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Introduction

In accordance with the City Auditor’s 2002-03 Audit Workplan, we reviewed the School Age Growth and Enrichment Program (SAGE) of the Department of Parks, Recreation, and Neighborhood Services (PRNS)—Recreation and Community Services Division. We conducted this audit in accordance with generally accepted government auditing standards and limited our work to those areas specified in the Scope and Methodology section of this report.

The City Auditor’s Office thanks PRNS—Recreation and Community Services Division for their time, information, and cooperation during the audit process.

Background

The Department of Parks, Recreation, and Neighborhood Services (PRNS) manages the City of San Jose (City) after-school programming that targets elementary and middle school students. In 1987, the City began the School Age Growth and Enrichment Program (SAGE) in 30 elementary and 29 middle schools as an attempt to provide after-school programming. PRNS reported that SAGE was designed to combat statistics that indicated that youths are more likely to commit crimes or be the victims of crimes between 3:00 p.m. and 7:00 p.m. The SAGE program is an umbrella that comprises many school-age components including:

- Safe, supervised school playgrounds,
- Recreation activities to include games, sports, arts, and crafts,
- Homework and tutoring time,
- Specialized programs, such as theatre arts, music, and cultural diversity,
- Saturday sports leagues,
- Summer-day camps, and
- Cooperative programs with other City Departments and community-based organizations.

In addition to the SAGE Programming, PRNS also administers two closely related programs-Literacy, Education, Arts, Recreation Nurtures Students Program (LEARNS) and After-School Enrichment Program (ASEP). These programs are

similar to SAGE, but differ in funding sources, program hours, and program structure. The following exhibit compares the three programs.

Exhibit 1 Comparison Of SAGE, LEARNS, And ASEP Programs

	SAGE		LEARNS	ASEP
	Elementary School	Middle School		
Student-To-Staff Ratio	25 to 1	20 to 1	20 to 1	20 to 1
Days Of Operation	5 days per week	1 to 5 days per week	5 days per week	5 days per week
Hours Of Operation	Minimum of 2.5 hours per day	6 to 10 hours per week	4 to 5 hours per day	4 to 5 hours per day
On-Site Supervisor	Recreation Leader	Recreation Leader	Site Coordinator	Site Coordinator

SAGE Elementary School Programming

The SAGE elementary school sites operate a minimum of 2.5 hours per day, five days a week for 34 weeks. Of the 33 elementary schools with SAGE sites, five operate year around for 48 weeks. Of these five schools, four will change to operate for 34 weeks a year beginning in September 2002. This is due to Franklin McKinley School District’s conversion of several schools from a year around schedule to a traditional school year schedule. Children are required to have a signed permission slip on file at each site in order to participate in SAGE activities.

SAGE Middle School Programming

SAGE middle school programs provide six to ten hours of activities per week for 34 weeks. Middle school SAGE activities are generally limited to small group activities, such as cooking, sewing, bowling, and archery clubs. Middle school SAGE programs do not provide on-going supervision of middle school playgrounds and facilities.

LEARNS

In May 1999, PRNS formed a consortium with six school districts and received a \$2 million grant from the California Department of Education to provide an integrated after-school program (LEARNS) at 19 elementary school sites and four middle school sites. In order to participate in the LEARNS program, a school's student population must test below the 50 percent percentile in State testing (SAT-9, STARS), and at least 50 percent of the school population must receive free and reduced lunches. Currently, the program is offered at 17 elementary school sites and two middle school sites. The program is funded through 2004-05. Each LEARNS location has a site coordinator (LEARNS grant funded) and recreational leaders (SAGE funded). In addition, the LEARNS grant provides funding for nutrition, cultural enrichment activities, and a parent to teacher meeting. The State reimburses the City for expenses at a rate of \$5.00 per day for each child who participates in the program. Children must attend a minimum of three hours per day, in order for the City to receive the State reimbursement.

ASEP

In December 2000, the City Council awarded San Jose Schools/City Collaborative Healthy Neighborhood Venture Funds (HNVF) to enhance nine existing after-school programs. ASEP is funded for 18 months through June 2003. The City selected five lead agencies to operate ASEP as LEARNS-type programs at seven elementary schools. These lead agencies are the YMCA, Mexican American Community Services Agency, Cross Cultural Community Services, Career Training Center, and PRNS. The HNVF grant funds a site coordinator, nutrition, cultural enrichment activities, and additional supplies for each ASEP site.

An example of an ASEP site is O.B. Whaley Elementary School. This site has a YMCA site coordinator and 5 recreational leaders. The site is open from 2:00 p.m. to 6:00 p.m. Monday, Tuesday, Wednesday, and Friday, and from 1:00 p.m. to 6:00 p.m. on Thursday. This program is structured after the LEARNS program in that it is open until 6:00 p.m., and offers snacks, homework and tutoring components, and recreational opportunities. The students sign in on pre-printed name forms.

