After-School Programs Initiative Report

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This report was prepared in consultation with the Charles and Helen Schwab Foundation by Putnam Community Investment Consulting

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DEAR COLLEAGUE,

In California there are over 1.2 million children ages 5 to 14 in low-income families who need subsidized after-school care. However, fewer than 500,000 after-school slots are subsidized with state and federal funding. Additionally, the hours from 3 to 6 p.m. are when juvenile crime is at its peak, when children are most likely to become victims of crime, when 16- and 17-year-olds are most likely to be in a car crash, and when youth are most likely to engage in drug use and sex.

Meanwhile, studies show that participation in well-run after-school programs is linked to greater engagement in school, improved academic achievement, increased educational equity and community savings due to the reduction in crime-related costs. In response to these alarming statistics and the overwhelming evidence of this research, we have allocated \$500,000 toward an After-School Programs Initiative designed to increase the access of low-income children to high-quality after-school programs in California and to support the successful statewide implementation of Proposition 49, the After-School Education and Safety Program (ASESP).

We are distributing this report to assist other foundations that have an interest in supporting youth development, particularly after-school programming in California. The report describes the need for and impact of such programming, as well as California's unique opportunity to provide after-school programs to every elementary school and middle school student.

There is much work to be done to increase the availability of quality after-school programs and to prepare the state and communities for the implementation of the ASESP. For example:

- ★The ASESP provides only \$7.50 per child per day, but studies show that \$10 per child per day is needed to provide a quality after-school experience.
- ★More than 15,000 new staff need to be hired and 5,400 new programs need to be created in order to fulfill the intent of the ASESP.
- *It will be challenging for many communities, school districts and schools to raise the \$25,000 matching fund that the ASESP requires.

We hope you find this report helpful and compelling. I would be pleased to hear your comments, answer your questions and provide additional information that would assist you in choosing to support this critical area of youth development. You can reach me at 650.655.2529 or rwilliams@schwabfoundation.org.

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Rick Williams National Programs Director Charles and Helen Schwab Foundation

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I

The Charles and Helen Schwab Foundation's After-School Programs Initiative is designed to increase the access of low-income children to high-quality after-school programs in California and to support the successful statewide implementation of Proposition 49, the After-School Education and Safety Program (ASESP) approved by voters in November 2002.

This report is designed to assist other foundations that might be interested in supporting after-school programming in California. The report describes the need for after-school programs (especially those serving low-income communities), the impact of after-school programs on children, California's unique opportunity to provide after-school programs to every elementary and middle school student, and a variety of funding strategies that foundations can use to support the successful implementation of the ASESP. While our focus is on California, the movement to increase after-school programs using proven youth development strategies is nationwide, and national organizations are provided in the Resources section of this document.

In California there are over 1.2 million children ages 5 to 14 in lowincome families who need subsidized after-school care. However, fewer than 500,000 after-school slots are subsidized with state and federal funding.¹ A tremendous amount of research during the past two decades highlights the need for and benefits of after-school programming for youth and identifies the key elements of effective youth development.²

AFTER-SCHOOL HOURS ARE CRITICAL

- *Students who lack adult supervision after school are at greater risk Students who spend three or more hours at home alone after school are significantly more likely to be depressed, use alcohol and drugs, experience high stress and anger, and perform less well academically.
- ★The after-school hours are the most dangerous for youth The hours from 3 to 6 p.m. are when juvenile crime is at its peak, when children are most likely to become victims of crime, when 16- and 17-year-olds are most likely to be in a car crash, and when youth are most likely to engage in drug use and sex.

PARTICIPATION IN AFTER-SCHOOL PROGRAMS IS LINKED TO

*Greater engagement in learning — This includes improved behavior in school, stronger motivation to achieve, higher educational aspirations, improved attitudes toward school, and increased belief that being able to work with others is important. For example, youth participating in the Boys and Girls Clubs' Educational Enhancement Program reported greater enjoyment of tutoring, reading and writing even 30 months after entering the program.

¹ Teare, C., Children Now, and Lee, B., Fight Crime: Invest in Kids *California* (personal communication, 2003).

