Series on **Funding Initiatives** from the National Summer Learning Association

Investments in Summer Learning Programs:

A Scan of Resources for Summer Programming in California, 2008

NATIONAL SUMMER LEARNING ASSOCIATION

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The National Summer Learning Association is a 501(c)3 organization, that serves as a network hub for thousands of summer learning program providers and stakeholders across the country, working to connect and equip schools and community organizations to deliver quality summer learning opportunities to our nation's students.

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INTRODUCTION

Without ongoing opportunities to learn and practice essential skills, kids fall behind on measures of academic achievement over the summer months. Research dating back 100 years confirms the phenomenon often referred to as "summer slide." Most youth lose about two months of grade level equivalency in mathematical computation skills over the summer months. More significantly, however, low-income youth also lose more than two months in reading achievement, despite the fact that their middle-class peers make slight gains. By the end of fifth grade, disadvantaged youth are nearly three grade equivalents behind their more affluent peers in reading. This disparity has grave consequences for disadvantaged young people. Differences in a child's summer learning experiences during his or her elementary school years can have an impact on whether that child ultimately earns a high school diploma and continues on to college.

While the research on summer learning loss is clear and compelling, newer research brings attention to additional summer setbacks. On one end of the spectrum, kids experience unhealthy weight gain during the summer, contributing to the problem of childhood obesity. On the other end, when compared to the school year, many more kids are going without meals as access to federally subsidized meals declines significantly during the summer months. While it's normal for kids to gain weight in accordance with their age and development, children gain weight two-or-three times faster during summer vacation than during the school year. Summer gains are especially large for three subgroups already at greater risk for childhood obesity: Black children, Hispanic children, and children who are already overweight. Although a school's diet and exercise policies may not always be ideal, it seems that school environments contribute less to obesity than a child's nonschool environments.

The setbacks for California's youth in the summer are no different. In recognition of the importance of summer learning, the California state legislature authorized the Summer and Intersession Enrichment Task Force with the following objectives:

- To promote good health and to combat obesity by increasing education and awareness of the benefits of good nutrition and regular physical exercise and activity.
- To provide safe, supervised places for kids to be during the summer months.
- To provide enrichment activities and experiential learning that complements the school year curriculum, but offers other opportunities not found in school.
- To prevent summer learning loss among California's children.

Summer programs afford a critical opportunity to level the playing field. Little is known, however, about the kinds of programs that are available to lower-income children during the summer months. Given the growing recognition of the importance of summertime activities, the National Summer Learning Association is working in partnership with the Bay Area Partnership for Children and Youth to document the supply of and demand for publicly funded summer programs in California to inform the work of the legislative task force.

II PURPOSE AND METHODS

The National Summer Learning Association, with Cross & Joftus LLC, collected and analyzed data in five cities in California to provide critical information to state and local policymakers on public investments in summer programs. These data provide a snapshot in time of program offerings in the summer of 2008. The five cities included in the analysis are Sacramento, Oakland, Los Angeles, Watsonville and Fresno. While all cities have a significant population of young people living in poverty, the cities differ in their geography, size, and summer services. Four key funding agencies were surveyed for each city: the largest public school district, the city parks and recreation department, the local summer jobs agency, and the state child care agency. These agencies were chosen on the basis of several criteria, including their focus on children and youth and a track record of providing free or low-cost summer programs to youth in each city.

We collected data through phone and in-person interviews with state and city agency administrators and providers. The goal of each interview was to capture city and agency-specific information on:

- The major funding streams used for summer and the agencies that manage those funds;
- The historical and local context of summer learning funding;
- Requirements of funding;
- The barriers to accessing particular resources; and
- Key statistics about numbers and characteristics of youth and families served.

It is important to note that this resource scan is not meant to capture all public investment in summer programming in each city, but rather to provide a first look at public resources devoted to summer program opportunities for school-age low-income, children and youth. The socio-economic and geographic differences among jurisdictions — as well as the ability and willingness of various agencies to provide data — make direct comparisons of program offerings and spending across cities impossible. Instead, this study sought to provide a snapshot of programming and spending in key areas of the state. The quality and detail of data collected in each city and agency depended heavily on the willingness of key individuals to participate in the study as well as their ability to extract summer funding and attendance information from systems that are generally not designed to do so.

As is evidenced by the local context for summer programming integrated throughout this report, the climate for summer programming is shifting continuously in an uncertain economy. We expect to continue to see programming and funding losses in some settings and gains in others into summer 2010 and beyond. This report primarily captures what happened in California in summer 2008, but also looks forward at both the local and state level to ongoing challenges and opportunities in providing high quality summer programming.

Data Caveats

Data gathered for this study relied on the voluntary participation of staff at the various agencies and organizations. Table 2 provides a summary of the agencies in each city that were willing and able to provide data. The data allow for basic descriptive statistics for each category by agency. Yet, because of the nature of the study, the small sample size, and issues of incomplete or incomparable data, wider generalizations about total funding — either by agency or within jurisdictions — are not included. The following caveats are important to bear in mind regarding the data and the findings.

- Incomplete/estimated data: Not all program sponsors provided complete data for various reasons. First, in many agencies, responsibility for oversight of summer programming is not centralized, and key data was often distributed among several staff members. Second, some agencies could not easily isolate some or all summer data from the rest of the year. For example, Oakland Parks and Recreation officials estimate that they spend 25 percent of their annual budget on summer programming, so the figures were calculated accordingly. In Sacramento and Los Angeles, Parks and Recreation officials used part-time staff costs for the summer months as their best proxy for public investment in summer, but we assume that doesn't account for additional public dollars. Finally, for unknown reasons, some agencies simply did not respond to the study team's requests for information. When taken as a whole, it's likely that incomplete and estimated data may have led to an underestimate of total public investment.
- Double counting: Both within and across the four main funding agencies, some double counting of attendees is likely. Agency administrators provided attendance or enrollment counts, but across the range of individual programs within an agency, most were not able to provide unduplicated counts. We tried to

account for duplicated counts when allowed by the data. For example, the study team assumes that the 25,000 students that attend afternoon enrichment in the Los Angeles Unified School District (LAUSD) also attended the morning summer school session and therefore did not add them to the 139,000 attendance figure for summer school. On the other hand, we assume that because LA and Oakland Parks and Recreation offer so many week-long camps that it is likely that many youth attend more than one, and there will be duplication in the figures we report. There may also be duplication of students across sponsors as some children may attend more than a single program offered by a single provider type.

- Snapshot in time: Data collected were for the summer of 2008 and represents a snapshot in time. Many providers reported that the extent to which they are able to offer programs and the size of those programs varies from year to year, sometimes substantially, based on funding availability. In California, two inverse phenomena will likely have a significant impact on summer 2009 and 2010 programming — the state budget crisis and the infusion of new stimulus funding. It will be interesting to compare the changes in funding used and youth served in the next two summers to the data collected for this report.
- Public funding only: Although the focus of this study was on publicly funded programs, many of the providers also charge a fee for their programs or receive other private funding to supplement public investments. Therefore, the data on public investment per program enrollee reflects public investment only, not total program spending per enrollee; the public investment amounts should not be used to gauge the costs associated with any particular program.
- Wide net: Finally, this study casts a wide net to capture the largest pots of public money used for summer programming. Smaller public grants, used to serve specific populations, were not included in calculations. These included GATE and Migrant Education grants to school districts.

