

America's After-School Choice:

The Prime Time for Juvenile Crime, Or Youth Enrichment and Achievement

A Report From

Fight Crime: Invest in Kids

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FIGHT CRIME: INVEST IN KIDS

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Fight Crime: Invest in Kids is a national, non profit, bipartisan anti-crime organization made up of more than 1,000 police chiefs, sheriffs, prosecutors, heads of police organizations, experts in what works to prevent youth violence and victims of violence.

Executive Summary

Prime Time for Juvenile Crime, Kids Becoming Victims of Violence, Other Dangers

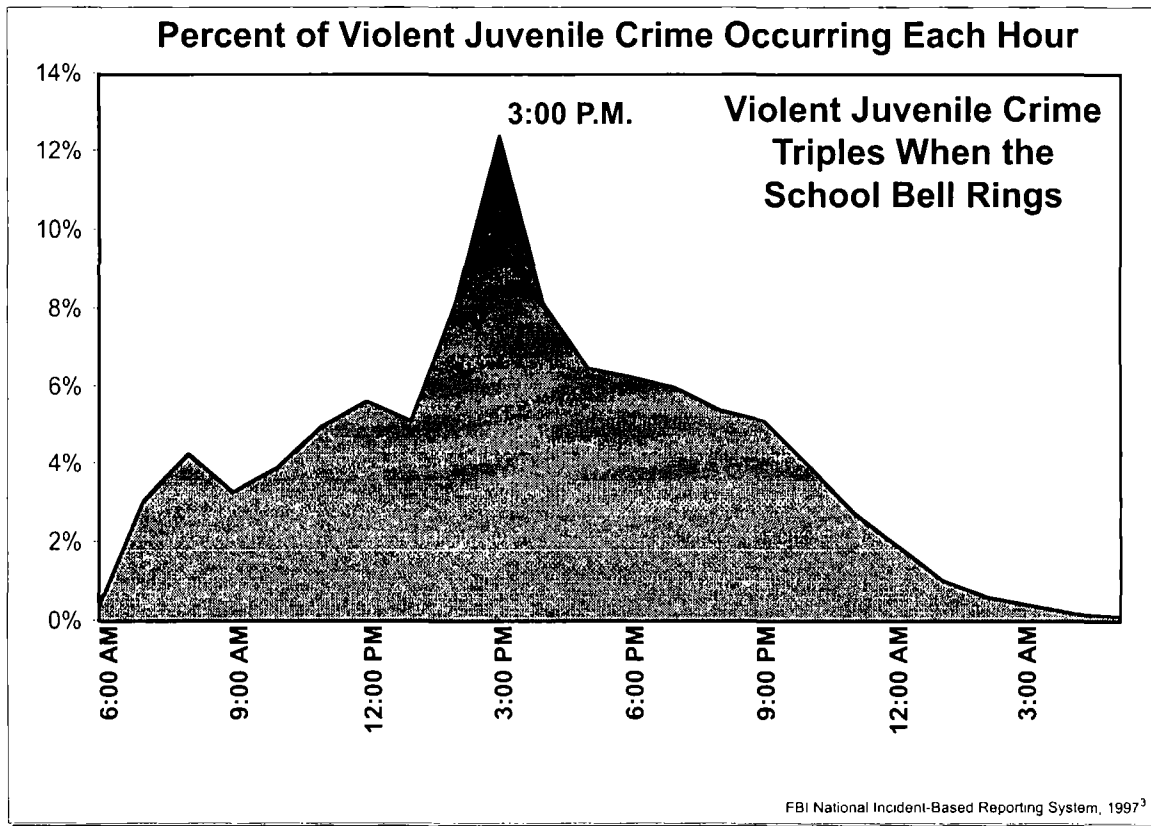
**'The prime time for
violent juvenile crime is
from 3 PM to 6 PM'**

In the hour after the school bell rings, turning millions of children and teens out on the streets with neither constructive activities nor adult supervision, violent juvenile crime suddenly triples and the prime time for juvenile crime begins.

On school days, the prime time for violent juvenile crime is from 3 PM to 6 PM. The crimes that occur then are serious and violent, including murders, rapes, robberies, and aggravated assaults.

These are also the hours when kids are most likely to:

- Become victims of violent crime.
- Be in or cause a car crash (for 16- or 17- year-olds), the leading cause of death for teens.



- Be killed by household or other accidents.
- Get hooked on cigarettes.
- Experiment with other dangerous drugs.

The list goes on. Many experts believe, for example, that these are the hours when:

- Teens are most likely to engage in sexual intercourse and when girls are most likely to become pregnant.
- Most likely to get hooked on video games that too often provide training for violent behavior.

After-School Programs are Proven to Cut Crime, Reduce Risky Behavior

The good news is that after-school programs are now proven to greatly reduce the terrible prospect that children and teens will be caught up in behaviors that can ruin their lives and devastate thousands of innocent families. Good after-school programs really work, keeping kids safe and out of trouble, and helping them learn to get along with others and succeed in school and in life.

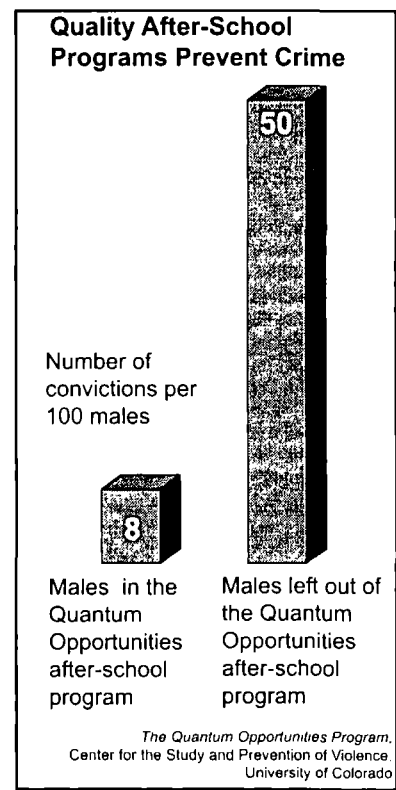
Rigorous studies now show after-school programs can:

- Reduce juvenile crime and violence.
- Reduce drug use and addiction.
- Cut other risky behavior like smoking and alcohol abuse.
- Reduce teen sex and teen pregnancies.
- Boost school success and high school graduation.

High school freshmen were randomly selected from welfare households to participate in the Quantum Opportunities after-school enrichment and incentives program for high school students. The outcomes showed:

- Boys left out of the program were six times more likely to be convicted of a crime.
- Boys and girls left out of the program were 50% more likely to have children during the high school years.
- Boys and girls in the program were half as likely to drop out of high school and two and one half times more likely to go on to further education after high school.

There is more good news too: If we can provide the quality



after-school programs and other constructive supports that help youngsters make it through this period without becoming involved in crime, chances are good that they will stay out of serious trouble the rest of their lives. Thus, after-school programs ultimately reduce not only juvenile crime but adult crime as well. Conversely, when a failure to provide after-school programs increases juvenile crime, it also increases adult crime.

Needs Unmet, Opportunities Squandered

Over the last three years, the federal government and a few states have taken important first steps toward meeting families' need for after-school programs.

**'Eleven million children
and teens are home alone
or hanging out
unsupervised during the
high-risk hours between
school dismissal and
dinnertime.'**

The Department of Education's 21st Century Community Learning Centers grants program, created with the leadership of Sen. James Jeffords (R-VT) in 1994, is the principal federal source of direct support for after-school programs. Since 1997, each of President Clinton's budgets has called for expanding 21st Century after-school grants. With bipartisan support in Congress and among the public, the program now has \$450 million in funding, estimated to serve 650,000 children and teens.

Despite this progress, the 21st Century Community Learning Centers program this year could fund only one out of seven of the grant requests it received from communities.

Some additional families receive help via the Child Care and Development Block Grants, which states use to help low-income working families pay for early childhood and school-age child care, but this program is so under-funded it can serve only one in ten of those eligible,

The result: Over four million children 6 to 12, including more than one in three 10 to 12 year olds, 4 million 13 and 14 year olds and millions of older teens are left without adult supervision after school on a regular basis. In total, the number of children and teens whose need for after-school programs is unmet likely exceeds eleven million.

Our nation's investment in making good after-school programs available to its youth is falling far short of the need.

After-School Programs Save Lives and Tax Dollars.

While millions of kids go unserved because of lack of after-school program funding, studies show that government's failure to invest in these youngsters is actually squandering taxpayer dollars.

Investment in after-school programs returns dividends, not only in lives saved, but in money saved. For instance:

- For every dollar spent on the Quantum Opportunities after-school program, benefits to participants and the public amounted to \$3.04 without even accounting for a six-fold drop in crime by participating boys.
- For each high-risk youth prevented from adopting a life of crime, experts estimate the country saves between \$1.7 and \$2.3 million.

From Law Enforcement Leaders: A Call for Action

Our nation faces a critical choice. Do we want the after-school hours to continue to be the hours of risk and danger for kids to be hurt, and for kids to slide down a slope of delinquency and crime that threatens the rest of us? Or do we want them to be golden hours of opportunity and positive development for the children who are our future?

Do we want kids who crave excitement to turn to gangs for companionship and to Jerry Springer and games of video violence to learn their conflict resolution skills? Or do we want them to have access to after-school programs that help them develop relationships with caring adults, learn good skills and values and contribute to their communities?

Would we rather pay for after-school programs now or pay for after-school victims later?

America's police chiefs have answered that question. Asked in a poll which one of several strategies will be "most effective" in reducing youth violence, chiefs chose expanding access to after-school programs and good child care programs by a margin of four to one over alternatives such as trying more juveniles as adults and installing metal detectors in schools. By margins of nearly nine to one, they said "expanding after-school and child care programs . . . will greatly reduce youth crime and violence," and that if we fail to expand these investments "we will pay far more later in crime, welfare and other costs."

**'For each high-risk youth
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Public opinion polls show that eight out of ten Americans agree with law enforcement that after-school programs will “greatly reduce youth crime.”

**‘Now is the time for our
federal, state and local
policy-makers to commit
themselves to making
sure every community
has the resources it
needs to offer all its
families quality after-
school programs’**

The one thousand police chiefs, sheriffs, prosecutors and victims of violence who are members of Fight Crime: Invest in Kids have called on elected officials to lay out plans to make after-school programs available for all families who need them.

This call has been endorsed by leading national and state law enforcement organizations and the National Organization of Victims Assistance.

