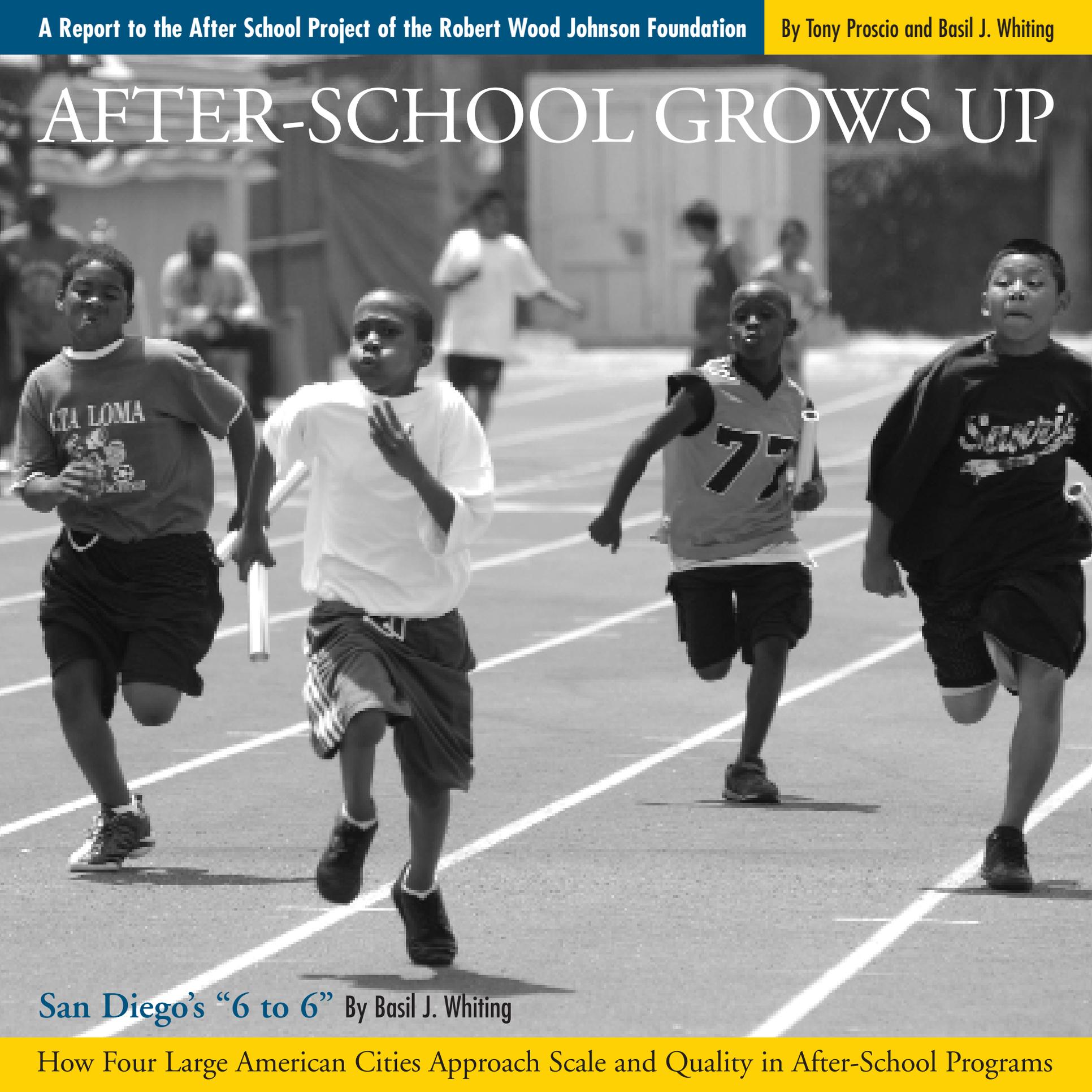


AFTER-SCHOOL GROWS UP



San Diego's "6 to 6" By Basil J. Whiting

How Four Large American Cities Approach Scale and Quality in After-School Programs



Photographs by Christopher Ray Photography.

San Diego

San Diego’s “6 to 6” Extended School Day Program

BY BASIL J. WHITING

THE CITY OF SAN DIEGO is the first major city in the United States to offer a safe, supervised before- and after-school enrichment program to every elementary and middle school within city limits.

Moreover, the City not only unabashedly accepts, but trumpets, its mission of providing such services not just to improve the educational experience of children but also to meet the needs of working parents for both before- and after-school child care. The City’s Web site for the program¹ states:

San Diego’s “6 to 6” Extended School Day Program. Providing a safe place for children during the hours most parents work.

The City of San Diego, in cooperation with area school districts, is committed to opening community schools before and after normal school hours to provide a safe place for elementary and middle school-aged children and youth.

To be sure, while San Diego’s “6 to 6” is in every elementary and middle school, it admittedly does not yet provide its services to every student in these schools who needs them. California’s respected

research and policy organization EdSource² says that perhaps two-thirds of elementary school children in San Diego who need after-school care cannot yet find it (20,000 are on “6 to 6” waiting lists). Still, while meeting the full demand is the City’s next goal, it is nonetheless proud of its progress to date. According to EdSource:

While LA’s BEST³ is known as the granddaddy of after-school programs in California, San Diego’s “6 to 6” is called “the brat” because in two years (beginning in 1998) the City put together an after-school program in every elementary and middle school — something Los Angeles has yet to achieve.⁴

San Diego’s “6 to 6” was created by an alert mayor in response to concerns about youth crime, but it evolved differently because of different community, political, and institutional pressures.

Creation and Evolution

IN THE EARLY 1990S, San Diego faced an unprecedented increase in juvenile crime, drug abuse, and gang activity, particularly south of Interstate Highway 8, the *de facto* boundary between the city’s urban, low-

income core and the more affluent neighborhoods to its north. As in other cities, police statistics indicated that juvenile crime peaked in the hours between 2 and 6 p.m. and was concentrated near schools. As elsewhere, many of the victims of these crimes were other children.