Research shows that regular attendance in high-quality summer learning programs has a significant positive effect on math and reading, grade promotion, high school graduation, and parent involvement.

III

COMMUNITY DEMOGRAPHICS AND CONTEXT

The cities chosen for this sample represent a wide range of population sizes, but have similar demographics across socioeconomic and educational indicators (see Table 2). Population size ranges from a low of 43,752 in Watsonville to a high of 3,770,590 in Los Angeles. All cities are ethnically diverse, with Watsonville having a higher percentage of Hispanic or Latino residents and Oakland having a higher percentage of African American residents than the other cities.

Levels of poverty and school achievement are relatively consistent among all cities, with roughly 25 percent of children living in poverty, 65 percent of youth receiving free and reduced meals and about 65 percent of youth scoring Basic and Above Basic on their CST English/Language Arts test. High school graduation rates vary among the cities, with Los Angeles, Fresno and Oakland graduating approximately 70 perecent of youth in four years and Watsonville and Sacramento graduating approximately 80 percent of youth in four years.

TABLE 1: COMMUNITY DEMOGRAPHICS

	Oakland	Sacramento	Los Angeles	Watsonville	Fresno
Population[1]	372,247	446,721	3,770,590	43,752	471,722
Race/Ethnicity	24.7% White (non Hispanic) 30.4% African American 25.3% Hispanic or Latino 15.2% Asian	38.3% White 14.2% African American 24.8% Hispanic or Latino 17.1% Asian	29.3% White 9.7% African American, 48.5% Hispanic or Latino 10.4% Asian	17% White .9% African American 77.1% Hispanic or Latino 3.8% Asian	34% White 7.9% African American 44% Hispanic or Latino 11.5% Asian
Total School Enrollment[2]	66,493	83,750	756,675	11,304	110,316
% of children under 18 in poverty[3]	26.2%	23.7%	28.2%	25.8%	33.4%
% receiving Free and Reduced Lunch ('07–'08)	69%	64.9%	69.3%	63.3%	79.6
Percent Basic and Above on CST English/ language Arts Test (2007-2008, all grades)	63%	73%	67%	63%	64%
% of HS freshman graduation in 4 years[3] ('08)	69.1 (OUSD)	76.7 (Sacramento City Unified)	70.1 (Los Angeles Unified)	79.4 (Pajaro Valley Unified)	68.8 (Fresno Unified)

1 Population, race/ethnicity and school enrollment and poverty data are from the American Community Survey 2005-2007 (www.census.gov) **2** School enrollment is preschool through 12th grade **3** California Department of Education Data Quest

Local Context

In each of the target cities, themes surrounding the challenges and opportunities in providing summer programming emerged through interviews with key administrators and providers.

Los Angeles: Switch from year-round calendar to traditional calendar creates capacity issues in summer

Los Angeles Unified is nearing the end of a $20 billion bond initiative to build, repair or expand hundreds of schools. By 2012, virtually all schools in LAUSD will be back on the traditional calendar, sending an influx of hundreds of thousands of additional youth onto the streets in the summer.

Interviews with top-level administrators at LAUSD and LA's Office of Recreation and Parks revealed the strain this influx is putting on the city's infrastructure for summer programming. Both agencies stated that neither schools nor Recreation and Parks are adequately funded to handle the shift. Recreation and Parks served an additional 30,000 youth during summer 2008 and LAUSD served an additional 20,000 youth in 2008, an increase both agencies attribute to the changing school calendars. Still, Recreation and Parks has long waiting lists for its summer programs, and cuts to city general funds will only make those lists longer. In 2008, LAUSD and LA City Recreation and Parks together served, at most, 31 percent of the school-age youth in the city. With more than 60 percent of youth in LAUSD qualifying for free and reduced meals, there are currently hundreds of thousands of low-income youth not served each summer. When LAUSD canceled all elementary and middle school summer school for 2009, the number of youth without a free or low-cost summer program option more than doubled.

Oakland: Summer programming lacks coordination at the city level

Oakland has resources, leaders, and expertise in summer programming, yet lacks meaningful partnerships between agencies with shared goals. For example, Oakland Unified combines several small pots of funding to provide afternoon enrichment at some of its school sites, when many cities partner with Parks and Recreation to fill that need. Oakland Parks and Recreation is conducting evening outreach with troubled, disconnected youth in the city and providing them with job training, sports, and a well-rounded meal. The Youth Employment Partnership, a CBO administering summer jobs programs, is targeting the same disconnected youth with paying jobs, yet the agencies compete for funding instead of working together. This competition for limited funding and staff results in fewer overall slots for low-income youth in summer programs. Oakland needs a strong leader to spearhead collaboration in the summer.

The common thread through Oakland's publicly funded summer programs is the Oakland Fund for Children and Youth, created by Measure K in 1996 through a mandatory one percent of the city revenue. The fund provides annual grants for summer programming to schools, CBOs and city agencies. Measure K was replaced by Measure OO in 2008 through a contentious ballot initiative and further revised by Measure D in July 2009. Measure D will incrementally raise the level of the city revenue set aside for youth programs to three percent of unrestricted general purpose fund revenues as of July 1, 2009, subject to renewal every 12 years. Although OFCY's investment in summer is modest at $1 million annually (seven percent of OFCY budget), its ability to reach a variety of youth programs across diverse settings makes its structure appealing for building collaboration among youth-serving entities. In general, and in the case of OFCY, funding intermediaries provide access to quality supports that many programs wouldn't otherwise have. They also provide a platform for sharing information and resources that help to identify gaps and overlaps in service.

Sacramento: Fully integrated partnerships leverage and extend resources

Sacramento has the partnerships in place for a seamless net of summer opportunities for low-income youth, but still serves a relatively small percentage of youth with current public investment. Sacramento operators are successful at accessing and maximizing state and federal dollars for summer programming, but there is a lack of financial support at the city level when compared to a similar sized city such as Oakland. For example, Oakland's primary providers use a total of $4.4 million in city funding for summer programming, while Sacramento's providers only use $1.2 million. Despite that disparity, Sacramento Parks and Recreation has a high rate of public investment per youth served and did not reach capacity in 2008. With waiting lists in the thousands for summer jobs programs, there seems to be an opportunity to shift funding or programmatic focus to better meet the needs of local youth.

Sacramento Parks and Recreation is the common link between the major providers of publicly funded summer programs. Both Sacramento City Unified and Sacramento Parks and Recreation are fiscal agents for 21st Century CLC and ASES supplemental grants that fund afternoon enrichment programs to wrap around summer school. In addition, Parks and Recreation also administers the city summer jobs programs, providing a meaningful connection between the primary operators serving low-income youth in the city. A representative at Sacramento Parks and Recreation said that the long-standing partnership between local schools and Parks and Recreation for the START after-school program was driven by city leaders as a response to the availability of significant funding from Prop. 49.

