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OUT-OF-SCHOOL TIME #
POLICY COMMENTARY

10 RETHINKING THE HIGH SCHOOL EXPERIENCE: WHAT'S AFTER-SCHOOL GOT TO DO WITH IT?

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COMMENTARY AUTHORS

Nicole Yohalem • Alicia Wilson-Ahlstrom
Karen Pittman

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For information about reprinting this publication and information about other publications, please contact the Forum at:

The Cady-Lee House, 7064 Eastern Avenue, NW
Washington, DC 20012-2031
T: 202.207.3333; F: 202.207.3329
Email: youth@forumforyouthinvestment.org
Web: www.forumfyi.org

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Few U.S. communities, even those deeply in the throes of the after-school movement, have fully taken on the challenge of creating a system of after-school opportunities for high school students, often citing greater demand, need and impact at younger ages. But with high school reform now a front burner issue, districts and communities cannot afford to have high school after-school on the back burner.

High school reform is in. Discussions about measuring graduation rates and discarding outdated notions of secondary school can now be heard in the halls of the White House, Congress, and state and local governments across the country. The Carnegie Corporation, Gates Foundation and other funders have made unprecedented investments in high school reform over the past several years. President Bush introduced his High School Reform Initiative earlier this year, the National Governors Association is supporting states as they develop and implement reform plans, and the National League of Cities is working with municipal leaders to stimulate and support the development of an array of high school options at the community level.

Elected officials are not the only group that has decided to make high school reform a priority. The higher education community is concerned that students are entering colleges and universities academically unprepared. Employers and labor force experts like Robert Reich continue to sound the alarm that young people are entering the workforce without the necessary skills to succeed. Youth development experts continue to emphasize that adolescents need intentional opportunities to practice citizenship, navigate risks and build healthy relationships.

The common message being sent by these groups is that too many young people leave high school unprepared for college, work or life. Fueling the fire are recalculated dropout rates suggesting that roughly two-thirds of ninth graders (and only about half of African American and Hispanic students) graduate.¹ But there is growing consensus among those concerned with transitions to college, work and life that the challenge is not just about graduating, it is about making the transition to adulthood equipped to meet the demands of the 21st century.

FIGURE 1

21ST CENTURY SKILLS AND CONTENT

- Information and media literacy
- Communication skills
- Critical thinking and systems thinking
- Problem identification, formulation and solution
- Creativity and intellectual curiosity
- Interpersonal and collaborative skills
- Self direction
- Accountability and adaptability
- Social responsibility
- Global awareness
- Financial, economic and business literacy
- Civic literacy

21ST CENTURY LEARNING CONTEXT

- Making content relevant to students lives
- Bringing the world into the classroom
- Taking students out into the world
- Creating opportunities for students to interact with each other, with teachers, and with other knowledgeable adults in authentic learning experiences

— Partnership for 21st Century Skills

In 2003, the Partnership for 21st Century skills issued a report supporting attention to the basics but calling for expansions in content and skills, and a retooling of curricula and assessment (see figure 1).² Subsequent polling substantiated the argument that the public does not want high schools to go “back to basics” but forward, to help students prepare for the 21st century.³ Those polled recognized the challenge of holding schools accountable for an expanded list of outcomes at a time when they struggle to teach the basics. The overwhelming majority, however, thought schools had to be at the center of the solution.

The question is — who and what surrounds schools? The nonschool hours represent a significant developmental opportunity and nonschool partners — community-based youth organizations, employment and training programs, businesses, libraries, faith communities, cultural institutions — represent significant assets.