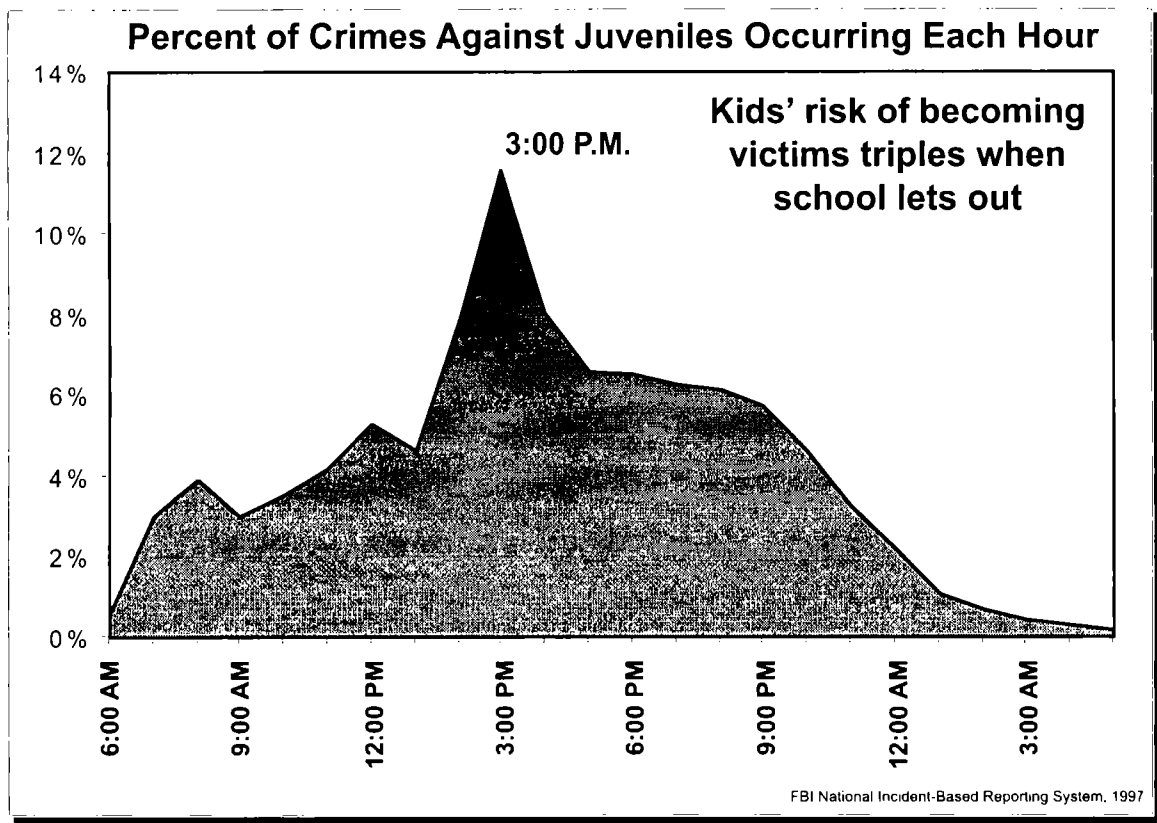
Law enforcement, crime victims and the public all agree that we need to make sure all families have access to after-school programs. They know that failing to provide these programs means:

- Millions of youngsters will fall short of their potential to contribute to our nation.
- Every American family shoulders a needlessly high risk of becoming a victim of crime.

When our nation faced a budget deficit, the President and Congress laid out a five-year plan to eliminate it. Now, our federal budget and the budgets of most states are in surplus. Today, the deficit that most threatens American’s safety is a crime-prevention deficit—the tragic shortfall in our investment in programs that help youngsters get the right start.

Now is the time for our federal, state and local policy-makers to commit themselves to making sure every community has the resources it needs to offer all its families quality after-school programs.

Anything less is a dereliction of government’s most fundamental duty, protecting the public safety.



1: Prime Time for Juvenile Crime, Kids Becoming Victims, and Other Dangers

In the hour after the school bell rings, turning millions of children and teens out on the streets with neither constructive activities nor adult supervision, violent juvenile crime suddenly triples and the prime time for juvenile crime begins. On school days, the prime time for violent juvenile crime is from 3 PM to 6 PM.¹ The single most likely hour of the school day for a juvenile to commit an assault inflicting serious bodily injury, or an assault with a weapon is between 3 and 4 PM.²

This also is the peak hour for gang-related violence.³

Prime Time for Kids to Become Victims of Violence

The hours after school also are the prime time for youngsters to become victims of violent crime.⁴ When school lets out, violent victimization of children more than triples.⁵ The

What is Violent Crime?

This category of crime, as used in the FBI data, is made up of:

- Murder
- Forcible rape
- Robbery (involving the threat or use of force)
- Assault³

**'Teens are twice as likely
as adults to become
victims of serious violent
crime'**

National Crime Victimization Survey indicates that even that sharp jump as reported to law enforcement agencies probably underestimates the true peak by as much as 44%. According to a Justice Department report: "because crimes in and around school are likely to be reported initially to school officials who may not report them to police, ... law enforcement data may actually underestimate the proportion of crime that occurs in the after-school hours."⁶

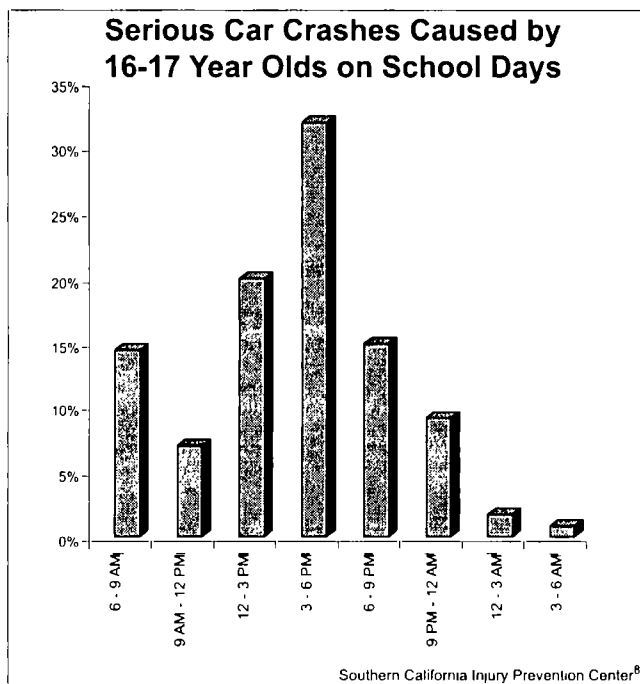
Teens are twice as likely as adults to become victims of serious violent crime, and three times as likely to become victims of simple assault.⁷

Prime Time for Car Crashes, Teen Sex and Drugs

As more children go unsupervised after school and researchers probe more deeply into the effects, it's clear that the risks to kids are manifold.

The prime time for 16 to 17 year olds to be in or cause a car crash on school days is also from 3 to 6 PM.⁸ Motor vehicle accidents are the leading cause of death for youths.⁹ At some point in their careers most law enforcement members of Fight Crime:

Invest In Kids have faced the grim task of calling parents to tell them that their child was injured or killed in a crash.



Nearly 4.5 million children 14 and younger are injured in their homes every year, and most unintentional injury-related deaths occur when children are out of school and unsupervised.¹⁰ Non-motor vehicle accidents are the second leading cause of death for children 5 to 14 years of age, and a leading cause of death of older teens.¹¹

The after-school hours also are the most common time for teens to become pregnant¹², and being unsupervised after school puts kids at greater risk of truancy, receiving poor grades, mental depression, and

substance abuse .”¹³ In fact, being unsupervised after school doubles the risk that an eighth grader will smoke, drink, or abuse drugs.¹⁴

The more hours youngsters spend on their own, and the earlier the age at which they begin doing so, the greater the risk.¹⁵ For example, sixth graders who had been unsupervised after school frequently during the first through third grades were socially less competent, and had lower grades than a comparison group.¹⁶

2: After-School Programs Prevent Crime, Teach Skills and Values

The good news is that we now know that making after-school programs available from grade school through high school can greatly reduce the terrible prospect that children and teens will be caught up in behaviors that can ruin both their lives and the lives of others.

'Boys randomly assigned to participate in the Quantum Opportunities program were only one-sixth as likely to be convicted of a crime during their high school years as the boys left out of the program'

Quality after-school programs can cut crime and violence immediately and transform the prime time for juvenile crime into golden hours of academic enrichment, wholesome fun and community service. They also protect kids and adults from becoming victims of crime, and cut teen pregnancy, smoking and drug use. After-school programs help youngsters learn to get along with others, and develop the values and skills they need to become good neighbors and contributing citizens.

Offering kids an alternative to being alone at home or hanging out unsupervised provides a world of benefits for youngsters and for their communities.

Research Shows:

After-School Programs Cut Crime and Violence

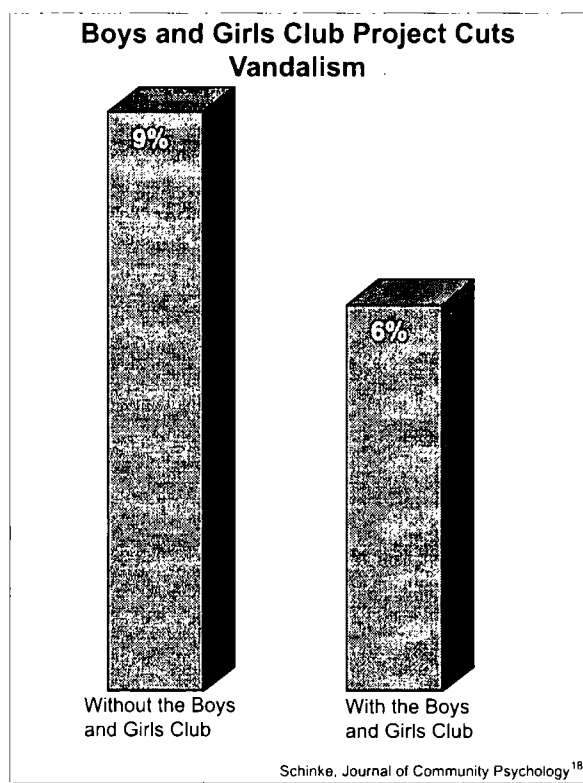
◆ The Opportunities Industrialization Centers' Quantum Opportunities Program randomly selected high school freshmen from welfare families in four cities to participate in an intensive after-school enrichment program. The program combined academics, personal development, community service, and monetary incentives to keep at-risk youngsters on a path to high school graduation and adult productivity.

Boys randomly assigned to participate in the Quantum Opportunities program were only one-sixth as likely to be convicted of a crime during their high school years as the boys left out of the program.¹⁷

◆ Researchers compared five housing projects in which new Boys and Girls Clubs were set up to five housing projects without clubs, and to five others with previously established clubs.