In 1995, in response to these concerns, then-Mayor Susan Golding convened a “Safe Schools Task Force” comprising herself, the superintendent of San Diego City Schools, school principals, the county juvenile court judge, juvenile probation officers, the city attorney, the city manager, and the chief of police, among others. The task force proposed a “Mayor’s Safe Schools Initiative” containing three steps to keep students safe and reduce juvenile crime:

- Close school campuses during lunch time to keep kids in a supervised area rather than getting into trouble in the neighborhoods;
- Pass and enforce a new teen curfew and a new daytime anti-loitering law, aimed at preventing minors from congregating off campus; and
- Open schools in the early mornings and late afternoons to provide before- and after-school programming in safe and supervised environments.

All three of these steps were implemented. With respect to the third, Mayor Golding faced additional pressures from

1 <http://www.sandiego.gov/6to6/index.shtml>.

2 See EdSource Online, <http://www.edsource.org/index.cfm>. EdSource researches, monitors, and provides information to the public on educational issues in the state of California.

3 Footnote added: Los Angeles’s well-known after-school program; see the separate case study in this report.

[Mayor Golding] became a champion of the program's providing working parents with not only a safe but also a rich learning environment for their kids during the hours most parents worked.

the San Diego Organizing Project (SDOP), a consortium of 223 churches, synagogues, and mosques serving 40,000 families in communities mainly below I-8, in the poorer and working-class sectors of the city. This consortium is 25 years old, and most of its leaders were trained at the Pacific Institute for Community Organizing. According to SDOP's co-chair, Gloria Cooper:

We believe in researching what our needs are and then demanding our fair share of attention and resources from government and large institutions. We can get a bit strident and be very persistent and make sure that institutional and government leaders are personally aware of our people's needs.

In the early and mid-1990s, our communities were concerned about crime and drugs and community policing. We had families working two or three jobs and no safe place to put their kids and keep them out of gangs. Kids were hanging out on the sidewalk before school opened and going home alone after school. But we also had a lot of poor academic performance and we didn't want just baby-sitting in before- and after-school programs; we wanted balance between recreation and real academic reinforcement and enrichment, as well as a safe place for the kids.

SDOP brought these demands to Mayor Golding. She was herself a single mother, and by all accounts she immediately "got it." She became a champion of the program's providing working parents with not only a safe but also a rich learning environment for their kids during the hours most parents worked. Golding is also credited with almost instantly naming the program "San Diego's '6 to 6'" and sticking to her guns on the name — even when her advisors argued that schools had staggered starting hours, and many might not in fact be open before 6:30 a.m. It didn't matter, she maintained; the name captured and projected the intent of the program. Local observers say subsequent events have more than proved her right. (Most schools open their before-school program an hour before the subsidized breakfast is provided, which is at various times from school to school. But if breakfast is at 7:30 a.m. and as many as 15 kids are at the gates at 6 a.m., the before-school program does open to accommodate them.)

How to design and manage such a program? Deborah Ferrin, Child Care Coordinator in the Community Services Division of the City's Department of Community and Economic Development, says that the Park and Recreation Department turned to her and said, "You know, Deb, this looks like child care to

us, so we'll put this program with you in Community Services."

Ferrin now says:

Well, of course, it's not child care and couldn't be. Licensed child care agencies had limited funding and strict staffing and other requirements and would cost far too much, even if they were to accept this mission — which they didn't. But when we gave them a chance to bid on being a provider of San Diego's "6 to 6" at schools where they operated licensed child care, all of them accepted our terms.

With that caveat, Ferrin threw herself into the assignment. "We were familiar with LA's BEST," she says, "and we got a lot of good advice from Carla [Sanger, President and CEO of LA's BEST] and her people. But here it would have to be different, because the mayor wanted it in every elementary and middle school, and fast." Faced with this mandate, Ferrin and her planners came to a conclusion that shaped the program: San Diego's "6 to 6" would have to be a partnership of the three community resources best positioned to do the job both well and quickly:

- **The San Diego Unified School District would have to be involved, because it had the school facilities and the kids. But the schools should not run the programs,**

because they would be far too expensive with their overtime salary levels. And it was feared that they would be too academic. San Diego’s “6 to 6” programming should complement but not be the same as what went on in the regular school day, which many thought the school people would tend to do if they ran the program. To attract kids who could “vote with their feet” and go elsewhere, “6 to 6” needed to be varied and fun and include that balance of academic reinforcement, enrichment, and recreation that SDOP demanded.

- The second major partner would be community-based organizations (CBOs), mainly those already running child care, after-school, and other youth programs either on a fee basis or with government or charitable resources. With new money, organizations like the YMCA, Harmonium, and SAY (Social Advocates for Youth) — all well-established youth and family services agencies — would be the core; they could ramp up quickly to provide extended school-day services. And their wages were much lower than those of school or city personnel.
- Finally, the City would be fiscal agent, obtain and administer the funding for the program, contract with the CBOs for services, conclude operating memoranda with the schools to host and support the program, and oversee and evaluate its implementation.

Ferrin says, “None of these parties could do this alone. Together, they could.”

By this time it was the spring of 1998. To start San Diego’s “6 to 6,” the mayor proposed using \$1 million of the City’s general funds. She also proposed reallocating \$750,000 of existing but underutilized Park and Recreation playground supervision funds. Combining the two sources of

money would allow the program to start in 31 elementary schools during the 1998-99 school year. The City Council debated the mayor’s budget, concerned about an expensive and continuing initiative in a year when the city was facing a potential budget deficit. Ferrin recalls:

The mayor really pushed for this, and there were a lot of things going for it — the crime and drug problems, the need to improve school academic results, and welfare reform putting parents to work, meaning something had to be done for their kids, who would overwhelm the licensed child care system. And so on.