The fundamental goal behind high school reform efforts is to better prepare students for life after school — not after 3 P.M., but after graduation. It is difficult to imagine a scenario in which high school students have the time and the supports needed to learn *and apply* an expanding set of skills within the confines of the traditional school building and school day. Expanded opportunities are critical in helping students prepare for the future and as a result, are increasingly on the radar of key school reform stakeholders like the National High School Alliance.⁴

A previous issue in this series tackled the question of what effective after-school programs for high school students should look like given the critical developmental differences between six and 16 year olds.⁵ In this issue, we focus on larger policy questions about how and why the high school reform and after-school movements need to be woven together to produce a solid system of learning opportunities and developmental supports designed to help all young people prepare for the future. In doing so, we discuss:

- themes driving high school reform and what they have to do with after-school;
- the reality of high school students' after-school options and interests;
- what after-school looks like through a high school reform lens; and
- how the relationship between high school reform and after-school expansion might evolve.

RELATIONSHIPS, RIGOR AND RELEVANCE

“America's high schools must be redesigned to become communities that provide a high level of academic rigor for all youngsters so that they will be prepared to pursue postsecondary education. To preserve democracy, we must educate all students so that they will be able to participate as voters and as members of groups or organizations that form the basis of our democracy. Schools must teach students to be self-motivated learners, and be places where students gain social and civic competencies as well as academic skills. In order to achieve these goals, schools have to become more personalized and offer a purpose to students by demonstrating a connection between the world of work and their lives.”

— CREATING A NEW VISION OF THE URBAN HIGH SCHOOL
CARNEGIE CORPORATION OF NEW YORK, 2000⁶

The current national discourse about high school reform revolves around the importance of three new Rs: *Relationships, rigor and relevance*, a phrase recently popularized by the Gates Foundation. While research can not (and may never) point to a distinct set of proven strategies for improving high schools, experts in the education, philanthropy and research communities have begun to converge around the idea that relationships, rigor and relevance are critical ingredients of successful schools and should help guide change efforts.

Exit exams and annual assessments grab the headlines, but across the country, districts and schools are responding to the call for a focus on rigor, relevance and relationships in creative ways. Small schools, small learning communities, team teaching, block-scheduling, “looping” — where teachers stay with the same students across years, career academies, advisory groups, service-learning, off-campus classes, internships and project-based learning are all examples of innovations that, when well implemented, respond to what students, educators, policy makers and employers are asking for.

TEENS CARE ABOUT THE FUTURE

FIGURE 2

More than three in five teens say the following would “work very well” in making high school more meaningful:

- Taking courses that will matter later in life
- Practical information on college
- Taking courses that count as college credit
- Being allowed to choose their courses

— National Governors Association, 2005

When young people are asked about how to improve the high school experience, their responses echo these new Rs. High expectations and respect from teachers rank high in terms of students' interests, but their emphasis on things like relationships and relevance in no way contradicts the value they place on academic rigor and their desire to master the skills that are going to help them succeed.⁷ In the National Governors Association's recently released national survey of over 10,000 high school students, teens underscored their desire for access to more demanding and interesting courses, particularly courses related to their career interests (see figure 2).⁸ In sum, teens want to be challenged and they care about their futures.

THE NEW RS AND AFTER-SCHOOL

“Out-of-school time programs can help kids build a connection to school and get excited about learning. In the best programs, young people who might be bored in school are energized by making a documentary film or writing a community newsletter. These hands-on experiences help them see the connections between learning and what is important in their own lives.”

— PAM STEVENS, TIME WARNER, INC.
OFFICE OF CORPORATE RESPONSIBILITY

As it turns out, the new Rs are just as relevant to out-of-school time programming as they are to school reform, and sometimes just as challenging to achieve (see figure 3). Out-of-school time programs have traditionally been known for what some might consider the “less important” of the new Rs — relationships and relevance. These programs have, until recently, not been judged on their rigor — academic or in any content or skill area. They have been judged on their ability to attract and retain young people, capture their interest and build broad pro-social skills. By design, then, these programs have had the flexibility and staffing structures needed to prioritize peer and adult relationship-building, non-threatening hands-on learning and student choice.

