# 2018 Report to the Legislature, the Office of Superintendent of Public Instruction, and the Governor

Presented by:
the Expanded Learning Opportunities Council (ELOC)

**December 1, 2018**

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# EXECUTIVE SUMMARY

The Expanded Learning Opportunities Council (ELOC) advises the Governor, the Legislature, and the Office of Superintendent of Public Instruction (OSPI) regarding a comprehensive expanded learning opportunities (ELOs) system. This report lists the steps necessary to ensure all students receive equitable access to ELOs that help close educational opportunity gaps across Washington at the state, district, and school level.

Below is a summary of the ELOC's recommendations contained in this report (see Table 1). Each recommendation is explained in further detail within this final report. Ultimately, all recommendations contribute towards the goal of establishing a sustainable, high-quality statewide system that integrates learning across the day, across the year, and across a student's life time. **The ELOC strongly urges the Legislature, the Office of Superintendent of Public Instruction, and the Governor to adopt these recommendations during the 2019 Legislative Session to ensure equitable access to expanded learning opportunities and statewide collaboration.**

**Table 1.**

| Recommendations | |
|---|---|
| **Create a Statewide ELO Structure** | ➤ The ELOC recommends the Legislature create and fund a sustainable and dependable statewide ELO structure–in the form of an Expanded Learning Opportunities Office–to increase Washington's capacity to provide ELOs to all students, with priority on historically underserved students. |
| **Provide Statewide Funding for ELOs** | ➤ The ELOC urges the Legislature to provide $150 million annually in statewide ELO-dedicated funds to support equitable expanded learning that helps close the educational opportunity gap.<br><br>➤ The ELOC recommends the Legislature reinstate a fully-funded Washington Community Learning Center Program. |
| **Create Statewide ELO Program Requirements** | ➤ The proposed ELO Office should support program quality and equity by implementing statewide requirements through its management of ELO funds.<br><br>➤ The ELOC urges the Legislature to extend the mandate of the Expanded Learning Opportunities Council so it can serve in an advisory role to any continued statewide efforts to improve ELOs, such as the ELO Office.<br><br>➤ The ELOC recommends the Department of Children, Youth, and Families formally include the proposed ELO Office as an advisory stakeholder. |

| Track Performance of ELOs | ➢ The ELOC recommends the development of data indicators and robust data collection and analysis to assess the impact of ELOs in closing the educational opportunity gap, coordinated at a statewide level, such as through the proposed ELO Office. |
|---|---|
| Locally determine school year calendar modifications | ➢ The ELOC recommends schools and school districts determine locally, and periodically assess, whether and how school year calendar modifications can better serve students and the community at-large. |

# BACKGROUND

**Expanded Learning Opportunities (ELOs)**

Expanded learning opportunities (ELOs) are activities offered to students before or after school, during school, during intersession breaks, and during summer (Appendix A). Such opportunities build skills through hands-on, experiential learning, and expand upon, but do not replicate, traditional learning that happens during the school day.[1] ELO providers can include schools, local education agencies and community-based organizations (CBOs). Numerous evaluation studies suggest participation in ELO programs can improve academic outcomes, develop social emotional skills, and have a positive impact on health and wellness.[2]

**The Opportunity Gap**

Expanded learning opportunities, such as afterschool programs, are important for all students, but are especially important for historically underserved students. Underserved students are youth who have been historically marginalized by our education system, such as low income students, students of color, students with disabilities, English language learners, recent immigrants, migrant students, students in foster care, and students experiencing homelessness.

**Figure 1: The 6,000-Hour Learning Gap.**



http://www.expandedschools.org

The Educational Opportunity Gap Oversight and Accountability Committee (EOGOAC) stated, "The term 'opportunity gap' refers to systemic inequity in education that structurally disadvantages certain demographics of students (e.g. students of color, low-income students, and student with disabilities)."[3] As discussed in prior reports, achievement gaps are products of an inequitable system that underserves particular groups of students. In other words, achievement gaps are products of opportunity gaps. Achievement gaps will continue to exist as long as educational opportunities, such as expanded learning, are inequitably distributed. A past study found that by 6th grade, middle income students have likely spent 6,000 more hours learning than students born into poverty (Figure 1).[4] Expanded learning opportunities—which can be offered through afterschool programs, summer programs, intersessions, or during the school day

[1] Afterschool Alliance. (2012). Principles of Effective Expanded Learning Programs: A Vision Built on the Afterschool Approach. Retrieved from: http://www.afterschoolalliance.org/Principles%20of%20Expanded%20Learning%20Programs_Jan_2012%282%29.pdf.