In addition, SDOP bused 500 residents from the community to the School Board meeting, demanding that schools be opened before and after school. Twenty-five SDOP residents came to the council’s budget hearings to press for the mayor’s initiative.

The City Council passed its budget on June 28, 1998. The schools were to open on August 28. Ferrin:

We had eight weeks to set up a program! Now, we’d been talking with the schools and the CBOs beforehand, but we couldn’t do anything formally until we knew we had City Council approval and the money. So, I devised a quick

two-week RFP [Request for Proposals] process and got the city to ramrod through its approvals so that the CBOs and schools would have six weeks to set up. We had to get 31 schools that were willing to start that fall, and I spent a lot of time in those two weeks that summer calling principals at home or on vacation to get them interested and willing to host a San Diego “6 to 6” program on short notice. And we did it! We opened in the fall in 31 schools with the YMCA, SAY, and Harmonium running the programs.

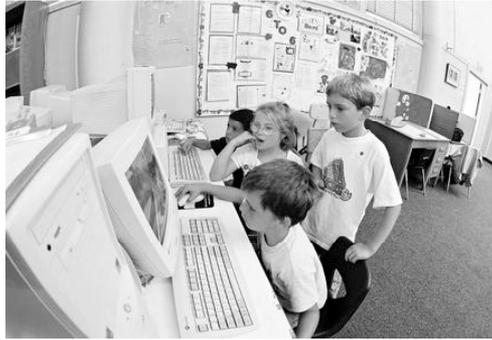
The City’s initiative allowed it to make credible claims on emerging state and federal streams of after-school funding. Ferrin worked with Sanger from Los Angeles and allies in other cities to develop and promote the state’s \$87 million “After School Education and Safety Program” (ASES) and other state legislation to facilitate after-school programming (e.g., exempting after-school programs from the requirements of licensed child care) and to establish other funding streams for before-school programming (the Before and After School Learning and Safe Partnerships Programs). Other advocacy work included Arnold Schwarzenegger’s Proposition 49, promoted by the actor well before the 2003 recall campaign that brought him the governorship. Proposition 49,

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approved by the voters in 2002, will earmark \$550 million in state funding for after-school programs once the state budget passes certain trigger-points of recovery (its proponents hope its funding will begin to flow in 2006). Meanwhile, the federal 21st Century Community Learning Centers program has been (until federal Fiscal Year 2004) receiving growing funding appropriations.

This confluence of events — growing pressures for after-school programming and the emerging funding streams for it — fueled the rapid expansion of San Diego’s “6 to 6” in the late 1990s and early 2000s. In its second year, 1999-2000, the City increased its support of San Diego’s “6 to 6” to \$3.7 million (including \$2 million in the City’s share of proceeds from the 1998 settlement between state governments and five major tobacco companies), and \$3.31 million in state funding was obtained. This \$7.01 million allowed “6 to 6” to increase to 48 elementary and 16 middle schools.

By the third year of “6 to 6,” 2000-01, \$750,000 in federal 21st Century Community Learning Center funding arrived, with more promised in subsequent years. State funding was also increasing, to \$8.5 million, and the City topped out its contribution at \$6.1 million (including \$2 million in tobacco settlement funds). With two years of experience, and greatly



expanded funding, San Diego’s “6 to 6” was poised for its greatest growth to almost full coverage of the city’s schools — to 145 elementary schools, 32 middle schools, and 19 “scholarship” schools, where the City provides grants to enroll lower-income students in independent programs that charge tuition (more on this momentarily).

This expansion required two further innovations. In its first and second years, San Diego’s “6 to 6” worked solely with the San Diego Unified School District (SDUSD), whose boundaries are not coterminous with the city’s. Indeed, SDUSD comprises only 75 percent of the K-12 students within city limits; the rest are served by eight other independent school districts, some of which overlap into the surrounding suburbs and cities. Thus, to serve all the city’s students, San Diego’s “6 to 6”, for its third year, concluded memoranda of agreement with those eight other districts and set up

“6 to 6” programs in their schools that fell within the city limits of San Diego.

In addition, San Diego’s “6 to 6” had not yet served the affluent beach-area neighborhoods of the city north of I-8, where often only 5 percent of the students were eligible for free or reduced-cost lunches. The three school districts in these neighborhoods all ran their own fee-based, high-quality before- and after-school programs. Generally, however, working and poor parents in those districts could not afford them. To fulfill Mayor Golding’s mandate to serve all the city’s working parents, the City determined to provide \$10,000 in “scholarship” subsidies to these districts to enable them to enroll students for whom the existing, fee-based programs were cost-prohibitive.

In subsequent years, the budget for San Diego’s “6 to 6” continued to grow. As this is written, in 2003-04, the budget totals \$22.05 million and the program serves 204 schools, including 150 elementary, 33 middle, 20 scholarship elementary, and one high school, where, Ferrin says, “we’re trying to learn what works for that older group.” The mayor’s goal of serving all of the city’s elementary and middle schools has thus been attained, though there are waiting lists of 100 to 150 students at some elementary schools.

Structure and Staffing

SAN DIEGO’S “6 TO 6” is an operating program of the Community Services Division of the City’s Department of Community and Economic Development, reporting to the mayor, city manager, and City Council. Ferrin, as child care coordinator, is responsible for helping to set up more than 50 licensed child care facilities and for managing San Diego’s “6 to 6,” which for six years has consumed the bulk of her time. The division has Ferrin plus six other staff members who work on “6 to 6,” writing grant proposals; sub-contracting to the provider organizations; analyzing provider budgets, approving their monthly invoices; auditing them annually; monitoring, evaluating, training, and providing technical assistance to the providers; collecting monthly reports; and preparing semi-annual reports for state and federal funding agencies.