Targeted federal funding and growing concerns about poor academic achievement in the elementary and middle grades have introduced the issue of academic rigor into the after-school movement, challenging programs and the field to take responsibility for some academic goals and to define the other outcomes they wish to be held accountable for. While there are some concerns that after-school programs are being asked to demonstrate unrealistic academic gains, many education and after-school leaders agree that the press to define outcomes, upgrade practice and assess quality in after-school programs is important.

FIGURE 3

RESEARCH ON AFTER-SCHOOL AND THE NEW RS

Relationships. Numerous studies point to connections with positive adult role models as a reason for and outcome of program participation. Researchers like Bart Hirsch have described the “exceptional power” of youth-staff relationships in some urban Boys and Girls Clubs,⁹ and the mentoring literature continues to underscore the potential power of sustained non familial youth-adult relationships.¹⁰

Relevance. Reed Larson has found impressive levels of engagement in after-school activities, with students reporting more focus and motivation in sports and other structured, voluntary activities than in the classroom.¹¹ For McLaughlin, Irby and Langman, allowing youth to develop and complete meaningful projects on issues they feel passionate about is a critical common denominator of successful programs.¹² Gambone and colleagues have shown that programs that focus on civic activism may be more likely to sustain the interest of low-income teens than programs that do not.¹³

Rigor. High quality programs do emphasize skill development and often in rigorous ways, but not necessarily in academic subjects. Milbrey McLaughlin has described effective youth organizations as those that provide a clear focus, emphasize quality content and instruction, include an embedded curriculum, and offer cycles of planning, practice and performance.¹⁴

Whether they are offering homework help, academic content-rich activities or opportunities to build 21st century skills, after-school programs are finding ways to address the “rigor” question, while still leading with relationships and relevance — traits that parents and students use to distinguish the learning that happens after the school bell rings.¹⁵ The question is, are they effectively reaching high school students?

HIGH SCHOOL STUDENTS' AFTER-SCHOOL INTERESTS AND OPTIONS

“[When I was younger] I picked activities based on having fun. Now it's more about teaching myself, gaining knowledge — that's the difference.”

— PROVIDENCE TEEN

A small but growing body of knowledge offers a glimpse of what kind of after-school programming interests high school students. First, contrary to popular wisdom, teens do a lot more than “hang out” after school lets out. Second, as evidenced by the sharp declines by age in participation in traditional youth organizations, teens actively exercise their right to choose after-school experiences that meet their needs.

TEENS' AFTER-SCHOOL PARTICIPATION RATES

A recent Public Agenda poll commissioned by the Wallace Foundation found that over half of students surveyed (57 percent) participate in some kind of out-of-school activity every day or almost every day, and another 37 percent report doing so a couple of days a week.

By the teen years, after-school “programming” must be defined broadly to encompass a range of classes, clubs, activities, programs and work opportunities. According to the Public Agenda survey, at least six out of ten teens age 12 and over participate in sports activities, school clubs, other extracurricular activities or do volunteer work. Over half participate in faith-based activities, take music or art lessons, and/or attend an after-school program. Thirty-seven percent hold a part-time job and 30 percent receive tutoring or test preparation support (*see figure 4*).¹⁶

FIGURE 4

HOW DO TEENS SPEND THEIR TIME WHEN NOT IN SCHOOL?

- 66 percent participate in sports
- 62 percent participate in extracurricular activities
- 60 percent volunteer
- 54 percent participate in faith-based activities
- 52 percent take music, dance or art lessons
- 37 percent have jobs
- 30 percent get tutoring or test preparation
- 19 percent belong to a youth organization like Scouts

— Public Agenda, 2004

While these numbers seem encouragingly high, previous studies give reason for caution. Public/Private Ventures suggested that while about two-thirds of 13- to 15-year-olds are engaged constructively after school, only half of 16- to 17-year-olds are.¹⁷ The Afterschool Alliance's *America After 3PM* study reported that only three percent of high school students participate in formal after-school programming.¹⁸ And, a new Department of Education database of 21st Century Community Learning Centers suggests that only six percent of currently funded centers — which obviously must make difficult decisions about targeting limited resources — serve high school students.¹⁹

