
Note: Discretionary fees are fees charged for supplemental services, such as field trips or events.

Figure 22
Average Percent of Total Revenue for ES/MS Programs by Funding Source, if Received



Note: Discretionary fees are fees charged for supplemental services, such as field trips or events.

Figure 23
Percent of Teen Programs Receiving Various Funding Sources



Note: Discretionary fees are fees charged for supplemental services, such as field trips or events.

their services. Finally, the value of in-kind contributions can count toward matching requirements for public funding, creating important opportunities to leverage additional resources.

Parent Fees

Some OST programs charged a fee (oftentimes on a sliding scale basis) to families who enroll their children. Parent fees, though typically a minor source of revenue, were for some programs an important source of support, as shown in Figures 22 and 24. In some cases, eligible low-income families could apply for publicly subsidized childcare vouchers to cover fees for OST programs.

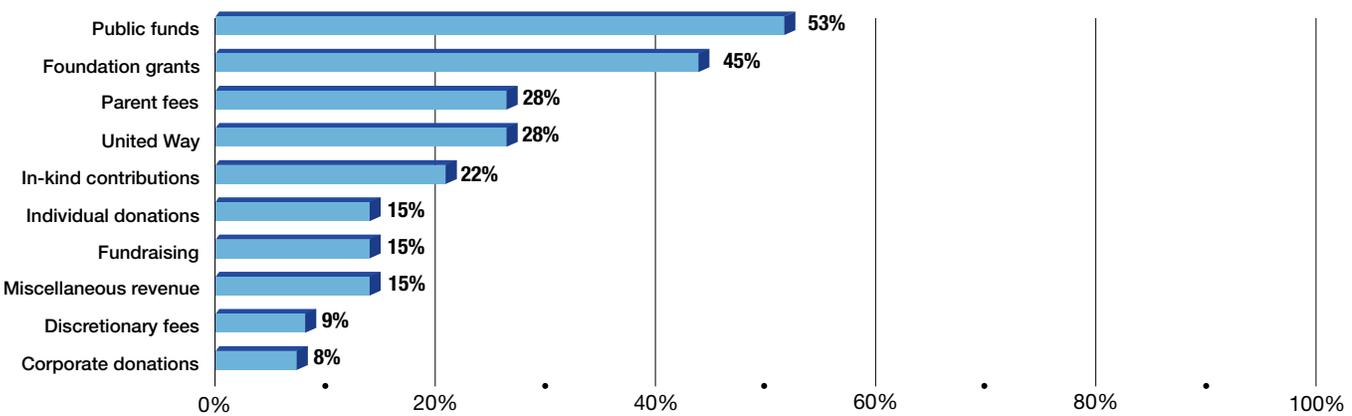
Funding for Programs Serving Elementary and Middle School Students

While there are many sources of revenue available to programs, most programs in our study were supported by only three or four funding sources. The median program serving ES/MS students was financed by three funding sources. Seventy-three percent of the programs received resources from four or fewer sources.

Figure 21 shows which of the sources were the most common for programs in our study that served younger youth. Eighty-seven percent of these programs received in-kind contributions, 80 percent received public dollars and 51 percent received foundation grants. Given how prevalent in-kind contributions and public funding are, this means that most programs received resources from these two sources and one or two others.

Figure 22 shows how much of the budget a particular source comprised if a program received this type of funding. Programs in all of the cities except Charlotte used parent fees to cover some of their costs; however, this form of funding was much more prevalent in Seattle, where these fees were publicly subsidized by child care vouchers. Parent fees made up 69 percent of funds for programs receiving parent fees in Seattle, but only 25 percent in the other four cities. Public funds were the next most important source of funds. When a program received public funds, they constituted approximately half of the program's resources.

Most programs use both in-kind contributions and public funding; in such situations, approximately 30 percent of program budgets need to be covered with other sources, such as with United Way money or a foundation grant.

Figure 24**Average Percent of Total Revenue for Teen Programs by Funding Source, if Received**

Note: Discretionary fees are fees charged for supplemental services, such as field trips or events.

Funding for Programs Serving Teens

Teen programs typically had slightly more diversified funding portfolios than programs for younger participants. The median teen program in our sample relied on four funding sources to cover its full costs, while 71 percent of programs used five or fewer sources. Figure 23 shows which funding sources were the most common. As with the programs serving younger youth, in-kind contributions and public funding were the most common sources of revenue for teen programs. Foundation grants and individual donations were more prevalent for teen programs than for ES/MS programs. Fees, both parental fees and discretionary fees (such as for events or trips), were less common.

Figure 24 shows what fraction of the full budget was covered by a particular source if a program received this type of funding. In-kind contributions, which were the most common source, covered about a fifth (22 percent) of teen program needs, just as they did for ES/MS programs. Public funds, the second most common source of funds, covered on average half of the teen program needs, again as they did for the ES/MS programs. Interestingly, compared to programs serving younger children, if a teen program received funding from foundation grants (more common than for ES/MS programs) or United Way funds (less common than for ES/MS programs), those funds covered larger fractions of the teen program's needs.

Conclusion

While there is no magic formula for determining the best mix of funding sources, most experts believe that it is prudent to diversify funding rather than to rely on a single public or private source to cover all or the vast majority of program costs. A portfolio approach enables program directors to reduce the risk associated with losing funding from a particular source. (However, while this approach provides some risk management, reporting to multiple funding sources is more time consuming and challenging than dealing with a single funder.) It was beyond the scope of this study to analyze in detail the funding portfolios of the programs we studied. Nevertheless, to the extent that our sample captures the balance of funding sources common to quality OST programs, several conclusions emerge:

- *Programs for both elementary school and middle school students and programs for teens had diversified funding portfolios that balanced public and private sources.*
- *In-kind contributions of goods and services covered, on average, a fifth of a program's resource needs—a small but essential share of overall program funding.*
- *While only a fifth of ES/MS programs charged parent fees, these constituted an important source of funding for programs that used them.*

Summary and Implications for Policy, Program Development and Future Research

Chapter VI



Understanding the costs of quality OST programs is key to helping policymakers, program directors and funders successfully plan and budget for these initiatives and make the most of their OST investments. The goal of this study was to inform OST policy and practice by providing concrete cost estimates and funding information from a large and diverse sample of OST programs that meet clear quality criteria. Because OST programs do not conform to a single model, the programs we studied varied dramatically in their program focus, content, location, staffing, management and hours of operation. By detailing their wide-ranging costs, this study highlights questions and considerations that are critical to decision-makers as they work to develop and sustain quality OST programs for children and youth in their communities.

A number of key findings emerged regarding the costs of quality OST programming.

- **The key overarching finding of the report is that costs of quality OST programs vary greatly, driven by:**
 - **Program directors' choices** (when and how long—number of days and hours—the program operated; what activities it offered; the staff/youth ratio, etc.);
 - **Available resources** (funding, as well as donated goods and services); and
 - **Local conditions** (such as the ages, needs and interests of children and cost structures in particular cities).

The variation is illustrated in Figure 25. With the exception of summer programs serving younger children, the hourly cost per slot varied widely, especially for teen programs. Teens are much harder to attract and serve well. Clearly, some programs had to provide quite resource-intensive environments to serve them in a high-quality

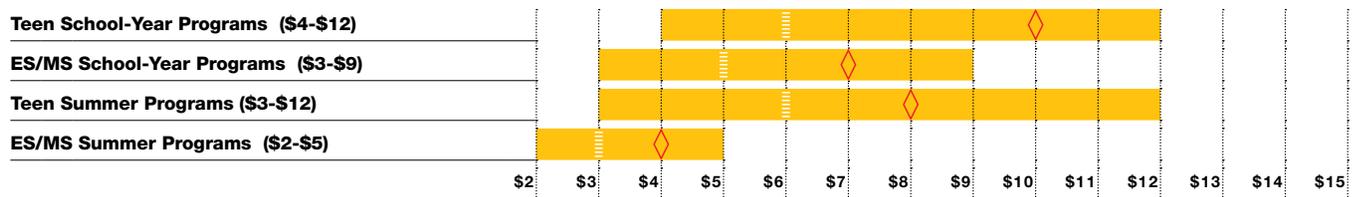
manner. (Daily costs for teen programs varied even more than hourly costs because the hours per day differed more across teen programs than across programs serving younger children.)

It appears that younger participants may have had choices available to them as well—at least during the school year, when some programs provided relatively resource-intensive programs. The only exception was the variation in hourly cost for summer programs serving younger children, which was much smaller. Perhaps parents needed the supervision more, and thus programs did not have to invest as heavily to attract participants.

While being cost-efficient is desirable, different types of programs that serve different types of youth use different levels of resources.

- ***On average, teen programs spent more per hour than programs serving younger children.*** During the school year, the averages were \$7 versus \$10 an hour per slot; and during the summer, they were \$4 versus \$8 per hour. However, teen programs serve a different population and have different goals from programs serving younger children. Interestingly, while the average costs differed across program type, the cost midpoints for the four program types were all between \$3 and \$6 per hour per slot.
- ***Because programs typically enrolled more children than the number present each day (because children do not attend every day), the average cost per enrollee was substantially lower than the average cost per slot.*** (The per-enrollee cost is the cost typically cited in cost-benefit literature and by program operators, though it is less useful in planning for program capacity.) During the school year, per-enrollee costs were approximately 60 percent of the per-slot cost for programs serving younger children (\$2,640 versus \$4,320 a year, or \$14 versus \$24 a day) and 40 percent for programs serving teens (\$1,880 versus \$4,580 a year, or \$13 versus \$32). During the summer, per-enrollee

Figure 25
Summary of Hourly Costs Per Slot Ranges



The boxes visually represent the cost ranges from the 25th percentile of program cost to the 75th percentile.

(\$X-\$Y) The 25th and the 75th percentile costs are indicated in parentheses.

Indicates the mean cost.

Half the programs' costs fall below level (represents the median cost, or 50th percentile of program costs).

costs were approximately 75 percent of per-slot costs for the younger participants (\$1,000 versus \$1,330 a summer, or \$22 versus \$32 per day) and 55 percent for teens (\$790 per enrollee versus \$1,420 per slot, or \$7 versus \$36 per day).