Levels of drug use and vandalism were initially equal in the projects without clubs and those in which the new clubs were being established. The projects with existing clubs were in much better shape. By the time the study ended, the projects with new clubs achieved results almost as good as the projects with existing clubs. The projects without clubs had 50% more vandalized housing units and 30% more drug activity than those with new clubs.¹⁸

This Boys and Girls Clubs study replicated the findings of a similar 1956 study of the Red Shield Boys Club in Louisville. Data from before the club was founded in 1944 up until June of 1955 showed that juvenile delinquency dropped 52% in the neighborhood, at a time when delinquency was nearly tripling in one comparison neighborhood, and going up 33% in another similar neighborhood.¹⁹



◆ A study of a 32-month after-school and summer skill-development program in a Canadian public housing project showed that compared to the two prior years, the number of juvenile arrests declined by 75% during the course of the program.²⁰

◆ In the three years after Baltimore's Police Department opened a Police Activities League (PAL) after-school program in one high-crime neighborhood, juvenile crime in the neighborhood dropped nearly 10% and the risk of children and teens becoming crime victims was cut nearly in half. While juvenile victimization rates were coming down for all Baltimore juveniles, the rate in the area served by the PAL program came down nearly three times as fast as it did for the city as a whole.²¹

◆ The Big Brothers/Big Sisters program shows what a difference a well-designed, well-implemented mentoring program can make. A Public/Private Ventures study of that program showed that young applicants randomly assigned to a well-trained, well-supervised mentor were 46% less likely to initiate drug use and 32% less likely to commit an assault than those randomly assigned to the control group.²²

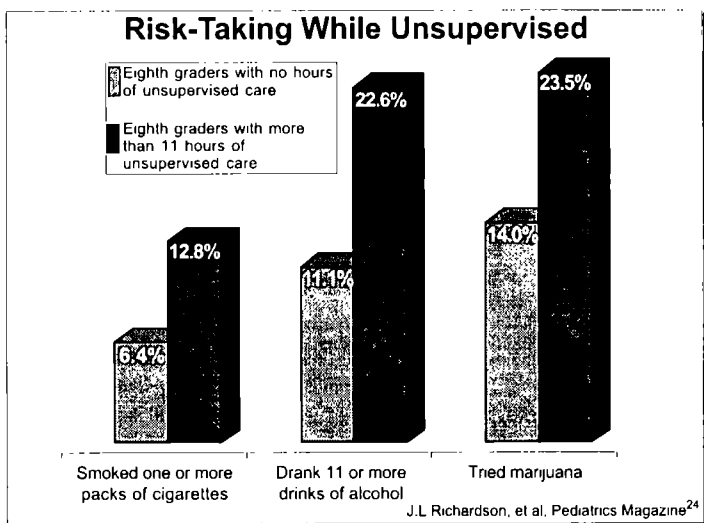
'The projects without Boys and Girls Clubs had 50% more vandalized housing units and 30% more drug activity than those with new clubs'

'Being supervised after school cuts in half the risk that middle school students will smoke, drink, or abuse drugs'

◆ A University of Wisconsin study of 64 after-school programs supported by the Cooperative Extension Service found that teachers reported the programs had helped children become more cooperative and better at handling conflicts. These children also developed greater interest in recreational reading and received better grades. A third of the school principals at these sites reported that vandalism at their schools had decreased as a result of the programs.²³

After-School Programs Cut Smoking, Drug Use, Sex

◆ Being supervised after school cuts in half the risk that middle school students will smoke, drink, or abuse drugs.²⁴



With schools clamping down on smoking by students in and around school buildings, focus groups show that kids who smoke usually do so on their way to school and in the after-school hours.²⁵ Most adults who smoke regularly started during adolescence and most student smokers begin smoking by age 13.²⁶ This means that, when after-school programs cut in half the risk that a middle school student will smoke, they are likely cutting by a similar margin the chance that those children will grow up to be

smokers.

Quality Programs Enhance Educational And Social Development

Out-of-school-time programs can provide important opportunities. Formal after-school programs have helped low-income children develop social skills and learn to get along with their peers,²⁷ attributes which are strongly associated with school achievement, adult success, and reduced risk of delinquency and crime.²⁸ Out-of-school academic enrichment activities can directly improve educational achievement.

◆ The boys and girls randomly assigned to participate in the Quantum Opportunities program were half as likely to drop out of high school and two and one half times more likely to go on to further education after high school.²⁹

◆ Those left out of the program were 50% more likely to have children during their high school years.³⁰

◆ With schools having a hard time balancing their desire to focus classroom hours on academics with their desire to teach values, it is also clear that the after-school hours provide opportunities to implement academic or youth development programs initially developed for in-school or summer use.

The Coca Cola Valued Youth Development Program increases the self-esteem and school success of at-risk middle and high school students by placing them in positions of responsibility as tutors of younger students. Only 1% of the kids in the program dropped out of school, compared to 12% of kids in a control group.³¹ The Voyager summer reading program, developed in collaboration with the Smithsonian Institution, the Discovery Channel, NASA, and Polaroid, showed gains of 84% for reading comprehension and 35% for word recognition for children in kindergarten through ninth grade.³²

Both the Coca-Cola and Voyager approaches are now being used for use in after-school programs.

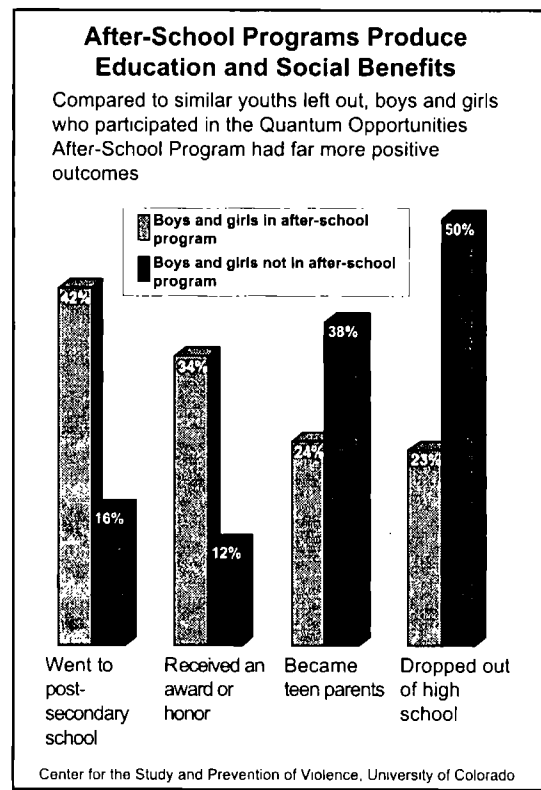
Why After-School Programs Have Such Impact:

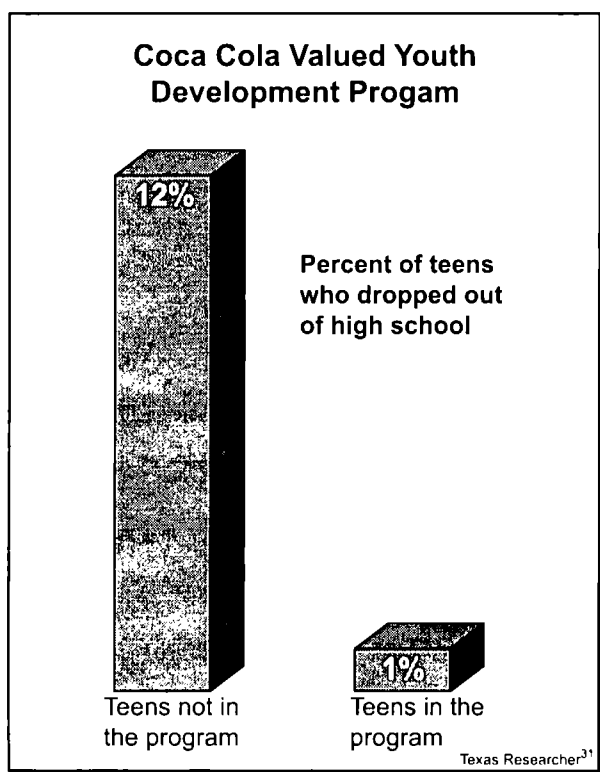
The Safe Haven and Control, Values and Skills Effects

Quality after-school programs reduce juvenile crime immediately and continue to reduce it for many years to come. They do this in two ways:

The Safe Haven and Control Effect. The day an after-school program welcomes its first kid, it begins providing responsible adult supervi-

'Boys and girls in the Quantum Opportunities program were half as likely to drop out of high school and two and one half times more likely to go on to further education after high school.'





sion, constructive activities and insulation from deleterious pressure from peers and older children during the high-risk hours. On the day it opens, it also provide a “safe haven” where children are protected from becoming victims of crime.

Children, especially adolescents, crave excitement and activities with their peers. If they cannot find it in programs organized by responsible adults, they become far more likely to find it in gangs. In many neighborhoods, children without after-school safe havens are easy prey; gangs may appear to offer protection, status, a sense of power, and the security of belonging to a group.³³

Research shows that “youngsters generally begin hanging out with gangs at 12 or 13 years of age, join the gang at 13 or 14...and are first arrested at 14.”³⁴ The

prime time for gang violence now is in the hours just after school lets out.³⁵

‘Children, especially adolescents, crave excitement and activities with their peers. If they cannot find it in programs organized by responsible adults, they become far more likely to find it in gangs’

In Chicago, a leader of one of America’s biggest gangs—a criminal who is currently serving a 150-year sentence for murder—was secretly taped explaining his strategy for recruiting kids. The strategy included picnics and parties and money to pay the family bills. Then, he said, “the kids look up,” and they find they’ve “got more now than they ever had before, and they know they wouldn’t have anything without” the gang. Is his strategy working? That gang had ten thousand members.

Former Chicago Police Superintendent Matt Rodriguez wrote that “Every day, police officers in Chicago and across the country see gangs and drug dealers competing with parents and with law-abiding citizens for the allegiance of America’s youth—bidding to recruit our children for their army, investing in our kids to lead them down a path to disaster.

“The gangs aren’t just recruiting in high schools, either. They are recruiting in the junior high and grade schools too. And they are winning new recruits every day—mostly kids who can see little other possibility to win the respect or success that nearly all

young people want and need.

“If we are going to win the fight for the souls of America’s children, if we are going to make America safe for our families, then we are going to have to invest in the services that help kids get the right start they need in life,”Rodriquez concluded.³⁶

For most youngsters, the adolescent years are marked by emotional volatility and strong needs for peer approval and respect. The parts of the brain responsible for good judgment and looking ahead to project consequences are still developing. Conflicts are often seen through a lens of starkly one-sided subjectivity, and impulse restraint is often fragile.

For too many teens, but especially for those in low-income, high-crime neighborhoods, this mixture may be stoked by the widespread availability of drugs and alcohol to further cloud immature judgment, and of guns to make bad judgments lethal.³⁷ In one study, 23% of inner-city male high school students said they carried guns occasionally, and 12% said they carried them most of the time.³⁸

If the juvenile violent crime rate for the period from 3 to 8 PM were reduced to school-hour crime levels, one-quarter of all juvenile violent crime committed on school days would be eliminated. (Obviously, investments in weekend and summer programs could also be expected to have a major impact on crime committed on days when school is not in session.)

But this is only the first chapter of a story that lasts a lifetime. Recent research makes clear that the impact of after-school and other quality programs for children and youth far exceeds the Safe Haven and Control Effect.

The Values and Skills Effect. Quality after-school programs provide not only immediate reductions in crime, but also positive experiences which have an enormous and lasting impact on the attitudes, values and skills of participating children.

Quality programs not only help children and teens learn the skills they need to succeed academically, but also teach concern and respect for others, honesty and the importance of working hard and being responsible.

Such programs can also help children develop significant

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relationships with caring adults, which is one of the strongest protections against becoming involved in crime. And programs that include a community service component can help children learn the satisfaction of helping others. These are important “protective factors,” making children less likely to engage in crime in the future.