Additional SAGE Programming

PRNS also offers SAGE programming at 30 sites during the summer break and sponsors recreation sports programs in each City Council District (three sports per year in each City Council District). During the summer school break, PRNS offers SAGE elementary programming at two school sites per City Council District on a drop-in basis. These sites operate six hours a day, five days a week, for eight weeks. Each drop-in site has a minimum of two recreational leaders. In addition, PRNS also operates a fee-based summer day camp in each City Council District. The day camps operate six hours a day, five days a week, for eight weeks with a minimum of four recreational leaders per camp. PRNS offers sports programs for youths aged five to 11, including sports clinics, practices, and Saturday games.

PRNS Plans To Evaluate After-School Programming

In his Mayor's March Message for 2002-2003, the Mayor directed the City Manager to conduct a thorough inventory and analysis of the City's current after-school programs, addressing the following goals: 1) Ensure that all children in the City of San José have access to quality after-school programming and 2) Identify and eliminate any unnecessary overlap of services to create enhancement capacity within existing City services and resources. In response to the Mayor's Message, PRNS reported

PRNS will conduct a thorough inventory and analysis of the City's current after-school programs by December 2002. This analysis is to identify any overlap of services or duplication of management that could be eliminated to further enhance existing resources and/or to create new after-school service models. The methodology will include the following:

- *Inventory and assessment of programs;*
- *Statewide best practices for successful after-school programs;*
- *Gap analysis;*
- *Staffing analysis to review direct service to management ratios;*
- *Explore opportunities to create cohesion in any fragmented program areas; and*
- *Explore opportunities to pilot new service delivery models.*

SAGE Budget And Staffing

In 2001-02, PRNS' budget for the SAGE program totaled \$3.7 million. This amount included \$3.3 million in personal services and \$0.4 million in non-personal services. Personal services included almost 90 full-time equivalent positions (FTEs), including one full-time Recreation Supervisor and ten full-time Recreational Program Specialist positions. PRNS assigned these 90 FTEs to specific community centers. The remaining 79 FTEs were part-time, non-benefited recreational leader positions. The SAGE program maintained a pool of about 288 part-time recreational leaders, of which 238 worked on a daily basis.

Scope And Methodology

Our audit objective was to assess and review SAGE 2001-02 program statistics for elementary and middle school sites. Accordingly, we obtained and reviewed program statistics for 59 SAGE, 19 LEARNS, and 7 ASEP school sites for September 2001 through March 2002. Specifically, we obtained and reviewed workload statistics, including attendance, staffing, and school enrollment figures. We also obtained information on the number of students enrolled in the program and total student body enrollment. Additionally, we calculated student-to-staff ratios for each site. We also analyzed the information by month and developed comparative information by City Council District, school type, and program type. We also determined Homework Center funding amounts awarded for each site in 2001-02. In addition, we obtained program cost information and interviewed program managers, analysts, and recreational specialists. Finally, we observed program operations at the following sites:

- Joseph George Middle School,
- Millbrook Elementary School,
- Montgomery Elementary School,
- O.B. Whaley Elementary School (ASEP),
- Anne Darling Elementary School (LEARNS),
- Olinder Elementary School (LEARNS),
- Sherman Oaks Elementary School (LEARNS),
- Hester Elementary School (LEARNS), and
- Trace Elementary School.

**Major
Accomplishments
Related To This
Program**

In Appendix D, the Director of Parks, Recreation, and Neighborhood Services informs us of SAGE's major accomplishments.

Finding I

Parks, Recreation, And Neighborhood Services Management Can Benefit From Additional SAGE Program Statistics

In 2001-02, the City of San Jose (City) operated 85 after-school programs at City facilities, elementary schools and middle schools. Parks, Recreation, and Neighborhood Services (PRNS) manages its School Age Growth Enrichment (SAGE) program in a decentralized, geographic manner. On a monthly basis, PRNS managers receive monthly summary reports detailing statistics on after-school programs—SAGE, Literacy, Education, Arts, Recreation Nurtures Students Program (LEARNS), and After-School Enrichment Program (ASEP). While this information is useful, additional program information would enhance PRNS managers' ability to evaluate SAGE. We reviewed key program statistics for all 85 program sites by City Council District (Community Service Area), school type, and program type. We found important differences in the program type, school type, and program location. We compared SAGE, LEARNS, and ASEP program statistics for September 2001 through March 2002 and identified the following:

- Nine of ten Community Service Areas' daily staffing levels were below recommended levels;
- Only 14 percent of the SAGE elementary school sites had student-to-staff ratios that were within the recommended guidelines;
- Average daily site attendance ranged from 32 students in Community Service Area 7 to 63 students in Community Service Area 5;
- Average daily attendance varied from 24 students at SAGE city facilities to 78 students at LEARNS elementary school sites;
- 60 percent of the SAGE elementary school sites averaged less than 50 students per day;
- 42 percent of the students signed up to participate in the City's after-school programs actually attended such programs;

- 60 percent of the students signed up to participate in LEARNS elementary school programs attended on a daily basis compared to 36 percent of SAGE elementary school students;
- Only 9 percent of the school population participated in after-school programs; and
- Only 15 percent of the school population participated in ASEP and LEARNS elementary school programs compared to less than nine percent of SAGE elementary school students.

