

**REPORT OF THE SCHOOL BOARDS  
OF ARLINGTON COUNTY AND THE  
CITY OF FALLS CHURCH ON THE**

**Educational Effectiveness  
And Cost of the  
Extended Day Program**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**SENATE DOCUMENT NO. 10**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
1989**

## ARLINGTON PUBLIC SCHOOLS EXTENDED DAY PROGRAM

### REPORT TO THE 1989 GENERAL ASSEMBLY

#### INTRODUCTION

The Extended Day Program of the Arlington Public Schools provides programming for elementary school students outside the regular school hours. The program serves Arlington County students enrolled in public and private elementary schools. It operates on the school calendar year on all days that school is in session for students including early release days. There are four program sessions: before school, before kindergarten (before the afternoon kindergarten session), after kindergarten (after the morning kindergarten session), and after school.

The extended hours programming meets the needs of the high percentage of Arlington County's two-parent and single parent working families by providing this program at the school the child is attending. (74% of Arlington's mothers of school-agers are in the workforce.) In the school year 1987-88, 40% of the students enrolled in Arlington's Extended Day programs were living in single-parented households. Additionally, the increasing need for these programs in Arlington County is reflected in the continued growth in the enrollment in this program, as well as the opening of 5 new programs sponsored by private schools - programs which currently serve 358 students.

The Extended Day programs provide safe, supervised, quality activities which are designed to meet the needs of each age and stage of development and are offered in an atmosphere of support and trust.

#### HISTORY

The Arlington Public Schools Extended Day Program is in its 20th year of operation. In 1969, The Arlington Health and Welfare Council (the predecessor of the United Way) organized a community-wide Citizens' Committee for the Latch Key Child, recognizing the efforts of 3 elementary principals who worked independently in their respective communities to meet the needs of unsupervised elementary students. After the completion of a study to determine the need of supervised programs for elementary students, a pilot program was recommended and implemented in three elementary schools. The following year the program expanded to 3 additional schools. In 1988, the Program is operating in 19 buildings and in 1 special education center. The program serves 1806 elementary students (23% of our elementary enrollment.)

In Dec. 1978, The Virginia Attorney General ruled, based on the "DILLON RULE," that Virginia School Boards do not have the authority to run such programs without permission of the Commonwealth of Virginia. In 1979, the General Assembly passed legislation allowing Arlington and Falls Church to continue their Extended Day Program through 1981.

The Virginia Division for Children (House Document No. 16, 1981) recommended that local school divisions should be given the option, when the need has been recognized by the local governing body, to provide programs for pupils before and after regular hours. Local funds and/or parent fees should be used as primary sources for financing these programs.

The 1981 General Assembly passed legislation authorizing the continuation of the Arlington and Falls Church Programs until 1984. In 1984, Arlington and Falls Church reported to the General Assembly on the cost and educational effectiveness of the programs. Legislation authorizing the continuation of the programs by these two systems was introduced and passed in this session.

#### DESCRIPTION OF THE PROGRAM

The Arlington Extended Day Program serves 1806 students, 23% of the elementary school enrollment. This represents approximately 1520 families. There are 505 kindergarten students, 40% of the kindergarten population, enrolled in the before and after kindergarten sessions.

Each Extended Day Program is managed by a school based supervisor. The staffing for each program is on a ratio of one adult to fifteen students for first through sixth graders and one adult to ten students for kindergarten children.

A wide range of age-appropriate activities and materials are provided in each program. Children are given opportunities to participate in arts and crafts projects, games and manipulatives, dramatic and pretend play, competitive and non-competitive sports, and the completion of homework assignments. Special events and field trips are planned for early release days. A daily snack is provided.

The Citizens' Committee for Extended Day (formerly the Citizens' Committee for the Latchkey) continues to provide overall support to the program, including cooperation in establishing general policies and in securing funding from the County.

The demand for the program increases each year. The enrollment began with 66 in 1969, increased to 1200 in 1979, 1451 in 1984, and currently is 1806. Schedule A presents statistics related to enrollment in the program since 1978.