‘Being unsupervised after school is substantially more likely to result in behavior problems for low-income children than for those from middle-income families’

Only 20% of children’s waking hours are spent in school.³⁹ How they spend the other hours, not surprisingly, plays a major role in their development.

In this respect, as in others, after-school programs may have the biggest impact on kids in low-income households and high-crime neighborhoods. For example:

- Children of highly-educated parents are five times more likely to be reading in the hours after school than the children of the least-educated parents.⁴⁰
- Children of poorly-educated parents watch 60% more television than the children of well-educated parents.⁴¹ Much of this television viewing depicts murder and other violence—as well as sexual promiscuity—without any realistic portrayal of the agony crime leaves in its wake.

Children’s television viewing has been associated with lower reading achievement, behavioral problems, and increased aggression. When children watch more than three hours a day of television or watch violent programs, the incidence of these behavioral and learning risks increases.⁴²

- Being unsupervised after school is substantially more likely to result in behavior problems for low-income children than for those from middle-income families.⁴³

3: Unmet Needs and Wasted Opportunities

Federal grants for after-school programs come primarily through the Department of Education's 21st Century Community Learning Centers grants program, created with the leadership of Senator Jim M. Jeffords (R-VT) to help schools work closely with community partners in meeting a broad range of needs. Since 1997, each of President Clinton's budgets has called for expanding after-school funding through the 21st Century program. With the public strongly favoring increased after-school funding, and substantial bipartisan support in Congress, \$40 million was appropriated for this purpose in 1998, \$250 million in 1999, \$450 million for 2000.

Despite this growth, the program remains so under funded that it can serve only 650,000 kids nationwide.

Last year, 2,252 communities sought assistance to establish or expand 21st Century Community Learning Centers after-school programs, but the Department of Education had enough funding to provide only 310 grants.⁴⁴ Even among grantees, 40% report they still have waiting lists for children to get into the programs.⁴⁵

Some after-school child care is also supported through the Child Care and Development Block Grant, which provides vouchers to help low-income working families purchase child care for school age children and for children too young for school. But this program too is woefully under funded, and can serve only about one in ten of those eligible.

While states like California and Illinois have created significant new after-school programs since 1997, their investment in these programs continues to be modest. The Illinois Department of Human Services Teen REACH program provided \$17.8 million to fund 112 after-school programs serving 33,902 children age 6 to 17. California's After School Learning and Safe Neighborhoods Partnership program is funded at \$87 million this year and serves an estimated 97,500 children.

Home Alone: Eleven Million Kids

More than seven school-age children in every ten are in households where both parents or the only parent are in the

'More than seven school-age children in every ten are in households where both parents or the only parent are in the workforce'

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workforce. In 69% of all married-couple families with children 6 to 17, both parents work outside the home. In 71% of single-mother families and 85% of single-father families with children 6 to 17, the custodial parent is working.⁴⁶

Those working families are faced with filling the gap between the parents' work schedules and the children's school schedules. That gap can often be 20 to 25 hours per week.

A September 2000 study from the Urban Institute estimates that four million children between 6 and 12 years old are home alone in the after-school hours.⁴⁷ While only 10% (1.2 million) of 6 to 9 year olds are home alone, fully 35% (nearly 2.9 million) of 10 to 12 year olds are home alone. That is only the tip of the iceberg. An additional four million 13 and 14 year olds are home alone or hanging out unsupervised⁴⁸, bringing the total to eight million. And while solid data is not available for teens over 14, it is clear that millions of high school youth also need constructive after-school activities.

The number of youngsters whose need for after-school programs goes unmet likely exceeds eleven million. Many more are in programs so starved for funding that they can't begin to provide the quality services that kids need.

Do teens over 14 really need after-school programs? The Quantum Opportunities program began when students were in high school. Leaving youths out of this program multiplied by six times the risk that they'd be convicted of a crime, and slashed their chances of finishing high school or going on to college.⁴⁹

High-school students don't need baby-sitting, but they do need constructive activities that put them in touch with caring adults, and help them gain valuable job skills, learn to get along with others, and experience the satisfaction of serving their communities.

Is the shortage of after-school programs restricted to urban areas? Not by a long shot. In rural areas, experts estimate that the availability of school-age care can cover only about one-third of the population of children with employed parents.⁵⁰

Moreover, the estimates above for kids who are unsupervised in the after-school hours are only the most obvious part of the picture of the unmet need for after-school programs.

Even parents who are home at the end of the school day may want the benefits of after-school programs for their children on one or more days each week.

Once children reach early adolescence, even the best parents may find that their influence wanes as their children seek autonomy and independence, and strive for the approval of peers.⁵¹ Ordering a teen to stay in the house after school may be a recipe for confrontation. One study of adolescents found that they spend an average of five minutes a day exclusively with their fathers, and about twenty minutes a day with their mothers.⁵² Meanwhile, insecurity and the need for peer approval and respect increase the likelihood that adolescents will take risks or respond with violence to insults or affronts.⁵³

Adults who work with kids in the after-school hours can't take the place of parents, but they can serve as valuable adult role models who bring special talents and energy to their work with children and teens.

Least Available Where Most Needed

After-school programs are least available where they would do most to prevent crime and help kids get a solid start.

With government support still so modest, research shows “the vast majority of after-school programs are funded through parent fees.”⁵⁴ The annual cost of school-age child care programs open 3 to 4 hours a day all year ranges from about \$2,500 to about \$4,000.⁵⁵ As a consequence, the programs primarily serve children from middle income families and are located in middle-class communities.⁵⁶

Families of all incomes are challenged by the after-school hours. Many middle-income families scrape together funds to pay for after-school activities for their children and somehow manage to cobble together the necessary transportation arrangements to get children to and from these activities while the parents are working. Others are unable to do so.

But the families least likely to be able to access after-school programs are low- and moderate-income working families, especially those living in low-income neighborhoods⁵⁷. These are often the neighborhoods where crime is highest.

**‘For low-income parents
“hoping for the best” may
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drug dealers or gang
members working hard to
recruit them’**

After-school programs are least available to the kids who would benefit most from them academically, emotionally and socially, and who without them are most at risk of physical harm, exposure to drugs and other negative influences, and ultimately of becoming involved in delinquency.

'The nation has a critical shortage of after-school programs...The programs that are available are often too starved for funds to provide quality services'

For low-income parents, "hoping for the best" may mean, regrettably, hoping that kids come home and watch television rather than hanging out with the drug dealers or gang members working hard to recruit them.

Even when these youngsters and their families manage to get into an after-school program, it is too often one which is underfunded, poorly-housed, and must make do with staff who are poorly-paid, poorly-trained, and too few in number to develop the close relationships between adults and youngsters which are at the heart of successful programs.

Robert Halpern, studying after-school programs in Chicago, observed: "Supervisors and group workers who have been at [these programs] for at least a few years have well-established relationships with some children, especially the 'regulars.' They know these children's families and school situations...They notice and intervene when a child's behavior seems different than usual....More commonly, though, even when there is institutional knowledge of a child, experienced staff members fail to communicate that knowledge to a new staff member currently responsible for that child. In part because group workers have so many children to attend to, children are most likely to get individual attention when they misbehave."⁵⁸

Because of low pay, turnover is frequently very high. In the programs Halpern was reviewing, 40% of the staff had been there less than one year.⁵⁹ Since it often takes children several months to develop a trusting relationship with an adult, this kind of turnover can be devastating to program success. No child should learn that adults disappear just as trusting, caring relationships have solidified.

In short, the nation has a critical shortage of after-school programs. Moreover, especially in low-income areas, the programs that are available are often too starved for funds to provide quality services that can be expected to produce quality results.

4: Quality Matters

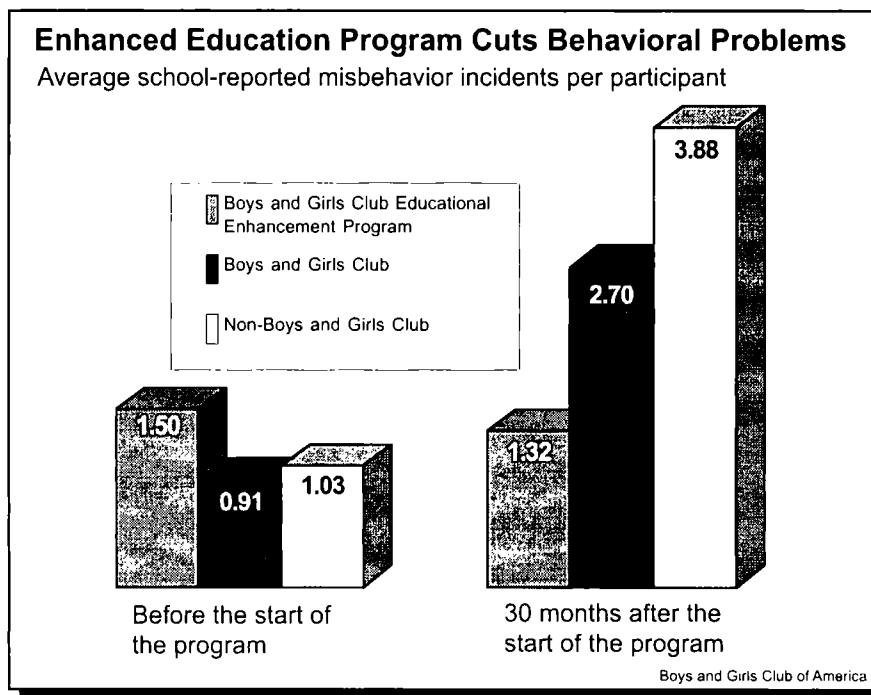
Will every after-school program achieve the dramatic reductions in crime and other positive results reported in some of the research? Of course not. Program design, implementation and staffing matter, and matter a lot. Some programs work far better than others.

Programs must be small enough to maintain a strong sense of community and intimacy. The ratio of adults to children and teens must be high enough that each youngster can develop a close bond with one of the program's adults. The adults must have the time to develop a personal relationship with each youngster.

A study of 37 participating after-school programs for first graders found that boys in programs with staff members with positive attitudes had significantly better behavior, according to their first-grade teachers, than those boys who attended programs with staff who displayed greater negativity. In other words, good, caring, trained staff matters.⁶⁰

For example, researchers compared middle school students in Boys and Girls Clubs including an Educational Enhancement Program (EEP) component to participants in both other Boys and Girls Clubs and participants in a variety of other community after-school programs. Before the program started, those being enrolled in the EEP had 50% more behavior problems than those in the other two groups. But after 30 months of program operations, school data showed that those in the EEP had only half as many behavioral problem incidents as those in the other Boys and Girls Clubs, and

'Boys in programs with staff members with positive attitudes had significantly better behavior...than those boys who attended programs with staff who displayed greater negativity'



one third as many behavioral incidents as those in the other community after-school programs. Those in the EEP also had better grades than boys and girls in either of the other groups.⁶¹

This research clearly argues against trying to do after-school programs on the cheap, stretching numbers served at the expense of quality.

**'Programs won't produce
the benefits we describe if
they don't hold
youngsters' interest'**

It argues for evaluating program design, and providing adequate funds to attract, train, and retain good, caring program staff.