Sacramento START is also building on its after-school expertise to enhance its academic focus in the summer by expanding into Twin Rivers Unified, a new school district with very little summer school funding. Instead of the school system operating a traditional remedial program, START will incorporate a learning component into its regular summer enrichment programming and provide a full day of programming instead of a wrap-around program.

Watsonville: Attendance is low; Offerings may not meet community needs

Watsonville is a community of low-income, migrant farm families. Conversations with representatives at Pajaro Valley Unified School District and Watsonville Parks and Recreation indicated that attendance is very low in summer programs. Although Watsonville Parks and Recreation had more than 800 youth enrolled in its summer camps in 2008, there was an average daily attendance of just 170. We heard similar information from an official at Pajaro Valley Unified, where participation in academic remediation programs in the summer is very low, even when deemed "mandatory." We were not able to identify a summer jobs program in Watsonville.

Fresno: School-year partnerships could be expanded to serve more youth in the summer

Publicly funded summer programs in Fresno are similar in availability and scope to the other target cities in school and workforce programs but seem to be very limited in Parks and Recreation offerings. Fresno community leaders are concerned about increasing gang involvement and declining high school graduation rates among local youth. However, strategies to address these problems do not yet appear to include efforts to increase public investment in opportunities for youth during the summer months.

Strong partnerships exist between Fresno Unified School District, Fresno PARCS, and the Fresno County WIB for the delivery of afterschool programs during the school year. These partnerships could effectively be leveraged to expand programming into the summer months. In addition to cross-agency collaboration, a partnership between Fresno Unified School District and the Fresno State University's Teaching Fellows program provides valuable staff capacity for out-of-school time programs. Teachers-in-training from Fresno State work in approximately 40 schools throughout Fresno during the school year with support from the Afterschool Education and Safety Program (ASES) and 21st Century Community Learning Center (CCLC) funding, but currently staff a much smaller number of schools in the summer.

Access and Participation in Summer Programming

Surveys were conducted with 250 youth in Oakland Unified and 250 youth in Los Angeles Unified as part of this study to capture information on summer program participation and barriers to access. In addition, six focus groups were conducted with 4th-12th grade parents and students in Oakland Unified to determine what parents and kids want and need in the summer.

Key Survey Findings

While the sample size is not large enough to make generalizations about how all of California's youth spend their summers, these data do point to some key issues and trends:

1. The majority of youth are not engaged in regular, organized activities such as summer school or summer camp in the summer.
2. There is a drop-off between the number of kids engaged in afterschool programs and those engaged in summer programs.
3. School-based programs serve significantly more youth than any other type of program. Parks and recreation programs are a distant second.
4. There are fewer summer program options for middle school youth than elementary school youth.
5. A substantial proportion of youth are taking care of themselves without adult supervision in the summer.

Key Focus Group Findings

- Kids and parents agree that programs need to include a balance of academically-focused activities, enrichment activities, and fun/recreation.
- Kids want hands-on learning, NOT traditional classroom learning; emphasized interest in on-the-job, arts-based, sports-based, and computer-based learning.
- In general, kids like mentoring programs and build close bonds with mentors who are close to their age.
- Most students and parents mentioned summer jobs programs as desirable, but also difficult to get into.
- School programs are best-known and viewed most favorably because of perceived staff qualifications, safety of site and ease of transportation. Parents want more opportunities to combine morning summer school with an afternoon enrichment wrap-around at the school site. Biggest barriers to obtaining their ideal summer: Cost, location/transportation, perceived safety of site or neighborhood, lack of information on what's available or scholarships and lack of access to a computer.

WHO DID WE SURVEY?

Two-thirds of students surveyed were in 4th or 5th grades and one-third were in middle school or high school. Sixty three percent of respondents reported receiving free or reduced-price meals.

LAUSD Key Findings

- Fifty four percent of youth reported attending neither summer school or camp
- Thirty eight percent of low-income youth reported attending summer school
- Thirty five percent of youth reported taking care of themselves most of the time during the summer
- Seventy three percent of youth attend an afterschool program; forty six percent attend in the summer

OUSD Key Findings

- Fifty nine percent of youth reported attending neither summer school or camp
- Twenty five percent of low-income youth reported attending summer school
- Forty three percent of youth reported taking care of themselves most of the time during the summer
- Forty two percent of youth attend an afterschool program; forty one percent attend in the summer

IV ANALYSIS AND FINDINGS

Programmatic Funding

The main focus of this resource scan was to examine a broad range of program opportunities for low-income, school-age children in the summer months when school is not in session. For purposes of this study, a summer program was defined as a set of organized activities for school-age children that take place during the summer months. The program is designed to meet a specific need or offer participants the opportunity to meet a specific goal. It has a specific schedule, requires that participants be enrolled in the program (i.e. not a "drop-in" program) and operates a minimum of eight hours per week.

Because of the definition of a summer program outlined above, a number of programs were not included in this analysis. Programs offered for a very short amount of time (for example, swimming lessons offered one half-hour per week for eight weeks) were excluded, as were programs offered on a drop-in basis. In some cases, as described in detail throughout this report, agencies were unable to separate funding and attendance information for the various programs they operate. In these cases, the data may include offerings that do not neatly fit the definition of summer program provided above.

The study team began by identifying four types of program providers that typically offer summer programs to low-income children and youth including:

- Local school districts (largest in each city)
- City parks and recreation departments (did not include county)
- Traditional childcare centers (data by county)
- Summer Jobs Program administrators (varies by city)

TABLE 2: DATA COLLECTED

Program Provider	Oakland	Sacramento	Los Angeles	Watsonville
Public Schools	x	x	x	x
Summer Jobs Programs	x	x	x	
Parks and Recreation	x	x	x	x
Child Care	x	x	x	x

TABLE 3: PROGRAMMATIC FUNDING: DATA DESCRIPTIONS

Program Provider	Data Source/Notes	Extent to which included programs serve/target low-income children and youth
Largest School Districts (5 out of 5 cities)	Included: Traditional summer school and afternoon enrichment wrap-around programs Included: The largest district in each city Excluded: Special education programs Excluded: Gifted and Talented programs, Migrant Education programs and partnerships with local colleges/ universities	• Traditional summer school programs, and all enrichment programs included in this study, are free of charge. • Most programs are geared to children who are failing or at risk of failing in school, which may tend to skew participation toward low-income children. • Average free- and reduced-lunch rate in the four districts is 67% for the school year.
City Parks and Recreation Agencies (5 out of 5 cities)	Included: All day camps (operating at least half day, five day a week) Included: All structured teen programs Excluded: Drop-in programs Excluded: Residential camps and aquatics and other lessons, when possible (see Data Caveats for fuller discussion)	• Each city parks and recreation agency offers some free and low-cost programming, but the percentage varies. • All agencies said they never turned away youth for inability to pay, but little is known about formal scholarships or the socioeconomic mix of programs that are at capacity.
Summer Jobs Programs (4 out of 5 cities)	Included: All summer jobs programs that are entirely publicly subsidized Included: WIA and CDBG programs that operate year-round Excluded: Privately subsidized summer jobs programs Excluded: School-year only programs	Funding mandates that programs serve only low-income youth.
Childcare Centers (5 out of 5 cities)	Included: Childcare voucher counts by county for the months of June-August 2008. Data is not available by city.	Childcare vouchers are only for low-income families.