- *Staff costs were the primary cost driver for OST programs. Thus, differences in operating hours, and to some extent salary levels, were the main drivers of cost variations.*
- *Costs varied by program characteristics, such as focus, provider and setting, size and the age of their participants. Differences were less pronounced among summer and teen programs. However, variation within type was still significant.*
 - Larger programs (i.e., those serving more participants per day) generally had lower average costs than smaller ones. However, as program size increased, costs ratcheted up at critical thresholds—points where increased size required the addition of core staff capacity, such as an assistant director.
 - School-year programs that served multiple age groups—ES and MS, or ES, MS and HS, or MS and HS—had higher average costs than programs serving just one age group.
 - For programs serving younger participants, multiple-focus programs—programs that offered a variety of academic and recreational activities to participants—had lower average costs both per hour and per day during the school year than single-focus programs.

- School-based programs serving younger participants and programs operated by the school district during the school year had lower average costs than community-based or community-run programs, but during the summer the cost of programming was fairly similar across providers and settings. The setting in which the program took place did not affect the average cost of teen programs.

Underlying these cost differences were explicit choices, mostly about staffing. For example, the school-based, school-run programs in our sample operated with lower staff/youth ratios, had fewer certified staff and used fewer resources for management than even its closest substitute, school-based, CBO-run programs. These choices affected costs.

- *Costs varied by geographic location not only because the cost of living differed but also because of city or district-level policies.*
- *Although the vast majority of costs were covered through out-of-pocket expenditures (80 to 85 percent), in-kind contributions were an important source of funding for many programs.*
- *OST programs typically relied on three to five sources of funding, balancing public and private sources.*

Implications for Policy and Program Development

The findings from this study provide concrete cost estimates for operating a range of OST programs with key quality components. These findings reveal a number of implications for OST policy and practice. Program directors, policymakers, funders and other key stakeholders can use this information to:

- **Assess the costs of existing programs.** These estimates provide a benchmark for understanding the operating costs of a variety of OST programs. Leaders can use these findings (after making a cost-of-living adjustment, see www.wallacefoundation.org/cost-of-quality) to assess the costs of specific types of programs operating in their communities. As they make these assessments, it is important to keep in mind that there are many valid reasons for cost variations outside of the factors investigated in this study. For example, quality OST programs serving special-needs populations may incur higher costs than programs that do not serve these students.
- **Tailor cost estimates based on local circumstances or preferences.** Leaders can use the information about cost elements and variations to adjust the cost estimates to their local conditions and OST priorities.³¹ For example, a city can examine the cost implications of supporting programs of various sizes. In this way, program directors can create customized cost estimates to meet their specific needs.
- **Determine the funding needs for expanding OST programs.** These data can be used to generate cost estimates for expanding existing programs or developing new programs to serve more children and youth. This information can be combined with findings from supply-and-demand studies to estimate how much it would cost to expand programming for particular populations or neighborhoods.³² At the systems level, policymakers can use this information to help determine the incremental cost of expanding specific types of programs or building statewide or citywide OST systems for school-age children. However, recall that the costs cited here do not include start-up or planning costs. Therefore, those starting new programs should consider these additional costs when budgeting.
- **Inform investment decisions.** These findings enable program directors, policymakers and funders to more effectively target their investments in OST. By comparing *per-enrollee* costs to expected youth outcomes or attendance rates, decision-makers can determine how they might achieve the highest return on their OST investments. Most of the discussion in this study has been framed around *per-slot* costs. However, as discussed in Chapters 3 and 4, the findings can easily be converted to *per-enrollee* costs for the purposes of comparing costs with per-participant impacts to assess “return.”³³
- **Promote the coordination of public and private resources.** The findings about the financing of OST operations can help leaders think strategically about how to leverage and coordinate public and private resources to support and sustain quality programming. While much of the focus on planning and sustaining programs tends to be on raising cash revenue, the importance of in-kind contributions should not be overlooked.

Directions for Future Research

This study represents a significant step toward building a valuable knowledge base about the costs of OST programs and services that can inform decision-making. However, it is not the last word. This study raises a number of important questions for future research. Some relate to developing a clearer understanding of the costs of OST programs and services that were not included in this study. Some relate to developing deeper knowledge about specific cost components and how they vary for programs operating under different auspices and serving different student populations. Some relate to developing a clearer appreciation of opportunities to realize economies of scale in OST program operations. And some relate to forming a better understanding of how OST programs can most effectively be financed and sustained. Among the most salient areas for future inquiry are the following:

- Investigating the costs of OST programs and services not included in this study:
 - Programs located in small cities or in suburban or rural locations;
 - Summer-only, short-term and seasonal programs;

- Programs that move between locations; and
- Programs that serve highly specialized or targeted populations.
- Examining specific cost components:
 - Administrative costs of programs operating under different auspices (e.g., schools and CBOs) and serving different student populations;
 - Transportation costs for programs operating in urban, suburban and rural locations;
 - Professional development and training for program directors, teachers, other paid program staff and volunteers; and
 - Space and facilities costs and how they vary depending on key program characteristics, such as location.
- Exploring opportunities to realize economies of scale in OST program operations:
 - Pooling resources for large-scale data collection and reporting;
 - Creating purchasing pools for goods and services, including insurance, food, program materials and administrative services; and
 - Sharing transportation services.
- Further exploring financing and sustainability:
 - Understanding the role of parent fees;
 - Attracting in-kind contributions, including discounted pricing on goods and services;
 - Blending and braiding categorical funding streams;
 - Maximizing public revenues;
 - Creating effective public/private partnerships to leverage resources;
 - Making the most of school and community resources; and
 - Engaging local businesses as partners.

Additional research to address these types of questions will have direct and immediate applicability to decisions about the scope, scale and sustainability of quality OST programs.

Though it was beyond the reach of this study, it would also be interesting and useful to know more about how the costs of quality programs compare to the costs of the vast array of programs that did not meet our pre-established quality criteria. Do quality programs cost more than programs that do not meet established quality criteria? What are the differences? How important are various types of funding (e.g., parent fees) to program quality and sustainability? Exploring these issues will help decision-makers better understand the trade-offs between quality and accessibility. It will also help them determine how to make the most of the resources they have to invest in OST programs and systems.

Lastly, because we are uncertain about how our program sample would relate to a nationally representative, randomly selected sample of quality OST programs, it would be useful for others to conduct similar large-scale cost studies, especially focused on teen programs, to determine if our cost estimates are replicable with other samples.

A Final Word

As policymakers and funders consider how to use these data, it is important to remember that different types of programs have varying impacts on diverse groups of young people. The range of programs offered in any city should align closely with the specific needs of targeted populations and neighborhoods. While it is desirable to minimize costs, it is also important to ensure that the impact of programs is not compromised in the process. Carefully researched and designed investments can lead to a wealth of academic, economic and social benefits for local residents.

Endnotes

- 1 Durlak, J. and Weissberg, R. 2007. *The Impact of After School Programs that Promote Personal and Social Skills*. Chicago: Collaborative for Academic, Social, and Emotional Learning (CASEL). Miller, Beth. 2006. *Pathway to Success: What Counts in After School Programs*. Wellesley, MA: National Institute for Out-of-School Time. Grossman, J.B., Campbell, M. and Raley, R. 2007. *Quality Time After School: What Instructors Can Do to Enhance Learning*. Philadelphia: Public/Private Ventures.
- 2 Grossman, J.B., Campbell, M. and Raley, R. 2007. *Quality Time After School: What Instructors Can Do to Enhance Learning*. Philadelphia: Public/Private Ventures.
- 3 The Afterschool Alliance. 2004. "Working Families and Afterschool, A Special Report from America After 3 PM: A Household Survey on Afterschool in America." Retrieved November 15, 2007, from J.C. Penney Afterschool at <http://www.jcpennyafterschool.org/AmericaAfter3pmReport.pdf>.
- 4 Donated goods and services can include those contributed outright at full value and those that are contributed at some discounted value, with programs covering the remainder. In this study, we have valued donations at their full value.
- 5 The study methodology is described in detail in Appendix B.
- 6 Key informants were senior people in each city (supplemented occasionally by national experts) who had been involved with the OST programming, either studying it, funding it or designing it for many years, and were knowledgeable about local programs.
- 7 The team conducted an extensive review of both the OST literature and organizational behavior literature to determine research-validated structural "markers" of high-quality OST programming (see Lind et al. 2006 for references). Because most of the quality research in the OST field to date has examined only staff-youth interactional variables (such as the quality of staff-child relationships), only the two structural factors we used for this study had research evidence linking them to OST quality.
- 8 About 40 percent of directors whom we contacted did not return our calls or declined to participate in the study.
- 9 See <http://www.coli.org/AboutIndex.asp> for a more detailed description of how the index is constructed. If readers wish to convert the "average urban dollar" values reported in this report back into nominal values for their own city, they can locate their own 2005 index level from the website to make the translation.
- 10 Population estimates are from 2006. U.S. Census Bureau Population Finder, <http://www.census.gov/>.
- 11 The vast majority of the sample programs (76%) had the capacity to serve 100 youth or fewer per day. Sixteen percent of programs had 101 to 200 slots per day, while only 8 percent of programs had more than 200 slots per day.
- 12 The Center for Summer Learning at Johns Hopkins University is currently conducting a cost survey of summer-only programs.
- 13 A few of the programs also included high school students, but the defining feature of these 70 programs was that they all served elementary school children.
- 14 The average number of hours per day includes all hours from September through May in which a program offered services to its participants, including weekend hours. We capped OST hours at 8 hours per day for daycare programs.
- 15 The "average hourly cost" was derived by taking the hourly costs of all programs and averaging them, rather than by taking programs' daily costs and averaging those by the number of hours.
- 16 The average cost is above the midpoint because the costs of the upper half of this group spreads out more than the cost of the lower half.
- 17 The only items counted as in-kind contributions were those that were fully donated. If the program received something at a discount, the discounted amount was not counted toward the donated amount. In the Extended-Service Schools Initiative (Grossman et al. June 2002), donated goods and services accounted for approximately 40 percent of total costs on average (here, too, discounts were not considered). This translates to approximately \$952 per child per year.
- 18 Although the ratio of the average number of slots (i.e., the average daily attendance) to the average number of enrolled teens in our school-year programs is 107/193 or 55 percent, the average cost per enrollee is not 55 percent of the slot cost because the ratio of averages is not equal to the average of ratios, i.e., $(a+b)/(c+d)$ does not equal the average of a/b and c/d .
- 19 Space represented 13 percent of the cost. All of Beckett's figures are in 2006 dollars, thus we also inflated our costs by 3 percent to translate our 2005 numbers into 2006 costs. Thus, this estimate is 87 percent \times 1.03 \times \$2,640 (which is our average annual cost per enrollee). The hourly figures cited in Beckett (2008) are incorrect; thus we use the pre-enrollee figures. Beckett, M.K. (2008). *Current-Generation Youth Programs: What Works, What Doesn't, and at What Cost?* Santa Monica, CA: Rand Corporation.
- 20 The MOST figure of \$3,500 is for a 36-week school year, rather than the 50-week estimate given in Beckett (2008). The Beacons' estimate is taken from the primary source Walker, K.E. and Arbretton, A.J.A. 2001. *Working Together to Build Beacon Centers in San Francisco: Evaluation Findings from 1998-2000*. Philadelphia: Public/Private Ventures.

