Center for American Progress

The Massachusetts Expanding Learning Time to Support Student Success Initiative

Hilary Pennington
Senior Fellow

Progressive Ideas for a Strong, Just, and Free America

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Executive Summary

The Massachusetts Expanding Learning Time to Support Student Success Initiative

In 2005, Massachusetts became the first state in the nation to undertake a systemic initiative to significantly expand learning time as a strategy for improving student performance and closing the achievement gap. For communities, states, and policymakers seeking to improve educational outcomes for our nation's students, this ambitious initiative holds important lessons regarding:

- How to redesign the schedule and educational program of schools in order to increase student achievement;
- How to accelerate change in public systems
- How to engage public policy leaders in innovative reform
- How to build capacity in low-performing schools; and
- How to leverage partnerships between schools and community partners on behalf of students' learning and development;

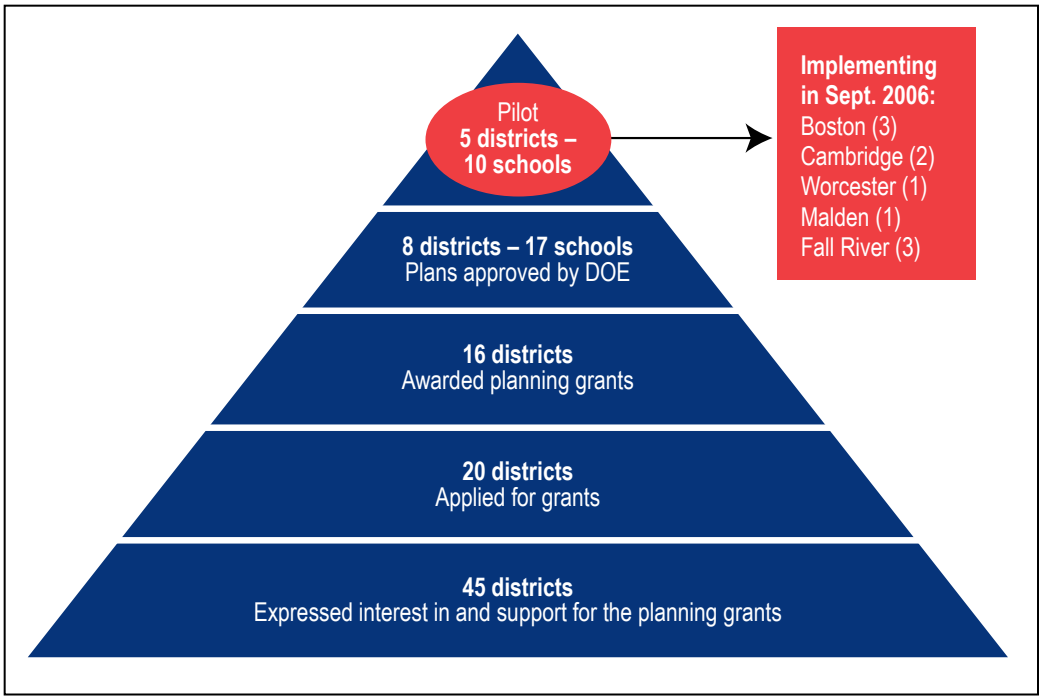
What Is the Expanded Learning Time Initiative?

The Massachusetts Expanding Learning Time to Support Student Success Initiative takes as its inspiration the common sense idea that if students are expected to learn more—the core premise of the No Child Left Behind Act—they must have more time in which to reach these expectations. To break free from the constraints of the traditional school schedule, this initiative requires participating schools to expand time significantly (rather than incrementally) for all students and encourages a process of fundamental redesign in concert with the schedule expansion. Participating schools are expanding the school day or year by 30 percent and will thus have the chance to add four components that research indicates can have a positive effect on student performance and engagement in learning: (a) increased core academic instruction, (b) enrichment programming for all students, (c) individualized instruction and (d) more planning and professional development time for teachers.

The expanded learning time (ELT) initiative resulted from a bipartisan collaboration among a Republican governor, a majority-Democratic legislature, the state Department of Education, civic leaders, and a nonprofit advocacy and support organization, Massachusetts 2020. This nonprofit organization has provided and continues to provide overall leadership and intensive technical assistance to support the initiative.

At the end of a planning year, 10 schools in five districts were selected to begin implementation in 2006/07. Preference was given to districts that served a high percentage of low-income families and to those that partnered with community-based organizations and/or college and universities in redesigning the school day. The plans involved significant input from parents, teachers, and community partners and required approval by teacher unions in each district. Through a $6.5 million allocation from the state legislature, each school has received an extra $1,300 per student to expand learning time by 30 percent (about two hours per day) for all students in the school and to significantly reconfigure the use of time during that day. The grant monies are used primarily to compensate teachers and other school staff for working additional hours.

Figure 1—The ELT Process in Review



Key Design Features of The Expanding Learning Time Initiative:

The ELT initiative grew out of a two-year research and consultation effort led by Massachusetts 2020. The eventual policy to create ELT schools was built upon a set of policy principles that Mass 2020 had developed in conjunction with key stakeholders and legislative leaders. These principles then became the basis for the request for proposals for the initiative. These included:

1. Adding a significant percentage of more time to the school day or year (25 – 30 percent) to help students meet higher performance standards.

2. Making the initiative systemic and publicly funded rather than funded by foundation money. Implementing school districts would receive per student funds from the state to support estimated costs.

3. Requiring all students in participating schools to attend the expanded day and all schools to engage in a comprehensive restructuring of the entire school schedule.

4. Expecting districts to design a comprehensive budget sufficient to fund the approved plan, based upon an amount indicated in the budget language.

5. Targeting a mixture of districts—urban, rural, and suburban—not solely low-performing schools in low-income communities, even while recognizing that the most severe lags in proficiency rates tended to be situated in the state's poorest school districts.

6. Holding preference for districts (a) whose plans showed the greatest potential for district-wide impact; (b) whose targeted schools demonstrated sufficient capacity and were on a positive trajectory of change; and (c) which planned to partner with community-based organizations and/or institutions of higher education.

7. Specifying uses of funds based on research and common sense notions about how to raise student achievement. That is, schools should include enhanced instruction in English/language arts, mathematics, and other core subjects; more time for planning and professional development for teachers; and more time for enrichment opportunities (arts, sports, tutoring, experiential learning) for all students.

8. Seeking the approval of key constituents, such as teachers and parents, with evidence of support from any collective bargaining units, community-based organizations, or higher education institutions involved in implementation.

9. Providing technical support to participating schools and districts from the Department of Education in conjunction with Mass 2020.

10. Requiring each district to measure and track the efficiency and effectiveness of its ELT schools, including developing measurable goals to annually and longitudinally assess the implementation and impact of additional learning time on student achievement, retention, attendance, higher education attainment, and other relevant measures. The Department of Education would also conduct an annual accountability review process.

Key Lessons From the Expanded Learning Time Initiative

The Massachusetts state effort, though relatively new, has provided policymakers and advocates with critical information and key lessons on expanded learning time, including:

1. **Expanding the school schedule must involve a comprehensive redesign of the educational program.** One of the most important substantive design issues associated with expanded learning time is how to ensure that it fosters a real reconfiguration of the use of time, rather than just add-ons at the end of the day.

2. **Involving teachers and unions from the start of planning is essential.** Too often in school reform efforts, administrators take on new projects or initiatives without first consulting teachers. The districts and schools that were able to successfully plan a longer school day and gain union agreement were those that involved teachers on the planning team and solicited their feedback on various features of a redesigned educational program.

3. **Districts and schools need adequate time for planning the expanded schedule and school redesign.** The planning and implementation challenges for ELT were even greater than anticipated. The planning proposal for the second year of the initiative recognizes the complex process of exploration and coalition-building demanded by ELT, giving those opting to open later an extra full year to plan.

4. **Budgeting for the expanded day is highly complex and entails the all-funds budgeting method**. Developing budgets at the school level for the expanded day within the parameters of $1,300 per student allotment, as specified in the state budget, was a very complex task. Design teams had to determine how many teachers were needed to staff the expanded day and for how long. In addition, once the designs were created and community partners identified, the design teams had to figure out how to pay for the time and engagement of CBO partners.

5. **Do not underestimate the capacity it takes to plan for and implement the expanded day.** To optimize the ELT initiative's effectiveness, the state, districts, schools, teachers, and community partners will move into new roles. Challenges include how best to deal with substantive issues about teaching and learning and with expanding the roles of adults involved in supporting students' growth and development.

6. **With so many stakeholders involved in school reform, planners must engage in continuous communication to each constituency and with appropriate messaging.** Valuable lessons emerged about how to "frame" the benefits of the initiative. Portraying the extra time as not just "more of the same" but as expanded opportunity for learning and participating in enrichment was important to win support. Early experience also reinforced the importance of establishing strong communication among key players.

7. **School reform is a process that often takes several years to yield significant results, so it is essential to secure long-term commitments from political leaders and a sustainable funding and evaluation strategy.** The initiative's scalability and sustainability will continue to depend on strong leadership from the legislature, governor, and civic leaders, especially since public monies must be appropriated each year to fund the ongoing work.

8. **Political support at both the state/legislative level and at the district level depend upon the building of coalitions.** The experience of districts that succeeded in completing viable implementation plans, as well as those that decided not to go forward this year, underscored the importance of coalition building at all levels.

9. **To maximize impact, school reform efforts cannot be isolated to a small number of schools.** For the initiative to be a major force in improving student performance and closing the achievement gap over time, expanded learning time needs to be implemented across an array of diverse communities (not only urban ones) so that states can determine if the investment in a longer day is worthwhile and under what conditions.

10. **Significant school reform often demands the deep involvement of intermediaries to take on the tasks that state agencies and school districts cannot or are not equipped to handle.** The public policy interest in education reforms that involve the fundamental redesign of schools often outstrips the readiness of the public and the capacity of implementers at the local level, and intermediaries are a key part of what can make the difference in how well a good policy idea is implemented. Others interested in launching an extended learning time initiative need to understand the role that Mass 2020 has played as a catalyst, reform support organization, and partner to the state Department of Education. Mass 2020 was able to bring its own resources—financial (about $1 million of privately raised funds) and human capital—to the table. While it did not provide any direct financial support to the pilot schools, Mass 2020 supplemented the public investment with highly sophisticated policy, advocacy, and technical assistance.

Implications for State and Federal Policy and for Philanthropy

The theory behind expanded learning time—that more time used well will be good for students and will help close achievement gaps, especially where they are greatest—makes sense and is a compelling idea that deserves to be implemented on a broader scale—both in Massachusetts and elsewhere. Both government (local, state, and federal) and philanthropy can play a significant role in helping this happen.

The Federal Government Can:

- **Allow the blending of federal funding streams for the purpose of extending learning.**

- **Change the ways in which Supplemental Educational Services (SES) funds can be used in order to support extended learning time models.** Allow schools to apply on a competitive basis for access to SES funds if they have a comprehensive plan approved by the state for how to use extended learning time to improve student achievement.

- **Fund a demonstration** at the federal level in order to accelerate the testing of a strategy with important potential to keep the country on track for meeting NCLB's proficiency goals by 2014. The demonstration would provide competitive funding to states, districts, and schools to support their expanding school time by at least 30 percent. Five years of funding (including planning and implementation years) would be guaranteed as long as the state/district/schools demonstrate adequate progress on benchmarks set as a part of the pilot. Participating states/districts/schools would be required to provide $1 in matching funds for every $2 of federal funds. Eligible schools would have to be in high poverty, identified for Improvement, Corrective Action, or Restructuring under NCLB, and must demonstrate some capacity to implement complex organizational change.

  The proposals would demonstrate that the Expanded Learning Time initiative is an integral part of the state's intervention program for underperforming or failing schools and would allocate resources for significant technical assistance from qualified external organizations. At the school level, funding could be used to support a redesigned educational program with substantial additional time for core academics, enrichment, and teacher professional development. Extended school days, years, or a combination of the two would be allowed. Finally, the federal funding would include the cost of a national evaluation.