Findings: Provider, Participant and Funding Data

In each city, school districts receive the highest level of public funding for summer programs and served the highest percentage of youth overall (see Table 4). While we know that generalizations about program sponsors are not possible because of the small sample size, we do believe that the data for morning summer school and summer jobs programs are the most representative of those collected. Enrollment/attendance counts for school and summer jobs programs in this study are generally unduplicated and therefore more accurate for calculations of public funding per participant and per participant per hour. In addition, we know that school-based programs are completely publicly funded and free-of-charge in the target cities, so the data captured gives a more complete picture of program budget than for providers that also rely on parent fees or other private sources.

TABLE 4: FINDINGS BY PROVIDER AND PARTICIPANT*

Program Sponsor	(1) REPORTED PROGRAM ENROLLMENT	(2) PROGRAM ENROLLMENT AS A PERCENTAGE OF TOTAL DISTRICT ENROLLMENT	(3) PROGRAM ENROLLMENT AS A PERCENTAGE OF DISTRICT LOW-INCOME ENROLLMENT	(4) TOTAL REPORTED PUBLIC FUNDING	(5) AVERAGE PROGRAM LENGTH (TOTAL HOURS)	(6) REPORTED PUBLIC FUNDING PER PARTICIPANT	(6) REPORTED PUBLIC FUNDING PER PARTICIPANT PER HOUR
Public Schools	171,300	19%	28%	**AM** $61,713,000 **PM** $10,892,000	**AM** 94 **PM** 94	**AM** $360 **PM** $415	**AM** $3.83 **PM** $4.40
Summer Jobs Programs	4,415	0.5%	0.7%	$8,388,000	240	$1,900	$7.92
Parks and Recreation	111,770	13%	18%	$9,755500	120	$87	$0.73
Childcare[5]	64,575			Not reported			

*Figures reflect only data collected for this study; see Tables 2 and 3 for details

Staff costs are generally lower for afternoon enrichment activities than for staff morning remediation classes, (mostly due to the use of certified teachers in the academic programs) so we would expect the public investment per youth and per hour to be less for afternoon programs than for morning programs. One possible reason it's not is that funding for afternoon enrichment is not as precise as funding for morning programming. Whereas funding for morning remediation is a reimbursement for the exact number of students served for an exact number of hours, ASES and 21st Century grants are based on a set formula regardless of school size or the number of youth served. We know that none of the afternoon enrichment programs included in this study were at capacity, which would increase the public investment per youth.

Summer jobs programs have the highest hourly public investment per youth largely due to the inclusion of funding for wages or stipends that youth earn during the program. Whereas other providers' primary costs are for part-time staff instructors, we expect summer jobs programs to have much higher costs because they also pay each youth at least the minimum wage. For example, a 240-hr summer job paying $6.55 per hour would cost $1,572 per youth in wages alone. The additional $500 in funding per youth is comparable to what other providers pay for staffing, facilities and administration.

[5] Childcare data by County: Oakland (Alameda County), Sacramento (Sacramento County), Los Angeles (Los Angeles County, Watsonville (Santa Cruz County), and Fresno (Fresno County).

TABLE 5: FUNDING FOR MAJOR PROVIDERS BY SOURCE*

Provider	Local Funding	State Funding	Federal Funding
Schools	$300,000	$54,314,000	$3,208,000
Parks and Recreation	$9,589,000	$140,000	$0
Summer Jobs	$6,975,000	$200,000	$180,000
Total	**$16,864,000**	**$54,654,000**	**$3,388,000**

*Figures reflect only data collected for this study in select cities; see Tables 2 and 3 for details

When broken down by funding source, the state of California is the primary funder of publicly subsidized summer programming in the target cities (see Table 5). While state funding is clearly paramount for schools, city funding plays an integral role in providing programming through parks and recreation and summer jobs programs. Although federal funding for summer jobs programs was abundant in the 1990s, the elimination of dedicated funding for summer youth employment in the Workforce Investment Act in 1998 has left the burden squarely on the shoulders of city governments.

Findings by Provider Type: Schools

TABLE 6: SCHOOL ENROLLMENT

District	District Enrollment 2007–2008	FARMS* Eligible
Oakland Unified	46,431	32,037 (69%)
Sacramento City Unified	48,446	31,454 (65%)
Los Angeles Unified	693,680	480,720 (69%)
Pajaro Valley Unified	19,420	12,292 (63%)
Fresno Unified	76,460	60,862 (79%)

*Free and Reduced-Price Meals

Program Characteristics

School-operated programs are very similar across jurisdictions. In all districts, traditional summer school consists of a morning remediation session that is generally four hours per day for four to six weeks for elementary, middle, and high school grades. We know that summer school serves primarily low-income students, but exact figures were not collected. Traditionally, summer school has been mandatory for students scoring "below basic" or "far below basic" on their standardized tests, and students are generally only allowed two absences during the summer school session without being dropped from enrollment. In California, summer school for high school students is targeted to students who have failed or are at risk of failing their exit exam and is more likely to be at least six weeks long. In some instances, summer school programs for older youth will incorporate college and career preparation components, but those cases are rare.

Most of the school districts in our sample also operate an afternoon enrichment component for younger youth (primarily elementary) that complements the morning remediation to provide a full day of programming. School districts generally contract with outside providers to run three-to-four hours of activities on school sites each day during summer school. In California, many districts rely on ASES and 21st Century Community Learning Center supplementary grants to fund the afternoon component. It is common for the same agencies that administer afterschool programs on site during the school year to run afterschool programs in the summer as well. These agencies range from city parks and recreation departments to large and small community-based and faith-based organizations. While certified teachers staff the morning programs, afternoon programs are more likely to be staffed by younger, less-experienced workers.

