EXPANDING LEARNING OPPORTUNITIES TO CLOSE THE ACHIEVEMENT GAPS:
Lessons from Union-District Collaborations
The NEA Foundation is a public charity supported by contributions from educators’ dues, corporate sponsors, and others who support public education initiatives. Its work in schools and communities is based on partnerships with education unions, districts, and a broad range of community stakeholders to create powerful, sustainable improvements in teaching and learning. The NEA Foundation champions an approach to school reform that considers the collective voice of teachers in its design and implementation, while advancing student achievement by ensuring that all stakeholders have ownership of and accountability for student outcomes.

Such a collaborative approach to school reform creates a powerful force for improving student performance and a vehicle for systemic change by:

- Helping educators improve their practice so students can increase their academic achievement and develop 21st century skills;
- Increasing the ability of school districts, local unions, and communities to work together to boost achievement for all students; and
- Giving educators tools to reclaim their voice in shaping public education, helping them to, among other strategies, expand the scope of bargaining agreements to include a greater focus on teaching and learning.

ABOUT THE NEA FOUNDATION REPORTS

Reports issued by the NEA Foundation provide in-depth coverage and analysis of innovations designed to increase teaching effectiveness and student achievement. Selected innovations are drawn mainly from the NEA Foundation-funded sites, where education unions, districts, and communities work collaboratively to create powerful, sustainable improvements in teaching and learning.
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ACKNOWLEDGEMENTS

The NEA Foundation wishes to thank Collaborative Communications Group, Inc. (Washington, DC) for the research and analysis informing this report. It also wishes to recognize and thank the following reviewers for their time and critical feedback on the report:

- Jonathan Marino, Program Associate, Council of Chief State School Officers
- Elizabeth Partoyan, (formerly) Strategic Initiatives Director, Next Generation Learners, Council of Chief State School Officers; (currently) Vice President, Collaborative Communications Group
- Richard Tagle, Chief Executive Officer, Higher Achievement Program
- Paul Toner, President, Massachusetts Teachers Association
- Ashley Wallace, Senior Policy Specialist, National Conference of State Legislatures
Forward

Dear Colleagues:

Ever higher standards of student achievement are driving changes in how resources must be redistributed to ensure that students can develop the 21st century skills required for college and career.

Resources, as we are all aware, are not just financial or professional. Through expanded learning opportunities (ELOs), time as a resource is being reconsidered in districts across the nation to optimize student experiences and increase teaching effectiveness in support of 21st century learning goals.

“Information literacy,” “citizenship in a democratic society,” “student resilience in the face of adversity or failure” are but a few of the dimensions of learning for which schools and communities are increasingly being held accountable. How time is used to integrate these and other dimensions of student learning constitutes the stuff of ELOs, the term generally referring to the range of programs and activities available to youth that occur beyond the traditional school day.

Given the relative newness of many of ELO programs and activities, a thin research base exists about how effective ELOs are spearheaded, developed, administered and governed. The cases and analyses presented here provide examples of ELO programs that have been jointly designed and collaboratively operated by leaders from the school district, teachers’ unions and community. These stakeholders are, after all, charged with the responsibility for distributing resources—financial, professional and temporal—to meet the needs of our youth, both in and outside of schools.

Education is as much about academics as it is human aspiration and relationships, self-respect, and the capacity to continuously reinvent ourselves and our society. Expanding the boundaries of how, when and where we nurture and teach our children becomes inevitable.

Sincerely,

Harriet Sanford
President and CEO
INTRODUCTION:
What Are ELOs and Why Involve Unions?
This report begins with a brief review of what ELOs are and how they can help to close the achievement gaps, identifying general ways that teachers unions can and should collaborate with districts to create and implement effective ELOs. The report then examines three real-world cases of ways in which local teachers unions, districts, and community-based organizations are collaborating to design, implement and sustain high-quality ELOs. Using lessons and insights from these and other cases, the report concludes with a set of propositions pointing to the powerful role teachers unions can play not only in implementing ELOs, but as leaders of needed change to close the achievement gaps in our schools.