In our opinion, PRNS management should use the results of our analysis in responding to the Mayor's March Message for 2002-2003, to conduct a thorough inventory and analysis of the City's current after-school programs. PRNS management should augment its management reports by including statistics on staffing ratios, average daily attendance, program participation, and school enrollment. Further, PRNS should use this information to evaluate program sites that may be operating below standards. In addition, PRNS should establish a process to notify those parents who wish to be informed when their child does not attend the after-school program for which the parent enrolled the child. Finally, PRNS needs to improve its website to make more comprehensive information available to students and parents.

Number, Type, And Location Of After-School Programs

In 2001-02, the City of San Jose operated 85 after-school programs at City facilities, elementary schools and middle schools. Specifically, the City operates 59 SAGE, 19 LEARNS, and 7 ASEP after-school programs at 58 elementary schools, 23 middle schools, and 4 City facilities, such as community centers. Exhibit 2 shows a breakdown of the City-operated after-school programs by program type and location.

**Exhibit 2 Summary Of City Operated After-School Programs
By Program Type And Location**

Program Location	Program Type			
	SAGE	LEARNS	ASEP	Total
Elementary Schools	33	18	7	58
Middle Schools	22	1	0	23
City Facility	4	0	0	4
Total	59	19	7	85

Source: PRNS.

PRNS has essentially aligned the program with City Council Districts, which are referred to as Community Service Areas (CSA).¹ Each CSA has at least seven after-school program sites. The complete listing of after-school programs by CSAs is shown in Exhibit 3.

**Exhibit 3 Summary Of City-Operated After-School Programs
By Community Service Areas (CSAs)**

CSAs	SAGE	LEARNS	ASEP	Total
CSA 1	5	1	1	7
CSA 2	7	2	1	10
CSA 3	3	8	0	11
CSA 4	10	1	1	12
CSA 5	3	4	0	7
CSA 6	5	2	0	7
CSA 7	7	0	0	7
CSA 8	7	1	2	10
CSA 9	6	0	1	7
CSA 10	6	0	1	7
Total	59	19	7	85

Source: Auditor analysis of PRNS data.

¹ The term Community Service Area (CSA) for the purpose of the report refers to an internal PRNS designation and is not the same as the CSA designation that is part of the City's Investing in Results initiative.

**PRNS’
Management Of Its
SAGE Program Is
Decentralized**

PRNS’ Recreation and Community Services Division manages its SAGE program in a decentralized, geographic manner. PRNS has organized the SAGE program into four community districts, each of which is under the control of a Recreation Superintendent. Each of the four community districts is subdivided into CSAs that Recreational Supervisors control. The four community districts and the number of CSAs in each district are shown below:

Community District	Number Of CSA’s	Number Of SAGE, LEARNS, ASEP Sites
Downtown	2	18
Southwest	2	14
Northwest	2	14
Eastside	4	39

Each CSA Recreation Supervisor supervises either one or two Recreational Program Specialists, who are responsible for overseeing several SAGE sites. PRNS usually assigns these Recreational Program Specialists to either elementary schools and City facilities, or middle schools. The Recreational Program Specialist that PRNS has assigned to CSA 6 (City Council District 6) is the only specialist that supervises both elementary and middle school sites. At the individual school sites, Recreational Leaders operate the program on a daily basis.

Appendix B shows the program’s current organizational structure, along with staffing and program result information.

**PRNS Program
Managers Receive
Monthly Summary
Reports**

On a monthly basis, PRNS managers obtain and review monthly summary reports for each CSA, listing SAGE, LEARNS, and ASEP program statistics. The monthly reports include information on the following items:

- Total Attendance by Gender
- Total Attendance
- Number of Days of Operation

- Average Daily Attendance
- Total Monthly Program Hours
- Total Monthly Participant Hours
- Maximum Attendance Capacity
- Number of Target Population
- Number of Volunteers
- Number of Volunteers Hours
- Number of Accident Reports
- Number of 9-1-1 Accidents
- Number of Surveys Collected
- Number of “Above Standard” Surveys

Management reports are an important tool in achieving management control of a program. The management reports, that PRNS management receives on a monthly basis, allow them to review key SAGE program statistics on attendance, program hours, and survey responses. In our opinion, PRNS should continue to generate these reports, but should expand the content of the reports to make them more meaningful.

PRNS Program Management Can Benefit From Additional Program Indicators

PRNS can augment the current information it receives on its after-school programs with information on participation and staffing levels. For each individual program site, we used monthly program information, together with information on program and school enrollment to develop program indicators that revealed key program trends. We developed this information for all 85 program sites by CSA, school type, and program type. In our opinion, program managers should use the following additional information in evaluating PRNS’ after-school programs:

- daily staffing levels;
- student-to-staff ratios based on daily attendance;
- average daily attendance as a percent of students enrolled in the program; and
- average daily attendance as a percent of total enrollment.

Appendix C has the complete listing of the program statistics we developed and analyzed for all 85 program sites.

**Nine Of Ten
Community Service
Areas' Daily
Staffing Levels
Were Below
Recommended
Levels**

PRNS has staffing guidelines for SAGE, LEARNS, and ASEP programs. The recommended staffing levels are either 25 or 20 students per recreational leader depending on the program or school type. Exhibit 4 shows this staffing breakdown.