² Sources cited in Section I include: (1) Miller, B.M. (2003). "Critical hours: After-school programs and educational success. Commissioned by the Nellie Mae Education Foundation." Available at www.nmefdn.org; (2) Children Now (2001). "After-school care for children: Challenges for California." Available from www.childrennow.org;
(3) Fight Crime, Invest in Kids California (2001). "California's after-school choice: Juvenile crime or safe learning time." Available from www.fightcrime.org/ca; and (4) Community Network for Youth Development (2001). Youth Development Guide. Available from www.cnyd.org.

- Higher academic achievement Participation in structured, extracurricular activities is more strongly linked to academic outcomes than study habits, family background or academic ability. Students participating in after-school programs report higher grades and test scores, improved homework completion and fewer school absences. For example, 83 percent of the 18,000 students in Los Angeles' BEST program reported increasing grade-point averages by 24 and 32 percent in math, science, social studies, reading and writing.
- *Increased educational equity Race and class remain powerful predictors of school achievement. However, several research studies suggest that many circumstances linked to poor achievement, such as low expectations of teachers and poor quality schools, can be partially ameliorated by participation in after-school programs.
- *Cost savings to communities The RAND Corporation compared the cost effectiveness of the Quantum Opportunities after-school program to California's "Three Strikes" law. It found that, per dollar spent, Quantum Opportunities was over five times more cost effective at preventing crimes. This savings did not even take into account the benefit of supporting youth to become more responsible, successful, tax-paying adults.³

CONSISTENT PARTICIPATION IN WELL-RUN, QUALITY AFTER-SCHOOL PROGRAMS IS KEY

Positive outcomes for after-school programs are closely linked to participation for months and often years. Programs must be structured, consistent and high-quality. They must utilize curricula and program models proven effective for youth development. The Youth Development Guide below identifies organizational practices, key experiences and outcomes for youth development.

ORGANIZATIONAL PRACTICES THAT SUPPORT YOUTH DEVELOPMENT AND	KEY EXPERIENCES FOR HEALTHY DEVELOPMENT	DEVELOPMENTAL YOUTH OUTCOMES	EARLY ADULT OUTCOMES
LEARNING	Young People Must Experience:	So That They Can Learn:	So That As Young Adults They Can:
 Low ratio of youth to staff/ volunteers Safe, reliable and accessible activities Flexibility in allocating available resources Continuity and consistency of care High, clear and fair standards Ongoing, results-based staff and organizational improvement processes Youth involvement Community involvement 	 A sense of physical and emotional safety Multiple supportive relationships Meaningful participation Community involvement Challenging and engaging learning experiences that build skills 	 ★To be productive ★To connect with others ★To navigate 	 Achieve economic self- sufficiency Maintain healthy family and social relationships Contribute to the community

Source: Community Network for Youth Development (2001). Youth Development Guide, p. 24

³ Greenwood, P.W., et al. (1996). "Diverting children from a life of crime: Measuring costs and benefits." RAND. Santa Monica, CA. As cited in Fight Crime: Invest in Kids *California* (2001). "California's after-school choice: Juvenile crime or safe learning time." Available from www.fightcrime.org/ca.

LOW-INCOME COMMUNITIES ARE AT GREATEST RISK

Students in high-income families are twice as likely to spend five or more hours per week in extracurricular activities as students in low-income families. Students who participate in extracurricular activities are six times less likely to drop out, two times less likely to be arrested, and 75 percent less likely to smoke or use drugs. After-school programs serving low-income youth can help reduce this gap. In November 2002, California voters overwhelmingly approved Proposition 49, establishing the After-School Education and Safety Program (ASESP). Proposition 49 will increase funding for the major state-funded after-school program from its current level of \$121 million to a total of \$550 million—an increase of nearly \$430 million. This could provide after-school program resources for *every elementary school and middle school student in California* (750,000 children). It will

THE AFTER-SCHOOL EDUCATION AND SAFETY PROGRAM (ASESP)

ASESP is the result of the 2002 voter-approved initiative, Proposition 49. This proposition amends California Education Code 8482 to expand and rename the existing Before and After-School Learning and Safe Neighborhood Partnerships Program. The ASESP funds the establishment of local after-school education and enrichment programs. These programs are created through partnerships between schools and local community resources to provide literacy, academic enrichment and safe constructive alternatives for students in kindergarten through ninth grade. The increased funding is designed to:

- 1) maintain existing before and after-school program funding, and
- 2) provide eligibility to all elementary and middle schools that submit quality applications.