The Afterschool Alliance, a national organization working to ensure that all children have access to affordable, quality afterschool programs, defines ELOs as efforts that “help improve outcomes for children by providing expanded academic enrichment and engagement, leveraging community resources to offer instruction and experiential learning opportunities in core and other subjects. ELOs incorporate strategies such as hands-on learning, working in teams and problem-solving to contribute to a well-rounded education. Services may be delivered through a variety of approaches, including afterschool, before school, summer and extended day, week or year programs.”

American school-aged children spend more than half of their waking hours outside of school. With unprecedented attention and growing resources, the number of learning opportunities being provided to students beyond the school day is growing rapidly. This trend compels educators to begin to examine more deeply what young people are learning in school—and what they could be learning outside of school.

Educators, district leaders and communities must rethink ways in which they can work together to optimize use of time for enriching student learning.
According to the Harvard Family Research Project expanded learning opportunities fall within several categories:

- **Extended Learning Time** (school day and year)—school models that extend the traditional school day and calendar to balance the core curriculum with enrichment opportunities; also includes after-school programs, which are structured programs in out-of-school time that coordinate with schools and provide children and youth supervised and safe activities designed to promote learning across time, contexts and developmental stages.

- **Summer Learning Programs**—structured programs and enrichment activities designed to supplement academic learning and promote enrichment opportunities during the non-school summer months.

- **Community Schools** comprehensive public schools that provide a range of services and supports for children, youth and families across the day and throughout the year.

- **School Community Networks** intentional connections between schools and community organizations for the purpose of promoting and supporting students’ learning needs.

- **Online Learning**—virtual courses and out-of-school-time programs that utilize the Internet and digital media to provide learning to students across time, geographic boundaries and contexts.

The three celebrated cases featured later in this report focus on expanding learning by extending the school day (Fall River, MA) and providing summer learning opportunities (Pittsburgh, PA and Springfield, MA).

See Afterschool Alliance at: http://www.afterschoolalliance.org/ELO%20multiple%20approaches.pdf

In the 1994 report Prisoners of Time, a U. S. education commission identified time as the missing component in the education system. The report stated that, “For the past 150 years, American public schools have held time constant and let learning vary. The rule, only rarely voiced, is simple: Learn what you can in the time we make available. It should surprise no one that some bright, hard-working students do reasonably well. Everyone else—from the typical student to the dropout—runs into trouble.”

According to a 2009 Center for American Progress (CAP) report Union and District Partnerships to Expand Learning Time: Three Schools’ Experiences, the most successful implementations of extended learning time have entailed close collaboration between school and district leaders and teachers and teachers’ unions, as the model requires more time for teachers and other key stakeholders to co-design the day, and co-construct and implement the curriculum. It may also involve more professional development time for teachers.

CAP research suggests that teachers unions can play a critical role in helping to navigate and resolve these challenges: “Often times, it’s not about the rules and regulations of the contract but rather what makes the most sense for the students, teachers and overall learning environment. However, when waivers, MOUs or bargaining agreement are needed, the union can also help negotiate and streamline the process.”

Summer learning programs specifically provide a good example of why unions should be involved in their development and implementation. According to the National Summer Learning Association (NSLA), two-thirds of the achievement gaps between lower- and higher-income youth can be explained by unequal access to summer learning opportunities during the elementary school years. For summer learning opportunities to be a successful strategy to transform low-performing schools, a few key structures must be in place—each implying a stepped-up role for unions:

- Unions can ensure that summer learning programs and academic standards are aligned to the broader turnaround strategy linked to academic outcomes;
- Summer school and regular year teachers must work collaboratively to design the summer learning program from design to implementation; and
- Unions can provide or advocate for effective professional development for summer school teachers, critical to ensuring high-quality implementation.
ELOs—Why Union Involvement?

As unions refashion their work and cultures to focus more squarely on issues of teaching and learning, ELOs provide unions with a clear means through which to make measurable differences in the academic and life opportunities of our schools’ highest risk students.