- 21 Arbreton, A., Sheldon, J., Bradshaw, M., and Goldsmith, J., with Jucovy, L., and Pepper, S. 2008. *Advancing Achievement: Findings from an Independent Evaluation of a Major After-School Initiative*. Philadelphia: Public/Private Ventures.
- 22 There are many different ways to define administrative costs. Because many executive directors and assistant directors provide direct services to children, we did not include their salaries as part of administrative costs.
- 23 By way of comparison, the United Way reports that, nationally, 16 percent of its funds go toward administrative costs.
- 24 When the hourly cost pattern is the same as the daily cost pattern, as it is here, we do not present these numbers.
- 25 Interestingly, program directors in Denver spend out-of-pocket the same amount on space as the average program (\$0.44 versus \$0.45).
- 26 Grossman, J.B., Campbell, M. and Raley, R. 2007. *Quality Time After School: What Instructors Can Do to Enhance Learning*. Philadelphia: Public/Private Ventures.
- 27 The sample does not include any programs serving teens in Charlotte.
- 28 Because the literature we surveyed contained very little information about what makes a high-quality teen program, the selection criteria were somewhat different from the criteria applied to programs serving ES/MS students. To be eligible to be in this cost study, programs had to have been in operation for two years; have an average staff-to-youth ratio of no more than 1:25; offer activities eight months per year for at least three days per week; have a maximum group size of no more than 50; have at least one full-time staff member; and serve at least 15 participants. There was no attendance rate required.
- 29 The average number of hours per day encompasses all hours from September through May in which a program offered services to its participants, including weekend hours.
- 30 Although the ratio of the average number of slots (i.e., the average daily attendance) to the average number of enrolled teens in our school-year programs is 70/297 or 24 percent, the average cost per enrollee is not 24 percent of the slot cost because the ratio of averages is not equal to the average of ratios, i.e., $(a+b)/(c+d)$ does not equal the average of a/b and c/d .
- 31 The companion website to this report, www.wallacefoundation.org/cost-of-quality, enables users to calculate the cost of desired OST programs, tailoring those programs to unique specifications such as cost of living, staff-to-youth ratio, location, focus, etc.
- 32 For more information, see Elisabeth Wright, Sharon Deich and Theresa Clarke. October 2004. *Estimating Supply and Demand for Afterschool Programs: A Tool for State and Local Policymakers*. Washington, DC: The Finance Project.
- 33 To convert this report's per-slot costs into a per-participant cost, one needs to adjust for the fact that more than one child occupies a slot. During the school year, it typically takes 1.7 enrolled children to fill an elementary or middle school OST slot, so the cost per participant is 60 percent of the per-slot figure. Similarly, it typically takes approximately four enrolled teens to fully occupy a teen OST slot, thus the per-participant teen cost is approximately a quarter of the per-slot cost. In the summer, the per-participant summer costs are three quarters of the slot cost for elementary and middle school children and half of the slot cost for teen summer programs.

Appendices



Appendix A

Glossary of Terms

Academic programs—Programs that focus exclusively on academic enrichment.

Cost elements—The building blocks of after-school programs' operating budgets. Key cost elements include staff salaries, benefits, space and utility costs, administrative costs, transportation expenses, student stipends and other miscellaneous costs.

Cost per slot—A "slot" is a program's capacity to serve one child for a day. It may be filled by the same youth each day or by different youth on different days. For example, suppose one youth attends on Monday and Tuesday, while another youth participates Wednesday through Friday. Together, those two youth occupy one slot. A cost per slot affords programs a measure of capacity cost.

Economies of scale—When an increase in the scale (size) of an out-of-school-time program causes a decrease in the average cost per slot or per enrollee.

Full cost—The combined cost of out-of-pocket expenditures and the value of in-kind contributions. Full costs are important because they represent the upper bound of program costs if donations are not forthcoming.

Full-time equivalent (FTE)—A way to measure staff time across multiple full- and part-time employees. FTE is calculated by dividing the total number of hours worked by the maximum number of compensable hours in a workweek (e.g., 40 hours). Two half-time employees provide a program one FTE of labor.

In-kind contributions—Donations of goods or services, or services paid for by another organization. May include rent-free use of school facilities, volunteer time, food, materials and transportation.

Multiple-focus programs—Programs that offer an array of activities, often including both academic and nonacademic components.

Out-of-pocket expenditures—Goods or services purchased with the program's cash funds or financial assets.

Out-of-school-time (OST) program—For the purposes of this study, a set of activities for youth provided in a single location during nonschool hours. It includes programs that operate before and after school, on weekends and holidays and during the summer.

Programs serving elementary and middle school (ES/MS) students—Programs that serve primarily elementary and middle school students but may also include some high school students.

Programs serving teens—Programs that serve middle school and/or high school students, or a combination of both of these age groups.

School-year programs—Programs that operate for at least eight months during the school year.

Single-focus programs—Programs that have a specialized focus, such as theater, arts, sports, technology or leadership development. They may include some discrete time for homework help.

Staff/youth ratio—The proportion of OST program staff to participating youth. A staff/youth ratio of 1:8 means that there is one staff for every eight participants.

Summer programs—For the purposes of this study, the summer portion of year-round OST programs.

Year-round programs—Programs that provide consistent OST programming during the school year and summer.

Appendix B

Cost Study Methodology

This appendix provides a detailed overview of the study methodology, including the identification and selection of the sample programs, collection of cost data and calculation of cost estimates.

Identification and Selection of the Sample Programs

The study included 111 programs in six urban cities (Boston, Charlotte, Chicago, Denver, New York and Seattle). The final sample was narrowed from an initial pool of more than 600 programs recommended by key informants knowledgeable about after-school programs in the six cities (see Appendix Table 1).

We intentionally selected programs that represented a variety of OST options in terms of their providers, settings, content areas, schedules and age groups. First, we categorized the initial pool of programs (as best we could) into 36 program types defined by the age of the participants (including elementary students or not), the location and operator (school-based, school-run; school-based, CBO-run; or community-based, CBO-run); program focus (academic, single-focus nonacademic, or multiple-focus) and operating schedule (school-year-only or year-round). Then, within each city, we randomly picked programs in each of the cells and interviewed the executive directors to confirm the program's characteristics, assess several screening criteria and collect information about an array of quality attributes,

drawn from research findings in the fields of after-school programming and organizational behavior (see Appendix D).¹ The additional information included, for example, a clear organizational mission; small group sizes; adequate space and materials; formal orientation, training and performance reviews for staff; regular staff meetings; and formal feedback from participating youth and parents.

In order to “pass” the screener and be invited to participate in the study, programs had to meet the following criteria:

- Operate at least three days a week for at least eight months of the year;
- Have been in operation for at least two years;
- Have 75 percent of youth attend most or all of the time they were scheduled to attend (for ES/MS programs only);
- Employ at least one paid staff member;
- Have a staff/youth ratio no higher than 1:20 for ES/MS programs or 1:25 for teen programs; and
- Have a maximum group size of fewer than 50 participants.

For each city, once a program in a cell passed the screening criteria, we asked the executive director or designated staff to complete a cost survey. The process continued until enough qualified programs of different types completed a cost survey.

Appendix Table 1
How the Sample Was Constructed

	Number	Percent
Programs identified by key informants	667	
Programs contacted	494	
Programs screened for characteristics associated with quality	281	100%
Passed	215	77%
Did not pass	66	23%
Programs asked to complete cost survey	196	
Cost surveys completed ^a	111	57%

^a 112 cost surveys were completed, but one was excluded from the sample because its costs were significantly greater than the rest of the sample and consequently skewed the cost averages.

Collection of Cost Data

We used the Survey of Budgets, Funding and Finances for Fiscal Year 2005 (see Appendix E) to obtain detailed cost and funding information from programs.² Programs completed the survey primarily over the phone, but sometimes by hand.

To ensure that the information was as complete and accurate as possible, the research team conducted follow-up interviews if inconsistencies or incomplete answers were discovered after the initial survey call. We also conducted follow-up calls with all of the programs that completed the survey by hand to review the data collected in both the cost survey and the quality screener. We used this opportunity to verify cost data, probe for hidden costs (especially in-kind contributions) and double-check staffing hours and salaries. In addition, we compared the expenses captured on the cost survey with program budgets and annual reports. Wherever possible, we requested documentation to support the estimated value of in-kind contributions.

Captured Costs

This study captures the full cost of operating OST programs. Full cost is the sum of out-of-pocket expenditures and the value of in-kind contributions. The cost estimates exclude program planning and start-up expenses, since all of the sample programs had been in operation for at least two years.