State Governments Can:

- **Create an Expanded Learning Time Initiative** that tests the concept, creating a 4-5 year demonstration with predictable funding and an independent evaluation.

- **Adopt a weighted student funding formula** which would provide extra resources for students in greatest need and specify that an allowable use of funds would be expanding learning time.

- **Develop the expertise to support extending the school day or year as a standard part of state interventions** in low-performing schools or reconstitution of failing schools. Develop continuous improvement/school reform efforts.

Philanthropies Can:

- **Support demonstrations** either through matching state and/or federal investments or through funding local schools directly. In states and/or districts that lack the political support for a systemic initiative, philanthropies can help develop models and interest in expanded learning time.

- **Support intermediaries** in order to supplement the public investment with sophisticated research, policy, advocacy, and technical assistance.

- **Support research and development** on the need for expanded learning, promising practices, and needed policy innovations and supports.

- **Fund evaluations** to determine the impact of expanded learning time on student achievement

- **Document and disseminate the lessons learned.**

The Massachusetts Expanding Learning Time to Support Student Success Initiative

In 2005, Massachusetts became the first state in the nation to undertake a systemic initiative to significantly expand learning time as a strategy for improving student performance and closing the achievement gap. Traditional public schools were challenged to add 30 percent more time to their school day and to completely redesign their educational program. Because the Expanded Learning Time Initiative involves the deliberate redesign of the school schedule for the express purpose of raising student achievement, it is significant not only for Massachusetts, but also for other communities, states, and policymakers focused on improving educational outcomes for our nation's students.

This report chronicles the first phases of the Expanded Learning Time (ELT) initiative from its origins through the planning and early implementation phase of the pilot year. The first sections describe how the initiative began and outlines lessons that can be drawn from its execution. The final section holds recommendations for others who may be interested in exploring ELT, including specific suggestions for philanthropies, states, and the federal government.

What Is the Expanded Learning Time Initiative?

The Massachusetts Expanding Learning Time to Support Student Success Initiative takes as its inspiration the common sense idea that if students are expected to learn more—the core premise of the No Child Left Behind Act—they must have more time in which to reach these expectations. The traditional school schedule is simply not enough time to enable academically at-risk children to achieve proficiency because classes are too rushed to allow teachers to delve deeply into the subject material and, equally important, schools have limited opportunity to provide the kinds of personalized support and enrichment activities that will enable all students to succeed at higher levels. Yet, this schedule remains firmly in place across the country.

To break free from this "prison of time," this initiative requires participating schools to expand time significantly at once (rather than incrementally) for all students and encourages a process of fundamental redesign in concert with the schedule expansion. Participating schools are expanding the school day or year by 30 percent and will, thus, have the chance to add four components that research indicates can have a marked effect on student performance and engagement in learning: (a) increased core academic instruction, (b) enrichment programming for all students, (c) individualized instruction and (d) more planning and professional development time for teachers.

Building on the research, advocacy, and technical assistance work of an intermediary, Massachusetts 2020, and administered by the Massachusetts Department of Education, the initiative began with a planning year in 2005-06. Districts received planning grants of at least $25,000 to redesign their participating school(s) around the expanded school day and/or year.

Twenty districts applied for these planning grants in 2005/06 and sixteen were awarded them. Preference was given to districts that served a high percentage of low-income families and to those that partnered with community-based organizations and/or college and universities in redesigning the school day. The plans involved significant input from parents and community partners and required approval by teacher unions in each district.

At the end of the planning year, 10 schools in five districts (Fall River, Malden, Cambridge, Worcester, and Boston) were selected to begin implementation in 2006/07. Through a $6.5 million allocation from the state legislature, each school received an extra $1,300 per student to expand learning time by 30 percent (about two hours per day) for all students in the school and to significantly reconfigure the use of time during that day.

The ELT initiative resulted from a bipartisan collaboration among a Republican governor, a majority-Democratic legislature, the state Department of Education, civic leaders, and a nonprofit advocacy and support organization, Massachusetts 2020. This nonprofit organization has provided and continues to provide overall leadership and intensive technical assistance to support the initiative on a range of issues including public policy and advocacy, research, union-management negotiations, the design of the content and schedules of the expanded day, building partnerships with external organizations, and resolving logistical challenges such as transportation schedules. The role of Massachusetts 2020 and its unique partnership with the Department of Education are essential to the initiative's success, and are described in greater detail below.

Why More Time in School Matters

Over the past fifty years, the expectations of America's schools have changed dramatically. Whereas our public schools once accepted low expectations for some students, they now require high performance of all. The landmark federal legislation, No Child Left Behind, together with a series of state education reform efforts reflect these new priorities. Over the same fifty years, the families and children attending schools have evolved considerably as well. The student body is more diverse than at any time in our history, and in the majority of their families, both parents work at least part-time.

Against this backdrop of monumental change, one thing that has stayed the same is the structure of the school day and year—a 180, six-hour day calendar developed originally to meet the needs of 19th century farmers. Because the breadth and depth of content taught now is much more substantial than in previous generations, this schedule is poorly suited to helping all students achieve high standards. Yet, few schools or districts deviate from the norm, and attachment to it runs deep. Tinkering with the school calendar often generates serious opposition from parents and the public even though American children spend 80 percent of their waking hours (including weekends, summer, and school holidays) outside of school. Further, the American school calendar contrasts sharply with that of other countries where students spend significantly more time in school. In China, for example, students attend school for 30 percent more time than American children.

Proponents of extending the school day and/or year advocate a number of potential benefits of a longer day and year, including:

- More time on task,
- Increased depth and breadth of teaching and learning,
- Greater opportunities for planning and professional development for teachers,
- Greater opportunities for enrichment and experiential learning for students,
- Stronger adult-child relationships,
- The ability to leverage other school reform innovations that cannot be fully realized with the constraints of a six-hour day, and
- Ultimately, higher achievement across race, income, and grade levels.

By contrast, skeptics worry that mandatory extended learning time for all children is costly and will interfere with family time and discretionary after-school activities. Doubtful of schools' ability to create genuinely different teaching approaches, they argue that if schools were to use the time they already have more effectively, the expense of adding more time could be avoided. Some advocates in the after-school field also argue that after-school programming—which typically fosters different kinds of relationships between instructors and students than schools can—is more engaging and supportive of youth development than schools can be. They question whether spending more time in academically-focused, stand-and-deliver classrooms will be productive in the long run.

The Massachusetts ELT initiative addressed the concerns that more time should not mean "more of the same" by emphasizing the need to include more project-based learning and enrichment activities as part of the redesigned educational program and by stressing the preference for involving community-based after-school partners in the new school day.

How ELT Came Into Being

"If not this, what? If not now, when?"—*Urban superintendent*

Massachusetts is widely recognized for the quality of its education reform efforts. Yet, despite the state's highly regarded learning standards, well-aligned and substantive assessment tests, consistently high scores on the National Assessment of Educational Progress (Massachusetts ranks first in the country), and steady leadership, Massachusetts, like most states, faces a persistent achievement gap and stagnant proficiency rates.

A common theme among the state leaders interviewed for this case study was the conviction that the state's reform efforts thus far have been necessary, but not sufficient, to reach the state's goals. Some leaders believed that the stagnation in scores as measured by the state's achievement test, the MCAS, reflected the limits of what students, in aggregate, can learn within the confines of the current schedule. They also expressed concern that the current high accountability setting has produced the unintended consequence of narrowing students' and teachers' time to focus almost exclusively on core academic subjects—especially math and English Language Arts—in order that students are well-prepared for the MCAS. The combination of the pressure to perform well on MCAS—students must pass the 10th grade exams to graduate high school—with budget constraints had forced many schools to drastically reduce or cut enrichment activities—arts, sports, drama, etc.—not to mention subjects without high school exit requirements like social studies, from the regular school experience of many Massachusetts students. Evidence suggests that these cutbacks have had a disproportionate impact on minority and poor children. This reduction of enrichment opportunities has concerned state leaders because a large body of research indicates that it is often these activities that motivate students to engage in learning and stay in school, and that develop the social, physical, and other attributes that support academic achievement and personal growth.[1]

In an interview about the initiative, Patricia Haddad, chair of the House Education Committee and a key leader in establishing the initiative, expressed these concerns: "Education reform in Massachusetts is at a crossroads. We have good frameworks for subject areas and are clear on what kids should know. Now the question is: how much time do you need to learn that? Also, I am concerned that many things that are needed to really educate children have been lost in our concentration on subject matter. To me, this is the next step in education reform." These widespread concerns, in combination with prior high-profile research and some action on the question of time in public schools (see box on the Commission on Time and Learning), created a fertile opportunity for efforts to expand learning time in public schools, but it took the organized efforts of a non-profit group to transform policymaker interest into legislative action.

The Massachusetts Commission on Time and Learning

State education leaders began thinking about the question of time as early as the mid 1990s when the state passed landmark education reform legislation. A state Commission on Time and Learning was formed in 1994-95, chaired by Paul Reville, then a member of the Board of Education and now president of the Rennie Center for Education Research and Policy. The Commission examined the implications about time raised by standards-based reform—if standards put student mastery of a body of knowledge rather than seat time at the core of education, common sense suggested that some variation of time for learning would be inevitable given gaps in students' ability and standing. The question was how to organize the schedule and calendar in ways that would get each child to mastery. By sharpening the focus of educators on the need to curb the wasting of time in schools, the Commission report led to two significant changes in schools. First, after the report, it became official policy that all mandatory school hours needed to be devoted to core learning, meaning that study halls were eliminated. Second, the report accelerated the strategy among high schools to move to block scheduling of academic subjects.

Massachusetts 2020 as the Catalyst Organization

Founded in 2000 by Jennifer Davis, former Deputy Assistant Secretary at the U.S. Department of Education, and Chris Gabrieli, civic and business entrepreneur, Mass 2020 had worked for six years to expand after-school educational opportunities for children and families across the state. As a result, it was acutely aware that the majority of children who would benefit most from extra learning time face numerous barriers to program participation including transportation, cost, and lack of awareness of such programs. Despite the generally high quality supply of out-of-school time providers in Massachusetts and success at fund-raising to support them, leaders at Mass 2020 began to wonder whether reconfiguring the use of time and money in schools themselves might produce a more powerful impact for children most in need. They also worried about the prospects for long-term financing of after-school programming. Recent state budget shortfalls had resulted in the elimination of after-school funding, while philanthropic dollars would never be sufficient to meet the full need.

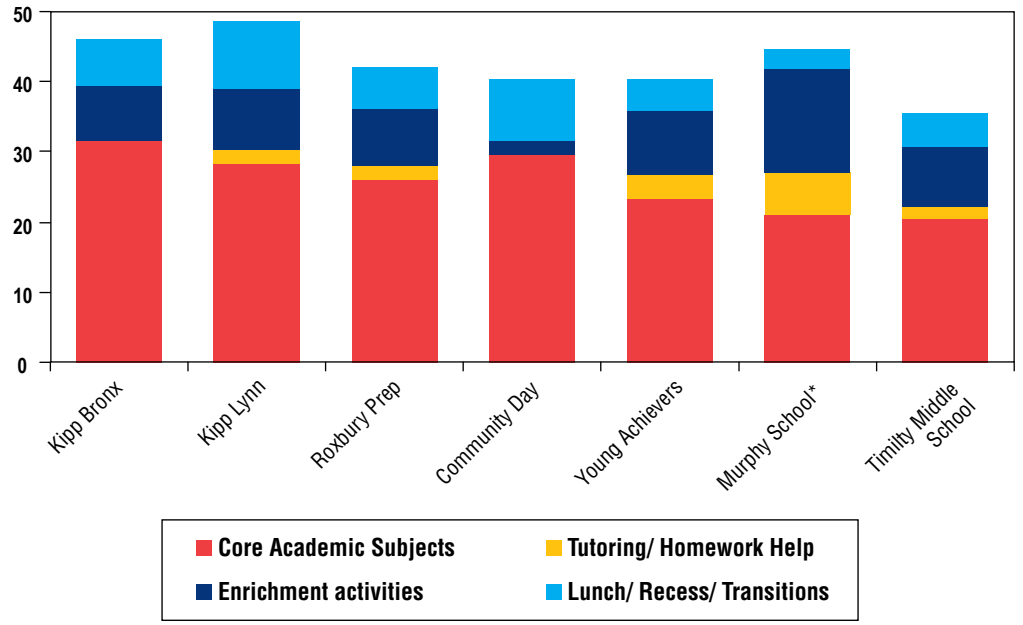
About Massachusetts 2020

Massachusetts 2020's mission is to expand educational and economic opportunities for children and families across Massachusetts. Massachusetts 2020 was founded in 2000 by Jennifer Davis, former Deputy Assistant Secretary at the U.S. Department of Education, senior member of the National Governors Association staff, and Executive Director of the Mayor of Boston's After-School Initiative, and Chris Gabrieli, a civic and business entrepreneur. Over the past six years, it has become a leader in combining research, policy, and practice to expand and improve out-of-school time programs in Boston and across the state.