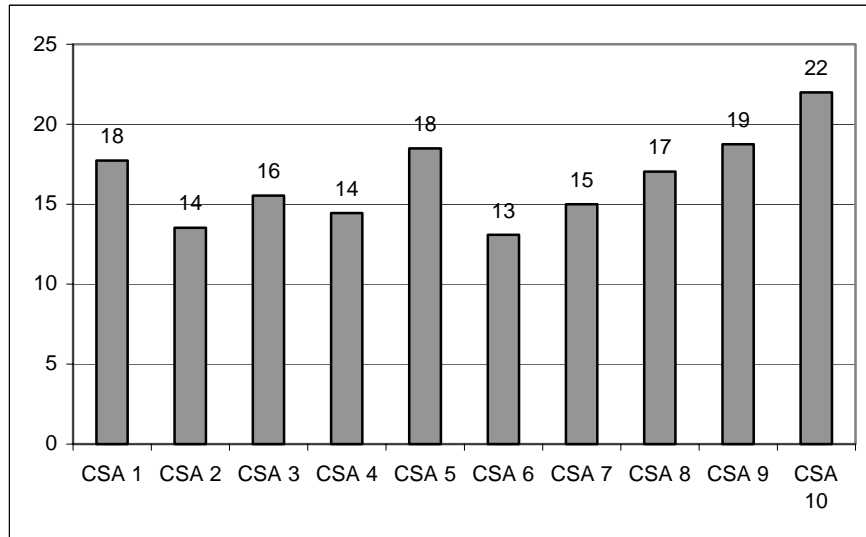
Exhibit 4 Summary Of PRNS Staffing Guidelines For SAGE, LEARNS, And ASEP Staffing Ratios For Elementary And Middle Schools

Program Type	Staffing Ratio
SAGE At Elementary Schools	25 to 1
LEARNS And ASEP At Elementary Schools And SAGE At Middle Schools	20 to 1

Source: PRNS.

We found that the actual staffing ratios for the after-school program sites were below the recommended ratios in nine of ten CSAs. As shown in Exhibit 5, the student-to-staff ratio based on average attendance ranged from 13 to 1 to 22 to 1.

Exhibit 5 Summary Of Calculated SAGE, LEARN And ASEP Staffing Ratios By Community Service Area (CSA)



Source: Auditor analysis of PRNS data.

We also found that staffing ratios based on average attendance by program type ranged from a student-to-staff ratio of 10 to 1 to 18 to 1. The LEARNS middle school site and City facilities had the lowest student-to-staff ratio based on average daily attendance — 10 to 1 and 11 to 1, respectively, as shown in Exhibit 6.

Exhibit 6 Summary Of Staffing Ratios By Program And Location

Program Type/Location	Student-To-Staff Ratio Based On Average Daily Attendance
ASEP Elementary Schools	18
LEARNS Elementary Schools	17
SAGE Elementary Schools	16
LEARNS Middle School	10
SAGE Middle Schools	17
City Facilities	11

Source: Auditor analysis of PRNS data.

Only 14 Percent Of The SAGE Elementary School Sites Had Student-To-Staff Ratios That Were Within The Recommended Guidelines

Upon further review of the student-to-staff ratios, we found that 11 percent of the SAGE elementary school sites had student-to-staff ratios of less than 10 to 1 and only 14 percent of the SAGE elementary school sites had student-to-staff ratios that were within the recommended guidelines. For safety reasons, PRNS officials indicated that there is a minimum of two leaders per site for all SAGE elementary programs. Exhibit 7 summarizes student-to-staff ratios by number and percentage of sites.

Exhibit 7 Summary Of Student-To-Staff Ratios By Number And Percentage Of Sites

Student-To-Staff Ratios	25 To 1 Student-To-Staff Ratio		20 To 1 Student-To-Staff Ratio	
	Number Of Sites	Percent Of Sites	Number Of Sites	Percent Of Sites
Less than 10 to 1	4	11%	6	12%
From 10 to 1 to 19 to 1	26	70%	31	63%
From 20 to 1 to 25 to 1	5	14%	7	14%
Greater than 25 to 1	2	5%	5	10%
Total	37		49	

Note: Numbers do not add to 100 percent due to rounding.

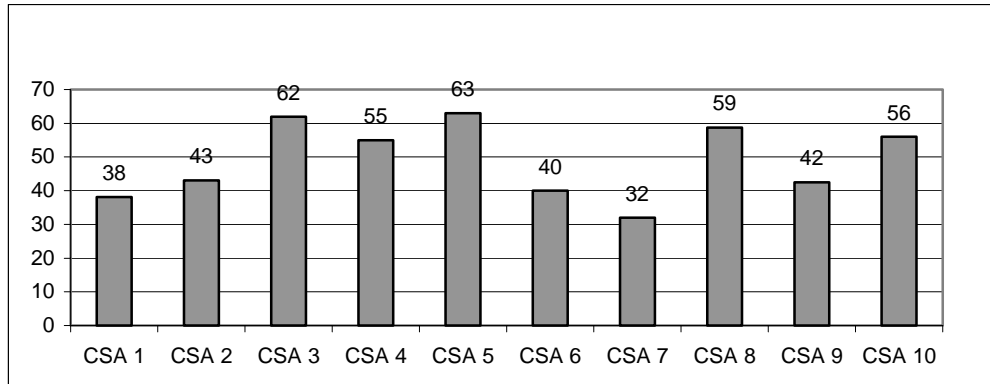
Source: Auditor analysis of PRNS data.