We assigned program costs to the following categories:

- *Staff salaries*—financial compensation for management (e.g., executive director, associate director, site/program coordinator), activity leaders and administrative/support staff (administrative staff and security and custodial personnel), along with the value of volunteer time.
- *Benefits*—out-of-pocket expenditures on health insurance, paid sick and medical leave, paid vacation, unemployment insurance, retirement accounts and parking/transportation subsidies for employees.
- *Space and utilities costs*—rent, maintenance and repair costs for facilities, along with utility costs.
- *Administrative costs*—nonlabor expenses associated with supporting program operations, including office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services.³

- *Transportation costs*—costs associated with busing children and youth to activities and field trips. Similar costs incurred for staff training purposes are not included in this total.
- *Student stipends*—any payment or salary dispensed to participating youth, typically for an internship or apprenticeship.
- *Other costs*—expenses for items such as snacks or meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenditures.

Valuation of In-Kind Contributions

We valued in-kind contributions using a similar set of assumption across cities. Whenever possible, we asked programs to estimate the value of their donated goods and services. If programs were not able to do so, we developed cost estimates based on market value information from various sources. For materials, we estimated the value from office supply companies or similar sources. Donated snacks and meals were valued at the USDA reimbursement rate;⁴ transportation expenses were calculated by contacting local transportation companies; and the dollar value of volunteer time was calculated using the Independent Sector's guidelines.⁵ Finally, to value the cost of donated (rent-free) school space, we contacted the school district in each city and determined the rates charged to similar organizations using school space during nonschool hours—these rates often included the cost of janitorial services and utilities.

Cost-Per-Slot Calculation

The primary units of analysis for this study are the daily and hourly cost-per-youth slot, the cost of having the capacity to serve one child for one day or one hour. The daily unit cost is useful in estimating how much it would cost to operate a program that could accommodate a certain number of participants each day. By multiplying the daily cost estimates by the number of children a program will serve each day and the number of days per year the staff wishes to operate, one can calculate the annual cost.

We followed these steps to calculate daily cost from the data programs provided us. The cost of each program per day was calculated by dividing the full 2005 cost by the number of days of programming. Then this cost per day of programming was divided by the average number of youth who

attended the program each day. To calculate the hourly cost per slot, the daily costs were divided by the average number of hours per day the program operated.

In order to combine program costs among cities, we adjusted all city costs by the ACCRA Cost-of-Living Index value for each city. This, in effect, converted all of the location-specific costs into costs in a hypothetical average city. The Index is published by The Council for Community and Economic Research and is designed to be an accurate measure of cost-of-living differences across urban areas. The index is based on the cost of goods in six categories: groceries, housing, utilities, transportation, healthcare, and miscellaneous goods and services. Participating areas⁶ (usually organizations such as the Chamber of Commerce that volunteer to participate) collect cost information on specific items within these categories and within a given time period. Product cost information is then compared to the national average and weighted according to the share of consumer spending in each category.

Analysis of Cost Variations

Exploring variations in program characteristics and costs was of great interest to this study. Consequently, we examined the average cost of many different types of programs—school-year programs and summer programs, programs that operated in different locations and/or with different operators, etc. To calculate the cost of programs that operated during the summer, we asked year-round operations to divide costs between the school-year and summer portions of their programs (in real dollars whenever possible or in percentage estimates) to the best of their ability. When sample size permitted, we looked at the cost of school-year programs separately from summer programs. For teen programs, the sample size was too small to allow us to examine the variation in summer costs without raising the possibility of breaching the programs' confidentiality. Thus, we examined the variation of cost for only the 41 teen school-year programs.

In examining cost variations, we looked at both daily and hourly slot costs and noted when these comparisons revealed different patterns. For example, CBO-run, CBO-based programs were more expensive than CBO-run, school-based programs using the daily slot cost. When using the hourly slot cost, these differences disappeared because CBO-based programs tended to operate for more hours each day than school-based programs.

Appendix C

Quantifying Program Quality

The ideal structure of a quality program varies depending on that program's mission, target population, scale and curriculum. No one would expect that a high-quality weekend athletic program for high school seniors would rely on the same materials, facilities or staffing as a high-quality after-school tutoring program for sixth graders. For this reason, there can be no one definitive list of structural elements that defines and describes all strong programs and sets them apart from weak ones.

Research on "program quality" reflects this fact. While there has been a great deal of discourse among researchers who study after-school, child care and youth development programming about the kinds of social environments and interactions that characterize good programs, few researchers have weighed in on the structural components of strong OST organizations.

Yet understanding the structural features that characterize quality programs is critical if one is to begin determining the cost of quality. While one cannot hope to attach accurate dollar values to features like "strong staff-student relationships" or "supportive social environments," one can determine the costs associated with organizational elements and practices that support such features and thereby typify quality programs.

In fact, we found a broad consensus in three areas of literature that support our argument that certain basic operational practices and organizational components are important for facilitating quality OST work. We examined:

- *Evaluation tools, practitioner guides to building strong programming, state and city guidelines for programs seeking certification and other tools produced by practitioners, regulatory agencies and support organizations aimed at helping OST providers build quality programming.* These tools demonstrate significant agreement regarding the elements of healthy, successful OST organizations.
- *Research from the field of organizational behavior:* This well-established field of study has a long history of investigating the tangible elements of effective organizations, with an eye toward identifying resources and practices that can be emulated by others. We were particularly interested in the literature on effective organizational change, a body of research that focuses on organizations' efforts to successfully orient all of their systems to reflect and support a focused "mission." Research on organizational change has focused on how organi-

zations can institutionalize an approach to their work; in this effort, all organizations—including mission-based organizations like OST-enrichment providers—share a common set of challenges. The literature of organizational behavior offers a healthy stream of scholarship dedicated to the question of how leaders can successfully guide organizations to effectively pursue overarching organizational goals. In this same spirit, we also looked at a subset of the education literature that has focused on schools as organizations and the structural characteristics and management practices that make for effective schools.

- *The latest research on OST quality.* Research specifically aimed at OST programming is a relatively new and rapidly evolving field; we found a number of new studies that focused on the structural elements of good programming.

Nine Indicators of Quality

The cost study team combed this literature for the exemplary practices and components that we could most confidently use as indicators of quality. From our investigation, we created a Quality Counter composed of nine "quality indicators" that we looked for in each OST program included in our sample. They were:

1. Staff members receive a **formal performance review**.
2. The organization has a **formal mission statement**.
3. The organization has a **formal orientation process**.
4. **Staff meetings** take place at least twice a month.
5. The organization collects **formal feedback from youth participants**.
6. The organization collects **formal feedback from parents**.
7. Facilities provide **adequate space for socializing**.
8. The programs operate with a **low staff-to-youth ratio** (less than or equal to 1:10).
9. The organization provides or refers staff members to **required training sessions**.

For teen programming, we looked at a tenth indicator as well:

10. The program provides **leadership opportunities** for participants, either built into the program structure or outside of the program through volunteer and internship opportunities.

Each of these indicators is the best available example of a concrete, measurable program feature that supports quality in at least one key area of program performance that the literature deemed important. Because this is a cost study, we also focused on program features that point to investments—of staff time and organizational resources—that organizations have made in their efforts to build an infrastructure that supports quality work.

Indicators 1 through 4 point to the involvement of organizational leaders in guiding the work of staff members and in realizing a consistent approach to the organization’s mission. They also point to an organization’s ability to protect and value time for activity planning, discussion of the needs of individual participants and evaluation. Indicators 5 and 6 represent investments in aligning services with the needs of participants and their families and in continually improving that alignment. Indicators 7 and 8 come from the literature on child care and youth development programs, which tell us that these two features—space for social interactions and staff-to-youth ratios of 1:10 or fewer—are critical to creating positive OST environments that promote engagement and participation. Indicator 9 points to an ongoing investment in staff development. Indicator 10 represents a program’s capacity to meet the evolving needs of older youth.

Quality and Cost

To tease out potential differences in program costs based on the quality-related structural investments we identified, we divided our sample of quality programs into two categories: high quality and very high quality. High-quality programs met six or fewer of our quality indicators. Very high-quality programs possessed seven or more indicators. It is important that we stress the fact that no program in our study sample is a “low-quality” organization, as all participant programs passed a preliminary screening process.⁷ However, within this select group of OST providers, we sought to identify the different degrees to which programs had expended organizational resources to improve the quality of their services. Organizations from our sample of programs serving ES/MS youth and our sample of programs serving teens broke down into quality categories as shown in Appendix Table 2.

Having categorized the programs, we looked to see whether very high-quality programs were characteristically distinct from the other programs in the sample. Did they simply possess more of the organizational elements we had marked as quality indicators, or were they more likely to develop particular areas of their organizations? Were they, in other words, investing not just more but in some way investing differently?

Appendix Table 2
Quality Groups

	High Quality	Very High Quality
School-Year Programs Serving ES/MS Students (70 total)	18	52
School-Year Programs Serving Teens (41 total)	20	21

We found that for both programs serving ES/MS students and programs serving teens, very high-quality programs were much more likely to conduct staff meetings at least twice a month than were high-quality programs. Among programs serving ES/MS students, 83 percent of the very high-quality programs conducted staff meetings at least twice a month, compared with 39 percent of the high-quality programs. Conducting regular staff meetings can be particularly taxing on OST organizations, where tight budgets and schedules dictate that most staff hours are spent directly on instruction. Making regular, structured time for staff members to meet to plan activities, discuss organizational issues and confer about the needs of particular students is a significant management challenge and a potentially significant investment of capital in terms of paid hours of staff time. At this level, it appears that our very high-quality programs invest disproportionately in their staff. This notion appears to be supported by our second round of quality analysis, in which we attempted to determine whether there were actual cost differences that characterized programs in our two quality categories.

Examining per-student per-day slot costs by quality category revealed a difference between our very high-quality and high-quality programs: Very high-quality programs cost more per student per day than do high-quality programs. Among school-year programs serving ES/MS students, high-quality programs cost an average of \$20 per day per slot, while very high-quality programs cost an average of \$26 per day per slot. For teen programs, high-quality programs cost \$28 per day, while very high-quality programs cost \$38 per day.