[2] Little, Wimer, Weiss. (2008). After School Programs in the 21st Century: Their Potential and What It Takes to Achieve It. Harvard Family Research Project. Retrieved from http://www.sedl.org/pubs/sedl-letter/v20n02/afterschool_findings.html.

[3] EOGOAC. (2017). 2017 Annual Report: Closing the Opportunity Gap in Washington's Public Education System. Retrieved from: http://www.k12.wa.us/Workgroups/EOGOAC/pubdocs/EOGOAC2017AnnualReport.pdf

[4] ExpandED Schools. (2013). The 6,000-Hour Learning Gap. Retrieved from: http://www.expandedschools.org/policy-documents/6000-hour-learning-gap.

itself—can address this type of systemic inequity by: (1) providing low-income youth and youth of color with opportunities to develop assets that are valued at school; and (2) providing the time and space for students to challenge the 'status-quo.'[5] Research suggests that providing underserved students with more opportunity to be involved and engaged in school and the community helps close the achievement gap.

In addition to academic success, consistent participation in afterschool programs led students to develop positive social emotional skills, such as reductions in school absences and improvements in behavioral outcomes (e.g. reduced aggression).[6] When students report having positive experiences in their afterschool program, teachers report gains in the classroom, such as better work habits, stronger task persistence, and pro-social behavior with peers.[7]

*"The term 'opportunity gap' refers to systemic inequity in education that structurally disadvantages certain demographics of students (e.g. students of color, low-income students, and student with disabilities)." – Educational Opportunity Gap Oversight and Accountability Committee*

**Addressing the Opportunity Gap through Expanded Learning Opportunities**

Expanded learning opportunities (ELOs) provide the support students need to succeed holistically, however, not all students have access to such experiences. The current capacity to implement and sustain ELOs in Washington is inadequate, inequitable, and underfunded. As of now, providing ELO services involves a patchwork of independent efforts brought together by individual neighborhoods and/or schools, funded by a medley of grants and other sources, and coordinated by no single entity.

Providing equitable expanded learning opportunities includes meeting two important conditions. First, historically underserved students need access to high-quality ELO programs. Second, programs offered must be culturally relevant and responsive. A key domain of the Washington State Quality Standards for Afterschool and Youth Development Programs (Appendix B) is 'cultural competency and responsiveness.'[8] This domain seeks to ensure programs are respectful and responsive to the diversity of program participants, as well as their families and communities. From providing greater access to ELOs to program implementation, equity needs to be at the forefront in order for positive systemic change to occur.

The objective in proposing an ELO system is to increase Washington's capacity to provide ELOs to all students, but first and foremost, to provide expanded learning to historically underserved students. Equitably providing ELOs will close opportunity gaps through enriching programs that allow students to develop academic and social competencies, preparing every student—regardless of background— for career, college, and life.

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[5] Farrington, C., Roderick, M., Allensworth, E., Nagaoka, J., Keyes, T., Johnson, D., & Beechum, N. (2012). Teaching Adolescents to Become Learners: The Role of Noncognitive Factors in Shaping School Performance: A Critical Literature Review. The University of Chicago consortium on Chicago School Research. Retrieved from: https://consortium.uchicago.edu/sites/default/files/publications/Noncognitive%20Report.pdf. Pg. 31.
[6] The Expanded Learning & Afterschool Project. (2013). Embrace Expanded Learning & Afterschool for the Future of our Youth. Retrieved from: http://www.expandinglearning.org/research/vandell/resources/VANDELL_K4.pdf.
[7] Ibid.
[8] School's Out Washington. (2013) The Washington State Quality Standards for Afterschool and Youth Development Programs. Retrieved from: https://www.schoolsoutwashington.org/pages/quality-standards.