PRNS management indicated that it was not always possible to have the recommended student-to-staff ratio and that some school sites may require lower staffing ratios. In our opinion, the majority of the after-school program sites operating with staffing ratios less than the recommended target have more staff than necessary, resulting in higher program costs. PRNS management needs to establish acceptable ranges for student-to-staff ratios. Further, PRNS needs to periodically evaluate those sites with low student-to-staff ratios, and reassign recreation leaders to sites with high student-to-staff ratios. By so doing, PRNS can efficiently provide after-school services by ensuring that most, if not all, sites are operating within their recommended staffing ratios.

Average Daily Site Attendance Ranged From 32 Students In CSA 7 to 63 Students In CSA 5

We found that average daily site attendance by CSA was about 49 students per day and ranged from 32 students per day in CSA 7 up to 63 students per day in CSA 5. Exhibit 8 shows the range of average daily attendance per day by CSA.

Exhibit 8 Average Daily Site Attendance Per Day By Community Service Area (CSA)



Source: Auditor analysis of PRNS data.

Average Daily Attendance Varied From 24 Students At SAGE City Facilities To 78 Students At LEARNS Elementary School Sites

We also found that average daily attendance varied based on program type. Specifically, both LEARNS and ASEP elementary school programs had the highest average daily attendance, 78 and 76 students per day, respectively, while the SAGE elementary school program averaged 46 students per day. At the middle school level, SAGE programs averaged 30 students per day, compared to 29 students per day at the LEARNS middle school site. City facilities averaged 24 students per day. Exhibit 9 shows the average daily attendance per day by program type.

Exhibit 9 Summary Of Average Daily Attendance By Program Type And Location

Program Type/Location	Average Daily Attendance
ASEP Elementary Schools	76
LEARNS Elementary Schools	78
SAGE Elementary Schools	46
LEARNS Middle School	29
SAGE Middle School	30
City Facilities	24

Source: Auditor analysis of PRNS data.

It should be noted that some sites may actually have lower daily attendance than reported. Specifically, when we visited the SAGE site at Joseph George Middle School we found that the Recreation Program Specialist at the SAGE site was double-counting students. According to the Recreation Program Specialist, the SAGE site (a portable classroom) is open during the lunch hour and after-school. The Specialist indicated that if the same student dropped by the SAGE site at lunch and then again after-school, the Specialist counted that as two students. In April 2002, the Recreation Program Specialist reported a daily attendance of 190 students. However, after eliminating the double-counting of students, the actual daily attendance for the SAGE Program was only 60 students.

60 Percent Of The SAGE Elementary School Sites Averaged Less Than 50 Students Per Day

PRNS managers indicated that a strong and successful SAGE elementary school program is 50 students per day at each site. The officials also reported that when attendance falls below 50 students per day, additional marketing is needed. We found that about 60 percent of the SAGE elementary school sites had attendance that averaged less than 50 students per day. Specifically, we found that 20 of the 33 SAGE sites (61 percent) had average daily attendance below 50 students per day. Exhibit 10 shows the list of 20 SAGE program sites that had average daily attendance below 50 students per day.

Exhibit 10 School Sites With Average Daily Attendance Below 50 Students Per Day

Number	CSA	School Site	Average Daily Attendance
1	9	Oster Elementary School	19
2	10	The Ark (Almaden Elementary School)	20
3	7	Santee Elementary School	22
4	1	Baker Elementary School	23
5	7	George Shirakawa Elementary School	24
6	7	Solari Community Center (Los Arboles ES)	27
7	9	Reed Elementary School	28
8	7	Kennedy Elementary School	29
9	2	Taylor Elementary School	32
10	7	McKinley Elementary School	33
11	6	Trace Elementary School	33
12	9	Noddin Elementary School	34
13	7	Hillsdale Elementary School (Jason Dahl ES)	36
14	6	Schallenberger Elementary School	37
15	2	Frost Elementary School	38
16	9	Lietz Elementary School	39
17	5	Horace Cureton Elementary School	39
18	1	Latimer Elementary School	41
19	3	Lowell Elementary School	46
20	6	Luther Burbank Elementary School	49

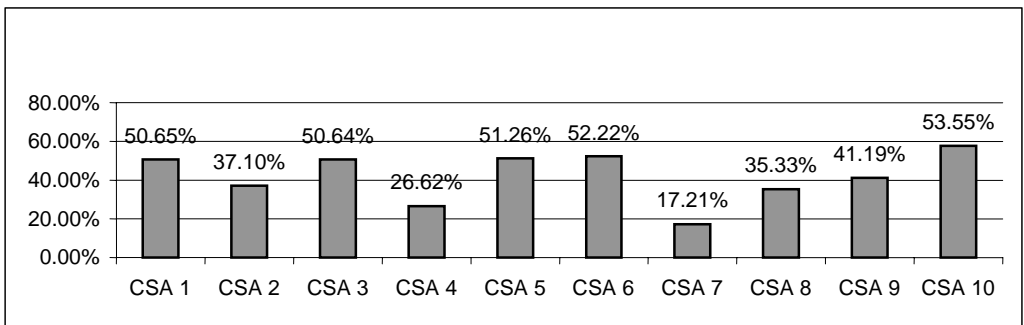
Source: Auditor analysis of PRNS data.