California Department of Education

require an additional 5,400 after-school programs to open and 15,000 new staff to be hired. The state will provide up to \$50,000 per year per site, with a required match of \$25,000 (including in-kind donations), for a total of up to \$75,000 per year per site.

However, these increased funds are not available until the "state general-fund spending for the year —other than spending guaranteed for education under Proposition 98— is \$1.5 billion higher than the highest spending level for any previous year since 2000,"⁴ currently estimated to occur in the 2006-2007 fiscal year.

⁴ Fight Crime: Invest in Kids *California* (2002). "Answers to your questions about Proposition 49." Available from www.fightcrime.org/ca/

HOW AFTER-SCHOOL FUNDING IS ORGANIZED IN CALIFORNIA

After-school program dollars are dispersed by the California Department of Education (CDE). However, the CDE works *in partnership* with the Foundation Consortium for California's Children and Youth and the Governor's Office of the Secretary of Education. Together, these three organizations comprise the California AfterSchool Partnership, which oversees implementation of the ASESP. The partnership relies on an active statewide After-School Advisory Committee for input and feedback. This includes four sub-committees: Policy, Evaluation, Capacity Building and Technology.

The Partnership also oversees a statewide system of field support, which was designed to provide direct technical assistance and capacity building support to local existing and emerging afterschool programs. As it rolls out across California regions, this will include:

★Identifying "promising practice" programs that other programs can visit and learn from

- *Providing program planning, implementation and evaluation assistance
- *Training program staff in proven youth-development strategies
- *Helping programs understand applicable laws, policies, state standards and systems
- *Providing peer-to-peer support to school district superintendents and principals
- *Developing a communications infrastructure across the state
- *Strengthening community participation

WHAT IS NEEDED FOR ASESP TO "GO TO SCALE"?

California's system of after-school programs is not yet ready for all potentially eligible children to enroll. First, ASESP must be brought to scale statewide. This includes:

- *Strengthening the quality of existing programs
- *Developing approximately 5,400 new programs
- *Hiring and training approximately 15,000 new staff
- *Reaching out to potential applicants
- Helping applicants to develop quality programs, and successfully apply and obtain matching funds
- *Making state-level administrative and policy changes to increase equitable access to the funding and programs

Additionally, efforts must be made to ensure that low-income and underserved communities have the support, training and technical assistance they need to obtain funding and create quality programs. Some of these challenges and barriers to the current design of ASESP are outlined below:

- *Difficulty in raising local match Many lower-income communities, school districts and schools will have difficulty raising the 50 percent match in funding and hiring grant writers to help prepare the "quality applications" required by the state. Technical assistance can help programs identify funding streams and fundraising strategies, and policy changes could allow for an incremental match over time.
- *Not enough current programs or staff More than 15,000 new staff need to be hired and 5,400 new programs need to be created in order to fully use the resources expected under full implementation of Proposition 49.
- *Insufficient funding per child ASESP allocates only \$7.50 per child per day, but studies show that \$10 per child per day is needed to provide a quality after-school experience.

- *Need to professionalize the work force Modest compensation, uneven benefits, unusual work hours and absence of a clear career path are characteristics of jobs in the after-school field. Such conditions create challenges to the development of a consistently well-prepared and skilled work force. Because youth need longterm relationships with adults, staff should receive the training and salaries necessary to encourage them to stay and grow in this profession.
- ★ Overly strict operational rules ASESP is currently designed so that programs are reimbursed for every day that a child attends, and they require attendance five days a week for three hours each day. While such attendance expectations might be appropriate for some elementary school students, it is unlikely that middle school students, especially those facing challenging family, socio-economic and neighborhood problems, will be able to attend every day. Many are concerned that programs trying to serve the most at-risk kids will be penalized due to uneven attendance.
- ★ Inadequate evaluation measures Current state and federal evaluation measures are focused overwhelmingly on academic achievement as measured by test scores. Many in the field believe that evaluation should be broader and more focused on youth development to fully capture the impact of after-school programming.