San Diego’s “6 to 6” Organizational Structure

FERRIN AND THE MAYOR’S STAFF also represent the City of San Diego on a broader San Diego Regional After-School Consortium comprising the City, San Diego County and its Office of Education, 21 school districts, and parents and children’s

advocacy organizations. This Regional Consortium submits the bulk of the region’s applications for state before- and after-school funding and also conducts some of the evaluations of San Diego’s “6 to 6.”

The nine regional school districts host “6 to 6” programs in 196 public schools, with the vast bulk of them in the SDUSD. In addition, the City has contracted with seven faith-based organizations to conduct the program in eight of the schools they run, for a total of 204 schools in the city of San Diego with “6 to 6” services.⁵

The actual in-school programs are run by 24 providers. Eight of the nine school districts self-provide San Diego’s “6 to 6” services to a total of 43 schools, as indicated on the organizational chart on page 72 (one, San Ysidro, contracts with CBO providers). The seven religious congregations likewise provide “6 to 6” directly to eight of their schools. The remainder are mostly served by the three large providers that San Diego’s “6 to 6” began with in 1998-99: Harmonium, with 65 sites; SAY with 34 sites; and the YMCA, with 47 sites — a total of 146 in all, mostly but not only in SDUSD. A half dozen smaller organizations serve the remaining seven sites.

The agreements with these various providers require that the schools participate in the design of the academic portion of the programs and make sufficient space

available in school facilities to house the attending children (one classroom for every 20 students, plus common areas like cafeterias, auditoriums, libraries, computer rooms, and playgrounds). Schools also agree to provide necessary utilities, snacks, custodial services, and security where appropriate. (The City pays for some of this.) The school also identifies at least two certified teachers willing to work for the contracted provider running San Diego’s “6 to 6” program in a school, and provides data on students’ school attendance, achievement, and behavior for evaluative purposes.

A typical example of how this works out in practice was provided by Lynn Leszczynski, after-school program specialist at the YMCA of San Diego County, one of the major provider agencies contracted to operate San Diego’s “6 to 6” Extended Day Program.

The YMCA of San Diego County is the largest provider of licensed child care services in the state of California. We provide licensed child care both at school sites and at YMCA branch facilities. We also provide an array of other services for the children we serve in our child development programs, including camps, swimming lessons, sports activities, youth development programs, and so on.

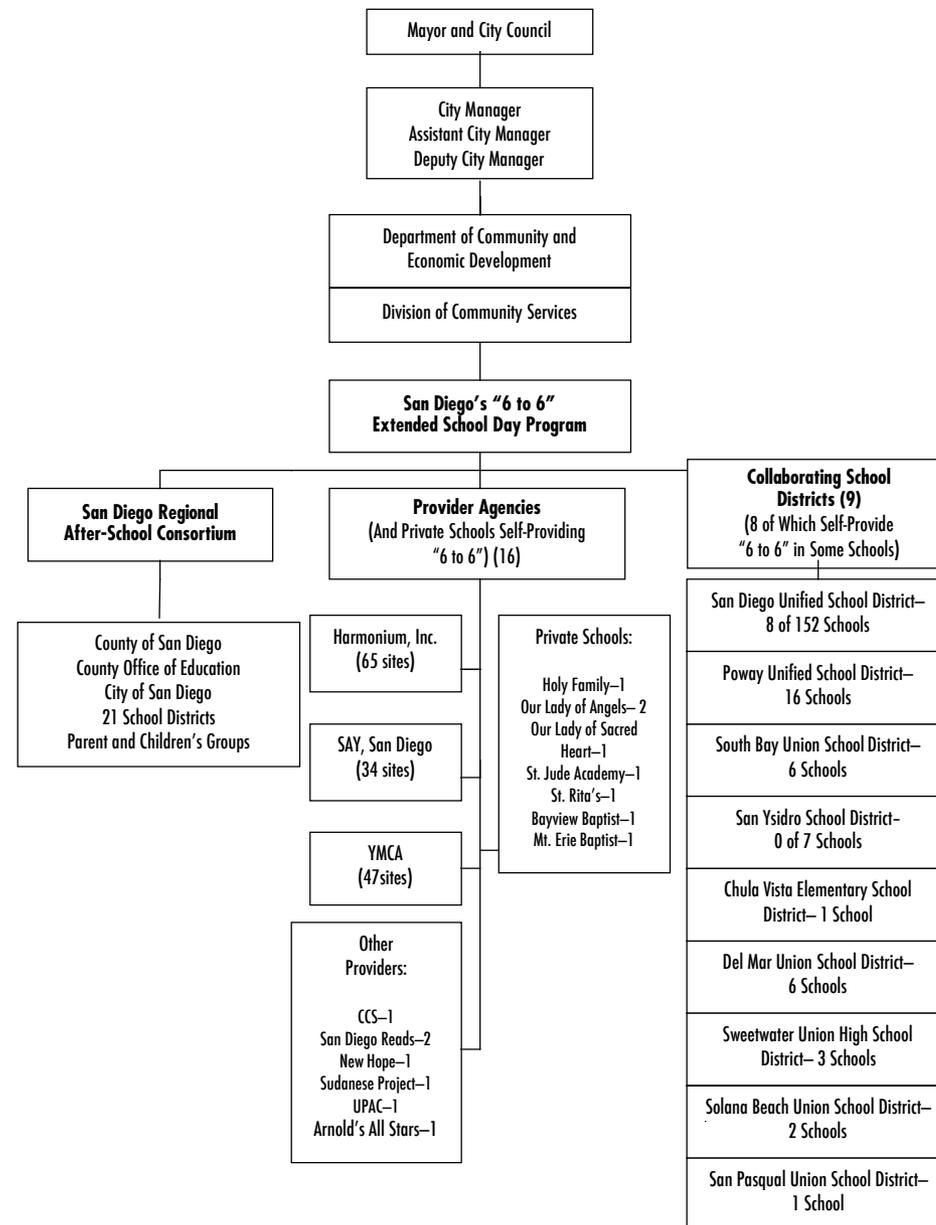
At present, we receive approximately

5 In 1971, the *Serrano v. Priest* California Supreme Court decision mandated equity of funding among all the state’s school districts. Its practical impact was to limit school funding from local property taxes and centralize the bulk of school funding at the state level, from whence funds for schools flow on a formula basis