As after-school programs receive more funding, there will also be a need to provide financial support for training, accreditation and evaluation. We don't leave parents on their own to independently and individually evaluate the sanitary controls at the supermarket as they buy food for their families, and we shouldn't expect them individually to be able to fully inspect and evaluate each after-school program. The National School Age Care Alliance Standards for Quality School Age Care⁶² provide a useful guide for programs serving youngsters fourteen and younger.

Though some after-school programs should be more specialized than others, and children of different ages need different kinds of programs, every community needs a variety of programming. Programs won't produce the benefits we describe if they don't hold youngsters' interest. They can't begin to produce benefits unless they are sufficiently attractive so that families and young people choose to participate.

In general, young people should have out-of-school options that give them opportunities for active play, academic enrichment to develop both basic skills and higher-level thinking, exposure to arts, drama and music, and, especially for youngsters who are in middle school or high school, opportunities to begin serving their communities. For high school students, after-school options specifically aimed at career development and job skills training should also be available.⁶³

The dramatic success of the Quantum Opportunities program provides a standard against which to measure other programs. It also argues for offering scholarship incentives and possibly other modest financial incentives, at least in high-crime neighborhoods, to encourage program participation, and to provide

a realistic hope that hard work in school will lead to success in life.

As is the case with virtually every area of human service, from policing to education, investing in more research will help us learn to build on what we already know, and to make the most cost-effective use of each dollar in program expenditures. But we do now have models that work, and there is little excuse for failing to bring them to scale so they are available for all the children and families who need them.

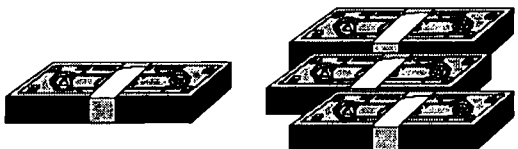
5: Investing in After-School Saves Money and Lives

Protecting the public safety is the fundamental obligation of government. It is not expected to be a financially self-supporting

operation. No one would suggest that we should have police preventing murders only if that activity produced enough savings to pay for itself. But even if that were the test, after-school programs would pass with flying colors.

Investments in after-school programs, especially for the children most at risk of sliding into delinquency or becoming victims of crime, do pay for themselves, not only in lives saved but even in tax dollars saved. For example:

After-School Programs are a Wise Investment



The Quantum Opportunities Program produces benefits to the public of over 3 dollars for every dollar spent on it, without even counting the savings from reductions in crime.

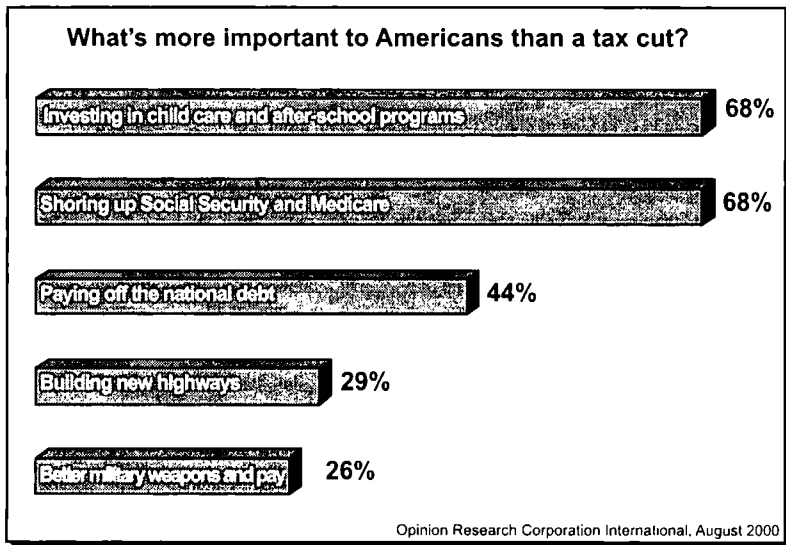
Taggart, Quantum Opportunities Program, 1994⁶⁴

Investments in after-school programs, especially for the children most at risk of sliding into delinquency or becoming victims of crime, do pay for themselves many times over, not only in lives but even in tax dollars.

- The Quantum Opportunities after-school program produced benefits to recipients and the public of \$3.04 for every dollar spent without even accounting for the savings from a six-fold drop in crime by boys participating in the program.⁶⁴
- RAND Corporation researcher Peter Greenwood and his colleagues compared the cost-effectiveness of the Quantum Opportunities after-school program with that of California's Three Strikes law, which requires mandatory prison sentences for persons convicted of three serious crimes. They concluded that, per dollar spent, Quantum Opportunities was over 5 times more effective at preventing serious crimes than the Three Strikes law.⁶⁵ The extra income earned and taxes paid by youths who become responsible citizens instead of criminals, and the contributions they make to their communities, would produce enormous additional benefits not even counted in RAND's analysis.
- In the Canadian public housing project in which juvenile crime in the project dropped 75% over the 32 months the after-school program operated, the resulting savings to government agencies came to twice the program's cost.⁶⁶

- A 1997 study by Professor Mark A. Cohen of Vanderbilt University estimated that each high-risk youth prevented from adopting a life of crime could save the country between \$1.7 million and \$2.3 million.⁶⁷

No wonder polls conducted for Fight Crime: Invest in Kids show that 68% of Americans say expanding child care and after-school programs is a higher priority than a tax cut.⁶⁸



The fact of the matter is that federal and state treasuries will actually have more money in just a few years, whether for schools or tax cuts, highways or social security, if government invests now in expanding after-school programs.

The most important savings, of course, are priceless: thousands of families will be spared the agony that crime and violence leave in their wake.

6: From the Front Lines of the Battle Against Crime: A Call for Action

The people on the front lines fighting crime are less concerned with political ideology than with hard-nosed practical solutions. They insist on doing what really works to fight crime.

**'We'll win the war against
crime when we're as
ready to guarantee a kid a
place in an after-school
program as we are to
guarantee a felon room
and board in a prison cell'**

Everyone agrees, of course, that dangerous criminals need to be locked up. But the people who work day in and day out to track down, arrest, and prosecute criminals know that the battle against crime can't be won solely with these back-end measures. It will be won when America is equally as ready to invest in front-end solutions that prevent crimes from ever happening in the first place.

Or, as Sheriff Patrick J. Sullivan Jr. (R-Arapahoe County, Colorado) put it, "We'll win the war against crime when we're as ready to guarantee a kid a place in an after-school program as we are to guarantee a felon room and board in a prison cell."

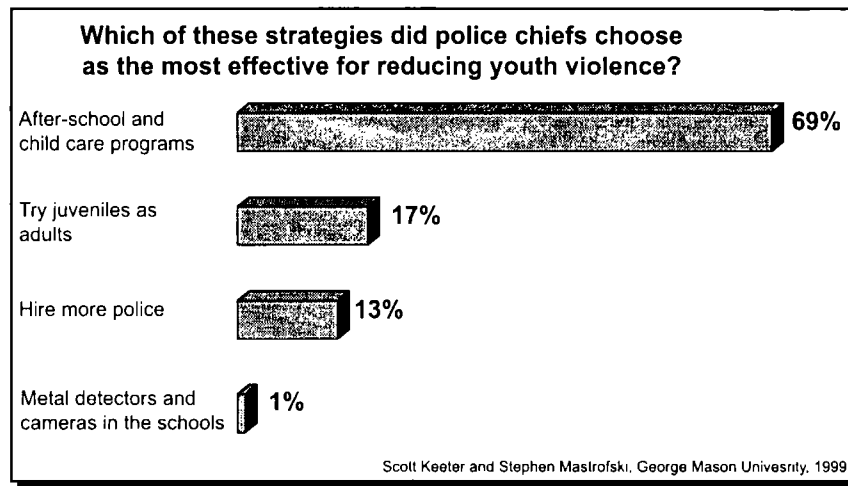
The one thousand police chiefs, sheriffs, prosecutors and crime victims who comprise Fight Crime: Invest in Kids have called on all public officials to protect the public safety by providing all at-risk children and teens access to quality after-school programs. So have the 13,000 members of the National Sheriffs Association, the 290,000 members of the Fraternal Order of Police, the Major Cities (Police) Chiefs organization, the Police Executive Research Forum, the National District Attorneys Association, and law enforcement associations in Illinois, Iowa, Maine, New York, North Carolina, Rhode Island, Texas, Arizona and California.

The nation's largest organization of crime victims, the National Organization for Victim Assistance, has joined as well in the call for quality after-school programs.

Law Enforcement and the Public United

The depth of law enforcement commitment to front-end solutions to crime was shown in a national poll of police chiefs conducted by Professors Scott Keeter and Stephen Mastrofski of George Mason University.

Eighty-six percent of the chiefs agreed that “expanding after-school and child care programs like Head Start will greatly reduce youth crime and violence.” Nine out of ten of the chiefs agreed with the statement: “If America does not make greater investments in after-school and educational child care programs to help children and youth now, we will pay far more later in crime, welfare and other costs.”



The chiefs were asked to “guide elected officials” by picking “the most effective” strategy to reduce youth violence. They picked “providing more after-school programs and educational child care” by a four-to-one margin over such alternatives as prosecuting more juveniles as adults and hiring more police officers, and by a seventy-to-one margin over installing metal detectors and cameras in schools.

National public opinion polls conducted by Opinion Research Corporation International show the public agrees with the police. In an August 2000 poll, 86 percent of the public agreed that “America could greatly reduce violent crime by expanding preventive measures like after-school programs.”

Our federal and state governments are falling far short of the investments in after-school programs needed to meet their responsibilities to protect the public safety. That shortfall is part of a gaping crime-prevention deficit that jeopardizes the safety of every American.

It is time the leaders at the state and federal levels lay out a plan to eliminate that deficit. No responsibility of federal and state governments is more fundamental than protecting the public safety.

That responsibility simply cannot be met without providing communities with the resources to assure that all families, especially those whose children are most at risk of going astray, have access to quality after-school programs.

‘Our federal and state governments are falling far short of the investments in after-school programs needed to meet their responsibilities to protect the public safety’

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FIGHT CRIME: INVEST IN KIDS

What

FIGHT CRIME: INVEST IN KIDS, founded in 1996, is a national, bipartisan, non-profit anti-crime organization.

Who

FIGHT CRIME: INVEST IN KIDS is made up of over 1,000 police chiefs, sheriffs, prosecutors, heads of police organizations, experts in what works to reduce youth violence and victims of violence.

The organization's School and Youth Violence Prevention Plan has been endorsed by the Major Cities [Police] Chiefs organization, the Police Executive Research Forum, The National Sheriffs' Association, The National District Attorneys' Organization, The Fraternal Order of Police, the National Organization of Victim Assistance and state law enforcement organizations in Arizona, California, Illinois, Iowa, Maine, New York, North Carolina, Rhode Island and Texas.

Resources available at www.fightcrime.org

FIGHT CRIME: INVEST IN KIDS' *School and Youth Violence Prevention Plan*. A four-point plan provides a roadmap for how public officials can dramatically reduce crime.

America's Child Care Crisis: A Crime Prevention Tragedy. A report showing that government could greatly reduce crime by investing in educational child care. Also available is a two-page summary of the report.