The Schwab Foundation's After-School Programs Initiative is designed to help low-income communities and schools gain access to the new afterschool program funds and to support the successful implementation of the After-School Education and Safety Program. Specifically, we are funding six state and local organizations to help accomplish the following:

- *Provide technical assistance to improve the quality of existing programs and ensure that new programs use proven models of best practices in youth development
- *Create a work force development strategy and train the new after-school work force
- *Make policy recommendations to increase the ability of low-income communities to successfully apply for funding and implement and sustain programs
- *Reduce barriers to implementation and take the ASESP to scale
- *Help local programs improve the quality and delivery of their services by receiving statewide technical assistance and training
- *Improve the lives and potential of children

THE FOLLOWING ORGANIZATIONS HAVE BEEN FUNDED UNDER THE AFTER-SCHOOL PROGRAMS INITIATIVE

FOUNDATION CONSORTIUM FOR CALIFORNIA'S CHILDREN AND YOUTH

The Foundation Consortium is an association of California foundations interested in influencing policy development and implementation to benefit California's children. Through partnership with the California Department of Education and the Governor's Office of the Secretary of Education, it oversees the policies, organization, fund dispersement and technical assistance for the \$550 million dollars allocated to after-school programs in California. With the Schwab Foundation's support, the Foundation Consortium will:

- *Support quality after-school opportunities for students attending the After-School Education and Safety Program and the Federal 21st Century Community Learning Centers programs
- ★Build the policy voice of the after-school field to increase the availability of programs and improve the current program design

COMMUNITY NETWORK FOR YOUTH DEVELOPMENT (CNYD)

CNYD is a non-profit intermediary organization working to strengthen the field of youth development. CNYD works primarily in the Bay Area to provide training and community capacity-building resources and to educate policymakers and funders about the resources necessary to implement a youth development approach. CNYD recently began working across the state of California to introduce youth development principles into the after-school arena and support the development of a statewide training infrastructure to build the capacity of after-school programs. The foundation's funding will support CNYD to:

- *Aligning legislative and administrative policies to support quality after-school programs
- *Expanding and strengthening the statewide system of training and program support
- *Providing an expanded set of training resources to ensure youth-development practices are implemented in after-school programs

BAY AREA PARTNERSHIP (BAP)

BAP is a collaborative of local, state and federal policy makers, schools, community organizations, businesses and philanthropic organizations working to improve conditions for children and families in the Bay Area's 50 lowest-income neighborhoods. BAP works with lowincome communities and providers to obtain state after-school program funding, including developing collaboratives, creating new programs and obtaining matching funds. BAP will also help generate policy solutions to the equity and access barriers of after-school programs. The foundation's support will assist BAP in:

- ★Helping low-income Bay Area communities apply for state funding
- *Educating state-level policymakers about after-school needs and policy issues
- *Offering policy solutions and recommendations to solve these problems
- ★Training program providers and staff to advocate for improved after-school programs

CHILDREN NOW

Children Now is a non-partisan research and action organization with a strong national reputation and expertise in research, policy analysis and policy advocacy for the benefit of low-income children in California. Their unique contribution to bringing the ASESP to scale will be in policy research to improve equitable access to state funding and recruit, train and retain a quality work force. The foundation's funding will help Children Now to:

- \star Ensure equitable access to after-school programs for low-income children
- ★Improve work force recruitment, training and retention

LOCAL AFTER-SCHOOL PROGRAMS

The foundation is also funding two after-school programs in the Bay Area, **Girls Club of the Mid-Peninsula** and **Boys & Girls Clubs of San Francisco**, to support their efforts to provide positive after-school activities for high risk youth and prepare them for successful transition to adulthood. With this support, these programs will provide after-school career and job readiness training, tutoring, physical and recreation activities, and support groups for youth in East Palo Alto, eastern Menlo Park, East Oakland and San Francisco.