Funding Data

TABLE 7: SCHOOL PROGRAM FUNDING AND PARTICIPATION

OPERATOR: SCHOOL DISTRICT (TRADITIONAL SUMMER SCHOOL AND AFTERNOON WRAP-AROUND PROGRAM)

City	Funding Stream	Amount	No. of Youth Served	Public Investment per Youth
Los Angeles	State Hourly Reimbursement	$38,700,000	139,000	$353
	ASES	$8,100,000		
	21st Century CLC	$1,300,000		
	State General Funds	$950,000		
	TOTAL	**$49,050,000**		
Oakland	Title I (SES)	$1,790,000	5,800	$360
	District Funds	$240,000		
	Oakland Fund for Children and Youth	$60,000		
	TOTAL	**$2,090,000**		
Sacramento	State Hourly Reimbursement	$4,800,000	9,000	$587
	ASES	$364,000		
	21st Century CLC	$118,000		
	TOTAL	**$5,280,000**		
Watsonville	State Hourly Reimbursement	$1,400,000	5,000	$280
	TOTAL	**$1,400,000**		
Fresno	Title 1	$360,000	12,500	$423
	State Hourly Reimbursement	$4,933,000		
	TOTAL	**$5,293,000**		

The State Hourly Reimbursement funding stream is the largest source of funding for traditional summer school in California (see Table 7). Districts in LA, Sacramento, Fresno and SCUSD, PVUSD, and FUSD relied on State Hourly Reimbursement funding for summer school in 2008, and Oakland Unified used it in 2009 as well. The funding stream is designed to fund supplemental instruction programs before or after the regular school day, on Saturdays, during intersession, or during summer sessions for students in grades K-12 who are failing or are at risk of failing. In 2008, services were reimbursable at a rate of $4.09/hr per student and were capped for summer school at five percent of school district enrollment and 120 hours maximum per child. In LAUSD in 2008, reimbursement funding was cut by $8 million (roughly 20 percent) and caused the district to cut the elementary and middle school programs from six weeks down to four. In 2009, LAUSD did not offer any summer school because of budget deficits. Officials at Sacramento City Unified said that district funding was cut by 20 percent in 2008 and again by 20 percent in 2009, yet they served the same number of youth in 2009. Finally, while PVUSD served 9,000 students in summer of 2006 (30 percent of district enrollment), they were down to 5,000 in 2008 because of funding cuts. A district administrator attributes a "tremendous spike" in juvenile crime and violence in the summer of 2008 to summer school cuts.

Anecdotally, the study team heard from all school districts that the $4.09/hr rate of reimbursement is simply not enough to run a quality summer school program. In LAUSD, teachers are assigned by seniority based on the district's contract with the union. These experienced teachers are paid $65/hr with benefits, plus a differential for teaching in the summer. With class sizes limited to 20, schools are being asked to pay for administrative and clerical costs, transportation, supervision/security, and electricity in addition to teachers' salaries for roughly $80/hr per classroom. In order to cut costs while still serving the same number of youth, SCUSD co-located all middle school and high school programs this summer and combined several elementary school programs into each building in use. According to school and parks and recreation representatives, the challenges of co-location include safety of middle school youth on high school campuses, higher costs for transportation, and limited shared space, such as gymnasiums and cafeterias. Overall, the co-location saved the district money on energy costs.

In 2009, the Supplemental Instruction program underwent significant changes. Through 2012-2013, Supplemental Instruction dollars are no longer restricted to providing academic instruction but can be used "for any educational purposes." In addition, the funding amount for 2008-09 and for 2009-10 is tied to the number of hours reimbursed (and the amount of money accessed) in 2007-08. Districts will automatically receive the same percentage of the state's Supplemental Instruction budget that they received in 07-08. This is calculated individually for the state's budget amounts in each of the four categories (Core Academic, Retained or Recommended for Retention —Grades 2-9, Low STAR—Grades 2-6, Remedial).

TABLE 8: STATE HOURLY REIMBURSEMENT FUNDING CATEGORIES AND BUDGETS

Spending Categories	2008-09	2009-10	2009/10 Deferral
Core Academic (aka: "summer school")	$74,143,000	$65,302,000	$22,036,000
Retained or Recommended for Retention	$51,360,000	$48,171,000	$12,330,000
Low STAR	$17,924,000	$16,423,000	$4,690,000
Remedial (aka: CAHSEE Remedial)	$212,647,000	$199,430,000	$51,061,000

ASES and 21st CCLC

Many school districts, including LAUSD and SCUSD, use supplemental funding from ASES and 21st Century Community Learning Center grants to run afternoon enrichment programs in the summer. When $550 million in Prop. 49 funding for ASES was triggered in 2007, school-year program were the first funding priority. Once all school year needs were exhausted, the state would then start allocating supplemental dollars for summer, intersession, and overflow. In theory, these funding sources could be used for widespread service delivery in the summer. However, the state spent about $330 million to grandfather in currently funded school-year programs and had only $220 million left to cover $600 million in new requests for school-year funding. Clearly, with school-year needs far from met, the state was not able to allocate any new supplemental grants. Currently, supplemental grants for summer programming are only available to roughly 15 percent of grantees statewide that were grandfathered in. Since ASES was expected to serve 450,000 youth during the 2008-2009 school year (California Legislative Analyst's Office), the study team estimates that less than 100,000 were served in the summer statewide.

For those grantees that do receive supplemental grants for summer and intersession programming, funding is significantly less than for school year programs. ASES and 21st CCLC elementary and middle school grants follow essentially the same regulations. Supplemental grants can't exceed 30 percent of a grantee's base allocation for afterschool programs (which is based on a rate of $7.50 per child per day for afterschool programs). Given this formula, the maximum a school district could receive for each ASES Supplemental grant is $45,000 for elementary youth and $59,700 for middle school youth if combining before-school and after-school supplemental grants. Programming is required to operate at least 1.5 hours per day at a daily rate of $5/child for the before-school component plus three hours per day at $7.50/child for the after-school component. A school that received both ASES and 21st CCLC supplemental grants could potentially double this funding but would also be required to serve double the number of children. The ASES supplemental grants for afterschool included in this study's calculations averaged $15,000 in SCUSD schools and $42,000 in LAUSD schools. In total, about 175 schools in LA and 30 schools in Sacramento received ASES supplemental grants for summer 2008. In California, law requires that half of 21st Century funding goes to teen programs, and many schools use it to fund the year-round ASSETS (After School Education and Safety for Teens) program in high schools. Summer programming is allowed but not required under ASSETS guidelines so it's not known how many high school grantees actually offer summer programming for teens.

Title I Funding

Title I is part of the No Child Left Behind Act (NCLB) and the largest and oldest federal education program, serving 12.5 million children in over 50,000 schools. Funds are targeted to students and schools with high percentages of low-income families. The overarching goal of Title I is to provide extra academic support to low-income students through a variety of strategies, including extended programs such as summer and afterschool. While we know that Title I funds were used in at least two districts in our sample, the U.S. Department of Education does not require schools to track how much of their Title I funds are spent on summer, and this information is largely unavailable. Traditionally, Title I funds have been used to support remedial summer school programs, although it can also provide additional learning activities. Without explicit guidance on summer tracking from the USDOE, there is no systematic way to know how schools are using Title I funds for summer programming.

Findings by Provider Type: Parks and Recreation

Program Characteristics

Among this study's provider types, parks and recreation programs offer the greatest variety of summer programs. Program offerings in each jurisdiction generally fall into three categories: 1) programs that are free, 3-6 hours per day, and relatively unstructured; 2) programs that are moderately priced, 6-8 hours per day, and more structured; and 3) programs that are entirely fee-based, 8-10 hours per day, and include structured activities and field trips.