Smoking Reduction Impact of Early Childhood and After-School Programs Fact Sheet. A one-page fact sheet showing that after-school and early childhood programs also help to prevent smoking, teen pregnancy and drugs.

Crime-Prevention Impact of Investments in Children and Youth Groups and PowerPoint Presentation. A PowerPoint and/or transparency presentation of the evidence showing effective programs for children reduce crime.

National Poll of Police Chiefs. The poll shows law enforcement's overwhelming support for crime prevention programs such as: Head Start, educational child care and after-school programs.

Back-to-School public opinion poll. A poll showing that increased funding for educational child care and after-school programs tie with Social Security and Medicare as top a top priority for the public.

Juvenile Crime public opinion poll. A poll showing that the public wants more prevention programs in the fight against juvenile crime.

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Four Million 6- to 12-Year-Olds with Employed Mothers Are Regularly without Adult Supervision When Not at School

WASHINGTON, D.C., September 11, 2000—An estimated 4 million 6- to 12-year-olds with employed mothers—roughly 21 percent of these children—are regularly without adult supervision when not at school, according to new research from the Urban Institute's *Assessing the New Federalism* project. The report finds a greater incidence of self-care among 10- to 12-year-olds, particularly those in higher-income families, in families with mothers who work traditional hours, and in families who are white.

Child Care Patterns for School-Age Children with Employed Mothers, by Jeffrey Capizzano and Gina Adams of the Urban Institute and Kathryn Tout of Child Trends, looks at a variety of child care arrangements, including the time children regularly spend caring for themselves or staying with a sibling younger than 13 during the school year, defined here as self-care. Other arrangements studied include care in a before- or after-school program, by a non-relative outside of the child's home, by a nanny or babysitter, by a relative, or by a parent.

"We are particularly concerned about the younger children and children in low-income families who regularly spend time unsupervised each week," notes Capizzano. "These children face the greatest challenges while in self-care and may have the most to gain from structured, supervised activities."

The amount of time that school-age children with employed mothers spend in self-care varies significantly. While children in self-care spend an average of 5 hours unsupervised each week, 15 percent spend more than 10 hours in self-care each week. As children get older, they are more likely to care for themselves when not at school. While 10 percent (nearly 1.2 million children) of 6- to 9-year-olds regularly spend time in self-care when not in school, this rises to 35 percent (nearly 2.9 million children) for 10- to 12-year-olds and 44 percent (nearly 1.2 million children) for 12-year-olds.

—more—



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09/14/2000 11:41:01 AM

Record Type: Record

To: Kendra L. Brooks/OPD/EOP@EOP, Bethany Little/OPD/EOP@EOP, Caroline S. Chang/OPD/EOP@EOP, David F. Lussier/OPD/EOP@EOP

cc:

Subject: ED daily for Thursday the 14th

N.Y.C. Study Adds Fuel To Bilingual Ed. Debate

This is a possitive article about Bilingual Ed. I put it in here because I know how much everyone loves the Hispanic report.

<http://www.edweek.com/ew/ewstory.cfm?slug=02biling.h20>

SENATORS RIP HOLLYWOOD ARTISTS

This article focuses on how school age children are beig targeted by the media for violent movies and shows. In On Joe Lieberman claimed "the media has become part of a toxic mix that has actually now turned some of them into killer

<http://www.washingtontimes.com/national/default-2000914225011.htm>

SCHOOLS WITH PULL

This article focuses on the importance of magnet schools for kindergarten students. They state several studies by the "sets them on a path that influences their subsequent learning and social achievement."

<http://www.washtimes.com/familytimes/default-2000912215238.htm>

EDUCATIONAL PARTNERSHIP GROWS

This article focuses on the how community leaders and professionals are giving back after work to help teach and m

<http://washingtonpost.com/wp-dyn/articles/A53295-2000Aug31.html>

EDUCATORS HOPE TO CHANGE HISTORY

Tells how teachers are in the middle of a movement to transform the typical high school course in world history into an analytical exercise comparing societies in ways that help students understand today's world.

<http://www.edweek.com/ew/ewstory.cfm?slug=02world.h20>

All Threats Aren't Equal, FBI Cautions

Article focuses on assesing threats at school.

<http://www.edweek.com/ew/ewstory.cfm?slug=02fbi.h20>

Teacher Walkout in Buffalo Leads Season of Unrest

Article about the current walkout and possible walkouts in Cleavland and Denver. Talked about Union goals an

<http://www.edweek.com/ew/ewstory.cfm?slug=02strike.h20>

Student Exodus Hits Schools In 2 Towns

Article of how parents are home-schooling their children, members of a fundamentalist religious group have wit students from the public schools in a small district near the Arizona-Utah state line.

<http://www.edweek.com/ew/ewstory.cfm?slug=02mormon.h20>

In the report, child care arrangements are examined along a variety of family characteristics, including income, race and ethnicity, parental work schedules, and parental availability (full- or part-time work status of single- or two-parent families). The research is based on the 1997 National Survey of America's Families, a 44,000-household survey that oversamples the low-income population. The report is also the first to shed light on the out-of-school child care arrangements in 12 states (Alabama, California, Florida, Massachusetts, Michigan, Minnesota, Mississippi, New Jersey, New York, Texas, Wisconsin, and Washington).

Key Findings among School-Age Children with Employed Mothers

- **Income:** Family income makes little difference in the use of self-care for 6- to 9-year-old children, but self-care is more often used by 10- to 12-year-olds in higher-income (more than twice the federal poverty level) families.
- **Race and Ethnicity:** White 10- to 12-year-olds are nearly twice as likely as their black and Hispanic peers to regularly spend time in self-care. There are few differences among racial and ethnic groups in the use of self-care for younger children.
- **Parental Work Schedules:** Ten- to 12-year-old children whose parents work traditional hours are more likely to be in self-care than those who work nontraditional hours.
- **State Variation:** Use of self-care varies significantly by state. The share of younger children with employed mothers in self-care varies from 17 percent in Minnesota to 5 percent in Michigan and 6 percent in Alabama, California, and Mississippi. A similar amount of state variation in self-care exists for 10- to 12-year-olds with employed mothers: in Minnesota, 56 percent are regularly in self-care each week, compared with 22 percent in Mississippi and 23 percent in Alabama and New Jersey.

Research Implications

According to other research, under certain circumstances self-care may be associated with negative effects on children's social adjustment and school performance. "But self-care for school-age children is clearly a fact of life for millions of working families," concludes Adams. "It is important that policymakers examine why parents rely on self-care, in particular the affordability and availability of other child care options. The answers can guide public and private efforts to help meet the needs of

working families.”

###

Assessing the New Federalism is a multiyear Urban Institute project designed to analyze the devolution of responsibility for social programs from the federal government to the states. The **Urban Institute** is a nonprofit, nonpartisan policy research and education organization that examines the social, economic, and governance problems facing the nation and the world.



Ann O'Leary
09/14/2000 11:28:46 AM

Record Type: Record

To: David F. Lussier/OPD/EOP@EOP, Bethany Little/OPD/EOP@EOP

cc:

Subject: EMBARGOED: STATEMENT BY THE PRESIDENT: Child Care After School Study

As I mentioned to Bethany, the President would like an analysis of how the 21st Century after-school program is making a "dent" into this problem. Last week, I wrote this statement about the UI report which was released on Monday and put a paragraph blurb in the weekly. I think that if you all wrote a paragraph about tying the findings of the UI report to the upcoming ED Dept. after-school report that might be helpful.

Let me know if I can do anything else.

Children and Families – Urban Institute Report on Child Care and After-School. On Monday, the Urban Institute will release a new report, *Child Care Patterns for School-Age Children will Employed Mothers*, as part of their comprehensive study of child care in America. This report finds that 4 million 6-12 year-old children with employed mothers are regularly without adult supervision when they are not in school and still more children are caring for themselves for at least part of the time they are out-of-school. The report also highlights the difference in child-care and after-school patterns along a variety of family characteristics, including income, race and ethnicity and parental work schedules, as well as how arrangements differ from state to state. The report concluded that higher-income parents are more likely to rely on self-care, as are whites and parents who work traditional hours. The report speculated that this finding could be due to the fact that lower-income communities may rely more heavily on relative care due to safety concerns that could deter parents from leaving their children alone.

----- Forwarded by Ann O'Leary/OPD/EOP on 09/14/2000 11:23 AM -----



Alexander N. Gertsen
09/08/2000 06:59:37 PM

Record Type: Record

To:

cc:

Subject: EMBARGOED: STATEMENT BY THE PRESIDENT: Child Care After School Study

THE WHITE HOUSE

**Office of the Press Secretary
(New York, New York)**

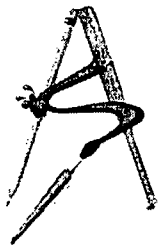
**Embargoed For Release
Until 12:01 AM, EDT
Monday, September 11, 2000**

STATEMENT BY THE PRESIDENT

Today, the Urban Institute released a report highlighting the struggle working parents face in trying to provide supervised care for their children before and after school. The report found that over 4 million children of working mothers ages six to twelve were regularly without any adult supervision when they were not in school. While the report highlights that child care patterns for school children differ greatly from community to community, one thing is clear: far too many children have no care when they are not in school. Millions of children without care in the hours after school are in harm's way - we know that crime and victimization rates among school-age children are highest in the after-school hours. The report also highlights research showing that high-quality after-school programs can give school-age children access to academic and enrichment activities that lead to improved student achievement and better behavior.

It is clear from this report that we need to do a much better job of providing working parents with access to affordable quality child care or after-school opportunities for their school children. That is why I call on Congress to respond to the needs of working parents for more help. I ask Congress to accept my budget proposal to invest \$1 billion in the 21st Century Community Learning Center program to provide over 2 million children with after-school opportunities. I also ask that Congress invest in child care options that can be used to provide child care for children up to age 13, expand the Child and Dependent Care Tax Credit to help over 8 million families pay for child care, and boost the Child Care and Development Block Grant by an additional \$817 million.

30-30-30



hool Alliance nouncement Campaign

Afterschool Programs TV, Radio, Newspaper, Magazine, Outdoor, Web Banners

Campaign Sponsor: The Afterschool Alliance

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BACKGROUND:

The Afterschool Alliance is a partnership of public, private, and nonprofit groups committed to raising awareness and expanding resources for afterschool programs. Initiated and currently

coordinated by the Charles Stewart Mott Foundation, the Alliance has conducted extensive research to prove the

need for afterschool programs nationwide.

CAMPAIGN OBJECTIVE:

The vision of the Afterschool Alliance is to ensure that every child in America has access to quality afterschool programs by the year 2010 by raising national and local awareness about the importance of afterschool. Afterschool programs keep children safe and provide them with supervised, structured activity. Students involved in afterschool programs frequently have better grades, attendance records and behavior. The ads encourage viewers to call 1-800-USA-LEARN to learn more about starting afterschool programs in their local community.