IV. OPPORTUNITIES FOR FOUNDATIONS

Through this initiative, the Schwab Foundation hopes to contribute to statewide efforts already underway to bring California's After-School Education and Safety Program to scale. The initiative strategy is to support key local and statewide agencies that provide a full spectrum of approaches, including direct services, technical assistance, work force development and policy advocacy. There is much to be done to prepare California communities for full implementation of ASESP and ensure that underserved communities know about this resource, have support to successfully obtain funding, and can access training and technical assistance to create quality programming that will improve the lives of young people. Several foundations, such as the David and Lucile Packard, James Irvine, Walter S. Johnson, Evelyn and Walter Haas, Jr. and Charles Steward Mott foundations are already funding statewide after-school efforts through the Foundation Consortium. Foundations have a wide range of programmatic and funding opportunities in supporting organizations to:

- *Provide after-school programming to youth Existing local programs need ongoing core operating and program support. Emerging programs need start-up funding to hire staff and develop quality programs.
- ***Provide technical assistance** Technical assistance is needed to improve the quality of existing after-school programs, ensure that new programs use best practices in youth development, and help low-income communities apply for funding and launch programs.
- **Conduct policy research and analysis** Identify barriers to implementation of the ASESP, propose solutions and share these solutions with policymakers.
- *Conduct policy training and policy advocacy Training providers to advocate for improved after-school programs, educating policy-makers and making policy recommendations to increase the ability of low-income communities to successfully

THE AFTER-SCHOOL PROGRAMS INITIATIVE

apply for funding.

- ***Support work force development** Recruit, train and support 15,000 new staff.
- *Provide capital funding and PROs In order to create approximately 5,400 new after-school programs, many building sites will need to be purchased and/or refurbished.
- *Partner with other foundations and public agencies The Foundation Consortium for California's Children and Youth offers foundations an opportunity to join forces and maximize impact in support of California's youth.

Other California organizations active in youth development include Fight Crime —Invest in Kids, which works with the criminal justice system to advocate for after-school funding to prevent juvenile crime; California Tomorrow, which focuses on issues of equity and access in the after-school movement; the Afterschool Alliance, a national organization which conducts national and state-level polling and advocacy; and California School-Age Consortium, a professional and advocacy association of school-age care staff. All seven organizations work collaboratively to advance the field and bring the ASESP to scale statewide.

In addition, many large after-school programs have successfully "gone to scale" within their cities and are seen as models for other programs. These include San Francisco's Beacons Initiative, Sacramento START, Pasadena/Bakersfield, Los Angeles' BEST and San Diego 66.

The Charles and Helen Schwab Foundation wishes to acknowledge and thank the following individuals for their guidance in reviewing this document: Catherine Teare (Children Now), Jennifer Peck (Bay Area Partnership), Sue Eldridge (Community Network for Youth Development), Sam Phia (Community Network for Youth Development), and Lindsay Callahan (Foundation Consortium).

For more information, please contact: Rick Williams, National Programs Director Charles and Helen Schwab Foundation 1650 S. Amphlett Blvd., Suite 300, San Mateo, CA 94402 650.655.2529 rwilliams@schwabfoundation.org

APPENDIX A: NATIONAL AND STATE RESOURCES

The following organizations and Web sites provide useful information, research, best practices, electronic newsletters and useful links about after-school programming.

FOUNDATION CONSORTIUM FOR CALIFORNIA'S CHILDREN AND YOUTH

2295 Gateway Oaks Drive, Suite 100 Sacramento, CA 95833 Contact: Lindsay Callahan, Program Manager Icallahan@consortium.net www.foundationconsortium.org

BAY AREA PARTNERSHIP

657 Mission St., Suite 410 San Francisco, CA 94105 Contact: Jennifer Peck, Executive Director Jennifer.peck@bayareapartnership.org www.bayareapartnership.org

COMMUNITY NETWORK FOR YOUTH DEVELOPMENT

657 Mission St., Suite 410 San Francisco, CA 94105 Contact: Sam Piha, Director for Community and School Partnerships sam@cnyd.org www.cnyd.org

CHILDREN NOW

1212 Broadway, 5th Floor Oakland, CA 94612 Contact: Catherine Teare, Policy Director cteare@childrennow.org www.childrennow.org

CALIFORNIA TOMORROW

1904 Franklin St., Suite 300 Oakland, CA 94612 Recent report: Pursuing The Promise: Addressing Equity, Access, and Diversity in After-school and Youth Programs www.californiatomorrow.org