Day camps, such as those described above, are usually offered for youth in grades 1-6. For teens and older youth, parks and recreation agencies offer afternoon, evening, and weekend programs geared toward either safe social interaction or vocational training and career preparation. Teen programs generally take place in city recreation centers. In most cities in this study, parks and recreation staff partner with local school districts or other community agencies for referrals of disconnected, at-risk or out-of-school youth for intervention. These programs are free and are the most likely to serve the city's lowest income youth. In an effort to engage older youth, city officials in Oakland and LA described the benefits of keeping recreation centers open late in the summer for sports and socialization. The Oakland Police Department partners with Oakland Parks and Recreation to offer a midnight basketball program in the summer that encourages goodwill between teens and law enforcement. LAUSD also partnered with LA City Recreation and Parks to keep eight parks open late in the summer of 2008. Such actions are seen as strong public safety tactics in cities where juvenile crime is a serious concern.

Funding Data

Funding and attendance data for parks and recreation programs is the most difficult to compare across jurisdictions. Because many agencies are decentralized to the park or recreation center level, attendance data is not always collected uniformly. With the opportunity for youth to enroll in multiple camps each summer, unduplicated counts of youth served were not possible with current data collection methods by agencies, and agencies are often not able to distinguish attendance in a short weekly or bi-weekly lesson from attendance in a full-day camp. Further complicating data collection is the fact that summer programs are often not planned or budgeted for separately from the rest of the year. Therefore, estimates of the percentage of annual budgets used in the summer were necessary in some cases. Monthly spending on part-time labor costs were also used as a proxy for the amount of public funding invested in summer programs. Part-time labor estimates will include aquatics programs and other lessons that may or may not be included in attendance counts, even though they do not fall within the definition of a summer program for the purposes of this study. Finally, unlike school and summer jobs programs, it is very difficult to know the camps that are most heavily subsidized by public dollars and therefore most likely to serve low-income youth. The exception to this final caveat is Watsonville, where only subsidized programs are represented in the figures below. In Fresno, programs that were entirely fee-based were not included in counts. We assume because of the very low public investment per youth in its free programs that Fresno PARCS receives substantial private or in-kind support for those programs.

TABLE 9: PARKS AND RECREATION PROGRAM FUNDING AND PARTICIPATION

OPERATOR: PARKS AND RECREATION AGENCY

City	Funding Stream	Amount	No. of Youth Served	Public Investment per Youth
Los Angeles	City General Funds	$4,700,000	100,000	$47
	TOTAL	**$4,700,000**		
Oakland	City General Funds	$3,200,000	9,000	$383
	Oakland Fund for Children and Youth	$250,000		
	TOTAL	**$3,450,000**		
Sacramento	City General Funds	$939,000	1,500	$626
	TOTAL	**$939,999**		
Watsonville	City General Funds	$500,000	170	$3,764
	California Corrections	$140,000		
	TOTAL	**$640,000**		
Fresno	City General Funds	$26,000	1,100	$24
	TOTAL	**$26,000**		

City general funds are the primary source of public funding for parks and recreation programs (see Table 9). The public investment per youth figure varies widely in this data. Data collection systems in parks and recreation agencies, which were not designed to cull out summer data, produced both under-reporting and over-reporting in many cases.

All parks and recreation agencies charge parent fees. Sliding scales based on income are often used to determine fee structure and scholarships are often given to youth who are not able to pay. We heard from all agencies that youth are never turned away for an inability to pay, but more information is needed on the level, numbers, and funding source of scholarships given, as well as on whether priority is given to paying customers.

Sacramento was able to provide the most detailed data on parks and recreation programming. They offer many free or low-cost camps that operate full day for 6-8 weeks in the summer. Interestingly, though, their programs were not at full capacity. Accordingly, we would expect the public investment per youth to be somewhat higher than average to account for lesser numbers of youth being served.

In both Los Angeles and Oakland, we assume that attendance figures are not unduplicated counts and therefore may overstate the number of youth served and lower the public investment per youth. Both LA and Oakland officials reported their programs were at full capacity with waiting lists. Like other parks and recreation departments, LA uses a combination of parent fees and city funding to provide its programming. In its largest facilities, known as self-sustaining centers, the city offers 3-4 fee-based camps each summer with moderate to high fees and uses little to no city funds at those sites. Smaller parks and recreation facilities are found in lower-income areas of the city and charge the lowest fees at about $25 per week. Mid-size facilities operate with half fees and half city funds.

In Watsonville, if the number of youth enrolled in the program (850) attended daily, its public investment per youth would be closer to $750. In general, we expect public investment per youth in parks and recreation programs to be somewhat similar to school programs. Although morning staff in school programs are much more expensive than in parks and recreation programs, parks and recreation programs run for more weeks of the summer.

Findings by Provider Type: Summer Jobs

Summer jobs programs generally fall into three categories:

- Classroom job skills and life skills training, often coupled with a stipend
- Combination of training and publicly subsidized paid work experience (often in a city agency)
- Privately subsidized job placement

This study focused on the first two types of programs listed above, which are entirely publicly funded. Also, because summer jobs programs often serve older, out-of-school youth, they generally operate year-round in all cities. The information included for this study focused just on the programming offered in the summer.

Program Characteristics

The length of jobs programs vary, with programs focused on life skills training operating 10-20 hours per week, and programs with a paid work experience component operating 20-40 hours per week. Programs usually run for eight weeks during the summer and serve youth from ages 14-24. Funding requirements for summer jobs programs almost always require them to exclusively serve a low-income or very low-income population. Across the board, summer jobs programs are at capacity with waiting lists in the thousands in all cities studied. We know there is tremendous unmet need in the low-income community for these programs.

All three cities with summer jobs programs offer a program centered on beautification and environmental protection, usually through the city's public works department. Cities also offer direct placement in paid jobs or internships with local businesses and non-profit organizations. Finally, vocational training, career exploration, and other services are offered year-round through funding from the Workforce Investment Act (WIA). In 2008, Fresno County Workforce Investment Board did not have a formal summer jobs initiative, therefore only those youth who were eligible for WIA year-round youth services participated in its programs during the summer months.

Unlike the other types of programs included in this study, summer jobs programs are administered by a different agency in each city: Los Angeles–City Community Development Department; Sacramento–Parks and Recreation Department; Oakland–Youth Employment Partnership (a local CBO); Fresno–County Workforce Investment Board. Much more attention is needed to understand the implications of various administrative structures, but the differences are noteworthy nonetheless.

Funding Data

Summer jobs programs are funded by the most diverse mix of city, state, and federal dollars among the four sponsors (see Table 10). They are also the most expensive per youth, because of stipends and wages, and serve the lowest percentage of youth in each city. While administration and funding for summer jobs programs may vary from city to city, the public investment per youth and the demographics of youth served are the most consistent among the four sponsors. Most federal funding streams follow a formula of $1,500 per youth for a summer jobs programs, and the data we collected aligns with that figure.