\$6 million from the contract with the City of San Diego through which we operate San Diego's "6 to 6" Extended School Day Program at 38 elementary school sites and 10 middle school sites. Taking on the "6 to 6" program, while still running licensed child care, was consistent with our mission to provide services to all children and families throughout San Diego County. Though there was concern initially, when the "6 to 6" program fully expanded, regarding the impact that this would have on our licensed programs, operating both programs simultaneously has proved to be advantageous to the YMCA. In addition, the opportunity for families to receive free child care services through the "6 to 6" program has, in many cases, facilitated the parents' financial ability to take advantage of other valuable services provided for their children by the YMCA, such as summer camp, sports programs, and so on.

Operationally, there is little difference between our licensed child care programs and our "6 to 6" program. We operate "6 to 6" at an adult/child ratio of 1 to 15 and child care at a 1-to-12 ratio. Program leader qualifications vary between the two programs, and the licensed child-care programs are not required to employ credentialed teachers as part of the adult/child ratio. Both

San Diego's "6 to 6" Organizational Structure



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programs follow YMCA of USA quality standard guidelines and provide homework assistance, recreation, educational enrichment through play experiences, character development programs and activities, and so on.

Annually, each branch receives an estimated “6 to 6” budget allocation based on their estimated average daily attendance. They must then meet this ADA to be reimbursed per their entire budget. The entire contract amount is allocated to the sites in order to provide services to the maximum number of children.

Each YMCA branch sets up its “6 to 6” programs to have a full-time site supervisor, who must be at least 21, have at least 15 college units of early childhood education, and relevant experience. They are paid \$10-\$14 an hour, with benefits, for year-round work (they have the opportunity to work in summer camps and other programs when they’re not working on “6 to 6”). There is also at least one program leader for each 15 children, earning \$7.50 to \$12 per hour on a part-time basis. Program leaders must be at least 18 and high school graduates. A lot of them are college students.

The salary levels of program leaders — the front-line staff interacting with kids — are roughly the same as what a school instructional aide earns. In addition, each

“6 to 6” provider hires at least two credentialed teachers per site from the roster of the host school. For the “6 to 6” time frame, *the teachers work for the providers*, though they are paid (at least in SDUSD schools) \$26.34 per hour — the tutorial rate in the negotiated teachers contract with SDUSD. That is still nearly 30 percent lower than the district’s average hourly teacher rate of \$36.76 (reflecting annual teacher salaries ranging from \$35,000 to \$65,000 or so).

According to Leszczynski:

The secret of the success of San Diego’s “6 to 6” Extended School Day Program is the three-way partnership between the city, the schools, and the providers. The city administers the funding and assists in monitoring the programs, the schools open the doors to provide the space and program support, and the providers actually implement the operation of the program on a day-to-day basis, meeting the individual needs of the children and families served. This collaboration is real, and it is continuously growing.

Ferrin agrees but notes that maintaining such an arrangement for fruitful outcomes takes work:

All of this depends on collaboration among the three sets of partners and all

of their pieces. You recall that old saw about collaboration being an unnatural act between unconsenting adults? We all have to work together, and we’re doing pretty well. But it requires a lot of network-tending, and there are always some turf issues over money and other things that we have to manage carefully and sensitively.

Program Content and Quality

THE CITY OF SAN DIEGO’S contracts with “6 to 6” providers require them to:

- Hire and train qualified staffs at the required adult/child ratios (1 to 15 in elementary schools and 1 to 20 in middle schools), including at least two credentialed teachers from the school faculty at each site;
- Offer a curriculum of before- and after-school services that meets the program’s mission of a balanced program attuned to the needs of the community’s children;
- Collaborate with the school’s principal on the academic component of the program;
- Recruit and enroll participants and maintain waiting lists;
- Purchase and provide consumable supplies; and
- Develop and maintain a parent advisory board and provide a parent newsletter.

The total school population in the nine districts served by San Diego’s “6 to 6” is about 136,000 students. At present,

6 This is an estimate of complex enrollment and attendance statistics and reflects over-enrollment to maintain average daily attendance requirements of the program’s funding streams. It includes an unknown amount of double-counting of children attending both the before- and after-school programs. See budget discus-

“6 to 6” serves about 26,000⁶ children, generally 150 or so at each elementary school and between 250 and 450 at the larger middle schools. There are extensive waiting lists at many of the elementary schools, but few at the middle schools. San Diego’s school districts do not have so heavy a concentration of low-income, disadvantaged students as Los Angeles’; nonetheless, about 90 of the “6 to 6” schools have at least 50 percent of their children receiving free or reduced-price lunches. About 45 percent of the schools’ population is Hispanic and 11 percent African American. Schools report that their students come from families speaking 37 different languages.

The program’s major components in all sites are academic support (including homework assistance, literacy tutoring, science experiments, math games, computer skills, and academic mentoring); enrichment activities (including visual arts, crafts, performing arts, music, dance, recreation, sports, group games, and field trips); youth development (including leadership training, team-building, conflict resolution skills, health education, nutrition, alcohol, tobacco and other drug use prevention, social skills enhancement, and violence prevention); and community involvement (service projects, parent involvement and education, community volunteers,



mentoring, and CBO partnerships).

As noted earlier, typically, a “6 to 6” day begins an hour or so before an elementary or middle school’s scheduled breakfast, with a before-school program of reading, educational games, board games, and other indoor activities.