Below are four specific ways that ELOs support efforts to close the achievement gaps:

- **Expanding learning time can be an effective strategy to support school improvement strategies.**
  A large number of schools have been identified for improvement, corrective action or restructuring. NCLB requires that these schools and districts must not only improve the quality of teaching but also the learning supports offered to students. Stonehill and others point out that the schools and districts are required to consider “in addition to the nearly universal focus on curriculum upgrades and professional development and the statutorily required public school choice option and supplemental educational services—offering extended learning time, before-school or afterschool programs, or summer programs.”

- **Expanded learning opportunities extend the learning time some students need to achieve mastery.**
  For students who struggle academically, additional instructional supports above and beyond an expanded school day are critical. Learning opportunities that take place after school, during the summer months and school vacation weeks, and even on Saturdays, provide the academic resources some students need to achieve at high levels.

- **Expanded learning opportunities can increase personalization of student learning.**
  Personalization provides the opportunity to dramatically redefine the very concept of equity, notes a recent report from the Software and Information Industry of America. The report argues that a truly personalized learning experience would provide all students access to the specific resources they need.

- **Expanded learning opportunities support students’ cognitive, social and emotional, and physical growth.**
  Research suggests that enrichment programs, arts and athletics play a fundamental role in helping students succeed in school, build self-confidence, and become more deeply engaged learners.

In the three cases of real-life ELO programs involving union and district collaboration that follow, we see how an expanded union role is operationalized “on the ground.” We then conclude with a set of propositions distilled from these cases designed to provide unions, districts, and their community partners with guidance on how best to bring unions to the center of collaborative efforts to enrich and extend student learning.
STORIES OF CHANGE:
How Unions in Three Communities Are Playing Key Roles in Supporting ELOs
PITTSBURGH PUBLIC SCHOOLS: Teacher-led Design of Summer Learning

Pittsburgh Public Schools is the second largest school district in Pennsylvania, serving approximately 26,000 students in 64 schools. Like many school districts across the country, Pittsburgh students experience significant learning loss during the summer months, which contributes to the district’s achievement gaps.

While Pittsburgh Public Schools was grappling with summer learning loss, the Pennsylvania Department of Education released a Request for Proposal (RFP) for local Title I school districts to apply for stimulus funds. The RFP was not prescriptive and only required districts to follow the Title I parameters. Pittsburgh saw this as an opportunity to address summer learning loss by redesigning summer school, so the district submitted a proposal to create the Summer Dreamers Academy.

With these stimulus funds, a team of teachers, district and school administrators and the teachers union spent six months using research and best practices in summer learning to co-construct a new model for summer school that incorporated academic instruction and hands-on experiential learning by partnering with teachers, youth workers and community-based organizations.

Although the initial idea to address summer learning loss came from district administration, it was the teachers who led the development and implementation of the summer curriculum. With teacher leadership, the curriculum was tailored to the needs of the students, targeting specific skills gaps. In addition to curriculum development and implementation, teachers also comprised the majority of the camp leadership team. During the summer academy, teachers led the morning core academic sessions and ensured that academic standards were infused into the enrichment activities led by the community organizations in the afternoon.

The teachers union was a critical partner to the success of the Summer Dreamers Academy. A union representative attended weekly staff meetings to ensure union awareness of the program’s design.

Likewise, the union shared their preferences around staffing and the division of labor with the design team. Everyone worked together to negotiate an alternative compensation model to pay teachers on a stipend rather than a percentage of their daily rate. However, the amount of the stipend varied based on the labor division regulations.

The teachers union was also a strong positive voice to ensure teachers were treated equitably, received the support they needed and acted as a sounding board as the design team brainstormed staffing plans. The ability to have honest conversations with the union around issues of staffing and compensation proved critical to build consensus on an alternative compensation model. Without that agreement, the summer program would not have been possible. Through this collaborative effort, Pittsburgh Public Schools built a solid and transparent working relationship with the teachers union. According to Eddie Wilson, the project manager for the Summer Dreamers Academy, “there wouldn’t be a Summer Dreamers Academy without the union.”
As a result of this collaborative effort, the pilot program was launched in the summer of 2010. The Academy was an optional free program targeting the highest-risk students. The pilot ran for five weeks, Monday through Friday from 8:30am to 4:00pm, at six sites across the city, and involved 27 community-based organizations as partners providing almost 50 activities for participating students.