On the other hand, we found that PRNS did not have a performance standard for assessing middle school daily attendance. As reported, SAGE middle school daily attendance averaged 30 students, but ranged from 7 students per day up to nearly 80 students per day. Consequently, PRNS needs to develop a standard for assessing SAGE middle school programs.

42 Percent Of The Students Signed Up To Participate In The City’s After-School Programs Actually Attended Such Programs

We found that on a daily basis, 42 percent of the students signed up to participate in the City’s after-school programs actually attend such programs. In order to participate in the City’s after-school programs, the City requires that students must have a signed permission notice on file with the program. We found that the percent of enrolled students who actually participated in after-school programs ranged from 17 percent in CSA 7 to as high as 54 percent in CSA 10. Exhibit 11 shows average daily attendance as a percent of students enrolled in after-school programs.

Exhibit 11 Percent Of Enrolled Students Who Actually Participate In After-School Programs By Community Service Area (CSA)



Source: Auditor analysis of PRNS data.

60 Percent Of The Students Signed Up To Participate In LEARNS Elementary School Programs Attended On A Daily Basis Compared To 36 Percent Of SAGE Elementary School Students

Upon further review of the enrolled students who actually participate in after-school programs, we found that the LEARNS and ASEP elementary schools had the highest participation rates, at 60 percent and 52 percent, respectively. This compares to only 31 and 36 percent of enrolled students who actually participate in SAGE programs at middle schools and elementary schools, respectively, as shown in Exhibit 12.

Exhibit 12 Summary Of Enrolled Students Who Actually Participate In After-School Programs By Program Type And Location

Program Type/Location	Percent of Enrolled Students Who Actually Participate
ASEP Elementary Schools	52%
LEARNS Elementary Schools	60%
SAGE Elementary Schools	36%
LEARNS Middle School	33%
SAGE Middle School	31%
City Facilities	29%

Source: Auditor analysis of PRNS data.

The SAGE program operates on a drop-in basis. According to a PRNS official, they do not track the attendance of the students enrolled in the program. Once a student signs up to participate in SAGE, PRNS does not mandate daily participation. Staff indicated that there are some students who attend the program on a regular basis. There are also parents who enroll their children in SAGE with plans to use the program on a periodic basis.

As reported earlier, PRNS indicated that SAGE was designed to combat those statistics that indicate that youths are more likely to commit crimes or be the victims of crimes between 3:00 p.m. and 7:00 p.m. Therefore, in our opinion, PRNS staff should do some type of follow-up on students whose parents sign them up to attend the program, but do not attend. It may not be practical to contact the household of every student who fails to attend the program on a daily basis. At a minimum, PRNS could contact those parents who have requested (on the permission form) to be notified when their son or daughter is absent from the program.

We recommend that PRNS:

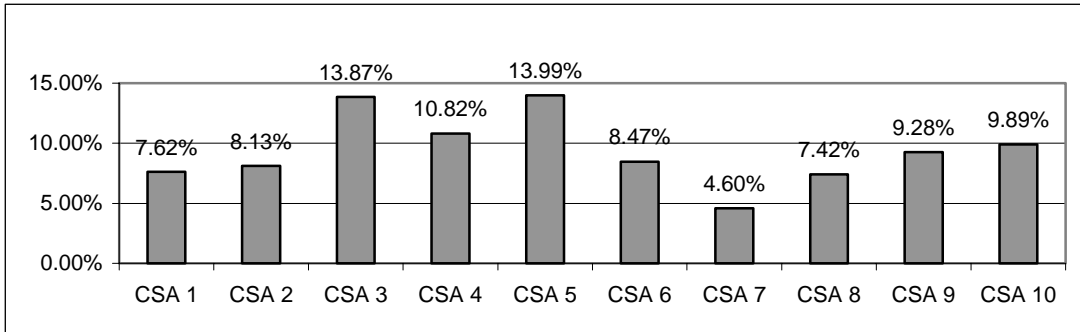
Recommendation #1

**Establish a process to notify those parents who wish to be informed when their child does not attend the after-school program for which the parent enrolled the child.
(Priority 3)**

Only 9 Percent Of The School Population Participated In After-School Programs

Another important factor to consider when evaluating the SAGE programs is the average daily attendance as a percent of total school enrollment. We found that participation based on total school enrollment averaged about 9 percent and ranged from a low of 5 percent in CSA 7 to a high of 14 percent in CSA 5. Exhibit 13 shows the average daily attendance as a percent of total enrollment by CSA.