Elementary schools generally divide their afternoon participants into at least four groups that rotate through a variety of activities. Academically oriented activities are offered for a minimum of 90 minutes, four days per week, designed by principals and delivered in coordination with credentialed teachers. Typically, at 2:15 p.m., afternoon participants check in and receive announcements. From 2:30 to 3:30 is Rotation One, homework lab. This may be followed by a 15-minute snack period prior to Rotation Two, a half hour of physical education on the playground. At 4:15 a 45-minute Rotation Three puts students into literacy labs, the library or computer labs. From 5:00 to 5:45 p.m. is Rotation Four, generally an

art activity. The last 15 minutes before check-out at 6 p.m. are a clean-up period.

This routine is qualitatively different in middle schools, where children are older and more likely not to come if the programs do not engage them. Considerable staff energy, therefore, is invested in designing activities with kid input, promoting them intensively, and getting rid of activities promptly when they no longer appeal to the shifting interests of youth this age.

An example of middle-school programming is provided by the Monroe Clark Middle School in the City Heights community. This is a relatively new campus of several attractive and well-maintained buildings around a central square with an amphitheater built into it. It is part of an “urban village” community center of school, libraries, parks and playgrounds, and other public facilities built by the city and School District in the midst of what Ferrin said had been the very poor, gang-ridden, violent “methamphetamine capital of the U.S.” several years ago. It is much better — but not all better — now.

A young former U.S. Marine is the deputy director of San Diego’s “6 to 6” program at Clark. He is a leader experienced beyond his years and a male role model for the largely minority young men and women in his care, exhibiting a “tough love” promotion of high values, self-discipline, responsibility, education,

Considerable staff energy...is invested in designing activities with kid input, promoting them intensively, and getting rid of activities promptly when they no longer appeal...

and broadening experiences. He said he loved the work he described:

This school has 1,800 students, and it opened with San Diego’s “6 to 6” in place, run by the YMCA. We have 450 to 600 students attending “6 to 6” in the afternoon, depending on the session and the program (this is a year-round school with four sessions). We also have around 200 kids for the morning session, which runs from 6 to 7:30 a.m., when we do basketball and homework and other structured things.

Our staff consists of the site coordinator, myself as site supervisor, seven YMCA youth leaders, several teachers who work in “6 to 6” for \$22 an hour, plus a dozen or so volunteers from colleges and elsewhere in the community, some funded by a local foundation. They’re called Price Scholars.

We reset our program regularly...For late October-early November, we have Academic Learning Center work from 2:30 to 3:30 p.m., which is homework and tutoring. From 3:30 to 3:40, we have a quick snack. We then have a range of what we call ‘XDC’ Academic Learning Center, or extended-day classes, from 3:40 to 4:30 that were designed with kid input and which they have to sign up for. If not enough sign up, we drop it. We’re listing Hip Hop,

Art, Electronics, Pryde, Mexican Cooking, Comic Books, Auto Shop, Acting, Beauty Parlor, Tennis, Guitar Club, Model Cars, Fashion Design, Basketball, Soccer, Mirror Etching, and some specialized games kids are into. These are on Mondays, Tuesdays, and Thursdays.

On Wednesdays and Fridays we have other things like X-Games outdoors, Salsa Fridays, and Young Marines. I brought that in because we are right next door to Camp Pendleton, and they can support us. We have a Young Marines troop here where the kids have uniforms and drill and learn about the Marines and about life lessons and go on an off-site overnight camp. It’s very popular with both the young men and women. We also have what we call “XDC Hang Out” every day, with games and supervised hanging out in this safe place until 6 p.m.

Finally....kids can check a box for the morning program, which we call the “Morning Zoo Crew,” from 6 to 7:25 a.m. every day.

Most of the services of San Diego’s “6 to 6” are provided in the schools. There are few of the trips and other outside activities that enrich the experience of, for instance, LA’s BEST’s offerings, in part because San Diego’s “6 to 6” has not yet mobilized many such events from the private and

nonprofit sectors, as LA’s BEST has done, and in part because “6 to 6” does not yet have access to the busing resources available to Los Angeles’ after-school programs. (The Y’s Lynn Leszczynski, however, says, “We do have some trips and finagle the transportation in various ways for them.”)

One day each week, schools close two hours early to allow teachers to meet for training. San Diego’s “6 to 6” extends its services to cover this additional time, often bringing in outside specialty service providers — visiting artists and other resources in dance, drama, and sports. San Diego’s “6 to 6,” however, does not yet provide services on normal workdays when school is closed.

To encourage and support creative and high-quality programming, San Diego’s “6 to 6” central City staff in Ferrin’s office conducts monthly meetings of all provider agencies to share information and discuss common issues. In addition, the city provides an orientation training in late August for new provider staff and conducts seven in-service trainings throughout the school year for “6 to 6” on-site personnel. The City “6 to 6” staff also participates in large regional and state consortia for training of child care providers.

Finally, San Diego’s “6 to 6” city central staff includes three program monitors who visit each program site a minimum of two times per school year, checking for

compliance with formal program requirements and monitoring program quality. These monitors also provide technical assistance on issues discovered during the monitoring process or as they emerge and are brought to their attention. Ferrin says, “Basically, the providers have been fabulous — serious in what they do and concerned about high quality.”

Income and Expenditures

THE \$22.05 MILLION BUDGET for San Diego’s “6 to 6” in 2003-04 was up 44 percent from the \$15.35 million spent in 2000-01, the year the program first went to scale. State funding for “6 to 6” has continued to grow in those same years, from \$8.5 million in 2000-01 to \$15.16 million in 2003-04, despite California’s well-publicized budget woes. Federal funding similarly grew, from \$750,000 in 2000-01 to \$2.26 million in 2003-04 (though the federal money was down slightly from the previous year). The City of San Diego, however, was beset by recession and the loss of other state funding and required all city functions to contribute to deficit reduction in 2003-04, lopping almost a million dollars off the City’s contribution to “6 to 6,” reducing it to \$5.12 million. Ferrin by then had added \$89,000 in private-sector contribu-

tions, a segment she hopes to grow. The net result is that San Diego’s “6 to 6” operated in 2003-04 on a million dollars more than in the prior year (see the full 2003-2004 budget in the chart below).