The pilot program increased middle school attendance in summer programming by 400 percent with more than 1,900 students enrolled. Schedules varied, according to grade level, but generally all students received math, reading and writing instruction in the morning followed by three hours of afternoon enrichment activities led by local community-based organizations.

The program’s design enabled shared professional growth for both the teachers and youth workers. The teachers learned how to integrate youth development strategies into their classrooms while the youth workers gleaned tools for integrating academic competencies into their enrichment activities.

The National Summer Learning Association conducted an independent evaluation of the pilot program and found the following:

- 25 percent of participants indicated that they would have done nothing during the summer if they had not participated in the Summer Dreamers Academy.
- Students most at risk for summer learning loss were targeted in the enrollment process, and the majority of participants were at-risk students.
- Students who attended at high rates during the program demonstrated strong reading gains over the summer.
- Students, parents and teachers reported high satisfaction with their experience at the Summer Dreamers Academy.

See first year evaluation highlights in Summer Dreamers Academy Preliminary Evaluation Results and Next Steps at:
DRN=2000&BCOB=0&C=63364
Based on the success of the pilot program, the 2011 Summer Dreamers Academy ran for four and a half weeks at 14 different sites across the city, partnering with 38 community-based organizations to provide over 100 activities. The Academy was open to all K-8 students (no student is turned away), and the school district provided breakfast, lunch and transportation to and from the summer academy. Community partners are selected through a district-led RFP process that allowed the leadership team to select the highest quality community organizations.

The Summer Dreamers Academy has reshaped how Pittsburgh Public Schools approaches summer school. It has succeeded in dispelling the oft-held idea that summer school must be a traditional punitive remediation and credit recovery program taking place for only four weeks directly after the end of the school year.

The academy also challenges other conventional practices such as selecting summer school teachers based on seniority.

**KEYS TO SUMMER DREAMER ACADEMY’S SUCCESS:**

- Teacher-led curriculum development and implementation
- Establishing a collaborative process from the beginning with all stakeholders represented
- Direct involvement by the teachers union in the planning and design process
- Teacher union and district agreement on an alternative teacher compensation model
- Intentional infusion of core academic content in all aspects of the summer program
- Creating a camp culture that all stakeholders bought into, insisting summer should not look like the regular school year
- Creating an RFP process for community providers enabling them to select the best of the best
- Tailored curriculum to the needs and environment of Pittsburgh Public School students
SPRINGFIELD, MA:  
Brokering External Relationships and Additional Funding Resources

Springfield, located in Western Massachusetts, is the third largest city in the state with a student population of 24,567. Like many urban school districts, Springfield Public Schools struggles to raise the achievement levels of students. In 2011, only 38 percent of low-income students were proficient in Reading/English Language Arts, with only 44 percent of African American students and 34 percent of Hispanic students achieving proficiency. Results for mathematics were even lower: only 25 percent of low-income students, 26 percent of African American students and 22 percent of Hispanic students achieved proficiency. In comparison, 53 percent of Springfield’s white students were proficient in Reading/English Language Arts and 44 percent were proficient in math. The data makes clear that a stark achievement gaps exists in Springfield Public Schools.

Recognizing this struggle, the local teachers union, Springfield Education Association, saw an opportunity for additional resources and support through the NEA Foundation’s Closing the Achievement Gaps Initiative program. Using grant funding, the union targeted four schools within the district for increased support. Part of this work included a place-based early childhood initiative in two housing developments that fed enrollment in two of these schools. In an effort to provide additional services, these same two schools were targeted to receive summer programming through the Hasbro Summer Learning Initiative (HSLI). HSLI is a local nonprofit with extensive experience and a nationally recognized model for summer programming.

The union partnered with HSLI because of its documented success, and because HSLI understood Springfield’s context and brought desperately needed educational resources to the community.