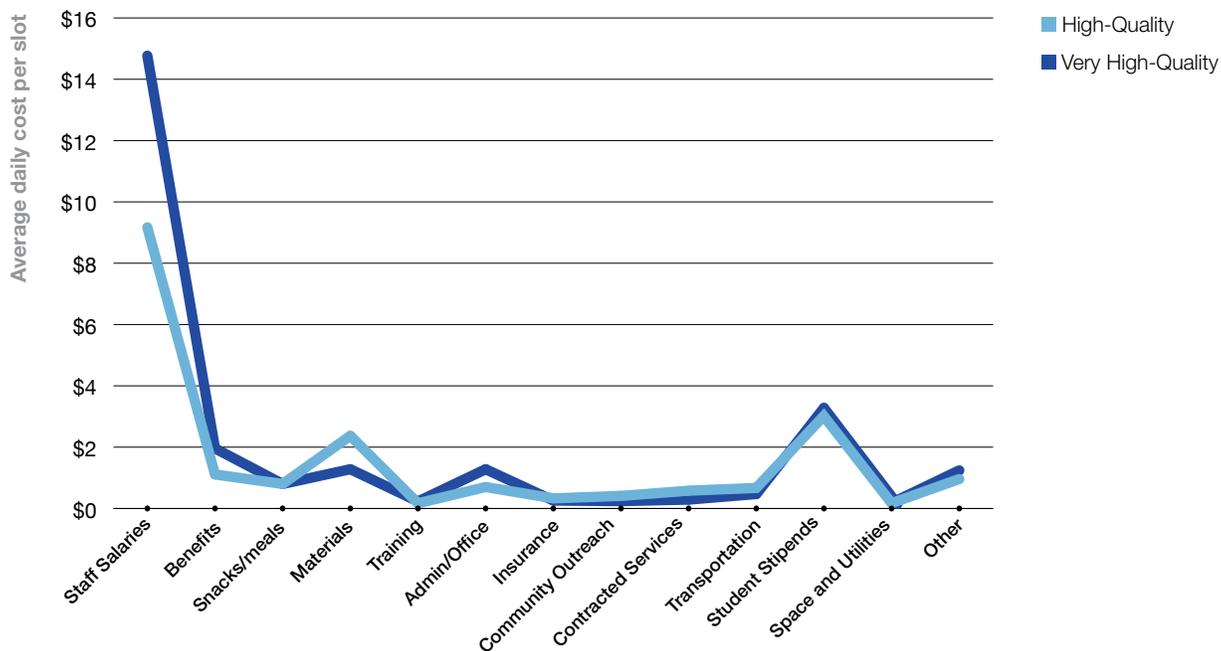
When we looked to see what was driving the cost differences between our two broad categories of programs, we again found indications that very high-quality programs invest proportionally more resources in staffing. While costs in most program areas were nearly identical across the two quality

categories, we saw a dramatic difference in staffing costs. The very high-quality programs serving ES/MS students spent \$14.67 per youth per day on staffing. High-quality programs, in contrast, spent \$9.17 per pupil per day. It is important to note that very high-quality programs did not pay higher average staff salaries. Rather, they spent more money on staff meetings, training, administrative time and supervision, as well as more staff time with the children. Appendix Figure 1 compares the cost components of the high- and very high-quality programs.

Interestingly, if we divide the highest-quality group into two groups—those with seven quality features and those with eight or nine, we find that the cost of the top group is actually

lower than the cost of the group with seven features, both overall and in terms of staff salaries. What do we make of this pattern? While we cannot conclusively interpret this difference based on our program data, we can speculate that this pattern illustrates an ascending curve of organizational efficiency. It would make sense that higher-quality programs would cost more overall than medium-quality programs due to greater investments in all areas of program structure. Yet at the same time, we might expect the best-managed, most structurally sound programs to operate most efficiently and to make the best use of resources—hence, the highest costs would pertain to the lower-level high-quality programs. This is an intriguing hypothesis that warrants additional research.

Appendix Figure 1
Cost Elements of Programs Serving ES/MS Students by Quality



**Appendix D
Quality Screener**

**OST COST STUDY
PRELIMINARY QUESTIONNAIRE FOR PROGRAM DIRECTORS**

Program Name: _____

Program Contact: _____

Contact Phone #: _____

Contact Email: _____

City: _____

Survey Date: _____

1. What is the nature of your organization?...Is it a (circle one):
 Faith-based organization Community-based organization School

2. Where is the program located? (circle one)
 In a school In a community-based facility In a religious facility

3. a) Does your program provide time to do homework?
 Yes No

- b) *(If yes)* Besides homework time, is your program focused in one particular area, or is it mixed?
(If no) Is your program focused in one particular area, or is it mixed?
 Academic Focused nonacademic Mixed focus (skip to 4)

- c) If focused, what area is it focused on (academics, art, dance, sports, community service)?

4. Do you operate during the school year (SY) and/or summer (Sum)? During which months? What days? What hours do you offer activities? (program hours versus office hours)

(write hours next to appropriate days; circle the appropriate range in months)

	M_____	T_____	W_____	Th_____	F_____	Sa_____	Su_____			
School Year	Jan	Feb	Mar	Apr	May	Jun	Sept	Oct	Nov	Dec
	M_____	T_____	W_____	Th_____	F_____	Sa_____	Su_____			
Summer (if applicable)	Jun	Jul	Aug							

5. What grade level group are your participants? (ES, MS, HS)_____

6. How many years has your program been in operation (*calendar years*)? _____
7. How many participants do you have, on average? SY: _____ Sum: _____
8. Now I have a few questions about attendance at your [SY/summer] program. From what you know, about [clarification: e.g., if a youth is signed up for 2 days/wk, what percentage of the time does he or she show up?]
- a) what % of children attend every day they are scheduled to attend? SY: _____ Sum: _____
 - b) what % of children attend most days they are scheduled to attend? SY: _____ Sum: _____
 - c) what % of children attend half of the time they are scheduled to attend? SY: _____ Sum: _____
 - d) what % of children attend sporadically? SY: _____ Sum: _____
 - e) Do you monitor attendance at this program? (circle one):
 SY: formally informally we don't monitor attendance
 Summer: formally informally we don't monitor attendance

9. I'd like to find out some basic information about your staff. Thinking about [FT/PT/volunteer] staff, can you tell me:

	The number of:	How many were working for the program at this time last year?	How many are new hires?
Paid "full-time" staff	SY		
	Sum		
Paid "part-time" staff	SY		
	Sum		
Regular volunteer staff	SY		
	Sum		

[If they have both SY and Sum...]

Now let's talk about just the SY portion of your program. (*To interviewers: all the rest of the questions pertain only to the SY portion of programs.*)

10. Thinking about the people who plan or lead activities, both full-time and part-time staff, how many came to your program with the following training or experience?

	Most	Some	A few	None	Don't know	# if given
Classroom/group behavioral management						
Previous work experience with youth						
Certified school teachers						
Hold other certification (e.g., CDA, black belt)						
Hold a two-year or four-year college degree						
Reflect cultural backgrounds of community						
Was a neighborhood resident						
Health and safety training						

The next two questions are about the strategies you use to help your SY staff align their work with your organization's mission and goals.

11. Do you have a formal or informal orientation process?

Formal Informal

a) If informal, who typically orients new staff?

	Yes	No
Director/supervisor		
Other staff		
Both		

b) If formal, do you have:

	Yes	No
Written mission statement		
Formal orientation meetings for new staff		
Written orientation materials		

c) Which of the following methods of supervision are in place?

	Yes	No
The supervisor conducts observations of staff and provides feedback on a regular basis (at least 2x a semester)		
Staff receive formal annual performance review		

12. I'd like to learn about training opportunities available to the SY staff in this program. What type of training do you require? What do you offer? *[if any missed, ask]*

	Required	Offered	No
Classroom/group behavioral management			
Engaging families			
Mediation and conflict resolution			
Youth and child development			
Curriculum and activity planning and implementation			
Health and safety			

13. How many hours of training did your activity leaders (people who plan or run activities) receive this year? _____
14. a) How often do the activity leaders at your program meet together to discuss program-related issues (without students) for at least 30 minutes?
- Never (*skip to 15*)
 - Once a year
 - Every 2-3 months or once a semester
 - Monthly
 - Twice a month
 - Weekly

- b) What are the most common discussion topics/agenda items at these meetings? (*check all that apply*)

___ What's happening

___ Program logistics

___ Planning program activities

___ Individual students and/or their needs

___ Providing training/professional development to staff in a particular area

___ Other _____

15. What is approximate staff/youth ratio in most activities? Does it vary by age group?

	Elementary age	Middle-school age	High school age
Staff/Youth Ratio			

16. What is the maximum group size for activities? _____

The next two questions are about the space and materials available to your program.

17. How adequate is the space you have for...?

	Space is not available	Limited space	Adequate space	N/A
Program activities				
Staff to work or meet away from participants				
Participants to socialize informally				

18. How adequate are the materials you have for ... ?

	Materials are not available	Limited materials	Adequate materials	N/A
Program activities (e.g. athletic equipment, computers, art supplies, etc.)				
The staff's administrative and planning needs (e.g., computers for staff to use, photocopier, etc.)				

THE NEXT TWO QUESTIONS ARE FOR HIGH SCHOOL PROGRAMS ONLY.

19. What sorts of leadership roles are available to older participants? *(check all that apply)*

	Yes	No
Volunteer opportunities within the program		
Paid staff positions		
Opportunities to design or lead activities or teams of their peers		
Other (please explain)		

20. a) Do youth have the opportunity to interact informally with staff?

Yes No *(skip to 21)*

b) If yes, when?

	Yes	No
In the halls		
Before or after an activity		
In a specific space		
Other (please explain)		

21. We're interested in learning about your program's relationship with parents. Over the course of a year, how frequently does your program do the following?

	Never	1-2 times a semester	Once a month	More than once a month
Hold events for parents				
Hold individual meetings with parents				
Send information about the program home to parents				
Meet with parents informally (not as a group)				
Talk with parents over the phone				

22. Which of the following do you do to assess your program's effectiveness?

	Yes	No
Track staff attendance		
Have senior staff observe activities		
Gather informal youth feedback		
Gather informal parent feedback		
Gather formal youth feedback (surveys, etc.)		
Gather formal parent feedback (surveys, parent committees, etc.)		
Formal outside evaluation		

Appendix E

Survey of Budgets, Funding and Finances for Fiscal Year 2005

Most of the cost surveys were administered over the phone. However, a few respondents completed a paper version of the survey. This appendix presents the paper version of the survey.