TABLE 10: SUMMER JOBS PROGRAM FUNDING AND PARTICIPATION

OPERATOR: SUMMER JOBS PROGRAMS

City	Funding Stream	Amount	No. of Youth Served	Public Investment per Youth
Los Angeles	General City Funds	$4,000,000	2,800	$2,179
	County Funds	$2,100,000		
	TOTAL	**$6,100,000**		
Oakland	Measure Y–Mayor's Summer Jobs	$250,000		
	City–Public Works	$249,000		
	Oakland Fund for Children and Youth	$150,000	614	$1,546
	State Violence Prevention	$200,000		
	Workforce Reinvestment Act	$100,000		
	TOTAL	**$949,000**		
Sacramento	City Revenue–Lighting and Landscape Tax	$226,000	213	$1,436
	Workforce Reinvestment Act	$40,000		
	Community Development Block Grant	$40,000		
	TOTAL	**$306,000**		
Watsonville	N/A			
Fresno	Workforce Reinvestment Act	$40,000	790	$1,181
	TOTAL	**$306,000**		

In addition to public funding, many summer jobs programs rely on private investment or subsidized jobs from the private sector for programming. The Los Angeles Hire LA regional youth employment initiative served an additional 7,200 youth year-round through partnerships with LAUSD, the LA Chamber of Commerce, and the local community college district. In 2009, the mayor of Los Angeles announced the city will provide jobs to 7,400 youth through $20.3 million in stimulus money, raising the total number of youth served from 10,000 in FY 2008 to 16,000 in FY 2009.

Findings by Provider Type: Childcare

TABLE 11: CHILDCARE VOUCHER COUNTS

Childcare Figures (by County, avg. monthly enrollment, June-Aug. 2008 unduplicated counts)	**No. of Vouchers**	**Total Funding Level***
Alameda	6,255	
Sacramento	8,009	
Los Angeles	43,519	
Santa Cruz	890	
Fresno	5,901	

*Data was requested but not reported

A substantial proportion of youth are taking care of themselves without adult supervision during the summer.

Program Characteristics

In the Association's ongoing investigations of public resources supporting summer programs, childcare vouchers, provided through the federal Childcare and Development Fund, are consistently cited as resources that provide for summer care for school-age children. Families with income at or below 85 percent of the state median income are eligible to receive funding, though eligibility requirements vary across states. The settings in which childcare vouchers can be used vary widely. Childcare vouchers can be used to purchase center-based care, group home care, family childcare, and in-home care — although the exact definition of who is included in each category varies across states and territories.

Whether summer is a priority time of service for eligible kids and families is not clear, and we suspect this varies from state to state. We know from a 2008-2009 Report of State and Territory Plans that some states do try to coordinate childcare services with programs such as Head Start, pre-kindergarten, and after-school programs. Seven states, in particular, contract with before- and after-school programs to promote seamless coverage.

The total number of youth who take advantage of childcare vouchers to pay for their summer care is unknown; our work, however, suggests that childcare vouchers support a very small proportion of the population of school-age kids in California and nationally. The study team's requests for the funding level of vouchers used in the summer months were not answered by the California Department of Education.

V SUMMARY AND IMPLICATIONS

When examining data collected from across the five target cities in the study, some common themes emerge with regard to the supply of and demand for publicly funded summer programs.

Coordination of summer programming across agencies presents a significant challenge, with local history, context, leadership and available funds determining the extent of relationships among public providers of summer programs.

- Summer programs for low-income youth are run by multiple entities, including the schools, parks and recreation departments, summer jobs agencies, and a variety of small and large nonprofit providers. Yet there is not a group, organization, or agency that works specifically to coordinate summer programs across these various groups.
- Even within some of the larger agencies, such as the school districts or the parks and recreation departments, information on summer programs did not reside in a specific office, nor did any one person have a full understanding of the range of summer offerings. Information had to be gathered from multiple offices to gain a clear picture of public investments in summer programming.

The supply of low-cost summer programs is extremely limited relative to the number of low-income children.

- While many children in California are benefitting from summer programs in the target cities, a huge gap still exists between the number of slots available for low-cost summer programs and the number of low-income school-age children.
- Roughly 75 percent of the school-age youth in each city are not accounted for in this study's attendance counts from large school district, parks and recreation and summer jobs programs. And many of those that are counted do not have programming for the whole summer.
- While this count is not fully inclusive of all summer opportunities in each city, it is likely that many low-income children are not participating in regular, organized activities during the summer.

The state of California is the primary funder for summer programs, but city funding is crucial for parks and recreation and summer jobs.

- Total reported State funding for summer: $53,254,000; primarily for school programs.
- A total reported $16,864,000 in city funding covers parks and recreation and summer jobs programs almost entirely.

Summer school is the biggest provider of programming, but funding cuts could be devastating.

- In 2008, LAUSD went from serving almost 20 percent of school-age youth in Los Angeles in 2008 to serving none in 2009. The superintendent was quoted as saying that 250,000 youth missed out on summer programs this year because of budget cuts.

Options for older youth are less available and at capacity.

- Summer jobs programs are very popular, yet expensive to administer. Each city receives at least 10 times more applications than there are slots. All waiting lists are in the thousands.
- Summer school for older youth is just for remediation and California High School Exit Examinatiaon (CAHSEE) prep.

Across the board, summer jobs programs are at capacity with waiting lists in the thousands in all cities studied.

VI OPTIONS FOR SUPPORTING SUMMER PROGRAMMING IN CALIFORNIA

The current funding environment in California makes the task of addressing the gap in summer programs a daunting challenge. However, it is a critical task for the future of California's children; there are ideas and strategies that can and should be explored to increase the number of children involved in high-quality summer learning programs.

1. Improve data collection and encourage coordination of funding for summer A recent report from the Education Commission of the States (http://www.ecs.org/clearinghouse/80/24/8024.pdf) showed that many states, including California, are unable to determine how much state education funding is being used to support summer learning programs.

This is because states often include summer school as an allowable use of either formula or categorical programs—such as Supplemental Instruction funds in California—but do not require districts to report on the amount of funds that were actually used to support summer programs. As a result, California is unable to determine the impact of its investments in summer programs. Improved data collection could yield important information relevant to efforts to close the achievement gap, while contributing to effective state financial oversight. Fortunately, state policymakers have some options to increase support for summer learning:

- Require that districts and schools report on the amount of 21st CCLC Supplemental Grant, ASES Supplemental Grant, Supplemental Instruction, Title 1 (including ARRA) and other state formula and categorical funding that is used to support summer learning programs.
- Align key state funding sources for summer programs, such as those focused on libraries, recreation, and juvenile delinquency to create comprehensive, full-day summer programming for low-income students. At the local level, for example, Sacramento Parks and Recreation administers their own summer programs in schools and parks, plus the city summer jobs programs, providing a meaningful connection between three primary operators serving low-income youth in the city. If state agencies were able to collaborate in the same way, funding streams could be leveraged to create more comprehensive programming. In other words, programs would serve the same or more youth over a longer period of time and with more variation in activities and services.

2. Encourage use of Title 1, including ARRA funds, for summer learning programs California receives almost $1.5 billion per year in federal Title 1 funds, and through the American Recovery and Reinvestment Act (ARRA), will receive additional Title 1 funds of about $1.1 billion in 2009-10 and in 2010-11 to support innovative education reforms. Much of this funding can be used to support high-quality summer learning programs, providing an unprecedented window of opportunity for states to invest in reforms proven to help close the achievement gap and turn around low-performing schools. In California, we have anecdotal evidence that much of the additional Title 1 money released in 2009 was used to backfill cuts in the state's education funding. This may not, however, be true for funding released in the 2010-11 school year. Communities should be encouraged to access some of this funding as well as the regular Title 1 allocation as part of the schools' and districts' efforts to boost student learning.