The union leveraged the NEA Foundation grant to help HSLI gain access to the schools, where it now operates in three of the four schools.

HSLI is a locally created and locally run summer learning program that works to ensure positive academic and developmental outcomes for low-

KEY COMPONENTS OF THE PROGRAM INCLUDE:

- Thematic curricula for hands-on exploration, discovery and learning
- Training and ongoing technical assistance to promote effective curriculum implementation
- Implementation grants for enhancements like field trips, materials and staff planning time
- Literacy supports
- Scholarships for children five through 14 and teen apprenticeships

See 2010-2011 Annual District Report Card at:  
See Hasbro Summer Learning Initiative at:  
The curriculum was co-constructed by the teachers and HSLI staff with a specific focus on literacy. Teachers from the school district are hired as literacy coaches to ensure quality and to make certain that literacy is incorporated into all facets of the summer program.

The majority of the summer instructors are from community-based agencies. These instructors work closely with the literacy coaches and benefit from their content expertise.

A mutual learning experience can therefore occur. Teachers learn how to develop a hands-on and experiential curriculum from youth workers and youth workers can increase their content expertise in literacy. HSLI also works with the community-based organizations to ensure that all partners deliver high-quality content. As a result, HSLI provides additional resources to students and creates new opportunities for professional development that positively impacts traditional classroom instruction.

Curriculum-centered professional development is provided on Saturdays during the school year. This joint professional development time is critical for teachers and the community-based organizations to learn the curriculum and to build relationships of mutual respect among the teachers and youth workers.

The Springfield Education Association has successfully helped to implement HSLI by leveraging resources, building relationships and sharing a vision of student success. The union has remained focused on the shared vision and accountability among all stakeholders even when confronted by leadership changes at the district, city and state levels.

It understands its role as a broker between the community and the district, and has built trusting relationships within the community. Similarly, the public has come to perceive the union as a reliable and committed partner in this work.

The relationships the union built with the school district, school-level administration, teachers and the broader community were critical in creating buy-in. Together these stakeholders engaged in difficult conversations about data and areas needing improvement, and helped to generate a shared vision of and commitment to increasing

**KEYS TO HSLI SUCCESS:**

- Teachers union as a resource for accessing additional funds
- Leveraging funds to broker new relationships and new opportunities
- Union involvement at varying levels of the decision-making process
- Collaboration and co-creation of curriculum
- Building positive relationships with all stakeholders
- Creating a common vision among stakeholders
In 2004, Kuss Middle School, located in Fall River, Massachusetts, was the first school to be labeled chronically underperforming by the Massachusetts Department of Elementary and Secondary Education, which ultimately resulted in a state takeover. Plagued by student achievement rates that were among the lowest in the state, the school was in need of radical change.

As a part of the takeover, the state appointed new leadership at Kuss who immediately identified the traditional six-hour school day as a barrier to improving student outcomes. The strategy aligned with state-level efforts to develop a policy infrastructure around the issue of time and learning led by state policymakers, the Massachusetts Teachers Association, the American Federation of Teachers Massachusetts and Massachusetts 2020.

With a planning grant from the state-funded extended learning time (ELT) initiative, the school’s turnaround team restructured the school day through an eight-month teacher-led planning process that resulted in 300 additional hours per student per year to expand enrichment opportunities, while also providing more social and emotional support and community support services. For example, the schedule allotted additional learning time for an advisory program and integrated community partner-led health, wellness and mentoring activities into the now expanded school day. Partners included the Boys & Girls Club, the YMCA and the SMILES program. Through these partnerships, students were able to participate in enrichment programs that they otherwise wouldn’t have had access to without the extended time.

The teachers union played an integral role throughout the design process and also worked collaboratively with district leadership to negotiate a new labor agreement that provided teachers with additional compensation for their time spent working as part of the school’s design committee. If a teacher increased their time by 15 percent, they were paid an additional 15 percent.

Teachers also co-constructed the curriculum for both core subjects and enrichment classes. According to the school principal, this process was vital to develop teacher buy-in. The teachers owned the design process from the beginning and continue to lead implementation and modification today.