SURVEY OF BUDGETS, FUNDING AND FINANCES FOR FISCAL YEAR 2005 SURVEY ADMINISTERED BY PUBLIC/PRIVATE VENTURES AND THE FINANCE PROJECT

The cost estimates we calculate from the programs participating in this cost study will provide the field with up-to-date information on what it really costs to provide high-quality out-of-school-time (OST) programming to youth. Your input will help shape these important estimates and will likely be used by programs and funders nationwide.

INSTRUCTIONS

1. We have included a copy of the information you provided in the initial screening interview conducted during this past summer. Please take a quick look at that information and make sure that it is accurate.
2. This survey has two goals. First, we would like to get enough information to be able to calculate the cost of serving a child in your program during the school year and during the summer (if your program operates during the summer). Second, we would like to get a picture of the sources and allocation of income for your program.
3. The survey is divided into two parts: (1) Questions on Your School-Year Program and (2) Questions on Your Summer Program. If you don't operate a summer out-of-school-time program, please ignore part 2.
4. Please try to be as accurate as you can in the numbers you report. If you do not collect some of the specific information we are requesting, please give us your best estimate and indicate "ESTIMATE" next to the question, so we know you are reporting your best estimate.
5. If you operate as part of another program (e.g., a family or community center), please provide information only for your OST program throughout the survey. If your program is a part of a larger group of OST programs, please also focus only on your program. If you cannot separate the cost of your program from others operated by your organization, then, please answer ALL questions for the organization. The most important thing is to be consistent throughout the survey.
6. In order to arrive at an accurate cost figure for OST programs, we need to determine how much it costs to staff your programs. Some of this information may be confidential, so it may help to complete the survey in two phases; answering first the basic questions and then having the executive director or financial officer providing information on salary and benefits (Question 6). All salary information will remain confidential and will not be shared with anyone outside of this research study.
7. This first page will be separated from your questionnaire once we have received it and labeled with an ID code. Thus, all questionnaires will be identified only by number, and even this will be seen only by the researchers. Program names will NOT be used, nor will individual questionnaires be shared with anyone outside the team.
8. **Please complete the survey to the best of your ability and, at your earliest convenience, return a copy to [insert name] via email at [insert email] or fax at [insert fax number] and keep a copy for your records.**
9. Once you have returned the completed survey, P/PV and The Finance Project staff will follow up with an interview to walk through the survey and answer any questions you and/or your executive director might have.

If you have any questions, please contact [insert name, phone, and email].

Program name

Your name and title

Address

Email address

Phone number

Program ID:

OUT-OF-SCHOOL-TIME COST SURVEY

PART 1: QUESTIONS ON YOUR SCHOOL YEAR PROGRAM ONLY (Not including your summer program)

1. Please indicate when fiscal year 2005 began and ended for your program.

Began: _____/_____/_____ (Month/Day/Year)

Ended: _____/_____/_____ (Month/Day/Year)

2. a) How many weeks does your program run during the school year? _____
- b) How many days per week does your program run during the school year? _____
- c) How many hours per day does your program run during the school year? _____
- d) Do you operate during school holidays? yes / no
- e) Do you operate during school vacations? yes / no

3. Thinking about school year 2005-06, how many youth were enrolled in your school-year program? Please count a child only once even if he or she participated in multiple sessions.

- a) Number of elementary school students _____
- b) Number of middle school students _____
- c) Number of high school students _____
- d) Total youth _____

4. a) Do you serve kids with special needs or issues in the school year? yes / no
- b) If so, please specify: _____

5. On average, how many youth showed up on a typical day during the school year? [It may help to think about how many snacks are served on a typical day.] _____

6. In the following table, we aim to collect information on the amount of time various staff members were employed in FY 2005. To complete the table:

- a) List each staff member or regular volunteer involved in your program in the school year by name and give his or her title (e.g., administrative assistant, director) or major job function (e.g., activity provider, tutor, etc.). The types of individuals many programs employ include:

- Executive director
- Site/program director
- Assistant director

- Administrative assistant
- Activity leaders
- Teen volunteers
- Adult volunteers
- Security personnel
- Custodial personnel

Indicate the average number of hours per week that each person worked, including providing direct service to the youth and/or providing general support and administration to the program (e.g., management tasks, fundraising, attendance, answering questions).

- b) Indicate the total number of weeks that each person worked during the school year.
- c) Individuals who work during weeks that the program is not operating (such as full-time staff) will also have "other weeks" that include paid vacation and program preparation or training time. Please indicate the total number of non-school-year weeks that each person worked, if applicable. See example in table.
- d) Under the compensation column,
- Include salary information: Please enter what you pay each staff person in whatever unit is easiest for you—an hourly wage, a weekly, monthly or biweekly pay rate, or an annual salary. Just note what that unit is. Exclude benefits, except for paid sick and vacation time.
 - Enter benefits information: Please enter the total of each person's benefits (e.g., health, retirement, etc.)

You may wish to have your executive director or financial officer complete the salary and benefit information. This information will be kept completely confidential. Neither individual information nor program information will be shared with anyone outside this project.

- e) Provide information on services you purchase or for which you contract with other organizations, such as a drama school. If another organization provides services to your program without charging you, these costs will be reported in Question 7. Do not include them here.

The table contains several examples to further illustrate this process.

7. In the following table, please outline all other expenses, EXCLUDING STAFF, incurred by the program for FY 2005.

where possible; otherwise, give your best estimate and check ESTIMATED in the box.

a) In the second column, please write what was actually spent (not budgeted) for your SCHOOL YEAR program. In addition to what you spent, please list any donated goods or services you received. If you know the dollar value of the donation, please include that information or your best estimate. Otherwise, just indicate what was donated. Please record exact amounts

b) In the third column, please include a description of donated services or goods. For example, under Program Materials, donated goods and services might include 10 reams of colored paper, three hours of a magician's services for a school-year event and 50 McDonald's \$5 gift certificates.

SCHOOL-YEAR OTHER PROGRAM COSTS TABLE

School-Year Program Expenses	Value	Description of Donated Services or Goods
<p>Snacks and Meals</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated food or drinks:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Program Materials</p> <p>(e.g., arts and crafts supplies, games, prizes, equipment, etc.)</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Staff Training</p> <p>(e.g., fees, transportation and lodging at relevant regional or national training sessions or conferences, etc.)</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	

School-Year Program Expenses	Value	Description of Donated Services or Goods
<p>Administrative and Office Expenses (e.g., copying, printing, supplies, etc.)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Space Costs (e.g., rent, maintenance, custodial, repairs, etc.)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Utilities (e.g., electricity, water, gas, phone, cell phone, etc.)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Transportation <input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	

School-Year Program Expenses	Value	Description of Donated Services or Goods
<p>Insurance (e.g., liability insurance; do not include insurance offered to staff as part of their benefits package) <input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p>	
<p>Community Outreach/ Public Relations <input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p>	
<p>Contracted Services (e.g., a science program, a library program or drama activity, etc.) <input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p>	
<p>Other (describe):</p>	<p>Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated</p>	

School-Year Program Expenses	Value	Description of Donated Services or Goods
Other (describe):	Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated	
Other (describe):	Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated	

(If you need more pages, please write the information on additional pages.)

8. What is the TOTAL budget for your program? Remember, if you are connected with a group of programs, please provide the budget ONLY for your program.

Fiscal Year 2005: _____

9. In the table below, **please list the funding sources for your program for FY 2005**. Sources refer to organizations or foundations providing the funds (e.g., United Way, individual donors, etc.). Funds donated by individuals through program fundraisers should be considered in one category combining all such fundraisers (e.g., “individuals through fundraisers”). Please include any funds you receive from schools involved in school-based programs or corporations. In columns three and four, please note if the funds come from a public entity (e.g., State of Ohio, etc.) or a private entity and if the funds are ongoing (i.e., those that will continue every year) or one-time grants/special services.

PART 2: QUESTIONS ON YOUR SUMMER PROGRAM (If Applicable)

1. How many youth were enrolled in your summer program?
 - a) Number of elementary school students _____
 - b) Number of middle school students _____
 - c) Number of high school students _____
 - d) Total youth _____
2.
 - a) How many weeks does your program run during the summer? _____
 - b) How many days per week does your program run during the summer? _____
 - c) How many hours per day does your program run during the summer? _____
3. About what percentage of youth participated in both the school year and the summer programs?
_____ %
4.
 - a) Do you serve kids with special needs or issues in the summer?
 - b) If so, please specify:

5. On average, how many youth showed up on a typical summer day? [It may help to think about how many snacks are served on a typical day.] _____
6. In the following table, we aim to collect information on the amount of time various staff members were employed in your summer program in FY 2005. For instructions on how to complete the table, please refer to part 1, question 6.

7. In the following table, please **outline all other expenses, EXCLUDING STAFF, incurred by the program for FY 2005.**

a) In the second column, please write what was actually spent (not budgeted) for your SUMMER program. In addition to what you spent, please list any donated goods or services you received. If you know the dollar value of the donation, please include that information or your best estimate. Otherwise, just indicate what was donated. Please record exact amounts where possible; otherwise, give your best estimate and check ESTIMATED in the box.

b) In the third column, please include a description of donated services or goods. For example, under Program Materials, donated goods and services might include 10 reams of colored paper, three hours of a magician’s services for a school-year event and 50 McDonald’s \$5 gift certificates.