TARGET AUDIENCE:

- Parents and guardians
- Community leaders
- Education community

DID YOU KNOW:

- As many as 15 million children are left unsupervised after school
- 78% of mothers with 6-13 year-old children work full time
- Violent juvenile crime triples between 3pm and 8pm
- 28 million children have parents who work outside the home, and many of these children do not have access to affordable, quality, care during the hours before and after school
- An overwhelming majority of voters (92%) believe that there should be some type of organized activity or place for children and teens to go after school every day.
- Currently afterschool programs only exist in about 30% of U.S. schools

FOR MORE CAMPAIGN INFORMATION, PLEASE CONTACT:

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Child Care Patterns of School-Age Children with Employed Mothers

Executive Summary

Arranging child care for school-age children presents a difficult set of challenges for working families. Although the time a child spends in school provides a supervised environment for a significant number of hours each day while parents work, many families experience “gaps” between these hours and parental work hours. The different types of care used to fill these gaps and the amount of time children spend in care vary widely across families and reflect a number of socioeconomic, demographic, and contextual factors. In addition, different out-of-school care arrangements can assist in keeping school-age children safe, provide oversight to ensure that they avoid high-risk behaviors, or, conversely, put children at risk of physical injury, emotional harm, or poor social and intellectual development.

This report investigates the different types of child care arrangements, including unsupervised “self-care,” that families with working mothers use for their school-age children. Specifically, we examine how child care patterns differ by the age of the child, family income, race and ethnicity, parental time available to care for children (based on family structure and employment), whether the mother works “traditional” versus “nontraditional” hours, and by state.

Data and Methods

This report uses data from the 1997 National Survey of America’s Families (NSAF) to investigate the out-of-school child care patterns of children between the ages of 6 and 12 with employed mothers. For each demographic group, the report examines the primary child care arrangement, which is defined as the type of child care—either supervised or self-care—used for the most number of hours while the

mother is working. The types of supervised care include *before- and after-school programs*, *family child care* (care by a nonrelative in the provider's home), *baby-sitter or nanny care* (care by a nonrelative in the child's home), and *relative care* (care by a relative either in the child's or the provider's home). Self-care is defined as regular amounts of time each week in which the child is left alone or left with a sibling younger than age 13. In addition to examining the primary child care arrangement, the report also focuses on the use of *any* self-care—the extent to which children regularly spend *any* hours alone or with a sibling younger than age 13 each week (regardless of whether it is used as the primary arrangement).

Findings

Child Care Patterns of School-Age Children with Employed Mothers by Age

- Of the nonparental child care arrangements analyzed in this report, before- and after-school programs and relatives are the most commonly reported among 6- to 9-year-old children, with 21 percent of children in this age group in each of these forms of care while the mother is working.
- Five percent of 6- to 9-year-olds have self-care as their primary child care arrangement while the parent is working. Overall, 10 percent of 6- to 9-year-olds regularly spend *any* time in self-care.
- Like the younger children, a significant percentage of 10- to 12-year-old children rely on relatives as their primary care provider (17 percent). However, smaller percentages of these children are in before- and after-school programs (10 percent).
- Twenty-four percent of 10- to 12-year-old children have self-care as the primary form of care while the mother is working.
- Thirty-five percent of 10- to 12-year-old children regularly spend *any* time in self-care each week. The percentage of children regularly spending *any* time in self-care increases as children grow older: 7 percent of 6-year-olds spend *any* time in self-care, compared with 44 percent of 12-year-olds.

Child Care Patterns of Families with Different Characteristics

Different Family Incomes

- Six- to nine-year-old children from lower-income families spend more time in their supervised primary child care arrangements than higher-income children (14.5 hours per week, as opposed to 12.3 hours per week).
- Among 10- to 12-year-olds, low-income children are less likely to be in before- and after-school programs than children from higher-income families (7 percent, compared with 11 percent).

- Lower-income 10- to 12-year-old children are significantly less likely to use self-care as the primary child care arrangement than higher-income children (19 percent, compared with 27 percent). Lower-income children are also less likely to regularly spend *any* time in self-care: 28 percent of lower-income 10- to 12-year-olds regularly spend *any* time in self-care, compared with 38 percent of higher-income children.

Different Racial and Ethnic Backgrounds

- Among younger school-age children, black children are more likely to use before- and after-school programs while the mother is working than Hispanic children (27 percent, compared with 16 percent).
- Among 10- to 12-year-olds, white children are twice as likely as Hispanic children, and almost three times as likely as black children, to use self-care as the primary form of care (30 percent for whites, compared with 15 percent for Hispanics and 11 percent for blacks).

Different Amounts of Parental Time to Care for Children

- Six- to nine-year-old children in families where parents are least available to care for their children—a single parent or two parents working full-time—are the most reliant on before- and after-school programs (36 percent and 24 percent, respectively) and relatives (27 percent and 25 percent, respectively).
- Among 10- to 12-year-olds, we find that relatives are caring for 22 percent of children with single mothers employed full-time, and 18 percent are in before- and after-school programs. These proportions fall to 12 percent and 4 percent, respectively, for children in two-parent families where one or both parents work less than full-time.

Different Work Schedules—Traditional versus Nontraditional

- Among 6- to 9-year olds, children of mothers working a traditional schedule (primarily between 6 a.m. and 6 p.m.) are three times more likely to have a before- or after-school program as their primary child care arrangement than children with mothers who work a nontraditional schedule (24 percent, compared with 8 percent).
- Although 6- to 9-year-olds with mothers working nontraditional hours are less likely to be in a supervised nonparental child care arrangement, those who are in supervised care are there much longer than are children whose mothers work traditional hours (18.7 hours on average, compared with 12.0 hours).
- Self-care as a primary child care arrangement is much less common among 10- to 12-year-olds with employed mothers working nontraditional hours than among children of mothers who work traditional schedules (17 percent, compared with 26 percent).

Child Care Patterns of School-Age Children in Selected States

- For both 6- to 9-year-olds and 10- to 12-year-olds, the use of all forms of supervised care and self-care varies significantly across the states examined.

- Among 6- to 9-year-olds, the proportion of children using before- and after-school programs is twice as high in Florida (31 percent) as in Mississippi, Washington, and Wisconsin (14, 14, and 15 percent, respectively).
- Thirty-four percent of 6- to 9-year-olds with working mothers have relatives as their primary child care provider while their mothers are working in Mississippi, compared with 13 percent in Minnesota and 15 percent in Washington.
- The proportion of younger children regularly spending any time in self-care varies from 17 percent in Minnesota to 5 percent in Michigan and 6 percent in Alabama, California, and Mississippi.
- Among 10- to 12-year-olds, 56 percent regularly spend *any* time in self-care in Minnesota each week, compared with 22 percent of children in Mississippi and 23 percent in Alabama and New Jersey.

Table 6 Out-of-School Child Care for Children Ages 6 to 12 with Employed Mothers,^a by Selected States and Age of Child (1997)

	U.S. (%)	AL (%)	CA (%)	FL (%)	MA (%)	MI (%)	MN (%)	MS (%)	NJ (%)	NY (%)	TX (%)	WA (%)	WI (%)
6- to 9-Year-Olds													
Supervised													
Children in Supervised Primary Arrangements ^b (%)	55	56	60	59	51	53	55	55	58	61	54	49	52
Type of Care													
Before- and/or After-School Program (%)	21	22	24	31	18	16	25	14	22	17	21	14	15
Family Child Care (%)	8	9	7	7	6	9	15	5	10	15	9	11	13
Nanny/Baby-sitter (%)	5	3	4	4	9	4	3	2	6	11	2	9	5
Relative (%)	21	22	25	17	18	24	13	34	21	18	22	15	19
Self-Care													
Self-Care as Primary Arrangement	5	3	2	4	4	3	6	3	5	1	8	7	7
Parent Care/Other Care	40	40	38	37	45	44	40	42	38	39	39	44	40
Any Self-Care^c													
Overall Percent of Children Using Self-Care	10	6	6	11	7	5	17	6	7	7	12	13	13
Sample Size	(3,992)	(233)	(230)	(260)	(282)	(267)	(300)	(225)	(290)	(251)	(233)	(264)	(544)
10- to 12-Year-Olds													
Supervised													
Children in Supervised Primary Arrangements ^b (%)	35	42	35	40	33	34	23	42	42	39	26	33	31
Type of Care													
Before- and After-School Program	10	8	7	14	14	8	9	9	8	9	7	10	6
Family Child Care	5	4	7	6	3	4	4	1	3	7	4	7	6
Nanny/Baby-sitter	4	3	5	3	4	1	3	3	3	8	1	3	5
Relative	17	27	16	18	12	21	8	29	29	15	15	13	14
Self-Care													
Self-Care as Primary Arrangement	24	16	15	13	22	21	40	16	16	21	27	27	26
Parent Care/Other Care	40	42	50	47	45	45	37	43	42	40	47	40	43
Any Self-Care^c	35	23	32	26	33	35	56	22	23	28	38	33	39
Sample Size	(2,753)	(183)	(138)	(194)	(179)	(172)	(225)	(167)	(188)	(187)	(175)	(193)	(374)

Source: Data from the 1997 National Survey of America's Families. Percentages do not sum to 100 as a result of rounding. Bold type indicates that the state estimate is significantly different from the national average at the .05 level. Standard errors and sample sizes for each estimate are presented in appendix table 2F.

Notes:

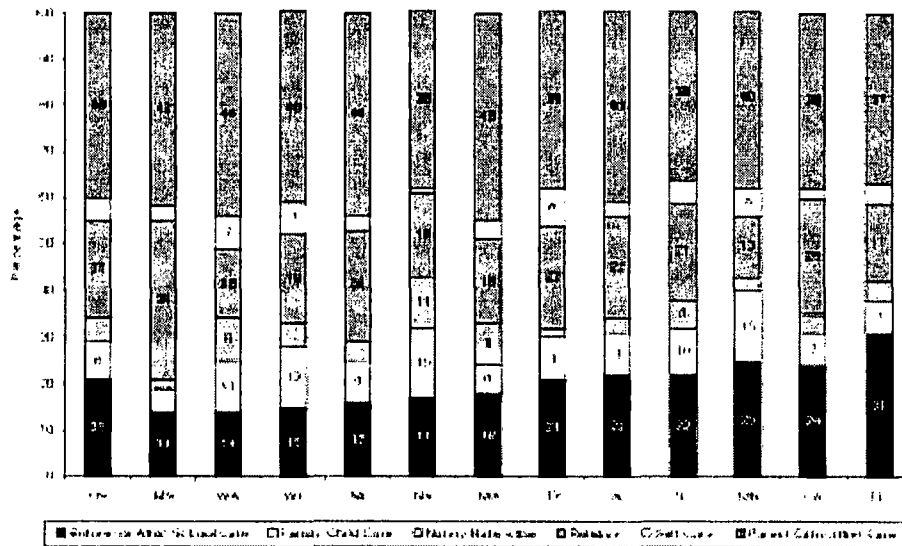
- Interviews were conducted with the person in the household most knowledgeable about the child. While this can be any member of the household, the mother is the respondent for 76 percent of the children. For simplicity, the term "mother" is used here.
- The primary child care arrangement is defined as the arrangement used for the most hours while the parent is working.
- Any self-care is defined as regularly spending any amount of time alone (or with a sibling younger than age 13) regardless of whether or not it is used while the mother is working.