CALIFORNIA SCHOOL-AGE CONSORTIUM

Provides after-school and school-age care professionals with the information, training and resources they need to improve the quality and availability of low-cost after-school care. www.calsac.org

FIGHT CRIME: INVEST IN KIDS CALIFORNIA

Recent report: California's After-School Choice: Juvenile Crime or Safe Learning Time www.fightcrime.org/ca/

AFTERSCHOOL ALLIANCE

A national nonprofit organization dedicated to raising awareness of the importance of after-school programs and advocating for quality, affordable programs for all children. www.afterschoolalliance.org

APPENDIX B: ANSWERS TO YOUR QUESTIONS ABOUT PROPOSITION 49

1. HOW MUCH NEW AFTER-SCHOOL FUNDING WILL PROPOSITION 49 PROVIDE?

Proposition 49 will increase funding for the major state-funded after-school program from its current level of \$121 million to a total of \$550 million — a nearly \$430 million increase.

2. WHEN WILL NEW FUNDING UNDER PROPOSITION 49 BE AVAILABLE?

New funding will begin in fiscal year 2004-2005 at the earliest, and then only if state general-fund spending for the year — other than spending guaranteed for education under Proposition 98 — is \$1.5 billion higher than the highest spending level for any previous year since 2000. If this trigger is not met in fiscal year 2004-2005, the funding will begin in the first subsequent year that the state budget increases to that extent.

3. WHAT KINDS OF AFTER-SCHOOL GRANTS WILL BE AVAILABLE?

- All public elementary and middle schools that are receiving grants from the state after-school program as of fiscal year 2003-04 will continue to be funded at least at their current level.
- All other public elementary and middle schools will be eligible for a universal grant of \$50,000 for elementary schools and \$75,000 for middle schools.
- The remaining funding (probably more than \$160 million) will be distributed with priority to low-income schools for programs with waiting lists, programs at larger schools, or programs before school, over vacations or in summer.

4. IS LOCAL INVESTMENT REQUIRED?

Each program must provide a 50 percent match for every state dollar. Local matches may be in cash or in kind.

5. WHO CAN APPLY FOR PROPOSITION 49 FUNDING?

A school district alone, or a city, county or non-profit organization (e.g., a Boys and Girls Club or a YMCA/YWCA) in partnership with a school district, may apply for an after-school grant as current law already provides. A school district, city or county must be the fiscal agent.

6. CAN COMMUNITY-BASED ORGANIZATIONS LIKE BOYS AND GIRLS CLUBS AND YMCA/YWCAS OPERATE THESE PROGRAMS OFF SCHOOL GROUNDS?

Programs funded by Proposition 49 may be held off site, as long as safe transportation is provided, the program's academic curriculum is in line with the school's, and a school district, city or county is the fiscal agent. Before Proposition 49, programs could only be operated on school grounds or immediately adjacent to the school.

7. WILL ANY OF THIS FUNDING BE AVAILABLE FOR TECHNICAL ASSISTANCE AND EVALUATION?

Up to 1.5 percent of the \$550 million — as much as \$7.75 million — may be set aside for technical assistance and evaluation.

8. WILL THIS FUNDING BE AVAILABLE TO AFTER-SCHOOL PROGRAMS FOR HIGH SCHOOL STUDENTS?

The program will continue to cover only programs for elementary school and middle school students, not programs for high school students.

9. WHAT IS THE ROLE FOR LAW ENFORCEMENT UNDER PROPOSITION 49?

Proposition 49 adds law enforcement to the list of various groups, including parents, youth, governmental agencies, community organizations and the private sector, to be consulted during the collaborative planning process for each after-school program.

10. HOW DOES PROPOSITION 49 CHANGE THE EXISTING STATE AFTER-SCHOOL PROGRAM, OTHER THAN THE INCREASED FUNDING LEVEL?

Proposition 49 builds on the state's existing after-school program, the Before and After-School Learning and Safe Neighborhoods Partnerships Program, and makes only a few changes:

- *It allows programs to be operated off-site (in circumstances described above).
- *It gives law enforcement a role in the collaborative planning process for each afterschool program (as described above).
- *It adds computer training, fine arts and physical fitness to the list of activities that satisfy the academic and enrichment requirements for each program.
- *It changes the name of the program to the After-School Education and Safety Program.