It has helped to lead several significant initiatives that have expanded access to and/or strengthened the quality of after-school programs for thousands of children across the state. For more information, visit the organization's website at www.mass2020.org.

These concerns about the future of expanded learning opportunities for children led Mass 2020 to look more seriously at expanding the school day for all students. Mass 2020 decided first that it needed to better understand the situation—in this case, the barriers and benefits involved in a longer school day and year—before it could proceed with a full initiative. With a grant from the L.G. Balfour Foundation, Mass 2020 undertook a year-long research study to explore schools in the Northeast that had extended the school day or year. The report, *Time for a Change: The Promise of Extended-Time Schools for Promoting Student Achievement*, profiled eight schools (four charters and four district public schools) which feature at least 15 percent more time than the conventional schedule, analyzing how these schools managed to organize, staff, pay for, and sustain a school built around more time in order to enable all students to achieve proficiency. The study was not intended to prove that a longer school schedule automatically would produce higher student achievement, but rather to examine schools with very strong track records of generating high achievement across race, income, and grade levels to understand how and why they expanded their day and/or year. Analysis of these schools made it clear that the educators in these highly effective schools believed that the additional time—partly devoted to more time in academic subjects and partly devoted to providing enrichment activities and learning support—was an essential element of their success.

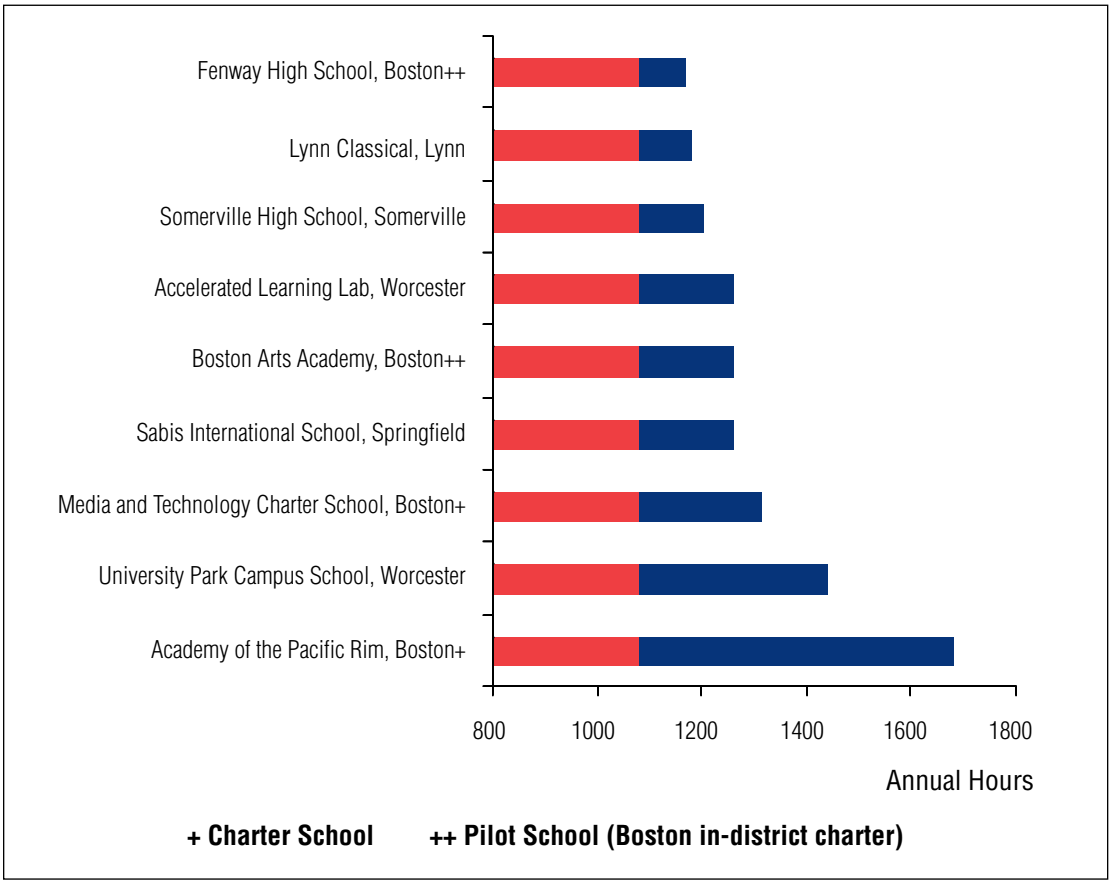
Figure 2—Use of Time at Extended-Time Schools



Notes: Totals based on 6th grade schedules at all schools except KIPP Academy Lynn which, at the time of this study, served only 5th grade. Core Academic Subjects include: math, English/Language Arts, science, social studies, and foreign languages (if they are a required part of the curriculum). Enrichment, electives, and other activities include: art, PE, music, dance, clubs, computers, advisory/homeroom, foreign languages (if offered as an elective), and other school-wide community building activities. Except for the Murphy School, only time required for all students is shown in the chart. For the Murphy School the schedule of students in extended-day program is shown. Though not shown here, other schools also offer optional after-school and Saturday programming.

These conclusions were reinforced by the analysis Mass 2020 conducted of the highest performing urban high schools in the state, as identified and profiled in a report by the Rennie Center.[2] This analysis revealed that a common characteristic of every one of these high-performing high schools was an extended school day. A second analysis found that 80 percent of all charter schools in Massachusetts operate on a schedule longer than 32.5 hours per week.

Figure 3—Increased Instructional Time in Higher Performing Urban High Schools[3]



Building on its six-year history of leveraging research to develop policy and programming designed to enhance children's learning, Massachusetts 2020 began to apply the same strategy to redesigning and expanding the conventional school day. It convened an Advisory Board (see box) and launched a concerted public policy effort to expand the school day in public schools in Massachusetts with three objectives:

- Build a coalition of influential supporters of more learning time for Massachusetts students;
- Develop a detailed policy for how to implement and finance more learning time in districts and schools; and
- Work directly with the legislature and other state leaders to enact the policy and gain state funding to implement it.

Expanded Learning Time Advisory Board

The ELT Initiative is supported by an Advisory Board of notable leaders in the education, philanthropic and public policy arenas:

- **Superintendent Karla Brooks Baehr**, *Lowell, MA School District*
- **Edward Doherty,** *Special Assistant to the President, Massachusetts Federation of Teachers*
- **Gov. Michael Dukakis,** *Distinguished Professor, Northeastern University*
- **Richard Elmore,** *Gregory R. Anrig Professor of Educational Leadership, Harvard Grad. School of Education*
- **Jack Foley,** *VP for Government and Community Affairs and Campus Services, Clark University*
- **Ellen Guiney,** *Executive Director, Boston Plan for Excellence*
- **Erica Herman,** *Principal, Gardner Extended Services School*
- **Jeff Nellhaus,** *Deputy Commissioner of Education, Massachusetts Department of Education*
- **Paul Reville,** *President, Rennie Center for Education Research and Policy*
- **Donna Rodrigues,** *Program Director, Jobs for the Future; Former Principal, University Park Campus School*
- **Alan Safran,** *Executive Director, Media and Technology Charter High School (MATCH)*
- **Robert Schwartz,** *Professor, Harvard Graduate School of Education*
- **Kathleen Skinner,** *Director, Ctr. for Educational Quality and Professional Development, MA Teachers Assoc.*
- **Harry Spence,** *Commissioner, Massachusetts Department of Social Services*
- **Adria Steinberg,** *Program Director, Creating Successful Transitions for Youth, Jobs for the Future*
- **Kerry Herlihy-Sullivan,** *Senior Vice President, Bank of America, Philanthropic Management*
- **Blenda Wilson,** *President and CEO, Nellie Mae Education Foundation*

Developing a Policy Framework

The first step in the process was to design a workable policy design around which to rally support and develop more formal legislative action. The findings from the research study, as well as the core of advisors, would serve to inform and shape the development of the expanded learning time policy. Also, knowing that policy ultimately results from a series of compromises and adjustments to facts on the ground, Mass 2020 chose to put forth a series of policy principles upon which to construct an official policy, rather than to start with a concrete and fixed policy prescription. The policy design and advocacy effort was underwritten in part by a grant from the Nellie Mae Education Foundation.

After vetting some initial ideas with members of the advisory board and other leaders in the field, the key principles that emerged included:

1. Adding a significant percentage of more time to the school day or year (25 – 30 percent) to help students meet higher performance standards.
2. Making the initiative systemic and publicly funded (funded by state rather than foundation money). Implementing school districts would receive per student funds from the state to support estimated costs.[4]
3. Requiring all students in participating schools to attend the expanded schedule and for schools to engage in a comprehensive restructuring of the entire school schedule.
4. Expecting districts to design a comprehensive budget sufficient to fund the approved plan, based upon an amount indicated in the budget language.
5. Targeting a mixture of districts—urban, rural, and suburban—not solely low-performing schools in low-income communities, even while recognizing that the most severe lags in proficiency rates tended to be situated in the state's poorest school districts.
6. Holding preference for districts (a) whose plans showed the greatest potential for district-wide impact; (b) whose targeted schools demonstrated sufficient capacity and were on a positive trajectory of change and (c) that planned to partner with community-based organizations and/or institutions of higher education.
7. Specifying uses of funds based on research and common sense notions about how to raise student achievement. That is, schools should include enhanced instruction in English/language arts, mathematics, and other core subjects; more time for planning and professional development for teachers; and more time for enrichment opportunities (arts, sports, tutoring, experiential learning) for all students.
8. Seeking the approval of key constituents, such as teachers and parents, with evidence of support from any collective bargaining units, community-based organizations, or higher education institutions involved in implementation.
9. Providing technical support to participating schools and districts from the Department of Education (in conjunction with Mass 2020).
10. Requiring each district to measure and track the efficiency and effectiveness of its ELT schools, including developing measurable goals to annually and longitudinally assess the implementation and impact of additional learning time on student achievement, retention, attendance, higher education attainment, and other relevant measures. The Department of Education would also conduct an annual accountability review process.

Coalescing State Leadership Support

With these design principles in hand, Mass 2020 then began discussions in late 2004 and early 2005 with state leaders to explore possible support for an expanded learning time initiative. Key leaders included the Democratic chairs of the House and Senate education committees, the Senate president and speaker of the House, the Commissioner of the State Department of Education, and the education advisor to the Republican Governor. In preparation for these meetings, Mass 2020 summarized its research findings, proposed the design framework (detailed above), and even began to suggest some specifics like what it would cost per student and how such a grant program could be structured.