The state funding stream allows 15 percent for overhead and administration. In San Diego, two of these percentage points go to the broader San Diego Regional After-School Consortium, which is the formal applicant for state after-school funds for San Diego’s “6 to 6” as well as after-school programs in other communities in the region. The Consortium also uses these funds for some of the evaluation of San Diego’s “6 to 6” (Ferrin’s office also contracts for some evaluation, as noted in the budget). The two percent retained by the Regional Consortium is taken “off the top” and is not reflected in the budget presented here.

Three percent of the overhead allowance is retained by the City of San Diego and is combined into the City’s contribution to San Diego’s “6 to 6” (the City’s contribution includes the costs of Ferrin’s office, which manages the program). The remaining 10 percent of the overhead allowance is incorporated into the program’s contracts with its providers, be they community-based organizations or private schools or school districts that “6 to 6” services on its own.

The state of California provides after-

2003-2004 Budget for San Diego’s “6 to 6”

Revenues

State of California After School Education/Safety Program	\$ 15,440,000
Federal 21st Century CLC Funds	830,000
California 21st Century CLC Funds	660,000
City of SD General Funds	5,117,000
TOTAL	\$ 22,047,000

Expenditures

Provider contracts (CBOs, self-providing public/private schools, etc.)	\$ 21,000,000
SDUSD admin, security, custodial, snack support	447,000
City fiscal admin, training, program monitoring	550,000
Consultant evaluation contract (let by the city office)	50,000
TOTAL	\$ 22,047,000

school funding on the basis of \$5 per day per student. For San Diego’s 180 school days, this amounts to \$900 per student per school year. San Diego’s “6 to 6” uses this funding level for all of its contracts to providers for after-school programming, which support 18,203 afternoon slots. To this are added 336 after-school scholarships provided for students in affluent beach-area school districts, at a total cost of \$307,000. There are thus a total of 18,539 after-school slots supported.

Before-school programs vary from one and a half to two hours, depending on when school opens, when breakfast is

served, and when kids start being left off by parents. The state funding per slot similarly varies, but it averages out at about \$600 per slot per year, with 5,980 morning slots funded.

Morning and afternoon funded slots taken together thus total 24,519, but that number comprises three different kinds of slots at different costs: before-school, regular contracted after-school, and scholarship after-school. The \$600 and \$900 amounts used in contracting with providers do not include the administrative and other costs of the program as reflected in the budget expenditures — costs normally included by other cities in a “cost per slot” figure for after-school programs. To obtain such a number for comparison purposes, we prorated all budget costs into morning and afternoon totals and divided by the respective number of slots supported. This yielded a before-school cost of \$652 per funded slot and an after-school cost of \$979 per slot, numbers that are roughly comparable with those of other cities.

Compared with the other programs examined in this report, a per-slot cost of \$979 is decidedly modest. The difference may be explained in large part by the San Diego program’s comparatively low salaries, low overhead structure, and the relatively limited number of out-of-school enrich-

ment opportunities that require busing.

The experience of San Diego’s “6 to 6” also illustrates how slippery ostensibly formal measures of the program’s size can be — and speaks volumes about how the program serves complex social needs. For instance, San Diego’s “6 to 6” has 5,980 “funded slots” for before-school programming. However, almost 17,000 children have actually been “enrolled” or “signed up” by their parents for this program, apparently to establish the right to be “let in” if parents with varying work schedules need to have a safe place to put their children early in the morning as they head to work. Average daily attendance in the before-school program in December 2003, however, was about 7,800, which is more than the number of funded slots but much less than the number enrolled. The after-school numbers are 16,391 funded slots (not counting scholarship students in affluent districts), 23,235 enrolled, and an average daily attendance in December 2003 of 14,680, somewhat less, in that holiday month, than the number of funded slots. The combined average daily attendance, however, was just about at the level of funded slots for both morning and afternoon.

Evaluation

SAN DIEGO’S “6 TO 6” has arranged with the broader Regional After-School Consortium to conduct independent evaluations of the program’s impact. The Consortium contracted with Hoffman and Clark,⁷ a local evaluation firm with experience in evaluating youth-services programs, for certain limited evaluation studies of “6 to 6.” According to EdSource⁸

[O]utside evaluators Hoffman and Clark do satisfaction surveys of parents, kids, principals, and staff. Rating the program good to outstanding were 91 percent of the principals, 99 percent of the parents, and 93 percent of the kids (including 88 percent of the middle school students). Hoffman and Clark also found that third and eighth graders in the after-school program moved up to grade level very quickly in reading and math. However, no comparison was done between kids in the program and kids on the waiting list. WestEd⁹ also conducted unannounced visits and determined the program was as safe as licensed school-age programs. In addition, 57 percent of the students sampled showed improvements in their Stanford-9 reading scores, and 44 percent showed improvements in their Stanford-9 math scores.

7 The satisfaction survey results were drawn from 10,000 surveys conducted by Hoffman and Clark in February 2003. The student achievement improvements cited were from a sample of “6 to 6” participants whose academic performance was compared to their performance prior to participation in “6 to 6.” Comparisons to students in the same grades but concurrently not participating in “6 to 6” — whether on waiting lists or not — have not been performed.

8 EdSource Online; San Diego’s “6 to 6” Extended School Day Program; *Op.Cit.*

9 WestEd is a nonprofit research, development, and service agency that is one of the nation’s network of federal Regional Educational Laboratories (see

“We’ve attained our first goal — to be in every school... Our next goal is to expand our capacity to accommodate every student in each school who needs these services.”