It is very likely that within Public Agenda's “12 and over” sample, young students are more actively engaged than older ones (with jobs being a likely exception) and “high risk” youth, regardless of age, are less involved than “low-risk” youth.²⁰

TEENS' AFTER-SCHOOL OPPORTUNITY CRITERIA

More than half of all teens in a nationally representative study commissioned by the YMCA wished there were more programs available.²¹ But formal and informal reports of poorly-attended teen programs show that not just any program will do. Most high school students do not have to be anywhere after school. They neither need nor want supervision, but they are looking for opportunities to engage in the present and to prepare for their futures. Teens' interests when it comes to after-school activities can be summed up in three overall themes:

- **Teens want their time to count.** Teens want to develop skills and participate in opportunities that support their goals for the future and help them understand, prepare for and navigate their post-high school options for college, work and life. According to a recent study conducted by the National Institute on Out-of-School Time, internships and apprenticeships, particularly when paid, are highly attractive to many teens and serve a practical function in addition to preparing young people for the future. School credit for structured after-school participation (most often community service) also ranks highly among teens.²² Figure 5 describes programs designed with an explicit eye toward preparation for the future.
- **Teens want opportunities to connect with peers and adults.** High-quality programs provide a balance of social outlets and structured opportunities that allow young people to engage in constructive ways with peers they know and identify new friends that have similar goals and interests. Ninety-two percent of the teens surveyed in the Wallace/Public Agenda poll reported making good friends through participation in after-school activities. Middle-school and high school teens in Providence who participated in focus groups in 2003 emphasized the importance of time with friends in selecting after-school activities.²³ Adult connections are equally important. Numerous interviews with teens have underscored the truism that teens may “come for the activity but they stay for the relationships.” These adults include program staff and formal mentors, but also brokered connections to adults outside the program, as students have opportunities to interact with local business and community leaders through activities and events.
- **Teens place a premium on program flexibility.** As the young people who participated in the Public Agenda poll confirmed, teens need program flexibility. Most teens report being engaged in a mix of activities, navigating complex schedules that combine school, homework, chores, part-time jobs and their own mix of chosen activities. Rather than be involved in just one program or type of activity, many youth piece together several different activities over the course of a week. High schoolers place a premium on flexibility in programs to accommodate the range of responsibilities and interests they juggle. A Monday through Friday, 3:00 to 5:00 P.M. schedule is unrealistic for most.