Legislative leadership was key to the successful launch of the ELT initiative. The chairs of the House and Senate Education committees each were highly enthusiastic about the idea of expanding the school day. Each played important leadership roles and, together with the leader of their respective bodies, helped to frame both the political and policy requirements of the initiative. On the politics of expanding the school day, the legislature sought participation from a broad demographic and geographic range of districts.

As Patricia Haddad, chair of the House Education Committee commented, "From the beginning, we wanted to make it systemic. The easy way out would be to target low-performing schools. But to succeed, we must have a full spectrum of communities and show improvement everywhere. We wouldn't learn anything if we just targeted the initiative to low-performing schools. The House Education Committee was concerned about the distribution of the money to make sure that a broadly representative group of districts would be included."

Sen. Robert Antonioni, chair of the Senate Education Committee expressed similar views, "The idea resonated with me. It signals the next wave after the Education Reform Act of 1993. That was about more money and more accountability. Now there is a shift going on—we understand that the way you use the money makes a difference. It is not just about time, but also the strategies you use. If we are serious about this, Expanding Learning Time should be a five- to ten-year program. It must be in key districts. We have to educate our peers in the legislature and invite them to see what a difference it can make."

Beyond just supporting the concept, however, each education chair was actively involved in crafting an actual policy that could spark the creation of expanded learning time schools in Massachusetts. Working collaboratively with Mass 2020, the chairs developed a policy that took shape around the design principles that Mass 2020 had established.

In addition to the enthusiastic support from legislators, Gov. Romney also had publicly expressed his support for more time in school. In his State of the State address in January 2005, Romney announced the need for a longer school day as one strategy to consider for closing the achievement gap between urban and suburban schools, but he did not yet have a fully developed plan to put this proposal into

practice. Robert Costrell, an economist who took on education issues for the Governor, explained the potential of expanding the school day. "The discussions about adjustments to state funding formulas for education were about equity, not education reform. In my opinion, the state wasn't getting enough back from its investment. From the Governor's perspective, expanded learning time is most important for its potential in turning around failing schools."

But even key support and broad interest in expanded learning could not erase the fact that there were many competing demands on state funds. Consequently, intensive advocacy efforts were also needed. Central to Massachusetts 2020's advocacy efforts were the relationships it, and particularly its chair, Chris Gabrieli, had built among legislative and policy leaders. Having worked with mayors, legislators, business leaders, education reformers, and community-based organization and policy leaders from across Massachusetts on a variety of initiatives, Massachusetts 2020 was able to call upon these friends to first vet its policy outline and then gain support for it. Gabrieli, a former venture capitalist active in Democratic party circles for years, was known as a credible public advocate and innovator. The relationships he had built and the reputation his organization had fostered over time combined to help Massachusetts 2020 gain access to powerful allies.

A Policy Foothold

In July 2005, the Massachusetts Legislature provided $500,000 in competitive planning grant money to districts wanting to use the 2005-2006 school year to plan for an ELT program at one or more of their schools.

The Massachusetts Department of Education, empowered with the authority to manage the ELT program, was involved in framing the initiative from the beginning. As soon as the program became established through the legislature's appropriation, the Department decided to house the initiative in the School and District Intervention unit of its Office of Accountability and Targeted Assistance. From the beginning, the initiative was included as a key component of the state's approach to accountability and targeted assistance to low-performing schools.

Commissioner of Education David Driscoll commented, "I see this as a way of restructuring schools and increasing retention and student engagement. Because fundamentally, schools are structured poorly. At a time when we have to do more with less, we are stuffing things into the same box and not getting results. Even charters and pilots with longer days use pretty much the same time configuration. We don't know how to get ourselves out of the box we've got ourselves into. This initiative is changing the whole way we look at things. We have to engage kids and stop boring them. It is not about doing more of the same. This is a completely different way of structuring the day, year, and curriculum. It is not about add-on. While it is beneficial that teachers play a major role and will be compensated accordingly, I'd like to see schools bring in community people all through the day. That will be success."

The Planning Process

Now the hard work of planning could begin. Mass 2020 had been talking with a number of districts over the course of the spring and early summer, but the timing of the legislative action meant that interested districts received little notice or planning time once the grant opportunity was announced by the Commissioner of Education on July 22, 2005. Districts could apply for Planning and Early Implementation grants of at least $25,000 to be awarded on a competitive basis, though at least 75 percent of the planning grants would go to districts with 25 percent or more of their students eligible for free or reduced price lunch. The request for proposals went out on August 12, 2005, with a September 30 deadline for proposals. Twenty districts applied and the MADOE awarded 16 of them planning grants in the fall 2005. The districts included urban (7), suburban (4) and rural (1) communities all over the state. They ranged in size from Boston (60,000 students) to Rochester (556 students) and included a total of 31 schools (13 elementary, five K-8, and 13 middle/junior high schools) serving 15,000 students.

Interestingly, the press found the districts' application for this grant intriguing, because they believed that the district interest in this significant reform suggested that the widespread perception of schools as too satisfied with the *status quo* was inaccurate. In response to requests from *The Boston Globe*, the Mass. Department of Education issued a press release the day it officially received applications in order both to celebrate district enthusiasm for expanded learning time and to signal to legislators that many districts stood willing to take on significant reform. *The Globe* published a front page article naming the 20 communities that had applied to participate. One unintended consequence of this early public promotion of the ELT initiative was that many stakeholders in applying districts learned about their own district's interest in the expanded day grant through this press coverage, rather than from their own superintendent. Because the publicity came before superintendents had time for outreach or coalition-building with teachers and parents who were anxious about the initiative, some communities experienced a setback.

As one superintendent commented, "The public announcement of the grants was premature; it left no time to bring constituents along and ended up polarizing a small, but vocal group of parents who locked into a point of view without hearing or listening to the plans. The parents who opposed the plan became more mobilized and organized as time went on. The district kept pleading with them: let us go through this process, let us prepare and present a plan, discuss it, go back and retool it—but the hard core opponents were not willing to live with this." Despite this bumpy start on the local level, the statewide visibility generated by *The Globe* coverage lent the initiative credibility moving forward.

Planning began in earnest in the fall 2005. Through its close partnership with MADOE, Mass 2020 took on a significant technical assistance role, working intensively with participating districts and schools to help develop their plans and to address the complex set of issues that arise when considering a shift to a longer day, all while aligning their work with DOE policies and expectations. Key among these issues were parent support and involvement, teacher support and involvement, union negotiations, curriculum development and schedule redesign, and integrating community-based organizations into the school day.

Parent and Community Support

"The main reason this is really hard is because it is about much more than extended learning time. It pushes every button about traditional schooling."—*Malden Superintendent Joan Connolly*

As planning moved forward, it was, of course, essential to generate parental support. Without parents' agreement that a longer day would be good for their children, the new school design would not be able to move forward. In fact, the discussion about the shift to longer school days aroused more opposition among parents than anticipated, especially in middle class suburban communities, where quality after-school options were more readily available. Parents who opposed ELT were concerned that longer days would cut into their family time. In many ways, the parental concerns reflected broader tensions playing out in society. One union leader described the conflict in this way: "There were a lot of underlying race and income disparities in people's attitudes towards extended time. The attitude of some parents was that those who 'want the best' for their children are very actively involved in their children's after-school lives, unlike the parents of 'latch-key' children. The extended day was seen as rewarding the latch-key parents, and feared as something that would reduce family's control and influence, and time with their children."

Yet this opposition was generally confined to a vocal minority. As schools and districts explored the possibility of expanding the school day significantly, large majorities of parents supported the idea. In one community that conducted a survey parents, 70 percent were in favor of the idea. And statewide, polling by Mass 2020 showed similar levels of support among voters for public funding of a longer school day.

Figure 4—Asked of Massachusetts Voters: "Do You Support Using State Dollars to Fund a Longer School Day?"

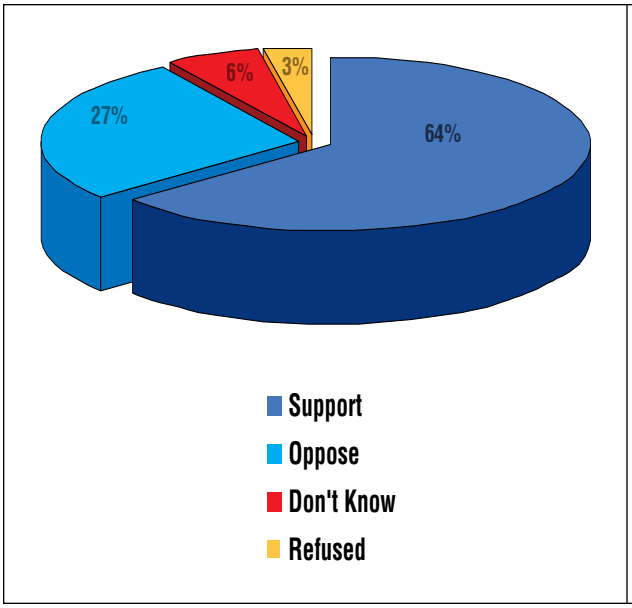
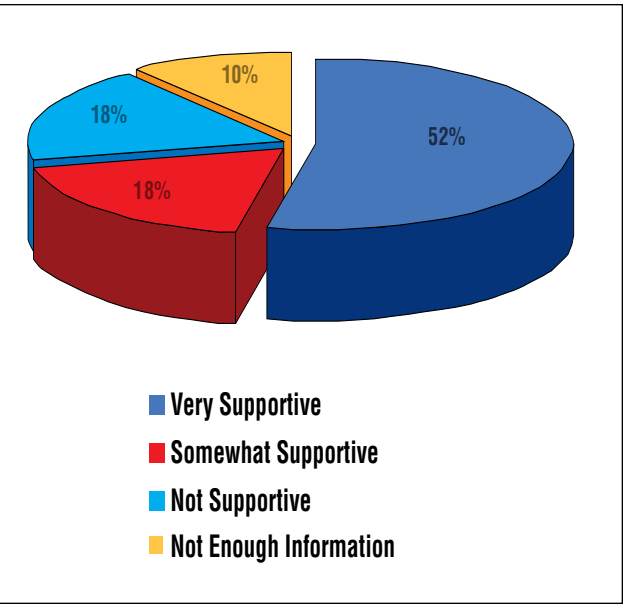


Figure 5—Asked of Parents in Malden[5]: "Do you support extending the school day in two of our community's schools?"



Teacher and Union Support

"All my school career, I have had to have a second job. Now I don't."—*Teacher in Malden*

Union negotiations also proved challenging. On the one hand, ELT offered teachers time and compensation for more common planning time, creativity, and professional development. On the other, it involved changes in the school schedule and the introduction of community partners who would be directly involved in programming. Negotiations were complex, with numerous relationships to negotiate—between the union and individual schools and between the union and the district. In some cases, union leadership was ahead of the rank and file, appearing more open to negotiate provisions into the contract to support ELT; in others, teachers at the school level were more willing than leadership to consider ELT.

Not surprisingly, the receptivity of unions directly correlated with the quality of the prior relationship between district and union leadership. In all five districts where union-management agreements were reached, superintendents developed side agreements with the union—they did not try to re-bargain the overall contract.

The story of contract negotiations in Boston provides good insight into the kinds of issues involved in translating ELT into fair compensation for teachers and workable staffing arrangements. Negotiations started from a good place because the president of the teachers' union, Richard Stutman, was supportive of the idea from the beginning. Even though he was supportive of the concept, however, he still had serious concerns about how the expanded time would be implemented. He commented, "It is not something we would have thought of, but it is not something we would oppose. We took the posture the entire time, we want to work it out. It would be hard to say we are not in favor of something like this. It is hard to say more money to provide more hours to provide more structured education is bad." Stutman's views, in fact, reflected the position of statewide union leadership who publicly supported the expansion of the school schedule, while still being clear that each local affiliate would have crucial issues to work out to be sure that teachers were fairly compensated for the additional time they would be working and that they were full partners in the school redesign.