Following is a brief overview of key ARRA funding streams that can be used to support school improvement through summer learning programs.

KEY ARRA FUNDING STREAMS

Funding Stream	Amount	Summer angle	Timeline
Title I School Improvement Grants	$3.55 billion to low-performing schools with 5% state set-aside	Summer learning programs as key component of school improvement plans	-Draft RFP in, August, 2009 -Final RFP in Fall, 2009
Title I, Part A	-$10 billion (ARRA) -$14 billion (Annual FY2009 appropriation) -$24 billion total to districts with 5% state set-aside	Summer programs to accelerate learning for low-income students, with flexibility for academic enrichment and community partnerships	-50% ARRA awarded April, 2009 -Remaining 50% September 1st -FY2009 funds released in two rounds- July and October, 2009
Race to the Top	$4.35 billion to Governors with 50% to districts	Summer learning programs as part of state and district strategy to turn around low-performing schools as outlined in RTT RFP	-Phase I apps due December, 2009 -Phase 1 awards, February, 2010 -Phase 2 apps due May, 2010 -Phase 2 awards September, 2010
Innovation Fund	$650 million to districts and district/non-profit partnerships	Develop, implement, replicate, evaluate, and scale up successful summer programs	-Draft RFP in September, 2009 -Grants in early 2010

State and local policymakers can most effectively utilize Title 1 and ARRA funds for summer learning by considering the following policy options:

1) Encourage and/or require districts and schools receiving Title I School Improvement Grants to include summer learning programs as a component of their school improvement plans;

2) Encourage districts and schools to utilize Title I, Part A funds to support summer learning programs, including those that include academic enrichment and community partnerships;

3) Include summer learning programs as a component of state and district plans to turn around low-performing schools as part of California's Race to the Top application;

4) Districts and district/non-profit partnerships with successful summer programs should apply for the Investing in Innovation fund and align their application with the state Race to the Top application.

5) Leverage existing state and local funding sources for summer programs, such as summer school, parks and recreation, libraries, and juvenile justice to create comprehensive and cost-effective summer programs;

6) Use a portion of the state set-aside for Title I (both Part A and SIG) to fund technical assistance and capacity-building efforts at the state and district level;

7) Use ARRA funds to invest in one-time costs that build sustainable infrastructure for summer programs such as professional development, data collection, materials, and policy development.

3. Reorganize federal afterschool funding As mentioned earlier in this document, California receives $140 million in federal dollars for after school programs each year through the 21st Century Community Learning Centers program (21st CCLC). The state may spend this money on before-school, after-school, or summer/intersession services for students but currently a vast majority of this funding is dedicated to school year-only programs. California could improve its 21st CCLC program in the following ways:

- Set aside a percentage of the funding for summer programs
- Encourage applicants to create year-round programs for students
- Reduce administrative hurdles for applicants
- Increase the daily per child rate so all providers can offer high quality after-school and summer programs

A bill was introduced in the California Legislature in 2009 that addressed these issues (SB 798, DeSaulnier). This legislation should be closely examined and prioritized.

4. Document effective fee structures to expand availability of free or low-cost parks and recreation programs There is great variability among the cities in this study with regard to use of public and private funds for summer parks and recreation programming. Based on this preliminary analysis, it seems as though Los Angeles and Fresno may be stretching their public dollars farther than other jurisdictions. It would be helpful to document more clearly how parent fees, public support and private or in-kind support are used in concert to reach capacity while still serving a high proportion of low-income youth.

5. Explore possible restructuring of ASES funding priorities We estimate that roughly 100,000 youth in California are currently served in the summer through the existing ASES supplemental grants, which represents a large drop-off from the number of youth served by after school programs and by summer schools. The current ASES funding priorities as defined legislatively, require that all elementary and middle schools—regardless of income level—receive after school grants prior to the alloation of supplemental grants—for summer and intercession programming. There may be an opportunity to reassign these priorities so that schools serving low-income families

have priority access to supplemental funds before upper-income schools become eligible for after-school grants. This strategy would better align the number of after-school and summer slots in communities where public support is needed for children to be able to receive services. It would also provide an opportunity for children in remedial summer school in lower-income communities to have full-day comprehensive programming and/or summer programming over a longer period of time.

6. Increase public and private investment in summer jobs One of the greatest unmet needs in summer programming is for summer jobs programs. Less than one percent of school age youth in each city in this study were served by summer jobs programs. There is a great opportunity to prioritize summer jobs programs in the state, access untapped federal funding and engage the business community in a more meaningful way. Cities like Los Angeles and Baltimore are providing thousands of paid jobs to youth each summer through commitments from the private sector. Moreover, city agencies and school districts are partnering with workforce programs to provide paid summer employment in city facilities, parks and offices. Cities and states should consider finding ways to provide incentives for business participation in summer youth employment programs.

7. Consider developing additional state funding streams for summer learning programs As the economy improves, we recommend identifying a funding stream for summer learning programs at the state level. This effort could start with a pilot program to evaluate the impact of increased participation in high-quality summer programming on youth academic, health, and social outcomes, or on school improvement at select sites. Research shows that regular attendance in high-quality summer learning programs has a significant, positive effect on math and reading, grade promotion, high school graduation, and parent involvement. A competitive grant process to design and implement a research-based summer learning program would provide an incentive for LEAs and community partners to think strategically about focusing their resources on summer programming and improved outcomes for youth. A research-based summer learning program design would encourage schools and community partners to:

- **Increase the duration and intensity** of programs to a comprehensive, 6-8 week, full-day model.
- **Expand participation** to all youth who are either struggling academically, or who qualify for free and reduced-price meals.
- Ensure programs employ **a blended approach of both academic learning in core subject areas AND hands-on activities** that foster critical 21st century competitiveness skills like collaboration, innovation, creativity, communication, and data analysis.
- **Focus on health and fitness** to prevent summer weight gain. Programs could connect to a variety of existing resources, including state and local health agencies and state universities for outreach and extension services.
- **Strengthen and expand partnerships** between schools, community-based organizations and public agencies that provide summer activities to align and leverage existing resources, identify and meet gaps in service, improve program quality, and develop shared outcomes for summer success.
- **Provide incentives to youth that improve attendance and engagement by making enrichment activities** such as arts, music, sports, and free breakfast and lunch through the federal Summer Food program an essential component of summer programs.
- **Provide innovative professional development** for educators and youth development professionals, and ensure summer programs offer teachers a chance to test new models of teaching and gain valuable leadership experience.

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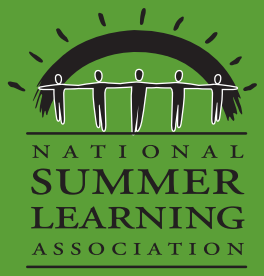

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To connect and equip schools and community organizations to deliver quality summer learning programs to our nation's youth to help close the achievement gap and support healthy development.

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