FIGURE 5

FUTURE-ORIENTED AFTER-SCHOOL PROGRAMS FOR TEENS

READY FOR COLLEGE	<p>Lauj Youth Society, St. Paul, Minnesota. Run by the Lauj Youth Society, the Home Tutoring Program provides home-based, individual tutoring services to academically struggling Hmong youth. The purpose of the Home Tutoring Program is to help disadvantaged Hmong children and youth succeed academically, graduate from high school, and prepare for higher education or careers. Tutors are Hmong college students who provide individualized tutoring while also serving as role models. Students receive an average of 36 hours of one-on-one tutoring per school year. www.laujyouth.org</p>
READY FOR COLLEGE	<p>Pathways to Possibilities, Grand Rapids, Michigan. Pathways to Possibilities is a college-church urban youth initiative. Calvin College partners with approximately 20 churches located in the central city areas of Grand Rapids and Muskegon, Michigan, the Red Mesa region of Arizona and New Mexico, and Southern California to provide young people with campus-based exposure opportunities (from weekend to month-long programs) and access to the academic and other supports necessary to successfully enroll and continue in college. The college provides low to no-cost technical support to individual churches to strengthen their onsite tutoring, college counseling, SAT/ACT prep, and other supports. www.calvin.edu/admin/precoll/path.htm</p>
READY FOR WORK	<p>Youth Mentoring Connection, Los Angeles, California. Youth Mentoring Connection (YMC) is a workplace-based mentoring program that connects "at-risk" youth to employees of several large Los Angeles-based employers. Teens are exposed to adult mentors at their place of employment, and mentors are given two or more hours a month to devote to mentoring activities during the workday. At the worksite, mentors and mentees participate in structured sessions together, including one-on-one meetings, group projects, guest speaker sessions and Life Skills workshops conducted by YMC staff. The focus of the program is on the one-one relationship, with emphasis on professional development, trust, self confidence, empowerment and a vision for the future. www.youthmentoring.org</p>
READY FOR WORK	<p>The Exploratorium, San Francisco, California. The Exploratorium's Explainer Program is a work and enrichment program that engages high school youth in learning about the fundamentals of science, their own learning methods, and the development of exhibits as tools for teaching others. The goal of the program is to help participants integrate their learning experiences into skills and practices useful for future work and life experiences. On-the-job training includes discussions and workshops in diversity, communication and evaluation as well as training in biology and physics. www.afterschool.org/search/online/story.cfm?submissionID=227&log=direct</p>
READY FOR LIFE	<p>Seattle Young Peoples Project, Seattle, Washington. The Seattle Young Peoples Project (SYPP) is a youth-led, adult supported organization that empowers young people to take action on issues that affect their lives by providing them with resources, space and organizing training. The institutional racism project, started in 1999, was sparked by student concern over the disparities in achievement between white students and students of color. The project has educated over 1,000 youth on the principles of undoing racism and has developed the leadership of a core group of high school students to educate their peers about individual and institutional racism. www.sypp.org</p>
READY FOR LIFE	<p>Quitman County Development Organization, Quitman County, Mississippi. Financial literacy skills are seen as important to helping the economically-depressed Delta region's young people become competitive adult participants in the economy. The Quitman County program includes three strategies: a) a youth-run community convenience store; b) a youth credit union administered by a board of young people; and c) financial literacy training in the form of skill development workshops and "savings days" in local schools. www.afterschool.org/search/online/story.cfm?submissionID=233</p>
<p><i>Note: Many of these and other high quality after-school programs address college, work and life goals simultaneously - filling gaps and raising expectations in multiple areas. We have organized them here by their primary focus only.</i></p>	

After-school programs lose older youth for many of the same reasons that high schools do — when settings lack the necessary emphasis on rigor, relevance and relationships, teens opt out. We know that how after-school opportunities are structured matters. Over a decade ago, the Carnegie Council's *A Matter of Time* report exposed the trade secret that participation in youth programs drops off rapidly after age 13, in part because few organizations responded to adolescents' interest in increased flexibility and employment-related programming.²⁴ The report also highlighted the fact that low-income teens were least likely to have access to activities. Since then, efforts have been underway to take a new look at what it takes to engage and retain older youth. Two recent studies point to consistent themes that underscore the relevance of the new Rs during the out-of-school hours.

- The National Institute on Out-of-School Time studied efforts made by programs across the country to recruit and retain teen participants. They found that it is critical that programs connect to youths' future aspirations, offer opportunities to develop leadership and other skills, and connect youth to people and places beyond their local neighborhoods.
- Gambone and colleagues compared traditional youth programs with those that recruit young people to participate in a social justice cause and/or to a common identity group (e.g., race, ethnicity, sexual orientation). These “non-traditional” programs were not only better able to attract young people who had not been involved in traditional programs; they were better able to help them build strong relationships, strong skills and strong commitments.²⁵

AFTER-SCHOOL THROUGH A HIGH SCHOOL REFORM LENS

Rigor, relevance and relationships are useful themes for linking what happens during the school day and beyond. But when it comes to considering after-school through a high school reform lens, the focus is largely on how programs can help deliver on school-day goals. While policy makers calling for increased investments in after-school programs have historically cited their importance to working families, child and community safety, and education, education-related needs now garner significant attention.

The education arguments for after-school tend to split into three themes. Programs are expected to *complement* what happens during school (enrichment activities that focus on arts, recreation or 21st century skills^{26,27}), *supplement* what happens during school (subject-specific tutoring and homework assistance), or in some cases, *compensate* for what happens — or does not happen — during the school day (intensive remediation to build personal, social or academic motivation, confidence and skills).