Exhibit 13 Percent Of Enrolled Students Participating In SAGE Programs By Community Service Area (CSA)



Source: Auditor analysis of PRNS data.

Only 15 Percent Of The School Population Participated In ASEP And LEARNS Elementary School Programs Compared To Less Than Nine Percent Of SAGE Elementary School Students

Upon further review of the average daily attendance as a percent of the total school enrollment, we found that both LEARNS and ASEP elementary schools had the highest participation rate of 15 percent, compared to only 9 percent participation for SAGE elementary schools. On the other hand, only 3 percent and 4 percent of enrolled middle school students participated in SAGE and LEARNS programs, respectively. PRNS staff provided anecdotal information that busing affects program participation. That is, sites with busing have lower participation when compared to sites without busing. Exhibit 14 shows the percent of enrolled students participating by program type and location.

**Exhibit 14 Summary Of The Percentage Of Total Student
Population Participation By Program Type And
Location**

Program Type/Location	Percentage Of Total Student Population Participation
ASEP Elementary Schools	15%
LEARNS Elementary Schools	15%
SAGE Elementary Schools	9%
LEARNS Middle School	4%
SAGE Middle School	3%
City Facilities	NA

Source: Auditor analysis of PRNS data.

PRNS recognizes that the current SAGE programs may be ineffective at the middle school level. Based on average daily attendance, the percentage of enrolled students participating in SAGE is significantly lower at middle schools than at elementary schools. PRNS reported that SAGE is effective in small groups at the middle school level, but is not impacting many students that require services. PRNS indicated that they are researching other types of middle school programs. A recent San Jose Mercury News article reported that the Berryessa Branch Library has an informal after-school program that attracts up to 200 middle school students. The Branch Librarian reported that PRNS staff visit the library up to three days a week and provide recreational board games for the students outside the library.

We recommend that PRNS:

Recommendation #2

Modify its monthly reports to include the following performance measures:

- **staffing ratios;**
- **average daily attendance;**
- **average daily attendance as percent of enrolled students; and**
- **average daily attendance as percent of student body enrollment.**

Additionally, 1) establish a process to ensure that students are counted consistently and correctly and 2) develop a standard for assessing middle school participation. (Priority 3)

Recommendation #3

Use the management information in this report in responding to the Mayor's March 2002 message to establish a process to review after-school sites to ensure that most, if not all, sites operate within recommended staffing ratios. (Priority 3)

Recommendation #4

Use the management reports and performance indicators to review program participation and identify sites that

- **average less than 50 students per day;**
- **have low average daily attendance as a percent of enrolled students; and**
- **have low average daily attendance as a percent of total student body enrollment.**

Once these below-standard sites are identified, PRNS needs to consider additional marketing efforts or possible program consolidation with other sites. (Priority 3)

*PRNS Should Use
The Internet To
Publicize SAGE*

A related issue of student participation may be program marketing. PRNS staff indicated that they publicize SAGE at the beginning of the school year. We found that PRNS' website has limited information on the SAGE program locations. Our search of PRNS' website revealed that the website lacked basic program information, such as the names and locations of the 85 school and City facility sites with SAGE-related programming. Further, we found that the website incorrectly listed that only 27 middle school programs were in operation throughout the year. Exhibit 15 on the next page shows PRNS' webpage with SAGE-related information.

The lack of detailed SAGE program information on the City's website is compounded by the lack of program information on the school districts' websites. We found that none of the school districts with SAGE programs have information on their districts' websites about SAGE, LEARNS, or ASEP programs. We found that a few schools did have information on the individual school's website about PRNS' after-school programs. We found that one school in particular had more comprehensive information about SAGE than the City's own website. Specifically, we found that Farnham Elementary School's website, an ASEP site, had detailed information on SAGE, including days and hours of operation, cost, and registration requirements. Exhibit 16 is an excerpt from Farnham Elementary School's web page with information on the programs offered at the school.

Exhibit 15 PRNS Website With SAGE Information

**School Age Growth and Enrichment (S.A.G.E.)
for both elementary and middle school age children**

Middle School

This program provides after-school and summer programs for middle school-aged youth. During the school year it is structured open recreation; during the summer specialty camp programs, as well as open recreation, are available. Art programs are also available for interested youth.

Presently 27 programs are open during the school year, Monday - Friday.

For more information call the corresponding Youth Centers or Community Centers.

Elementary School

School Age Growth & Enrichment (S.A.G.E.) provides supervised recreation and enrichment activities, educational programs, cultural programs and human services to the school age children and youth of the City of San José, and ensures that all children and youth have access to high quality programs designed to meet their needs.

SAGE is NOT a licensed child care program

SAGE collaborates with community agencies for development of programs to avoid duplication of services

Staff participate in community meetings and parent group meetings to better plan for the future

Staff are dedicated and skilled to provide best quality programs

Activities available at Drop-In and Day Camp Programs include: arts & crafts, indoor/outdoor games, sports, music, drama, special events, guest speakers, and field trips

Sports Leagues are available in most service areas; they are "funpetitive" with emphasis on socialization, sportsmanship, instruction, teamwork, and fun.

Service Areas and Registration

Each area has its own registration procedure for the programs. Please call the appropriate numbers for additional information.