Since implementing the turnaround strategy, Kuss Middle School has made steady achievement gains, meeting their AYP improvement targets in both 2009 and 2010. Between 2006 and 2010, Kuss increased the percentage of students scoring proficient or advanced on the Massachusetts Comprehensive Assessment System (MCAS). The eighth grade 28-point math achievement gap has almost been completely eliminated. By 2010, the school had “transformed itself into a model for schools around the country seeking a comprehensive turnaround strategy” by using extended learning time as the “primary catalyst to improve learning, deepen student engagement and improve instruction.”

**KEYS TO KUSS MIDDLE SCHOOL SUCCESS:**

- Key financial investments by the state
- Compensation for planning time and additional teaching time
- Teachers union as critical member of the district-level planning
- Teachers union as advocate for teacher compensation
- Eight-month planning period engaging all stakeholders
- Teacher-led design, implementation and continual modification
By integrating traditional reform efforts—including standards-setting, curriculum reviews and professional development—with student-centered efforts, extended learning time, and summer learning and afterschool programs, schools and districts are finding a powerful combination of approaches to help close the achievement gaps. Teachers and unions are playing a critical role in shaping these ELOs for young people.

As is evident from the three cases, ELO implementation varies from district to district.

Teachers and the union leaders that represent them can help create and implement effective ELOs by:

- Adopting nontraditional negotiations (for example, interest-based, “win-win” bargaining) and creating memoranda of understanding in support of ELO design elements;
- Encouraging students and families to identify and use afterschool and summer learning programs;
- Mapping, analyzing and understanding the range of ELOs available to children and youth;
- Engaging union leadership in the ELO design process;
- Establishing school-based planning teams that ensure a range of ELOs that consider several options for redesigning the school day and schedule;
- Developing collective bargaining agreements that address the additional hours and compensation required by an expanded schedule;
- Determining compensation strategies for teachers and alternative approaches, beyond pay, that support teachers in staggering or extending their teaching time;
- Creating innovative approaches to professional development for teachers and other ELO staff;
- Continually seeking buy-in and support from a variety of stakeholders for ELOs that are aligned to the school day; and
- Identifying and helping to eliminate barriers to effective collaboration.

Thinking beyond the school day requires thinking beyond traditional roles. As schools and districts move to integrate academic-focused and student enrichment-centered approaches to school improvement, ELOs offer new and powerful opportunities for educators and the unions that represent them to act as thought leaders in creating a broader vision for learning, a vision that breaks down barriers between the traditional school day and out-of-school or extended-time learning.

Beyond creation of a broader vision, unions also become part of a new infrastructure to support that vision as brokers of new resources and centers of collaborative partnerships. Successful union and district collaborations have included creation of partnerships with community-based organizations, faith-based institutions, health and mental health agencies, and city- or community-based agencies focused on developing comprehensive solutions for the complex challenges of educating all students. As supports to students become ever more complex given the heightened demands of a 21st century reform agenda, the range of stakeholders—including teachers unions—will be called upon increasingly to become active participants in expanding learning opportunities for all students.
Appendix: For Further Information

Afterschool Alliance
(www.afterschoolalliance.org)
Expanding Learning Opportunities across the Country:
Embracing Multiple Approaches and Funding Sources

Quality Afterschool:
Helping Programs Achieve It and Policies Support It: Issue Brief 47,
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(www.americanprogress.org)
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Improving School Quality and Increasing Learning Time in ESEA Union and District
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The Community Agenda for America’s Public Schools

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(www.ccsso.org / www.nga.org/center)
The Quality Imperative: A State Guide to Achieving the Promise of Extended Learning Opportunities,
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Massachusetts Expanded Learning Time Initiative 2010-11
Update, February 2011

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(www.naesp.org)
Collaborating to Build a New Day for Learning: A Guide for Principals, Afterschool,
and Community Leaders, 2009

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(TASC) (www.tascorp.org)
ELT: Expanding and Enriching Learning Time for All