By high school, these themes connect pretty directly to populations with distinct needs. There are those students who are ready for college — engaged, thriving and looking for complementary challenges to use their skills and build their resumes. There are those who are committed to college or post-secondary training, but looking for ways to supplement their grades or get a taste of real-life work experience. There are those in need of compensatory programming, who are in school in name only, having fallen behind and given up. And, of course, there are those young people for whom the out-of-school hours stretch from morning to evening. Teens in each of these groups are looking for programs and options for learning, working and contributing. But not all will find them.

Even more than is the case for young children, high school students whose families have money have more options, whether they seek to supplement, complement, or compensate for the school experience. The majority of publicly funded after-school programs serve elementary and middle school students and child care subsidies for such programs stop at age 13. Students with resources are more likely to have the option to not work to support themselves or their families. They are also more likely to find paid employment and/or internships that provide income and insights into careers. They are more likely to be able to pay for special classes, lessons and experiences, and are more likely to live in neighborhoods

that have well-funded schools, cultural and educational institutions and recreational facilities.

Public funding for high school after-school programs is likely to target low-performing students and schools. But programs that are framed solely as supplementing academic skills or compensating for academic deficits are a tough sell to students who have already experienced academic failure. While they might desperately need help with specific subjects or the discipline to complete homework, teens are unlikely to spend their free time this way unless programs also include activities they can choose, related to things they care about with adults they respect and can talk to.

PARTNERS IN CHANGE

High school after-school programming is not a silver bullet. But it may be an untapped resource in many communities. High school reform efforts that do not take the out-of-school hours and out-of-school partners into account may be missing an important tool as they go about their change efforts. There are reasons to be optimistic about the relationship between high school reform and high school after-school expansion:

- First, things can be done during the school day to help ensure young people experience the new Rs. Changing schools and districts is hard work, but recently released evaluations of high school reform models that incorporate these principles, like Talent Development and First Things First, show strong results.²⁸
- Second, promising high school models are beginning to rely on the broader community and the hours beyond the traditional school day to provide enrichment, help students catch up, and to link academics to students' interests.²⁹ In some places, community organizations are becoming part of the infrastructure, like in New York's New Visions schools.
- Finally, awareness is increasing within the after-school community that traditional programs do not necessarily appeal to older youth. A new crop of innovation is emerging, sometimes at scale (as in the case of After-School Matters, Chicago's citywide push to create high-quality options for high school students) and initial evidence suggests such programs can make a difference.³⁰

The time has come for educators, youth workers and other advocates for children and youth to answer the question that Paul Hill and his colleagues pose in *It Takes a City*: “How can this community use all its assets to provide the best education for all our children?”³¹

If the broad goal of high school reform is to ensure students leave school ready for the future, and getting there means ensuring students experience positive, sustained relationships, relevant learning opportunities and rigorous instructional experiences — the road that lies ahead for many schools and districts is a daunting one. The necessary changes can be complemented by — and perhaps only fully implemented through — intentional collaboration with community partners both during the school day and during out-of-school time.

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7064 Eastern Avenue, NW ■ Washington, DC 20012-2031

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OUT-OF-SCHOOL TIME
POLICY COMMENTARY

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10

RETHINKING THE HIGH SCHOOL EXPERIENCE: WHAT'S AFTER-SCHOOL GOT TO DO WITH IT?

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With high school reform now a front-burner issue, districts and communities cannot afford to have high-school after-school on the back burner.

In this commentary, we focus on how and why the high school reform and after-school movements need to be woven together to produce a solid system of learning opportunities and developmental supports designed to help all young people prepare for the future.

What themes are driving the high school reform conversation?

How do these themes link to the after-school movement?

What do we know about high school students' after-school interests and options?

What does after-school look like through a high school reform lens?

What does the future hold for high school reform and after-school expansion?