## COST

The Arlington Extended Day Program is supported by tuition which is paid by the parents and subsidized by an allocation of County funds. The tuition is charged on a sliding scale based on income and family size. The minimum monthly fee paid for the before and after school program is \$28 per month and the maximum is \$132. The minimum monthly fee for the kindergarten session is \$28 and the maximum fee is \$90.

In 1987, the cost of the operation of the program was \$1,400,779.45, supported by \$1,080,014.03 in tuition and \$320,765.42 in county funds. The attached Shedule B presents the cost of the program operation since 1984.

## EDUCATIONAL EFFECTIVENESS

The Arlington Extended Day Program provides a positive learning environment through a variety of enriching activities. These activities are developmentally appropriate for school-age children. The informal, relaxed atmosphere of the Extended Day Program provides a supervised opportunity for children to make appropriate choices, be creative, participate in individual or in small and large groups or just relax. Students are able to satisfy their own personal needs as well as experience activities which contribute to their education.

Activities such as cooking, drama, music, art, sports, games etc. are some of the options which allow for a healthy, balanced choice of activities through fun and relaxation while enhancing educational skills. Through activities such as woodworking and cooking, children use measurement, practice reading, plan, organize and analyze. In games and sports activities, children improve motor skills while learning new skills such as skipping, hopping and jumping. Through participation in these games, children have an opportunity to develop sportsmanship and leadership skills. Arts, crafts and sewing projects improve manual dexterity and eye/hand coordination. Games such as Uno, Connect 4, checkers, and chess promote mathematical skills as well as the fostering of socialization. Students have the opportunity to complete homework assignments and take advantage of special reading clubs set up with the assistance of the librarian.

In addition to these programs and the special activities which are held in the schools on early release days, children participate in enriching experiences through field trips in the community. In the Extended Day setting students have an opportunity to interact with children of all ages and develop and enhance social skills. Non native English speakers (18% of extended day population is limited English proficient) have opportunities to practice their new English language skills.

Principals have commented on the advantages to the student and the school community of having the school staff and the Extended Day staff in the same location, thus enabling them to work together. Additionally, principals have noted that the experiences in Extended Day expand and extend activities that the children begin in their classrooms. Principals are able to schedule ESOL, speech and O.T. assistance for kindergarteners during the Extended Day session, thus providing these students an opportunity to fully participate in the half day kindergarten session.

In a 1987 survey, 97% of the parents using the program were satisfied with Extended Day. In its twenty years of operation, the Extended Day Program has been valued by families, schools and the community at large.

**EXTENDED DAY PROGRAM**

School Year	No. of Children	No. of Families	Percent One-Parent Families	One Child in Family	Two Children in Family	Three or More Children	One Child in Program	Two Children in Program	Three Children in Program	Percent in Kindergarten	Percent in Grades 1-3	Percent in Grades 4-6	Before School	After Kindergarten	After School	Percent Paying Maximum Fee	Number of Elementary Students	Percent in Extended Day	Number of Schools
79-80	1191	1011	52	544	367	110	850	145	16	24	48	28	559	275	909	37	8165	15	22
80-81	1217	1050	51	564	361	125	888	158	4	26	48	26	540	313	912	41	7721	16	21
81-82	1156	1010	50	508	374	128	870	136	6	28	48	24	437	309	820	42	7437	16	21
82-83	1148	1020	46	500	395	125	893	122	5	31	47	22	419	343	782	46	7184	16	20
83-84	1129	1074	46	514	424	136	927	140	7	33	47	20	455	404	861	49	7152	17	20
84-85	1451	1255	45	605	468	182	1073	171	11	31	46	23	595	436	1035	53	7318	19	19
85-86	1520	1313	41	619	499	195	1122	177	14	32	46	22	603	466	1088	55	7383	21	19
86-87	1684	1435	39	647	589	199	1205	216	14	30	47	21	697	476	1206	57	7761	22	19
87-88	1814	1541	40	691	657	196	1314	230	22	32	46	20	688	537	1286	62	7792	23	19
88-89	1806	1520	37	688	640	192	1553	230	23	29	47	23	770	488	1323	60	7946	23	19