SUMMER OTHER PROGRAM COSTS TABLE

Summer Program Expenses	Value	Description of Donated Services or Goods
<p>Snacks and Meals</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Program Materials</p> <p>(e.g., arts and crafts supplies, games, prizes, equipment, etc.)</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	

Summer Program Expenses	Value	Description of Donated Services or Goods
<p>Staff Training (e.g., fees, transportation and lodging at relevant regional or national training sessions or conferences, etc.)</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Administrative and Office Expenses (e.g., copying, printing, supplies, etc.)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Space Costs (e.g., rent, maintenance, custodial, repairs, etc.)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Utilities (e.g., electricity, water, gas, phone, cell phone, etc.)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	

Summer Program Expenses	Value	Description of Donated Services or Goods
<p>Transportation</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Insurance</p> <p>(e.g., liability insurance; do not include insurance offered to staff as part of their benefits package)</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Community Outreach/ Public Relations</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	
<p>Contracted Services</p> <p>(e.g., a science program, a library program or drama activity, etc.)</p> <p><input type="checkbox"/> Not applicable (NA)</p>	<p>Expenditures:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p> <p>Donated goods or services:</p> <p>\$ _____ <input type="checkbox"/> Estimated</p>	

Summer Program Expenses	Value	Description of Donated Services or Goods
Other (describe):	Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated	
Other (describe):	Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated	
Other (describe):	Expenditures: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated Donated goods or services: \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated \$ _____ <input type="checkbox"/> Estimated	

(If you need more pages, please write the information on additional pages.)

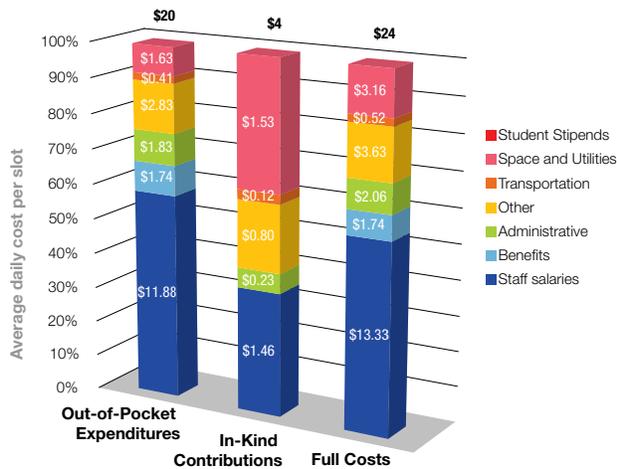
Thank you very much. We sincerely appreciate your time and effort!

Appendix F Supplementary Data Tables and Figures

Appendix Figure 2: Out-of-Pocket Expenditures vs. In-Kind Contributions by Cost Elements

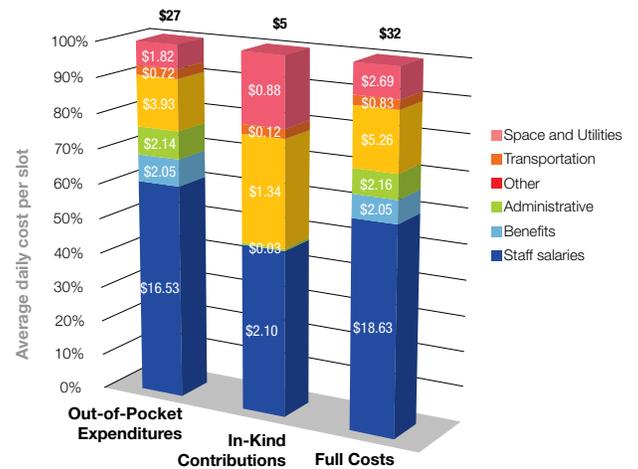
Appendix Figure 2a

For School-Year Programs Serving ES/MS Students



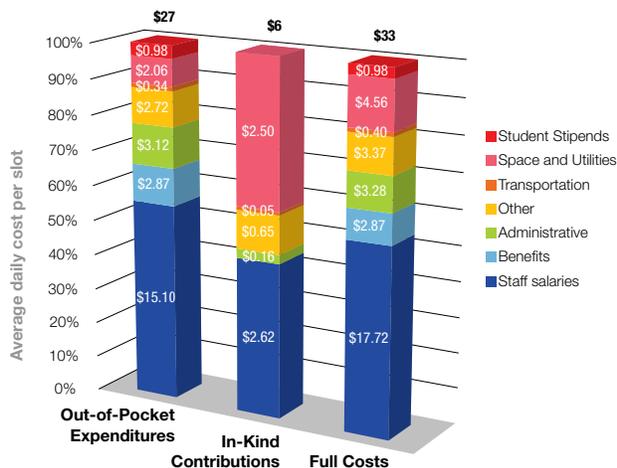
Appendix Figure 2b

For Summer Programs Serving ES/MS Students



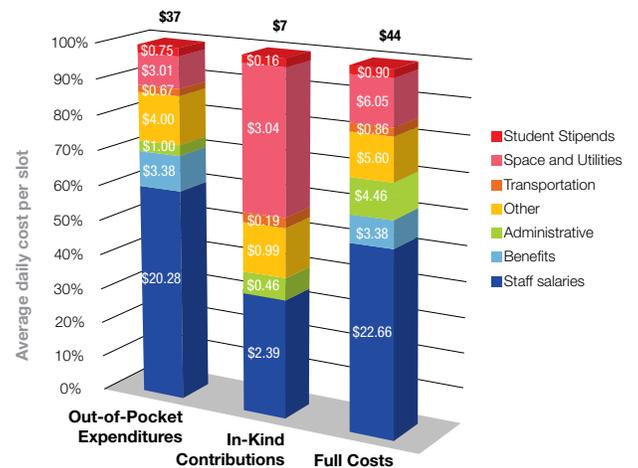
Appendix Figure 2c

For School-Year Programs Serving Teens



Appendix Figure 2d

For Summer Programs Serving Teens



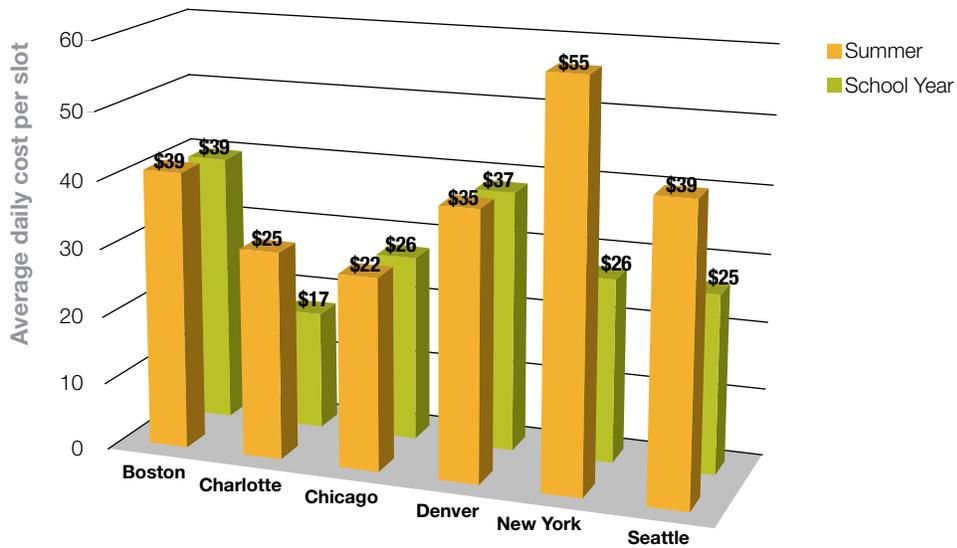
Note: All costs have been converted to 2005 "Average Urban Dollars"—an estimation of costs for the typical US city—derived from the ACCRA Cost-of-Living Index (see Appendix B for a detailed explanation). Totals do not add up precisely due to rounding. Administrative costs include the nonlabor expenses associated with managing program operations, such as office equipment and supplies, printing, accounting, payroll, liability insurance, community outreach and contracted services. Other costs include snacks/meals, materials (equipment and supplies used by program participants), staff training and other miscellaneous expenses.

Appendix Table 3
Sample Sizes for Cost Variation Analyses

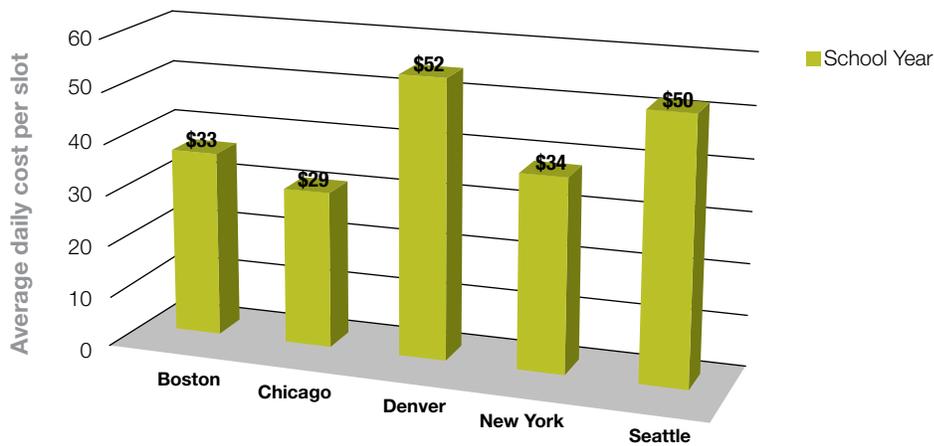
Program Characteristics	Programs Serving ES/MS Students		Programs Serving Teens
	School-Year Sample	Summer Sample	School-Year Sample
Size (Number of Enrolled Students)			
0-50	19	11	9
51-100	20	14	10
101-150	6	7	4
151-200	3	6	3
200+	22	7	15
Grade Level of Participants			
Elementary School Only	28	17	n/a
Elementary and Middle School	30	17	n/a
Elementary, Middle and High School	12	11	n/a
Middle School Only			9
Middle and High School			14
High School Only			18
Provider and Setting			
Operated by a Community-Based Organization			
Located in a School	28	15	19*
Located in the Community	33	27	22
Operated by a School			
Located in School	9	3	n/a
Operating Schedule			
School-Year-Only	25	n/a	15
Year-Round	45	45	26
Focus			
Academic	11	6	9
Single-Focus	14	10	13
Multiple-Focus	45	29	19
Geographic Location			
Boston	9	6	10
Charlotte	7	5	n/a
Chicago	14	5	5
Denver	13	8	7
New York City	13	9	14
Seattle	14	12	5
Quality			
High Quality (0-6 quality features)	18	12	20
Very High Quality (7-9 quality features)	52	33	21

* One of these programs was school-based, school-run but was included with community-run, school-based programs.