A key question for Stutman was whether the expanded time would count toward teacher pensions, a stipulation the district initially opposed. Other significant issues were whether teacher participation should be mandatory or voluntary and, if voluntary, whether the district could recruit teachers from outside the school to fill in staffing gaps once it had offered all teachers in the building the opportunity to participate. The district and the union faced a stalemate on these issues. With active mediation from Jennifer Davis and Paul Reville, president of the Rennie Center for Education Research and Policy and well-respected among union leaders, an agreement was finally struck. Participation would be voluntary for existing permanent teachers, but mandatory for new teachers to the schools. In addition, the extended time would count towards teacher pensions. (See chart for details on the contracts of the five ELT districts.)

As for the reaction of teachers to the possibility of bringing the ELT initiative to their school, most were optimistic about the opportunity to experiment with different approaches to teaching and learning outside the constraints of the normal school day and about having the time to build different kinds of relationships with their students.

At the policy level, the ELT initiative anticipated that expanding class time would necessitate more professional development. Teachers, expected to weave more experiential, problem-based strategies into their instruction, would need additional training to make this happen, so the grant stipulated that the schools dedicate some of the expanded time to support professional development for teachers. For example, Malden is adjusting its schedule to allow extra time for professional development on Wednesdays; Boston fixed a schedule when students are released early on Fridays so that teachers can meet together for two hours of professional development and common planning.

EXPANDED LEARNING TIME NEGOTIATED AGREEMENTS—FALL 2006		
District	**Expanding Learning Time (ELT) Agreement Provisions**	**Compensation**
Boston	▪ No permanent teacher can be required to work the extended day ▪ New teachers to district and provisional teachers can be required to work the extended day ▪ Professional development and planning time scheduled for all teachers for two hours on Fridays ▪ Pay is pension-eligible	A stipend which is paid at the hourly overtime rate as agreed upon in full contract (currently $36.06/hour)
Cambridge	▪ Teachers choose to apply for positions created by the expanded schedule; open positions needed to staff the additional time are then offered to teachers in other schools ▪ Principals have discretion over hiring for the ELT positions and do not have to hire based on seniority or prior experience ▪ Different staffing plans in two participating schools require different levels of external partners ▪ Pay is pension-eligible	Stipend based on hourly rate and uses three levels of ELT annual compensation depending on number of years worked 0-5 years = $7,200 6-10 years = $9,180 11+ years = $10,980
Malden	▪ Mandatory for all teachers who work in the school, but teachers can transfer out of school ▪ Professional development and planning time from 12:30-3:30 every other Wednesday ▪ Pay is pension-eligible	18 percent increase in pay for all teachers

Worcester	▪ Two additional periods added to each day.
	  ∘ One is mandatory for all teachers—pay is pension-eligible
	  ∘ The second additional period is optional—pay is not pension-eligible
		All teachers paid $5,000 stipend for mandatory additional period.
		Teachers who opt in for the optional period paid at $30/hour.

Fall River	▪ New professional development and planning time added on Fridays after 2:20 for the middle school ▪ Pay is pension-eligible	30 percent increase in pay for all teachers

Redesigning the Educational Program

The challenges of redesigning the school day were complex, and different districts took different approaches. All districts decided to lengthen the school day, and several also had planned to add days to the school year (though the 10 schools that ended up implementing will still have an academic year of 180–182 days). All 10 schools planned to add more English and math instruction, primarily by expanding the learning blocks devoted to these subjects during the school day. Schools did not intend the longer classes to be filled with more lecture-style teaching, but to revolve around project-based learning.

All of the schools also planned to expand enrichment time in arts, music, drama, sports, and other programs in partnership with community-based organizations. In some cases, these activities were added at the end of the school day rather than integrated throughout the day, but in all cases the expanded schedule had allowed the schools to dramatically expand both the quantity of time students in enrichment classes and the choices available. For example, in some schools, rather than offering a single music class per week, students could now choose to participate in a choral group or learn an instrument or participate in a musical play. Most districts also planned extra time for small group instruction and tutoring/homework assistance, especially for special education students and English Language Learners.

Even beyond the specific changes made to the curriculum and classroom schedule, the planning process promised to enhance the quality of the students' educational experiences, for it enabled faculty and administrators to step back from the daily labors of schooling to consider deeply what educational opportunities they really wanted to provide for their students. The particular combinations of expanded academic time and enrichment activities that each school expected to probably matter less in the long-run than a new orientation among administrators and teachers. Rather than thinking about what they couldn't do during school because of time limitations, they were considering what more they could do for the students.

Integrating Community-Based Organizations into the School Day

"The balance of schools and community partners is healthy. It is good that more people are involved in children's lives."—*Richard Stutman, President of the Boston Teachers Union*

In the beginning, the expectation was that the $1,300 allotment per pupil would support both teachers and community partners in delivering a significantly restructured school day. In reality however, most of the ELT state funds would be needed to pay for increased salaries of teachers and other school staff. In many cases, community partners are using other public and private sources of funds to augment their ELT allocation. As Lisa Zeig, the head of the Department's office for intervention in low-performing schools and districts, observed:

> "We did encourage schools to partner with community organizations and other providers, but there are rules for delivering instruction. We needed to be thoughtful and hold firm on who could deliver instruction and still call it school. Supervision by qualified teachers and coherence with the school program is important to aim to get the gains in student performance that we're hoping for.
>
> On the other hand, teachers do not need to deliver all the instruction. It is important for community providers to participate in the same training and collaboration that the teachers do. That will create relationships that are different than those in add-on programs at the end of the day. This is what we want to test—is having this collaboration different than having after school programs?"

A broad range of community partners are participating with the ELT schools. Some are local organizations unique to particular communities. Others are organizations with a bigger footprint and proven track record working with schools, such as Writers' Express, the YMCA, and Citizens Schools. (See chart below for a detailed list of partners.)

PARTNERS NOW OPERATING IN TEN ELT SCHOOLS			
District	**School**	**Partnerships**	**Programming/Services Offered**
Boston	Edwards Middle School	▪ Charlestown Community Ctr. ▪ Boys & Girls Club ▪ Medicine Wheel ▪ Citizen Schools ▪ MATCH Public Charter School/Americorps ▪ Writers' Express ▪ EF Education	Sports/Recreation Sports/Recreation Arts/Culture Apprenticeships, Study skills, HW help Math Tutoring Writing/Literacy Math Tutoring
Boston	Umana/Barnes Middle School	▪ Citizen Schools ▪ East Boston Health Center ▪ East Boston YMCA ▪ Tenacity ▪ Zumix	Apprenticeships, Study skills, HW help Health/Fitness Resources (facilities, staff), tutoring, various enrichment classes Tennis, Literacy Music
Boston	Timilty Middle School	▪ City Year ▪ Massachusetts General Hospital ▪ Simmons College, Northeastern and Suffolk Universities ▪ Squashbusters	Student Support Science/Leadership Resources (facilities, Math, Science) Athletics, HW help, MCAS prep
Cambridge	Dr. Martin Luther King, Jr. K-8	▪ City Sprouts ▪ Lesley University Literacy Collaborative ▪ Science Club for King	Gardening, Science/Social Studies Literacy, Professional Development Science
Cambridge	Fletcher-Maynard Academy K-8	▪ Atlas Communities ▪ Jam'nastics ▪ Lesley University Literacy Collaborative ▪ Peace Games ▪ Science Club for Girls ▪ Tutoring Plus ▪ Young People's Project	Professional Development Athletics, HW help Literacy, Professional Development Conflict Resolution Science Tutoring Math, tutoring
Fall River	Kuss Middle School	▪ Bristol Community College ▪ NASA	Professional Development Science/Engineering
Fall River	N.B.Borden Elementary School	▪ Bristol Community College ▪ UMASS Dartmouth	Professional Development Professional Development
Fall River	Osborn Street Elementary School	▪ Bristol Community College ▪ St. Anne's Hospital Youth Trauma Program ▪ The Ocean State Futsal Association ▪ UMASS Dartmouth	Professional Development Conflict Resolution/Bullying Prevention Health and Fitness Professional Development
Malden	Salemwood K-8	▪ Bay State Reading Institute ▪ Citizen Schools ▪ Partnership for Community Schools in Malden ▪ Teachers' 21	Professional Development Apprenticeships, Study Skills, HW help Variety of enrichment classes Professional Development
Worcester	Jacob Hiatt Magnet preK-6	▪ Clark University ▪ The Paul Revere House ▪ The Worcester Historical Society ▪ Worcester Art Museum ▪ Worcester Center for Crafts ▪ Worcester Tornadoes ▪ YMCA	Professional Development Arts/Culture History/Culture Arts/Culture Arts/Culture Literacy Athletics

The Role of the State

In previous interactions with some districts, the MADOE seemed somewhat rigid and focused on mandates, so districts were understandably skeptical that things would be different in the case of the ELT initiative. Yet, the MADOE and in particular, the Office for School and District Intervention, headed by Lisa Zeig, worked with Mass 2020 and the planning districts to form a new kind of partnership, where collaboration, rather than compliance, became the watchword. District personnel were surprised and pleased by this fresh approach. For example, when districts submitted their planning proposal, the Department and Mass 2020 met with them to discuss the proposals, rather than judging them in a vacuum. They met with every district team, asked for clarification where needed, and gave the districts an opportunity to rework their proposals and then resubmit them. MADOE was also willing to provide assurances even before the final proposals were accepted. For example, the Worcester superintendent's policy would not have allowed the school to hire new people until the proposal was formally approved. The state Department of Education was willing to send a letter of assurance to the superintendent before final grant approval had been issued.

Commissioner Driscoll views the initiative as an important opportunity to change the state's relationship with schools and districts: "We have to get out of the compliance mode. We are trying a new approach here— a developmental relationship. We are trying to change the way in which we do accountability. We are also trying to foster innovation. I do not see this as about building one model. I hope it will yield 4 or 5 models versus one best practice."

In the discussions with districts, the two most contentious issues between districts and MADOE were whether the draft plans for a redesigned day presented held enough time for academics (versus enrichment) and the mandatory participation of all students in the school. In the first case, too many districts had been somewhat vague about the additional time that would added for particular academic subjects and the MADOE did insist that the new class schedule be a bit more specific. As to the second issue, one of the non-negotiables for the MADOE and Mass 2020 was that every child in the school be required to participate. Lisa Zeig commented, "We had to believe that more time was right for every kid. If we hadn't, this would be another version of after-school—an add-on with some coordination—but not a total redesign of the school structure to meet the needs of each individual student—which is the challenge of every school these days. What is exciting is to see these schools having the opportunity to round out the students' education, as private schools can. The "opt-out" provision may be necessary in some cases over time, but we rejected it as a design principle. When students are behind, they need more time and the faculty does too."

The Final Plans

In April 2006, eight districts in Massachusetts (encompassing 17 schools) submitted implementation plans to the MADOE to move to an expanded day beginning in September 2006. The MADOE approved all of the districts to move forward with their plans, pending confirmation of funding in the FY2007 state budget and union agreements. Ultimately, 10 schools in five districts met all of the required criteria and are moving forward to expand their school day.

All plans included:

- Broader and deeper coverage of curriculum, including increased time on core academic subjects.
- Increased time for teachers to engage in collaborative planning and focus on improving instruction.
- More individualized instruction to allow teachers to work with diverse ability levels simultaneously.
- Greater opportunities for enrichment and experiential learning aligned with the core academic curriculum, including arts, music, drama, physical education, and more.
- Greater interaction between teachers and students, particularly through the addition of enrichments, individualized instruction, and homework assistance.
- Partnerships with community-based organizations and engagement of parents.