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EXTENDED DAY PROGRAM

ACCOUNT DESCRIPTION	1984-85 ACTUAL EXPENDITURE	1985-86 ACTUAL EXPENDITURE	1986-87 ACTUAL EXPENDITURE	1987-88 ACTUAL EXPENDITURE	1988-89 ADOPTED BUDGET
CTY TRANS FUNDS	\$ 225,466	\$ 238,209	\$ 282,153	\$ 320,765	\$ 407,062
ADM/ENROLL FEE	719,134	836,541	961,010	1,080,014	1,022,500
* TOTAL REVENUE *	944,600	1,074,750	1,243,163	1,400,779	1,429,562
SAL PROF STAFF					15,500
SAL COORDINATOR	48,491	50,790	54,958	86,397	60,754
SAL STAFF DEV	1,113	2,226		3,370	3,800
SAL SUBST SICK	3,144	3,985	2,843	4,212	4,500
SAL CLER & SEC	16,761	17,561	19,350	22,446	24,791
SAL AIDES	702,547	519,572	650,132	725,813	703,144
SAL SUPERVISOR		285,643	292,907	317,687	357,354
CONTINGENCY FD					4,000
EMPLR FICA	53,558	61,772	72,301	84,476	89,931
EMPLYR SCH RET	3,021	3,203	3,483	2,597	4,436
EMPLR VSRS RET	7,308	7,564	8,300	9,495	10,701
EMPLOYER HOSP	32,989	39,989	43,458	52,599	57,360
EMPLR VSRS INS	665	696	756	806	970
PROF INSERVICE	336	931	1,543	620	1,000
ACCIDENT INSUR	5,160	8,400	13,440		
INCOM PROT INS	346	359	329	390	455
LIABILITY INSR			198		
TRANSPORTATION	411	173	197	280	600
LOCAL TRAVEL	632	143	119	107	500
GENL SUPPLIES	9,194	10,327	13,417	14,694	15,000
OFFICE SUPPLIES	2,278	2,706	1,212	3,431	3,300
PAPER SUPPLIES	663	663	680	53	2,266
POSTAGE	418	562	635	417	900
PRINTING/DUPL	1,302	730		920	1,240
MEALS & SNACKS	53,424	55,020	62,849	67,683	66,440
MISC EQUIPMENT	839	1,099	56		620
OFFICE EQUIPMENT		636			
*** TOTAL *** EXTENDED DAY PROGRAM	\$ 944,600	\$1,074,750	\$1,243,163	\$1,400,779	\$1,429,562

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SCHEDULE B

FALLS CHURCH CITY SCHOOLS EXTENDED DAY CARE PROGRAM  
REPORT TO THE 1989 GENERAL ASSEMBLY

INTRODUCTION

The Extended Day Care Program operated by the Falls Church City Public Schools provides programs for students of school age outside regular school hours. The program serves Falls Church City students enrolled in public and private schools, kindergarten through grade six. All eligible families who have applied for registration are enrolled in the program, and no waiting list exists. The program operates according to the regular public school calendar before and after school, including early release days, professional days, snow days, and most all-day holidays. A separate program is operated all day during the summer vacation. The public school children attend the center located at the school that they attend, Mt. Daniel for grades K-1, and Thomas Jefferson for grades 2-5. Sixth grade students and private school children attend the Thomas Jefferson center. The program is administered by the Office of Community Education and is supervised by a part-time administrator, whose salary is included in the program's budget. The program's policies and regulations, including fiscal responsibilities, are established by the Extended Day Care Advisory Board appointed by the School Board. The program is totally self-supporting through user fees. The budget is completely separate from the educational operating budget.

The Extended Day Care Program meets the needs of the large numbers of working parents in Falls Church. Although the program also serves the single parent, the majority of the families with children enrolled have two working parents. In a recent evaluative survey of Day Care parents, the program was highly rated by the participating families, both for the quality of the supervision which provides a caring, safe environment and for the flexibility of its hours to accommodate working schedules on holidays and during the summer. The program is considered to be an asset to the family-oriented community and helps to attract new families to the City. Fully supported by the City Council, the School Board, the administration, the teachers, and the parents, the Extended Day Care Program is an integral part of the community. In a recent City survey on all aspects of day care conducted by the Housing and Human Services Department, the Extended Day Care Program was favorably evaluated by respondents as meeting the needs of working parents with school-aged children.