Harking back to the issues that led to the creation of San Diego’s “6 to 6,” Ferrin also cites the impact of the program on local crime statistics. In 2001, the first full year that “6 to 6” operated at scale in virtually all of the city’s schools, overall crime in San Diego increased by more than eight percent. However, during that same year, juvenile arrests after school *decreased* by 13.1 percent and the number of juvenile victimizations from violent crime after school *decreased* by 11.7 percent. Former San Diego Police Chief David Bejarano credits San Diego’s “6 to 6” as one of the contributing factors to these decreases.

Challenges and the Future

TO THE YMCA’S LYNN LESZCZYNSKI, the challenges from her perspective as a provider are operational:

I don’t think we have major challenges. It’s the day-to-day pleasing of everyone involved; it’s staying within the budget and hiring good people; it’s trying to do more and better with the funding limits we have.

The young ex-Marine at Monroe Clark Middle School echoes this operational concern from his front-line level:

The challenges we face are really “finding the person” inside every kid and helping them grow to responsibility and

self-esteem. And, we have to “control the chaos” that comes with dealing with a program like this and kids like this. And, relating to and working with the teachers on the academic stuff.

Miles A. Duffee, an official with the San Diego Unified School District’s Administrative and Legislative Services unit, cites both operational and broader issues:

The problems or challenges include the constant issues that come up around access to the regular classrooms. That’s a daily concern, but the basic collaborative style of this program makes it work in the end. Then there is the continuous refinement and monitoring that is required. There is always concern for trading off quality for quantity.

Sustainability over the long run will be an issue. Finally, we’ve all put the highest priority on providing supports to troubled kids in troubled schools while at the same time working toward universal coverage and access. This raises means-testing issues, with affluent parents paying for after-school services while working-class and poor parents get them for free. So far that has not been a big issue, but it could become one.

Deborah Ferrin, too, worries about sustainability:

On money, we’ve done pretty well, but the State is strapped and the City and

County are, too. In last year’s [2003] budget discussions, we lost nearly \$1 million of the city’s contribution to this year’s program because of the city’s multimillion dollar deficits, to which they wanted everyone to contribute. That’s 1,000 students that we were not able to accommodate this year!

Ferrin outlines the goals for the future of San Diego’s “6 to 6” if funding recovers and keeps flowing and growing:

We’ve attained our first goal — to be in every school.

Our next goal is to expand our capacity to accommodate every student in each school who needs these services.

Then, we want to go year-round — to cover all those days when schools are closed during the year and in summers and breaks — to meet the original mandate to provide safe and enriching places for the kids of working parents.

Then we want to expand to cover high schools, which we know means very different kinds of programming to attract, hold, and meet the needs of older kids — for instance, including some kind of career exploration activities, internships, and so on.

And, throughout all of these, to improve program quality, to broaden the exposure and enrichment experiences of our kids.

Acknowledgments

With the After-School Corporation

New York, New York

www.fascorp.org

Lucy Friedman
Julie Hertzog
Mary Bleiberg
Amy Kantrowitz

Other Sources in New York City

Herb Sturz, The Open Society Institute
Ronni Fisher, University Settlement Society of New York
Tameeka N. Ford, University Settlement Society of New York
Daniel Garcia, Public School 130, the Bronx
Lewis Hartman, Sports and Arts in Schools Foundation
Stanley Kinard, Carter G. Woodson Cultural Literacy Project
James R. O'Neill, Sports and Arts in Schools Foundation
Michael Zisser, University Settlement Society of New York

With After School Matters

Chicago, Illinois

www.afterschoolmatters.org

Maggie Daley
Nancy Wachs
Marisa Gonzales Silverstein
Rachel Klein

Other Sources in Chicago

B.J. Walker, City of Chicago
Mary A. Dempsey, Chicago Public Library
David J. Doig, Chicago Park District
Arne Duncan, Chicago Public Schools

With LA's BEST

Los Angeles, California

www.lasbest.org

Corporate Office, Office of the Mayor
Carla Sanger
Los Angeles Unified School District
John Liechty

Debe Loxton
Larry Kraft-Orozco
Deanna Gauarza
Norma Mendoza
Joaquin Martinez
Estella Mena

Other Sources in Los Angeles

Alan Arkatov, City of Los Angeles Commission on Children,
Youth, and Their Families

With San Diego's "6 to 6"

San Diego, California

www.sandiego.gov/6to6

Deborah K. Ferrin
DeeDee Alari

Other Sources in San Diego

Gloria Cooper, San Diego Organizing Project
Miles A. Durfee, San Diego City Schools
Lynn Leszczynski, YMCA of San Diego
Noah Jones, YMCA of San Diego
Miriam L. True, San Diego City Schools

Other Scholars and Commentators

Jean Grossman, Public/Private Ventures
Robert Halpern, Erikson Institute for Graduate Study in
Child Development
Elizabeth Reisner, Policy Studies Associates

With The Robert Wood Johnson Foundation

www.rwjf.org

Floyd K. Morris

With The After School Project

www.theafterschoolproject.org

Carol Glazer
JoAnne Vellardita

About the After School Project

THE ROBERT WOOD JOHNSON FOUNDATION created the After School Project in 1998 as a five-year, three-city demonstration aimed at connecting significant numbers of young people in low-income neighborhoods with responsible adults during out-of-school time. To that end, the Project focuses on developing: (1) consistent, dedicated revenues to support after school programs in low-income communities; (2) an array of developmental opportunities for youth, including physical activity and sports, educational, social, and recreational programs; and (3) strong local organizations with the necessary resources, credibility, and political clout to bring focus and visibility to the youth development field.

For more information, please write to:

The After School Project,
180 West 80th Street
Second Floor
New York, NY 10024
e-mail: info@theafterschoolproject.org
www.theafterschoolproject.org