From Planning to Implementation

Shifting from the planning to the implementation phase brought new challenges. In the legislature, the ELT initiative was overshadowed by a much larger debate over updating the state's local aid contribution, known as Chapter 70 base funding, a disbursement of over $3 billion which represents more than 10 percent of the entire state budget. Most legislators were reluctant to create new education initiatives while this debate was ongoing. Despite this larger context of resistance to funding new education initiatives, however, the legislature did appropriate $6.5 million for ELT, the largest new education program investment in the budget. This allocation resulted from intense advocacy by Mass 2020, including bringing on a professional lobbying and communications firm to coordinate strategy. Reaching out to key legislators took place over the first half of 2006, but intensified as the legislature's budgets were being finalized. Efforts to push for the funding entailed the application of

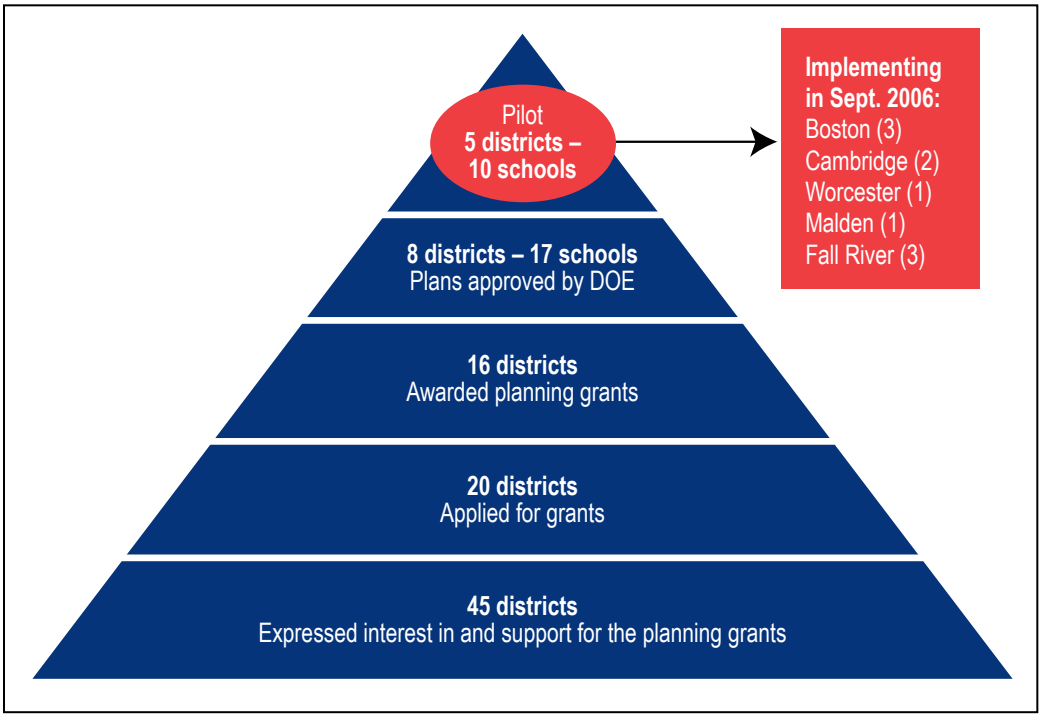
public pressure from the districts and schools ready and eager to implement ELT, and a number of other key leaders like former governor Michael Dukakis. The $6.5 million appropriation was sufficient to fund all the schools within the districts whose plans had been approved and had union agreements in place.

The Pilot ELT Schools

"These schools and districts are pioneers."—*Chris Gabrieli*

For a variety of reasons, the rural and suburban communities who had participated in the planning phase did not, in the end, move forward to submit implementation proposals. Despite the desire among legislators and others to create an initiative which would include a diverse mix of districts, the short timeline, uncertainties about future funding, parental anxieties (and, in some cases, organized opposition), and union concerns produced stumbling blocks that were too large to overcome in the timeline available.

Figure 6—The ELT Process in Review



Thus, the ten schools implementing ELT in 2006-2007 are all located in urban districts, including Boston (3 schools), Cambridge (2), Fall River (3); Worcester (1); and Malden (1). Total enrollment at the 10 schools is 4,700 students spread across three elementary schools, four middle schools, and three K–8 schools. Demographically the students break down as follows: African American 27 percent; Latino 32 percent; Caucasian 32 percent, Asian 7 percent; Other 2 percent. While Mass 2020 and MADOE sought to ensure that all schools are poised for a successful implementation of ELT and are on a positive trajectory in terms of student achievement, the schools overall are in need of dramatic improvement in order to get students to proficiency. Five of the 10 schools did not meet Adequate Yearly Progress (AYP) in English/Language Arts, and seven schools did not meet AYP in math. Furthermore, on the Massachusetts Comprehensive Assessment System (MCAS) exams, about 65 percent of students across the ten schools are not achieving proficiency in the most recent English/Language Arts exam, and nearly 80 percent are not achieving proficiency in math.

Profile of Ten Pilot ELT Schools

Total Number of Students	4,693
Student Demographics	
African American	27%
Latino	31%
Caucasian	32%
Asian	7%
Other	3%
Special Needs	
Special Education	19%
Limited English Proficiency	12%
Low-Income Families	73%

2006 MCAS Performance	(% Not Proficient)
4th Grade ELA	69%
4th Grade Math	79%
7th Grade ELA	63%
8th Grade Math	82%

What Is Different as ELT Schools...

100% of the schools added more math time
100% of the schools added more ELA time
90% of the schools added more science time
80% of the schools added more social studies time
90% of the schools added more enrichment time

A Deeper Look at Two ELT Schools

Dr. Martin Luther King, Jr. K – 8 School (Cambridge, MA)

Monday – Friday, 7:55 am – 3:55 pm

The redesigned day includes:

- 2.5 additional hours of math per week
- 2.5 additional hours of literacy per week
- 2.5 additional hours of science and project-based learning per week
- Students have an additional 30 minutes daily for enrichment elective courses that they help to design.
- Students take part in additional 30 minutes per day of Responsive Learning, a curriculum that offers daily lessons on conflict resolution.

Curriculum Highlights

- **Project-Based Learning Activities:** In a project-based learning unit on ocean animals, kindergarten students read books and websites on ocean animals and do further research by going to the aquarium and speaking to marine biologists. Then they use mathematical thinking to create life-size whales, sharks, fish, and stingrays to display in their classroom and write and publish a nonfiction guidebook on ocean animals, which they use to teach students in other classrooms. This unit integrates math, literacy, science, social studies, art, and technology.
- **Mandarin Chinese:** Students learn Mandarin Chinese, every day for 30 minutes, starting in junior kindergarten. Plans are underway for eighth grade students to participate in a new exchange program, wherein they will be able to travel to China during their middle school years.
- **Electives:** Students choose from exciting electives that interest them and stimulate a love of learning. Electives include such varied topics as filmmaking, journalism, yoga, gardening with City Sprouts and Spanish.

Edwards Middle School (Boston, MA)

Monday – Thursday, 7:20 am – 4:40 pm
Friday, 7:20 am – 11:40 am

The redesigned day includes:

- 4 additional hours of math per week
- Up to 4 additional hours of literacy, science and social studies per week.
- Up to 4 additional hours of arts and music instruction, as well as new and innovative enrichment activities with a focus on writing and athletics and project-based learning.

Curriculum Highlights

- *Math Leagues:* Small teams of students work together to learn and practice math concepts. This approach makes learning math engaging and social. Math league meets daily for one hour. Monday through Wednesday are practice days and on Thursdays the teams engage in competitions with other teams in their house.
- *Apprenticeships:* Through Citizen Schools, all 6th graders participate in apprenticeships where small groups of students work with talented adults to learn about law, technology, business, and more. These real-life learning experiences help children blossom as students and future leaders. Each student participate in two apprenticeships per semester.
- *Electives:* At the beginning of each semester, 7th and 8th grade students choose two electives from an array of options that include musical theater, basketball and journaling, art, band, songwriting, digital video and audio recording, swimming, dance, healthy cooking, community service, and photography. Each elective runs twice weekly.

Highlights from Other ELT Schools

- **Salemwood School (Malden)**
  Connections: This program allows older and younger students to interact and learn different academic and life lessons from each other. Students in the upper grades are paired with students in lower grades for joint activities such as tutoring, leading sessions in literacy, fine arts, community service and participating in theme-based projects.
- **James P. Timilty Middle School (Boston)**
  Academic Challenge: Timilty students have classes that integrate literacy and problem solving into social studies and science curriculums. By Grade 9, students should be ready for advanced placement classes. All students participate in the Million Word Challenge and Math Challenge. Challenges are designed to have students compete against themselves to improve their personal best in reading and problem solving.
- **Matthew J. Kuss Middle School (Fall River)**
  More professional development: All teachers will participate in professional development that will support the district's and the individual school's goal of maintaining and further developing a highly qualified teaching faculty. During these sessions, teachers will hone instructional practices and also have time to address individual student learning needs.
- **Jacob Hiatt Magnet School (Worcester)**
  Literacy Block: Each day at Jacob Hiatt begins with a two-hour, uninterrupted literacy block. Teachers team up to provide Guided Reading instruction to the students. This team approach to instruction during the literacy block maximizes individual attention and provide one-on-one and small group instruction where needed.

Early Lessons Learned

"Having significantly longer time unlocks a lot of other reform opportunities."—*Chris Gabrieli*

There is a general perception among the public and a fair number of policymakers that public education in the United States is painfully slow to change and that, in fact, many within the system are too ready to resist change. The ELT initiative, as it has taken shape in Massachusetts, challenges this perception. In the span of less than a year, ten district schools have successfully planned for and implemented a major structural change—lengthening the school day for every student by at least two hours. They have managed a complex reordering of student and teacher schedules and have reached out to parents and community members to garner their support. They have negotiated through conflict, they have developed and strengthened partnerships with community organizations, and most importantly, they have re-imagined what a public school should be.

Clearly, both the state and the districts participating in this ambitious experiment are learning as they go, and there are many useful lessons for future implementers in Massachusetts and elsewhere. These lessons operate on two levels. On policy matters, the ELT initiative speaks to the question of how to accelerate change in public systems. For practitioners, this initiative provides meaningful lessons about the nuts and bolts of how to make expanded learning time work, how to build capacity in schools, and how to strengthen instruction and expand student participation in developmentally and academically worthwhile activities.

Chris Gabrieli articulates some of the lessons about the broader reform strategy in this way:

> "We insisted that the reform must be quite a bit more time for all students, rather than a little more time for some students. That made this very different as a reform strategy. Having significantly longer time then unlocks a lot of other reform opportunities. It forces the system to do what it doesn't want to do. People have to start to ask the question: well, what is it we should be doing? How do we use this time? We are seeing somewhat incremental changes in the first year, because the schools can only swallow so much. But a fundamentally different conversation is underway. It will be interesting to see to what degree this will drive continuous improvement thinking—how will it evolve over time. I imagine it will be a very dynamic process, with schools changing how they use the extra time over the long term.
>
> For schools to change, every student's schedule has to change. If the initiative targeted only students who were in academic trouble, it would go from being perceived as a broader opportunity for all to a negative, almost like detention hall. If one of the biggest problems for poor children is alienation from school, you don't want to go there. The expanded day has to be positioned as what you most want to do."

Key lessons from the ELT initiative include:

1. **Expanding the school schedule must involve a comprehensive redesign of the educational program.**

   "In many districts, this was considered a relatively small thing; they wrote the grant quickly and abstractly. They didn't think it through that much. Now they land an initiative that fundamentally challenges the dominant paradigm. That is risky business. It is easy to say; "this is too small; too few kids. Easier not to do it." But at the heart of this work lies the core challenge: how the mainstream system can become adaptive."—*Paul Reville*

   One of the most important substantive design issues associated with expanded learning time is how to ensure that it fosters a real reconfiguration of the use of time, rather than just add-ons at the end of the day. In five of the ten schools, this type of comprehensive redesign has happened as it was conceived by the designers. From one school that now includes a 30-minute conflict resolution program at the beginning of the day in every classroom in every grade, to the school that incorporates partners throughout the day who fully align their enrichment programming to what the students are learning in their academic classes, these schools have taken to heart the conception that ELT is about providing a richer, more expansive form of education than was possible in a six-hour day.