HISTORY

In 1975, The Falls Church City Council created a commission to conduct a needs assessment of child care services for elementary school-aged children. The group concluded that based on the great number of working parents and the lack of



private day care centers in the City to serve the target population, there was considerable need for such quality programs . The City officials determined that the school system would be the most appropriate agency for administering a quality day care program, using school facilities, hiring staff, and providing liability insurance. The City Council agreed to underwrite the program for the first year. In subsequent years the services would be included in the School Board's Community Services Budget, apart from the educational operating budget.

The program began its operation in October 1975, with one center, 17 students, and three staff members. Although the student population in Falls Church has declined since 1975, the number of participants in the Extended Day Care Program has remained constant or increased each year. Enrollment in the primary grades has grown in the past few years, and the Day Care numbers have increased accordingly. In 1988-89, there are 169 children enrolled which represents 30.2% of the elementary school population. As greater numbers of working mothers with young children are in the work force, the percentage of kindergarten enrollees is up to 40%. (See Attachment A - Program Profile)

No question was raised as to whether the City had the authority to establish such a program to meet the needs of its citizens. However, on December 11, 1978, the Virginia Attorney General ruled that Virginia school boards do not have the authority to run such programs without the permission of the Commonwealth of Virginia. The decision was based on the "Dillon Rule" which says that the state holds all authority unless it is specifically delegated to a county or city.

Because of the possible effect of such a ruling on other after-school programs, the Virginia General Assembly in January 1979, passed legislation to permit Arlington and Falls Church to continue their programs until June 1, 1981, while a study was conducted by the Virginia Division for Children. The study recommended that school boards be granted local option to operate such programs if they desired. The General Assembly passed authorizing legislation, SB 602, which permitted Arlington and Falls Church to continue operation until August 1984. A report on the educational effectiveness and the cost of the programs was submitted to the Governor and the General Assembly in 1984. Senator Edward Holland introduced SB 80 which granted the two jurisdictions permanent authority to operate programs after regular school hours. The bill was passed uncontested. A report on the educational effectiveness and the cost of the programs was submitted to the Governor and the General Assembly in 1986 and is being submitted again in 1988. Subsequent bills granting similar authorization to

other jurisdictions have been passed. Currently JLARC is conducting a two-year study on day care in the Commonwealth.

#### DESCRIPTION OF THE PROGRAM

The Falls Church Extended Day Care Program currently serves 169 students, 30.2% of the elementary school population enrolled in the full-day kindergarten through grade 5. Although the program is available for sixth graders who attend the middle school, none are enrolled. The children report to the center at the school that they attend. The primary grades, K-1, are housed at Mt. Daniel Elementary, while grades 2-5 are at Thomas Jefferson. The programs at the two centers are different with age-appropriate activities for the two levels. A ratio of no more than ten students to one child care worker is maintained. With the younger students, a ratio of 8:1 is more frequently kept. All staff are over the age of 18 and have some college experience. Each center has a director, an assistant director, and an appropriate number of child care workers to satisfy the required ratio. At least two staff members are in attendance at all times. The program is supervised by the program administrator who works 32 hours a week. Her duties include working closely with the school administrators and teachers to make the program a true extension of the school day, hiring and scheduling staff, planning and staff development, purchasing, and other business functions. The program comes under the auspices of the Office of Community Education.

The program is in operation in the mornings from 7:00 a.m. until school begins and after school until 6:30 p.m. During professional days, snow days, and most holidays, the program is an all-day program to accommodate working parents' schedules.

A separate program is operated during the summer vacation. For the seven weeks following the close of school, the program is administered jointly with the Recreation and Parks Department's Summer Fun Program. The staffs and children are combined for swimming, games, field trips, crafts, and other activities between 9:00 a.m. and 3:00 p.m. The Extended Day Care Program operates from 7:00 a.m. to 6:30 p.m. Children of City employees and out-of-city residents are enrolled during the summer after City registrations are accommodated.