Appendix Figure 3a
Cost Variations of Programs Serving ES/MS Students by Geographic Location, Unadjusted Dollars



Appendix Figure 3b
Cost Variations of Programs Serving Teens by Geographic Location, Unadjusted Dollars



Note: The sample of summer programs serving teens was too small to report.

Appendix Table 4a
The Distribution of Daily Full Cost Per Slot

	Average Full Cost	Range	Median
Programs Serving ES/MS Students			
School Year	\$24	\$14-\$31	\$21
Summer	\$32	\$21-\$36	\$28
Programs Serving Teen Students			
School Year	\$33	\$15-\$49	\$22
Summer	\$44	\$24-\$63	\$36

Appendix Table 4b
The Distribution of Daily Out-of-Pocket Cost Per Slot

	Average Full Cost	Range	Median
Programs Serving ES/MS Students			
School Year	\$20	\$11-\$28	\$18
Summer	\$27	\$16-\$31	\$22
Programs Serving Teen Students			
School Year	\$27	\$11-\$32	\$20
Summer	\$37	\$17-\$47	\$27

Appendix Table 5a
Ranges of Daily Slot Costs by Program Characteristic for ES/MS Programs During the School Year

Program Characteristics	N	Out-of-Pocket Expenditures	Total Cost						
		Average		25th percentile		50th percentile		75th percentile	
Number Served									
0-50	19	\$24	\$29	\$15	\$20	\$21	\$27	\$29	\$33
51-100	20	\$18	\$20	\$10	\$13	\$14	\$19	\$26	\$28
101-150	6	\$27	\$29	\$11	\$15	\$17	\$19	\$28	\$31
151-200	3	\$11	\$13	\$4	\$6	\$8	\$11	\$23	\$23
200+	22	\$19	\$24	\$7	\$8	\$17	\$19	\$30	\$39
Grade Level of Participants									
Elementary School Only	28	\$16	\$21	\$8	\$11	\$14	\$20	\$23	\$28
Elementary and Middle School	30	\$20	\$24	\$11	\$14	\$15	\$19	\$29	\$32
Elementary, Middle and High School	12	\$29	\$35	\$18	\$21	\$29	\$31	\$32	\$45
Middle School Only	n/a								
Middle and High School	n/a								
High School Only	n/a								
Program Provider and Location									
Community-Based Organization-Run									
In School	28	\$16	\$21	\$8	\$12	\$14	\$17	\$19	\$27
In the Community	33	\$26	\$30	\$18	\$21	\$24	\$28	\$32	\$34
School-Run									
In School	9	\$12	\$16	\$8	\$12	\$11	\$14	\$14	\$17
Operating Schedule									
School-Year-Only	25	\$20	\$24	\$9	\$12	\$13	\$17	\$28	\$31
Year-Round	45	\$21	\$25	\$14	\$16	\$19	\$23	\$28	\$31
Type of Program Focus									
Academic	11	\$23	\$27	\$14	\$14	\$18	\$23	\$28	\$31
Single-Focus	14	\$26	\$31	\$15	\$23	\$28	\$31	\$30	\$39
Multiple-Focus	45	\$18	\$22	\$11	\$14	\$15	\$19	\$23	\$28
Geographical Location									
Boston	9	\$26	\$28	\$15	\$16	\$18	\$23	\$28	\$28
Charlotte	7	\$18	\$19	\$10	\$10	\$15	\$16	\$32	\$32
Chicago	14	\$19	\$23	\$13	\$17	\$17	\$24	\$29	\$31
Denver	13	\$26	\$35	\$12	\$16	\$26	\$44	\$37	\$48
New York City	13	\$15	\$18	\$8	\$11	\$12	\$14	\$19	\$26
Seattle	14	\$18	\$21	\$13	\$14	\$17	\$20	\$22	\$27

Appendix Table 5b
Ranges of Daily Slot Costs by Program Characteristic for ES/MS Programs During the Summer

Program Characteristics	N	Out-of-Pocket Expenditures	Total Cost						
		Average		25th percentile		50th percentile		75th percentile	
Number Served									
0-50	11	\$31	\$37	\$16	\$24	\$21	\$30	\$33	\$42
51-100	14	\$33	\$35	\$22	\$22	\$28	\$31	\$36	\$38
101-150	7	\$23	\$27	\$16	\$16	\$20	\$26	\$22	\$35
151-200	6	\$24	\$32	\$14	\$16	\$20	\$24	\$28	\$29
200+	7	\$18	\$22	\$6	\$7	\$19	\$22	\$23	\$38
Grade Level of Participants									
Elementary School Only	17	\$27	\$29	\$18	\$21	\$22	\$24	\$30	\$34
Elementary and Middle School	17	\$28	\$31	\$16	\$22	\$22	\$27	\$36	\$42
Elementary, Middle and High School	11	\$27	\$35	\$15	\$16	\$19	\$29	\$31	\$38
Middle School Only	n/a								
Middle and High School	n/a								
High School Only	n/a								
Program Provider and Location									
Community-Based Organization-Run									
In School	15	\$29	\$32	\$14	\$21	\$24	\$27	\$29	\$36
In the Community	27	\$27	\$32	\$16	\$21	\$22	\$28	\$32	\$38
School-Run									
In School	3	\$25	\$28	\$11	\$16	\$30	\$32	\$33	\$34
Operating Schedule									
School-Year-Only	n/a								
Year-Round	45	\$27	\$32	\$16	\$21	\$22	\$28	\$31	\$36
Type of Program Focus									
Academic	6	\$21	\$30	\$15	\$25	\$21	\$28	\$23	\$36
Single-Focus	10	\$23	\$26	\$18	\$21	\$21	\$25	\$28	\$30
Multiple-Focus	29	\$30	\$34	\$15	\$21	\$22	\$29	\$36	\$38
Geographical Location									
Boston	6	\$20	\$28	\$16	\$16	\$17	\$29	\$21	\$38
Charlotte	5	\$28	\$28	\$22	\$22	\$32	\$34	\$36	\$38
Chicago	5	\$19	\$20	\$12	\$16	\$21	\$21	\$22	\$22
Denver	8	\$26	\$33	\$11	\$14	\$21	\$28	\$46	\$47
New York City	9	\$32	\$38	\$18	\$24	\$22	\$27	\$27	\$36
Seattle	12	\$31	\$34	\$17	\$25	\$28	\$29	\$31	\$33

Appendix Table 5c
Ranges of Daily Slot Costs by Program Characteristic for Teen Programs During the School Year

Program Characteristics	N	Out-of-Pocket Expenditures	Total Cost						
		Average		25th percentile		50th percentile		75th percentile	
Number Served									
0-50	9	\$35	\$47	\$22	\$23	\$25	\$54	\$34	\$61
51-100	10	\$30	\$35	\$9	\$14	\$16	\$18	\$40	\$47
101-150	4	\$18	\$20	\$9	\$14	\$16	\$20	\$26	\$27
151-200	3	\$37	\$40	\$12	\$19	\$16	\$19	\$82	\$83
200+	15	\$21	\$26	\$11	\$13	\$17	\$18	\$31	\$34
Grade Level of Participants									
Elementary School Only	n/a								
Elementary and Middle School	n/a								
Middle School Only	9	\$26	\$32	\$11	\$15	\$12	\$19	\$32	\$42
Middle and High School	14	\$32	\$37	\$17	\$21	\$24	\$28	\$34	\$54
High School Only	18	\$24	\$31	\$11	\$14	\$17	\$18	\$31	\$57
Program Location									
In School*	19	\$26	\$33	\$11	\$15	\$15	\$19	\$32	\$49
In the Community	22	\$28	\$34	\$14	\$16	\$22	\$25	\$34	\$54
Operating Schedule									
School-Year-Only	15	\$21	\$29	\$9	\$11	\$22	\$23	\$30	\$54
Year-Round	26	\$31	\$36	\$14	\$17	\$20	\$22	\$35	\$49
Type of Program Focus									
Academic	9	\$20	\$28	\$15	\$17	\$20	\$21	\$26	\$30
Single-Focus	13	\$36	\$44	\$17	\$22	\$25	\$30	\$59	\$61
Multiple-Focus	19	\$24	\$28	\$11	\$11	\$13	\$18	\$34	\$42
Geographical Location									
Boston	10	\$23	\$26	\$9	\$15	\$24	\$25	\$27	\$30
Charlotte	n/a								
Chicago	5	\$19	\$26	\$15	\$17	\$16	\$19	\$20	\$21
Denver	7	\$44	\$54	\$23	\$30	\$32	\$49	\$82	\$83
New York City	14	\$19	\$26	\$11	\$13	\$14	\$18	\$25	\$42
Seattle	5	\$42	\$45	\$14	\$15	\$20	\$21	\$77	\$77

* Only two teen programs were run by schools; consequently they were combined with programs located in schools that were run by community-based organizations.

Appendices Endnotes

- 1 About 40 percent of directors whom we contacted did not return our calls or declined to participate in the study.
- 2 The majority of programs provided cost data from fiscal year 2005, the dates of which varied from program to program. However, due to changes in program structure, several programs provided fiscal year 2006 information. This information was treated identically to the FY 2005 information given the variation and overlap in the start and end dates of fiscal years.
- 3 There are many different ways to define administrative costs. Because many executive directors and assistant directors provide direct services to children, we do not include their salaries as part of administrative costs.
- 4 National School Lunch, Special Milk, and School Breakfast Programs; National Average Payments/Maximum Reimbursement Rates. Federal Register / Vol. 70, No. 136 / Monday, July 18, 2005 / Notices. Available at <http://www.fns.usda.gov/cnd/Governance/notices/naps/NAPs05-06.pdf>.
- 5 "The Value of Volunteer Time," available at http://www.independentsector.org/programs/research/volunteer_time.html
- 6 Since participation in the index is voluntary, the list of cities varies over time. Additionally, not all locations are represented in the index. Readers who do not see their exact location will have to use their best judgment to choose a comparable area.
- 7 This screening process is detailed in Appendix B.



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