   The schools that have not been able to move as far along the path towards an integrated redesigned school day and who practice what looks more like an all-inclusive after-school program cite a number of reasons why the integrated model is still not possible. Staffing issues, a lack of adequate planning time before the school had to be operational, and a complicated web of partners are the most common. Still, these schools are aiming to reach the next level of educational design and are moving closer with each semester. They are consciously moving on a path of continuous improvement and fully expect to develop into places where students experience enrichment activities and core academic classes interwoven throughout the day in an environment rooted in high expectations and a love for learning.

2. **Involving teachers and unions from the start of planning is essential.** Too often in school reform efforts, administrators take on new projects or initiatives without first consulting teachers, fully expecting the teachers to implement the new work as told. The districts and schools that were able to make it through the year of planning and implement a longer school day were those that involved teachers on the planning team and solicited their feedback on various features of a redesigned educational program. When the time came to implement the expanded day, teachers generally felt as if they already had taken "ownership" of the new program elements and so were invested in making it work.

Concomitant with these efforts to involve individual teachers at the school level, districts that reached out to union leadership at the start of the planning process were most successful. A key component of reaching out entailed management sending the clear signal that the ELT could be a "win-win" for teachers, where teachers would be paid more and would have the opportunity to have more impact on their students.

3. **Districts and schools need adequate time for planning the expanded schedule and school redesign.** The planning and implementation challenges for ELT were even greater than anticipated. The planning proposal for the second year of the initiative recognizes the complex process of exploration and coalition-building demanded by ELT. Districts applying to participate in the second year will receive longer time for planning, if they choose, because they will be able to select whether to open ELT schools in September 2007 or September 2008, giving those opening later an extra full year to plan.

   Yet key designers of the initiative are concerned that more planning time is not necessarily better. Some superintendents, like Joan Connolly of Malden, agree: "there are pros and cons to long planning. In a lot of this, as staff you just have to hold your nose and jump in." This risk-taking attitude is true of many education reforms. Only so much can be figured out ahead of time; reformers figure out the rest by doing it. As long as some flexibility is built into the initiative, learning as it goes along can be accommodated.

   Of course, the next round of districts and schools will benefit from the experiences of the first cohort of ELT schools. These "lessons learned" have been captured by Mass 2020 in a planning guide which includes many resources and documents developed by the first 10 schools and/or five districts.[6]

4. **Budgeting for the expanded day is highly complex and entails the all-funds budgeting method.** Developing budgets at the school level for the expanded day within the parameters of $1,300 per student allotment was a very complex task. First, design teams had to determine how many teachers were needed to staff the expanded day and for how long. In addition, once the designs were created and community partners identified, the design teams had to figure out how to pay for the time and engagement of CBO partners. Extra staffing costs were also incurred for the vice principals, nurses, and security staff. Of course, a longer day and more expansive programming also meant greater costs for supplies. Now that several costing models and budget templates exist, these challenges should be less difficult for future implementers.

The struggles of the first round of ELT schools have prompted discussion about whether the $1,300 extra per student is adequate. Advocates like Gabrieli argue that it is about right in that it forces schools and districts to think hard about what they really are trying to do and how to strategically leverage a variety of funding streams to support the reform. Others argue that this allotment may be too low for urban districts because it underestimates important costs such as special education staffing.

5. **Do not underestimate the capacity it takes to plan for and implement the expanded day.** To optimize the ELT initiative's effectiveness, the state, districts, schools, teachers, and community partners need to move into new roles. The ELT initiative managers recognized from the beginning that only schools with strong leadership at all levels could take on an initiative of this scope. Challenges include how best to deal with substantive issues about teaching and learning and with expanding the roles of adults involved in supporting students' growth and development.

   Some see the ELT initiative as part of a broader discussion about creating different roles for teachers since the voluntary nature of teacher participation in some districts creates a *de facto* staggered schedule (some school plans do not require all the teachers to stay until 4 pm). Since all schools have involved participation from community partners, the initiative opens up a different way to think about how to support teachers and students—through developing what Eric Schwarz, co-founder of Citizens Schools, describes as a "second shift"—a cadre of reliable professionals who can build careers working to support students in ELT schools. This second shift could be used as an alternative to asking teachers to work more hours and may help alleviate potential teacher burn-out.

   Further, the experience of the first year also highlighted the value of the capacity-building technical assistance provided through Mass 2020. The on-the-ground assistance from experts was needed not only to assist the capacity of schools to implement significant change, but also to influence the ways in which principals, teachers, and partners think about the use of time. As is the case in many reform efforts, figuring out how to anticipate appropriate levels of technical assistance needs and building a delivery system to meet these needs can be a steep challenge.

6. **With so many stakeholders involved in school reform, planners must engage in continuous communication to each constituency and with appropriate messaging.** Valuable lessons emerged about how to "frame" the benefits of the initiative. Portraying the extra time as not just "more of the same" but as an expanded opportunity for learning and participating in enrichment was important to win support. Early experience also reinforced the importance of establishing strong ongoing communication among key players, including parents, teachers, school board members, and union leadership.

From the beginning, the media was largely positive. The extensive outreach efforts of Mass 2020 helped to ensure this outcome by building significant media interest during the planning year. Editorials in the local newspapers of the ELT planning communities were consistently positive toward the idea of expanded learning time, and helped to generate not only positive attention, but also a feeling of urgency.

7. **School reform is a process that often takes several years to yield significant results, so it is essential to secure long-term commitments from political leaders and a sustainable funding strategy.** Since public monies must be appropriated each year to fund the ongoing work, continued commitment from political leaders remains critical. The initiative's scalability and sustainability will continue to depend on strong leadership from the legislature, governor, and civic leaders.

   In Massachusetts, discussions have begun about how to move expanded learning time from a grant funded program to become included as part of base state funding for schools (Chapter 70 disbursements). The advantage of this approach, according to superintendents, is that base funding is more reliable. A disadvantage of this approach, from the policymakers' point of view, is that schools and districts could apply funding intended to support ELT more broadly throughout the system. One possible solution to this problem would be to create a special category of the foundation budget (used to determine baseline funding from the state) available only for certain innovations and only upon approval of viable plans by the MA Department of Education (MADOE). The message and effect of this arrangement would be that a reserved portion of state funds are available to support certain kinds of innovation. Additionally, such a funding formula would furnish principals and superintendents more leverage over the budget and curriculum.

   In the long run, especially when and to what extent the return on investment is apparent, ELT can also play a role in recalculating the formula for what it takes to educate children. If ELT school models prove successful, the state could account for the differential costs in much the same way that many states use for kindergarten: a certain state allocation for half-day kindergarten and another for full day models. In the case of ELT, the state would fix one allocation for the traditional school day and another for an expanded day. Communities could then choose which models, or combinations, they want. Another approach would be the adoption of a weighted student funding formula, as recommended by the Fordham Institute,[7] which would provide extra resources for students in greatest need and would specify that an allowable use of funds would be expanding learning time.

   In addition to the challenge of where long-term funding will come from, the sustainability of the initiative is also affected by competition from other innovations. Legislators naturally have other ideas for improving student achievement that they would like to see public schools in Massachusetts try. To head off such competition from other possible reforms, the ELT initiative is working to help legislators avoid seeing ELT and the particular additional interventions that interest them

as separate innovations (therefore competing for limited "innovation" dollars), but rather to see ELT as a systemic approach which allows the time to implement other reforms (e.g., project-based science). As Jennifer Davis puts it, "One way to think about ELT is not as a reform, but as something that allows you to do the other reforms well."

Perhaps the key issue related to sustainability is proving that the expanded time has the intended impact of raising student achievement. This will take time. As Dukakis observes, "students' performance won't change overnight and we have to say that." Reville agrees, "This initiative is a step toward developing evidence that extending time for learning will make a difference. That evidence will drive a logic of its own. It will generate appetite in places where people are skeptical of the existing system." Still, policymakers may lose interest too quickly in the ELT initiative if it is not clear within the first couple of years that this added time is making a difference.

8. **Political support at both the state/legislative level and at the district level depends upon involving powerful allies and building coalitions.** The experience of districts that succeeded in completing viable implementation plans, as well as those that decided not to go forward this year, underscored the importance of coalition building at all levels. Building such coalitions takes time, will, and skill. In several communities, the political leaders, especially the mayors, were less involved than one might expect. Gov. Dukakis, who has been active in making the case for a longer school day in public forums, observed:

   "Most of this comes down to leadership's ability to build coalitions, and this is not necessarily something most superintendents know how to do. Mayors in these cities must be deeply involved. The coalition-building piece of this is something they should understand. You have to spend time listening to and working with people's concerns; you have to genuinely want and understand and seek this dialogue. Mayors would know instinctively to involve their state legislators and civic leaders. That is what it is going to take."

9. **To maximize impact, school reform efforts cannot be isolated to a small number of schools.** For the initiative to be a major force in improving student performance and closing the achievement gap over time, expanded learning time needs to be implemented across an array of diverse communities (not only urban ones) so that Massachusetts can determine if the investment in a longer day is worthwhile and under what conditions.

   State leaders such as Haddad, Antonioni, Driscoll, and Zeig recognize that the initiative will need multiple years of implementation before it will be possible to discern any significant impact on a cohort of students. Additionally, to accurately measure the impact of ELT on student achievement and educational progress, the state will need other schools representing a broader, more diverse group to compare different models and approaches.

10. Significant school reform often demands the deep involvement of intermediaries to take on the tasks that state agencies and school districts cannot or are not equipped to.

"Intermediaries create the conditions for break-through practices."—*Paul Reville*

Any state interested in launching an extended learning time initiative needs to understand the role that Mass 2020 has played as a catalyst, reform support organization, and partner to the state Department of Education. Often, public policy interest in education reforms that involve the fundamental redesign of schools outstrips the readiness of the public and the capacity of implementers at the local level. Intermediaries are a key part of what can make the difference in how well a good policy idea is implemented.

Mass 2020 was able to bring its own resources to assist the planning and execution of the ELT initiative. This human and financial capital (over $1 million of privately raised funds) did not fund the schools directly, but supplemented the public investment with highly sophisticated research, policy, advocacy, and technical assistance.

Gov. Romney's education advisor, Bob Costrell, acknowledged the importance of the role Mass 2020 played, "They did very good staff work. Their proposal was very smart. The $1,300 seemed manageable and well thought out. The design of the request for proposals (which DOE developed) was smart; it demonstrated that this would not be an add-on to an unchanged school day. It also emphasized evaluation."

In the case of the ELT initiative, Mass 2020's work included:

- Eighteen months of ***research-driven advocacy and public policy work*** that raised the visibility of the issues of time and learning on the national education reform agenda and helped establish funding for and enthusiasm about the ELT initiative. This detailed policy work and Mass 2020's active, sustained advocacy helped establish a $1,300 per student allocation in additional state funding to schools that move to an ELT model.
- ***Outreach, coalition-building, and design work:*** Mass 2020 built a coalition in support of extended learning time and worked with state legislators to create champions for the initiative. It engaged key after-school providers, such as Citizens Schools and the YMCA, as champions. It talked to scores of superintendents, unions, and community leaders. It developed a list of districts that would be good candidates for participation and actively recruited them, helped with constructing proposals, and went out to meet district leaders. It developed communications materials, and participated in school board and town meetings to help sell the idea. It became a convener/broker in helping resolve issues between districts and teachers unions.

- ***Technical assistance/capacity-building:*** Massachusetts 2020 worked intensively with districts and individual schools on a complicated set of challenges related to implementing a redesigned and expanded day, including union-management negotiations, planning with principals and teachers on the content and schedules of their expanded day programs, resolving transportation issues, and helping to forge partnerships between ELT schools and community-based organizations.

- ***Evaluation:*** Massachusetts 2020 also worked with MADOE to develop the framework for a comprehensive, multi-year evaluation of the ELT Initiative to be funded by private foundations, funding that Mass 2020 has secured. The evaluation, to be conducted by Abt Associates, will track both how the ELT redesign is being implemented in the schools and the impact the ELT has upon student learning and other outcomes over time.