The Extended Day Care Advisory Board is a seven-member committee appointed for two-year terms by the Falls Church School Board. The members are parents who have children in the program at the two centers, the program administrator of the St. James Catholic School program in Falls Church, and a School Board liaison. Staff representatives are the Extended Day Care Program Administrator and the Coordinator of Community Education. The Board's responsibilities include reviewing

and evaluating all aspects of the program, establishing policies and regulations, determining fees and salaries, and approving special requests for families on reduced fees. The Board makes an annual report to the School Board.

#### EDUCATIONAL EFFECTIVENESS

The Extended Day Care Program is successfully providing quality child care for the children of working parents. Under the auspices of the school division, day care has truly become an extension of the school day. A close relationship exists between the day care staff, the classroom teachers, school psychologists and social workers, and the principals, so that the individual needs of children, including those with handicapping conditions, can be met within the child's total school experience. Children are able to work with their classroom teachers during the extended day care hours to receive tutorial assistance, to help with special projects, or to attend club or after school events, including classes sponsored by the Office of Community Education. The school facilities that are available for use by the program include the gymnasium, the library, the multiple-purpose room and several classrooms. This site flexibility allows for small group activities as well as large group situations.

One of the primary goals of the program is to provide enriching experiences that are educational in nature without duplicating the regular school program. The atmosphere is more relaxed but closely supervised and structured by competent, trained staff. Since the staff act as important role models for the boys and girls, a concerted effort is made to hire persons of varying ages and of both sexes.

The growth and development of the young minds and bodies are taken into account as recreational pursuits teach gross motor skills, good sportsmanship, and a healthy sense of competition. An array of indoor and outdoor games help the children to relax and unwind from the daily school routine. Leisure time activities are also stressed through the teaching of new games and outdoor experiences for fun and exercise. Participation of day care children in the Recreation and Parks Department's team sports programs in soccer, T-ball, and softball is encouraged as practices are held during the day care hours at the schools' playgrounds.

The creativity of children is channeled into daily group and individual arts and crafts projects. Field trips to interesting locations in the Washington area enhance the children's cultural and historic experiences.

At the suggestion of parents and teachers, a quiet time is provided each day for older children to complete homework or for recreational reading. A story time for younger

students is incorporated into the schedule. Video movies are shown on special occasions; however, television use is discouraged.

The reinforcement of positive social skills is vitally important in a day care setting where the students have opportunities to engage in large and small group activities in a less structured environment than during the school day. The staff has numerous occasions to counsel the children and communicate with parents to improve social interaction. Life skills instruction is stressed with student involvement in planning and preparing snacks, cooking at picnics, making care of equipment, and cleaning up the centers. Learning to make choices and developing a sense of responsibility are added benefits.

The involvement of the family in the day care program is by design. The parents who serve on the Advisory Board are active participants in policy; all parents are invited to attend the meetings, and a newsletter keeps them informed of actions. Family picnics are an important social function to stress the inclusion of the parents in the process.

#### COST

The Extended Day Care Program is totally self-sufficient through the users' fee structure determined by the Extended Day Care Advisory Board. Fees for the 1988-89 school year are \$37.00 per month for mornings; \$80.00 per month for afternoons; \$48.00 per month for part-time; \$54.00 per week for summer. Out-of-city families are charged a 10% surcharge. The program is included in the Community Services budget, which is separate from the school system's educational operating budget. The School Board assesses the program an indirect charge amounting to 15.16% of salaries. This charge covers the cost of purchasing and payroll services, maintenance, utilities, use of school facilities, liability insurance, busing between schools, and the liaison with the Office of Community Education. The program is assessed for field trip transportation and other extra charges. (See Attachment B - Budget)

A reduced fee schedule is available for families who qualify. Eligibility is determined by computing adjusted income on a sliding scale with allowances for excessive medical expenses or other emergencies. The maximum income required for eligibility is \$25,000. Currently 19 families are paying reduced fees. (See Attachment C - Reduced Fees) There is a 35% sibling reduction for each additional child in a family enrolled in the program. All reduced fees and discounts are absorbed by the program's operating budget.