Parent Care/Other Care. The likelihood that parents report that they do not rely on any of the child care arrangements examined here, or self-care, while they work also varies across states. While 40 percent of all 10- to 12-year-olds are reportedly not in any form of child care or self-care while their mother works, this proportion ranges from 37 percent in Minnesota to 50 percent in California.

Conclusions

Child care patterns for school-age children are complex, varying for families with different demographic characteristics. Although these patterns are complicated, our findings can be summarized using two different lenses. Through one lens we focus on children in supervised settings. With the other we look at the significant proportion of children caring for themselves or who are with a sibling younger than age 13.

Figure 8 *Percentage of School-Age Children Ages 6 to 9 in Supervised and Unsupervised Out-of-School Care, by Selected States*



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

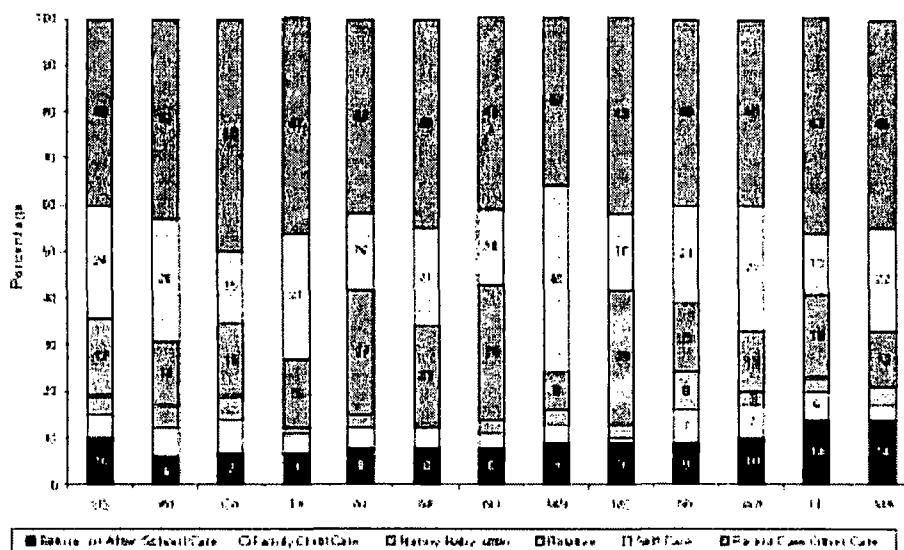
Most children in child care are in supervised settings.

In one sense, our findings provide reassurance about the care of school-age children, as they show that most appear to be supervised during their out-of-school hours. These children are cared for in supervised nonparental child care settings (either by relatives or nonrelatives) while their mothers work, are cared for by their parents (no child care or self-care while the mothers work), or are in non-child care activities, such as lessons or sports.

Looking at the use of supervised primary child care settings across the different family characteristics and states reveals that:

- Among children of working mothers, the use of the *supervised nonparental child care arrangements* analyzed here is clearly associated with the age of the child. The proportion of children who are in supervised child care arrangements falls from 55 percent of 6- to 9-year-olds to only 35 percent of 10- to 12-year-olds. In addition, certain groups of children are more likely to be in those supervised primary child care arrangements than others. Black children, children with a single parent or two parents working full-time, and 6- to 9-year-olds whose parents work traditional work schedules are more likely to have supervised nonparental primary child care arrangements than other groups.
- Children who live in certain states are more likely to be in supervised child care arrangements, although these patterns are not consistent across age groups. Among 6- to 9-year-olds with employed mothers, as many as 61 percent of chil-

Figure 9 *Percentage of School-Age Children Ages 10 to 12 in Supervised and Unsupervised Out-of-School Care, by Selected States*



Source: Urban Institute calculations from the 1997 National Survey of America's Families.

dren in New York and as few as 49 percent of children in Washington are in supervised nonparental settings while their mothers work. Among older school-age children, 42 percent with employed mothers are in supervised care in Alabama, Mississippi, and New Jersey, compared with 26 percent in Texas and 23 percent in Minnesota.

- In addition, there are significant differences in the kinds of supervised settings that school-age children use, though before- and after-school programs and relatives are the most commonly used. Specifically:
- A minority of school-age children primarily use *before- and after-school programs* while their parents work—only 1 in 5 younger school-age children (approximately 2.3 million) and 1 in 10 older school-age children (approximately 800,000) use such before- and after-school programs as their primary arrangement. Again, higher usage of these programs occurs among black children and children whose parents work full-time. In addition, higher-income 10- to 12-year-olds are more likely to use such programs than low-income children in this age group.
- Children living in certain states are more likely than others to be in before- and after-school programs. In particular, 31 percent of younger school-age children with employed mothers are in such programs in Florida, compared with only 14 percent in Mississippi and Washington.
- Twenty-one percent of younger school-age children with working mothers and 17 percent of 10- to 12-year-olds are primarily in the care of *relatives* while their parents work. In fact, relative care is the most common form of supervised child care

reported by the parents of 10- to 12-year-olds. Relative care is also more commonly used by black children (across age groups), younger Hispanic school-age children, and children whose parent(s) work(s) full-time.

- Children in some states are more likely to be in relative care; for example, 33 percent of the young school-age children in Mississippi and 29 percent of older school-age children in Mississippi and New Jersey are in relative care as their primary arrangement while their mothers work.

Finally, many working parents report that they do not use any of the preceding forms of child care or self-care. While it is likely that many of these families rely primarily on parental care (because parents arrange their work schedules to care for their children), this category could also include children in lessons, children in child care that is not regularly scheduled, or children whose parents are uncomfortable admitting that they rely on self-care. Nonetheless, findings show that:

- Two out of five of all school-age children are in the *parent care/other care* category. Not surprisingly, there are more children in this category among parents who have more time available to care for their children (families where one or both parents work part-time) or mothers who are working nontraditional hours. In addition, there is a higher incidence of children in this category among low-income (across both age groups), Hispanic (both age groups), and young white children.

Many children are in self-care.

From another perspective, however, it is also clear that a significant minority of children care for themselves or are with a sibling younger than age 13 during their out-of-school hours. Anywhere from 3.6 million to 4.4 million 6- to 12-year-olds with employed mothers care for themselves on a regular basis each week. In addition, findings show that:

- The use of *self-care* is clearly associated with age; for example, the likelihood that a child will regularly spend any hours in self-care rises steadily with each year of age—from 7 percent of 6-year-olds to 44 percent of 12-year-olds.
- Though relatively few young school-age children are in self-care, the numbers are not insignificant when considering how young these children are. In particular, 5 percent of 6- to 9-year-old children (approximately 570,000 children) with employed mothers are in self-care as their primary arrangement, and for an average of seven hours a week (the equivalent of about 1.5 hours a day, assuming a 5-workday week). The proportion grows to 10 percent (approximately 1.2 million children) when looking at those children who are reported to spend any regular time in self-care.
- One in four 10- to 12-year-olds (approximately 2 million children) are reportedly in self-care as their primary arrangement while their mother works. This number grows to about one in three when looking at the proportion who spend *any* number of hours in self-care on a regular basis. Interestingly, older school-age children who are in self-care are there for the same length of time as younger school-age children.

- In addition, there is a higher incidence of self-care among older school-age children who are in higher-income families, whose mothers work traditional hours, and who are white.
- The use of self-care is remarkably high in some states; most notably, two out of five older school-age children in Minnesota are primarily in self-care when their mothers work. This proportion rises to 56 percent for Minnesota's 10- to 12-year-olds who are in self-care for *any* hours on a regular basis.

These findings are important for a number of reasons. First, while some of these children may be mature enough to care for themselves, research suggests that children who are left alone are at greater risk of physical injury and psychological and emotional harm. This may be particularly true among certain groups, for example younger children (such as the 5 percent of 6- to 9-year-olds who are primarily in self-care) or children who are more likely to live in unsafe neighborhoods (such as 19 percent of low-income 10- to 12-year-olds who are primarily in self-care).

The self-care findings are also important in light of the growing recognition of the importance of constructive activities in supporting children's development and helping to prevent problem behaviors. Finally, the fact that the self-care estimates are likely to actually *underrepresent* the incidence of self-care—due to the unwillingness of some parents to acknowledge their use of this kind of care—makes these findings even more striking.

It is important to stress that the extent to which these patterns are due to parental preference or constraints cannot be determined from these data. For example, do only one in five 6- to 9-year-olds attend before- and after-school programs because these programs are not available to those who want them (due to inadequate supply, cost, or quality), because some families prefer other settings, or because the programs are not meeting the children's needs in some way? Similarly, to what extent does the use of parental care reflect a proactive choice on the part of parents to set their work schedules around school schedules versus their having no other choice? If the latter, what are the implications for their employment and ability to support their children? Finally, to what extent are parents leaving children to care for themselves because they feel comfortable doing so or because they have no other option? Future research must explore these questions in greater depth.

Regardless of the reasons behind these patterns, these findings have important implications. They demonstrate simultaneously that there are many children who are potentially at risk because they are not being supervised and that the proportion of children participating in before- and after-school programs is relatively small, particularly among 10- to 12-year-olds who may be at risk for problem behaviors.

It is clear that these issues will continue to be an important focus for parents, policymakers, and professionals in the child care field. The growing awareness of the needs of school-age children during their out-of-school-hours has led to increased public investments in before- and after-school programs, as well as an increased effort to ensure the quality and appropriateness of these activities. It is also clear that a continued focus on the needs of these children is essential—for the development and safety of children and young adolescents, for the peace of mind and stable employment of their parents, and for the well-being of our communities.

Appendix 1

Child Care Patterns of Five-Year-Old Children with Employed Mothers

The child care patterns for five-year-olds need to be studied separately from other school-age children. Age five is a year of transition for children, with many making their entry into formal schooling during this year. As such, the patterns of care are more difficult to analyze because five-year-olds are a heterogeneous group—some are in school and others are not. The NSAF found 54 percent of five-year-olds were enrolled in school at the time the survey was conducted.¹⁹ Almost all of the five-year-olds in school were in kindergarten or pre-first grade programs and spent, on average, 24 hours per week in school.²⁰ Not surprisingly, patterns of child care vary for five-year-olds depending on whether they are in school or not. The patterns of child care for five-year-old children in school and not in school are briefly examined here.

Most five-year-old children with employed mothers and not yet in school use some form of nonparental child care regularly each week while their mothers work (85 percent) (table 1A). More than half (57 percent) of five-year-olds are in center-based arrangements or before- or after-school programs as their primary child care arrangements. Smaller percentages of five-year-olds use relative care (17 percent), family child care (7 percent), or nannies (4 percent). Five-year-olds spend an average of 29 hours per week in their primary arrangement. The use of multiple child care arrangements is widespread among five-year-olds not yet in school. Fifty-six percent use at least one arrangement in addition to the primary child care arrangement, spending an average of 12 hours per week in these additional arrangements.

Patterns of child care for five-year-olds in school are different from those for five-year-olds not yet in school. A large portion of five-year-old children in school use some form of nonparental child care regularly each week while their mothers work (80 percent). Thirty-six percent of five-year-olds are in center-based arrangements or before- or after-school programs as their primary child care arrangements. Smaller