SAGE Area

Phone Number

Almaden Community Center	(408) 268-1133
Berryessa Community Center	(408) 251-6392
Gardner Community Center	(408) 279-1498
George Shirakawa Community Center	(408) 277-3317
Hank Lopez Community Center	(408) 251-2850
Kirk Community Center	(408) 723-1571
Millbrook/Mt. Pleasant Community Center	(408) 274-1343
Solari Community Center	(408) 224-0415
Southside Community Center	(408) 629-3336
Starbird Community Center	(408) 984-1954
Watson Community Center	(408) 280-7355

Source: PRNS Website, (<http://www.ci.san-jose.ca.us/prns/rcssa.htm>).

Exhibit 16 Farnham Elementary School Website With SAGE Information

There are a multitude of local child care programs available in the area, but many parents prefer onsite programs. Here at Farnham, we have two onsite after care programs available...your child walks directly there after-school and never leaves the campus until you come to pick them up at the end of the day. Farnham's onsite programs include the [Rec Program](#) and [YMCA](#). You can also check the [comparison chart](#) at the bottom of the page to see which program is right for you!

The City of San Jose's School Age Growth & Enrichment (S.A.G.E.) provides supervised recreation and enrichment activities, educational programs, cultural programs and human services to the school age children and youth of the City of San José, and ensures that all children and youth have access to high quality programs designed to meet their needs. During the school year it is structured open recreation.

SAGE is NOT a licensed child care program

SAGE collaborates with community agencies for development of programs to avoid duplication of services

Staff participate in community meetings and parent group meetings to better plan for the future

Staff are dedicated and skilled to provide best quality programs

For more information, contact Scott Briscoe at (408) 723-1571, or see the [City of San Jose's Recreation & Community services site](#).

Feature	Rec Program	Program YMCA
Hours:	After-school - 4:00 pm	6:30 am - 6:00 pm*
Fees:	free	contact YMCA for fee info
Age Restrictions:	1st - 5th grade only	open to all Farnham students
Registration Required:	yes - forms in office	yes - see facility or YMCA
Financial Assistance:	n/a	yes
Care Start Date:	September 4, 2001**	first day of school**
Care End Date:	May 31, 2001**	last day of school**
Holiday Coverage:	no	yes***

* Child care available 6:30 am to 6:00 pm, excluding your child's in-school hours

** Summer programs available

*** Additional fee may apply, depending on program selected

Source: <http://www.cambrian.k12.ca.us/farnham/aftercare.htm>.

We recommend that PRNS:

Recommendation #5

Revise its website to include more comprehensive information on the location, hours of operation, and registration requirements for SAGE, LEARNS and ASEP programs. Additionally, program management should forward PRNS's website address to school districts and school sites with SAGE-related programs to allow for easier posting of website information. (Priority 3)

CONCLUSION

PRNS manages the City's after-school programs, SAGE, LEARNS, and ASEP, that target elementary and middle school students. In 2001-02, these programs operated in 85 elementary schools, middle schools, and City facilities. By reviewing key program statistics for all 85 program sites, we found differences in the program type, school type, and program location. We found that PRNS managers receive monthly program information that, while informative, should be augmented with additional program information. In our opinion, PRNS management should use the results of our analysis in responding to the Mayor's March Message for 2002-2003, to conduct a thorough inventory and analysis of the City's current after-school programs. We also found that PRNS management needs to evaluate those program sites that may be operating below standards. In addition, PRNS should establish a process to notify those parents who wish to be informed when their child does not attend the after-school program for which the parent enrolled the child. Finally, PRNS needs to improve its website to make more comprehensive information available to students and parents.

RECOMMENDATIONS

We recommend that PRNS:

Recommendation #1

Establish a process to notify those parents who wish to be informed when their child does not attend the after-school program for which the parent enrolled the child. (Priority 3)

- Recommendation #2** **Modify its monthly reports to include the following performance measures:**
- **staffing ratios;**
 - **average daily attendance;**
 - **average daily attendance as percent of enrolled students; and**
 - **average daily attendance as percent of student body enrollment.**
- Additionally, 1) establish a process to ensure that students are counted consistently and correctly and 2) develop a standard for assessing middle school participation. (Priority 3)**
- Recommendation #3** **Use the management information in this report in responding to the Mayor’s March 2002 message to establish a process to review after-school sites to ensure that most, if not all, sites operate within recommended staffing ratios. (Priority 3)**
- Recommendation #4** **Use the management reports and performance indicators to review program participation and identify sites that**
- **average less than 50 students per day;**
 - **have low average daily attendance as a percent of enrolled students; and**
 - **have low average daily attendance as a percent of total student body enrollment.**
- Once these below-standard sites are identified, PRNS needs to consider additional marketing efforts or possible program consolidation with other sites. (Priority 3)**
- Recommendation #5** **Revise its website to include more comprehensive information on the location, hours of operation, and registration requirements for SAGE, LEARNS and ASEP programs. Additionally, program management should forward PRNS’s website address to school districts and school sites with SAGE-related programs to allow for easier posting of website information. (Priority 3)**