From the state's point of view, Lisa Zeig observed:

> "Thank goodness for Mass 2020. They have been the dreamers who were then able to push the dream to reality. At each step of the initiative, Mass 2020 played a critical role. Massachusetts 2020 led the effort to secure the state funding for the planning grants, and subsequently worked to communicate the program across the state and to recruit districts to submit applications.
>
> We have been good partners, but this is not all that we focus on. Their advocacy has been more than the Department of Education could have done alone. We have been able to divide responsibility and that has worked well. This initiative has been part of a broader effort on the Department's part to change how we work across the board towards a more problem-solving, collaborative approach. If we are going to help schools improve, it can't be an us/them relationship. If we are to truly redesign schools, we need all involved to be working together, including the district and school leaders and the public/private partnership we have with Mass 2020. The effort has been phenomenally time-consuming. That is part of what is great about Mass 2020. They have hired really smart former teachers and administrators who provide dedicated technical assistance to the schools and districts in the initiative. It has great that they have dedicated the time and resources to focus exclusively on this initiative.

Many promising innovations fail for want of good implementation. Intermediary organizations play a very important role in this kind of change process. Paul Reville of the Rennie Center contrasted the experience with extended learning with that of another educational innovation in Massachusetts, the expansion of Horace Mann charter schools:[8] "When you look at the experience with Horace Mann schools, no one came forward. The difference is that there was no support organization to make it happen—no organization to advocate or to provide technical assistance. Without that capacity, complicated ideas can't be implemented. In these kinds of change efforts, it is important to be able to provide funding to high-quality intermediaries—if there were to be a federal initiative, you can run it through states, but make it conditional on having a support organization."

Implications for State and Federal Policy and for Philanthropy

The theory behind expanded learning time—that more time used well will be good for students and will help close achievement gaps, especially where they are greatest—makes sense and is a compelling idea that deserves to be implemented on a broader scale—both in Massachusetts and elsewhere. Both government (local, state, and federal) and philanthropy can play a significant role in helping this happen.

The Federal Government Can:

- **Allow the blending of federal funding streams for the purpose of extending learning time** so that states, districts, and/or schools can support coherent school models with integrated funding. Title I, 21st Century Learning Communities, and Perkins may be good sources of funds, with Perkins an especially good source for high school level experimentation.

- **Change the ways in which Supplemental Educational Services (SES) funds can be used.** A smaller but nonetheless useful strategy would be to rethink the ways in which SES funds can be used. This important resource is not accomplishing the results that the Congress intended when it designed NCLB.[9]

  A particularly challenging issue from the perspective of expanded-time is that schools that could implement an integrated strategy for extending learning time do not have the ability to do so. Instead, students receive piecemeal assistance through programs they attend on a voluntary basis. Furthermore, outside tutoring is not necessarily aligned well with school and district standards and curriculum.

  One way to handle this would be to allow schools to apply on a competitive basis for access to SES funds if they have a comprehensive plan approved by the state for how to use extended learning time to improve student achievement. Schools would have to demonstrate that they would use research-based effective practices, partner with resources outside the school, etc.

- **Fund a demonstration:** Congress could also fund a demonstration providing competitive funding to states, districts, and schools to support their expanding school time by at least 30 percent. Five years of funding (including planning and implementation years) would be guaranteed as long as the state/district/schools demonstrate adequate progress on benchmarks set as a part of the pilot. Participating states/districts/schools would be required to provide $1 in matching funds for every $2 of federal funds. Eligible schools would have to be in high poverty, identified for Improvement, Corrective Action, or Restructuring under NCLB, and must demonstrate some capacity to implement complex organizational change.

The proposals would demonstrate that the Expanded Learning Time initiative is an integral part of the state's intervention program for underperforming or failing schools and would allocate resources for significant technical assistance from qualified external organizations. At the school level, funding could be used to support a redesigned educational program with substantial additional time for core academics, enrichment, and teacher professional development. Extended school days, years, or a combination of the two would be allowed. Finally, the federal funding would include the cost of a national evaluation.

The demonstration should be funded at the federal level in order to accelerate the testing of a strategy with the important potential to keep the country on track for meeting NCLB's proficiency goals by 2014.

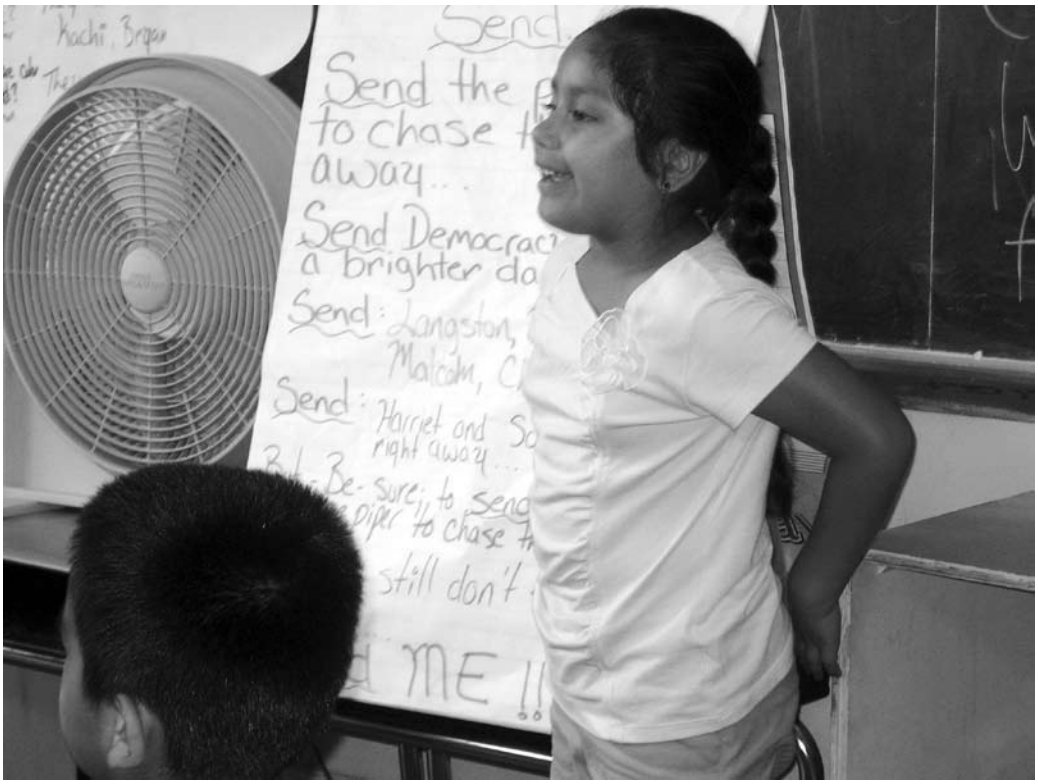
State Governments Can:

Schools and districts cannot transform the school schedule without support from the state. States interested in testing whether extending the school day and/or year can help improve student achievement and accelerate the ability of schools to make adequate yearly progress for all their students can consider the following:

- **Create an Expanded Learning Time Initiative** that tests the concept, creating a four to five year demonstration with predictable funding and an independent evaluation.
- **Adopt a weighted student funding formula.** In the long-run, if expanded-time school models prove successful, states might handle the differential costs by moving to an approach that many states use for kindergarten, with a certain state allocation for half-day kindergarten and another for full-day models—i.e., there would be one allocation for the traditional school day and another for an expanded day and communities would be free to choose which models, or combinations, they want.
- **Develop the expertise to support expanding the school day or year as a standard part of state efforts at continuous improvement.** This strategy entails developing a technical assistance capacity at the agency or securing an education reform support intermediary like Massachusetts 2020 to engage in such work.

Philanthropies Can:

- **Support demonstrations** either through matching state and/or federal investments or through funding local schools directly. In states and/or districts that lack the political support for a systemic initiative, philanthropies can help develop models and interest in expanded learning time.
- **Support intermediaries** in order to supplement the public investment with sophisticated research, policy, advocacy, and technical assistance.
- **Support research and development** on the need for expanded learning, promising models and practices, and needed policy innovations and supports.
- **Fund evaluations** to determine the impact of expanded learning time on student achievement
- **Document and disseminate the lessons learned**



Interviewees

Policy Leaders

Representative Patricia Haddad, Co-chair, Joint Committee on Education
Sen. Robert Antonioni, Co-chair, Joint Committee on Education
Robert Costrell, Education Advisor to Governor Mitt Romney
David Driscoll, Commissioner, Massachusetts Department of Education
Gov. Michael Dukakis
Paul Reville, President, Rennie Center for Education Research and Policy
Richard Stutman, President, Boston Teachers Union
Lisa Zeig, Administrator, Office of School and District Intervention, Massachusetts Department of Education

School Districts

Karla Brooks-Baehr, Lowell
Mike Contompasis, Boston
Joan Connolly, Malden
Thomas Fowler-Finn, Cambridge
Jay Ryan, Randolph
John Doherty and Pat Schettini, Reading

Massachusetts 2020

Chris Gabrieli
Jennifer Davis
David Farbman
Helenann Civian
Ben Lummis

For additional information about Massachusetts 2020, visit www.mass2020.org or call (617) 723-6747.

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The Rennie Center for Education Research and Policy. *Head of the Class: Characteristics of Higher Performing Urban High Schools in Massachusetts*. Boston, MA, Fall 2003.

Endnotes:

1 See, for example, Eccles, Jacqueline and Jennifer Gootman, eds., *Community Programs to Promote Youth Development* (Washington, DC: National Academy Press, 2002); Miller, Beth, *Critical Hours: Afterschool Programs and Educational Success* (Nellie Mae Education Foundation, 2003); Sheila M. Merry, *Beyond Home and School: The Role of Primary Supports in Youth Development*, (Chicago: Chapin Hall Center for Children, September 2000)

2 The Rennie Center for Education Research and Policy. Head of the Class: Characteristics of Higher Performing Urban High Schools in Massachusetts. Boston, MA, Fall 2003.

3 All operational hours data were collected by Massachusetts 2020 from schools' reported schedules for SY 2002-03. Note that due to budget cuts at the district level, University Park no longer operates on extended hours.

4 The idea of a fully publicly funded initiative came at the urging of former Advisory Board member Mark Roosevelt, a key architect of the 1993 Massachusetts Education Reform Act and now superintendent of Pittsburgh Public Schools, so that the initiative would be properly perceived as a public policy solution rather than a philanthropic pilot.

5 Malden is a mixed-income community North of Boston with a growing minority and ESL student population.

6 The planning guide is posted on the organization's website and available for free.

7 Fordham Institute, Fund the Child: Tackling Inequity and Antiquity in School Finance. Washington DC, June 2006.

8 A Horace Mann Charter School must be approved by the state Board of Education, the local school committee, and teachers union. It is governed by a board of trustees and operates independently of the School Department and School Committee, meaning that it can make its own decisions about spending money and how it teaches students. The school receives city money (and, thus, differs from a Commonwealth Charter, which receives its money directly from the state), but can also apply for state, federal, and private money.

9 The law requires schools that receive federal poverty aid and fall short of their yearly progress goals for three years must offer low-income parents a choice of tutors—an intervention which follows the provision that students in schools failing to make adequate yearly progress for two years may transfer to another public school. Yet, nationally, only 10 percent to 20 percent of the more than 1 million poor children eligible for tutoring across grades K-12 have signed up for it. Although the Department of Education has recently approved a new policy to allow 23 school districts to offer tutoring assistance before the transfer option, this is unlikely to address the magnitude of the problem with adequate utilization of SES. Furthermore, schools cannot start services for students until test scores from the previous year are available—generally not until the middle of the fall semester, which creates a significant time lag before students can be enrolled in SES programs.

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Center for American Progress
1333 H Street, NW, 10th Floor
Washington, DC 20005
Tel: 202.682.1611 • Fax: 202.682.1867
www.americanprogress.org