Salaries are competitive with the industry in the Washington metro area. The program administrator works 32 hours weekly and receives an annual salary of \$26,176. All other employees are paid hourly. The center director's salary starts at \$9.00 per hour; assistant director at \$7.10, and child care workers at \$5.85. The program administrator and the two directors are included in the City's retirement program.

The operating budget for the Extended Day Care Program for 1988-89 is \$166,873.00.

FALLS CHURCH CITY - EXTENDED DAY CARE PROGRAM

YEAR	No. of Stud.(K-5)	No. of Child. in Ext. D.C.	Percent in Prog.	No. of DC Families	No. Families Paying Max.	Max. Income For Red. Fee	Fees		
							A.M.	P.M.	Part-Time
1983-84	448	115	25.6%	84	73	\$16,000	27	61	\$36.00
1984-85	476	125	26.2%	97	87	\$17,500	28	63	\$37.00
1985-86	489	127	25.9%	101	91	\$17,500	28	63	\$37.00
1986-87	513	128	24.9%	104	93	\$20,500	30	65	\$39.00
1987-88	523	135	25%	110	96	\$20,500	32	70	\$42.00
1988-89	558	169	30.2%	135	118	\$25,000	37	80	\$48.00

Year	No. of Child. in Sum. D.C.	SUMMER PROGRAM		Max. Income For Red. Fee	Weekly Fees*
		No. of DC Families	No. Families Paying Max.		
1983	114	92	83	\$16,000	\$36.00
1984	128	106	95	\$17,500	\$40.00
1985	131	105	95	\$17,500	\$40.00
1986	133	108	97	\$20,500	\$43.00
1987	134	106	95	\$20,500	\$47.00
1988	148	111	99	\$25,000	\$54.00

\* Out of City Residents Are Charged 10% Extra

ATTACHMENT B

EXTENDED DAY CARE PROGRAM  
FALLS CHURCH CITY SCHOOLS  
OPERATING BUDGET

	1984-5	1985-5	1986-7	1987-8	1988-9
Administrator	10,185	14,450	15,712	17,909	26,176
Child Care Wkrs	56,998	59,850	65,835	70,773	85,000
Clerical Aide	--	800	800	300	--
Fringe Benefits	5,428	6,316	8,154	8,729	16,683
Indirect Costs	10,749	11,490	12,599	13,210	16,854
Food	6,770	7,000	7,500	7,475	11,025
Supplies	692	2,000	2,340	2,300	2,890
Telephone	748	775	800	850	900
Advertising	115	250	250	250	750
Other	5,616	2,500	6,760	5,100	6,595
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	97,301	105,431	120,750	126,896	166,873

Fee Schedule  
 Extended Day Care  
Office of Community Education

Fee Schedule - Effective September 1, 1988

	Morning program	---Monthly fees---		Both morning and afternoon
		Afternoon program		
Above \$25,000 (adjusted income)**	\$37.00	\$80.00		\$117.00

  

<u>Reduced Fees</u>	Percent of Fee Charged			
		a.m.	p.m.	Both a.m. & p.m.
Income Range				
\$24,000-\$24,999	90%	\$33.30	\$72.00	\$105.30
\$23,000-\$23,999	80%	\$29.60	\$64.00	\$93.60
\$22,000-\$22,999	70%	\$25.90	\$56.00	\$81.90
\$21,000-\$21,999	60%	\$22.20	\$48.00	\$70.20
\$20,000-\$20,999	50%	\$18.50	\$40.00	\$58.50
\$19,000-\$19,999	40%	\$14.80	\$32.00	\$46.80
\$18,000-\$18,999	30%	\$11.10	\$24.00	\$35.10
\$17,999 and below	20%	\$7.40	\$16.00	\$23.40

Sibling Reduction

There is a 35% reduction for the second and each additional child in a family. There is a 10% surcharge for out-of-city residents.

Part-time fees

3 days per week.....\$48.00 monthly

Holiday fees .....\$10.00 per day

\*\*\*Adjusted income is determined by taking the annual gross income of the family and subtracting \$1000 for each dependent child at home. Additional deductions for excessive medical payments and for other child care expenses may be authorized by the Extended Day Care Advisory Board. A request for additional deductions should be put in writing and submitted to Norma Lanier who will present it to the Advisory Board.