**The Expanded Learning Opportunities Council (ELOC)**

The Expanded Learning Opportunities Council (ELOC) was established in 2014, under Second Substitute Senate Bill 6163.[9] The ELOC was tasked with creating a statewide comprehensive expanded learning opportunities system that will help define and coordinate expanded learning opportunities (ELOs) across Washington.

The ELOC was instructed by the Legislature to "provide a vision, guidance, assistance, and advice"[10] pertaining to the following:
- ❖ School year calendar modifications that reduce summer learning loss
- ❖ Partnerships between schools and community-based organizations to deliver ELOs
- ❖ Programs and initiatives (from early elementary through secondary education) that contribute to a statewide system of ELOs

**Council Membership**

ELOC members have extensive experience with ELOs and represent the diverse student interests and geographical regions of the state. The members use a consensus-based decision-making protocol. The ELOC was convened by the department of Special Programs within the Office of Superintendent of Public Instruction, which facilitated and staffed the ELOC.

| Member | Organization |
|---|---|
| Adrian Almanza | Northwest Community Action Center |
| Bill Hanawalt | Degrees of Change |
| Dr. James Smith | Commission on African American Affairs / Educational Opportunity Gap Oversight and Accountability Committee |
| Jackie Jainga-Hyllseth<br>David Beard (alternate) | School's Out Washington |
| Jacob Clark Blickenstaff | Washington STEM |
| Jason Rothkowitz | Washington State Parent Teacher Association |
| Jonathan Madamba | Cultural Community-Based Organization, Asian Pacific Americans |
| Leslie Herrenkohl | University of Washington |
| Lisa White | Spokane School District |
| Mark Bergeson | Washington Student Achievement Council |
| Mary Fertakis | Washington State School Directors Association |
| MJ Bolt | State Board of Education |
| Mona Johnson<br>Heidi Shultz (alternate) | Office of Superintendent of Public Instruction |
| Pat Erwin | Association of Washington School Principals |
| Patrice Page | Washington Association of School Administrators |

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[9] Washington State Legislature. (2014). Second Substitute Senate Bill 6163. Retrieved from http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/Session%20Laws/Senate/6163-S2.SL.pdf

[10] Ibid.

| Member | Organization |
|---|---|
| **Sarah Oliver** | Olympic Workforce Development Council |
| **Shannon Ergun** | Washington Education Association |
| **Sheri Miller**<br>**Kylie Fullmer (alternate)** | Washington Library Association |

When formulating recommendations, the ELOC shall:[11]
- ❖ Identify fiscal, resource, and partnership opportunities
- ❖ Coordinate policy development
- ❖ Set quality standards and promote evidence-based strategies
- ❖ Develop a comprehensive action plan designed to implement ELOs
- ❖ Address summer learning loss
- ❖ Provide academic supports
- ❖ Build strong partnerships between schools and community-based organizations
- ❖ Track performance of ELOs in closing the opportunity gap

In 2014, the ELOC adopted the Washington State Quality Standards for Afterschool and Youth Development Programs[12], a set of standards formulated from stakeholders in Washington, nationally recognized best practices, and feedback from youth across Washington. The standards are divided into nine domains, with a guiding principle and specific strategies for each domain (Appendix B).

The 2014 Report[13] also outlines an Expanded Learning Opportunities Framework (Appendix C), consisting of 11 components that will build, support, and sustain high quality expanded learning programming. The 2015 Report[14] builds upon this framework, providing detailed guidance to ELO providers on how to implement each component. The ELOC focused on ELO legislation, basic education funding, school year calendar modifications and opportunity gaps in the 2016 Report.

The 2017 Report lists a series of recommendations to the Legislature. Additionally, the ELOC published an ELO Guide that serves as a comprehensive and interactive resource for schools and school districts interested in setting up, maintaining, and/or enhancing ELOs in partnership with community-based organizations. The Guide is built on a continuum and encompasses a wide range of information useful for school districts at all stages of the process.

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[11] Washington State Legislature. (2014). Second Substitute Senate Bill 6163. Retrieved from http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/Session%20Laws/Senate/6163-S2.SL.pdf.
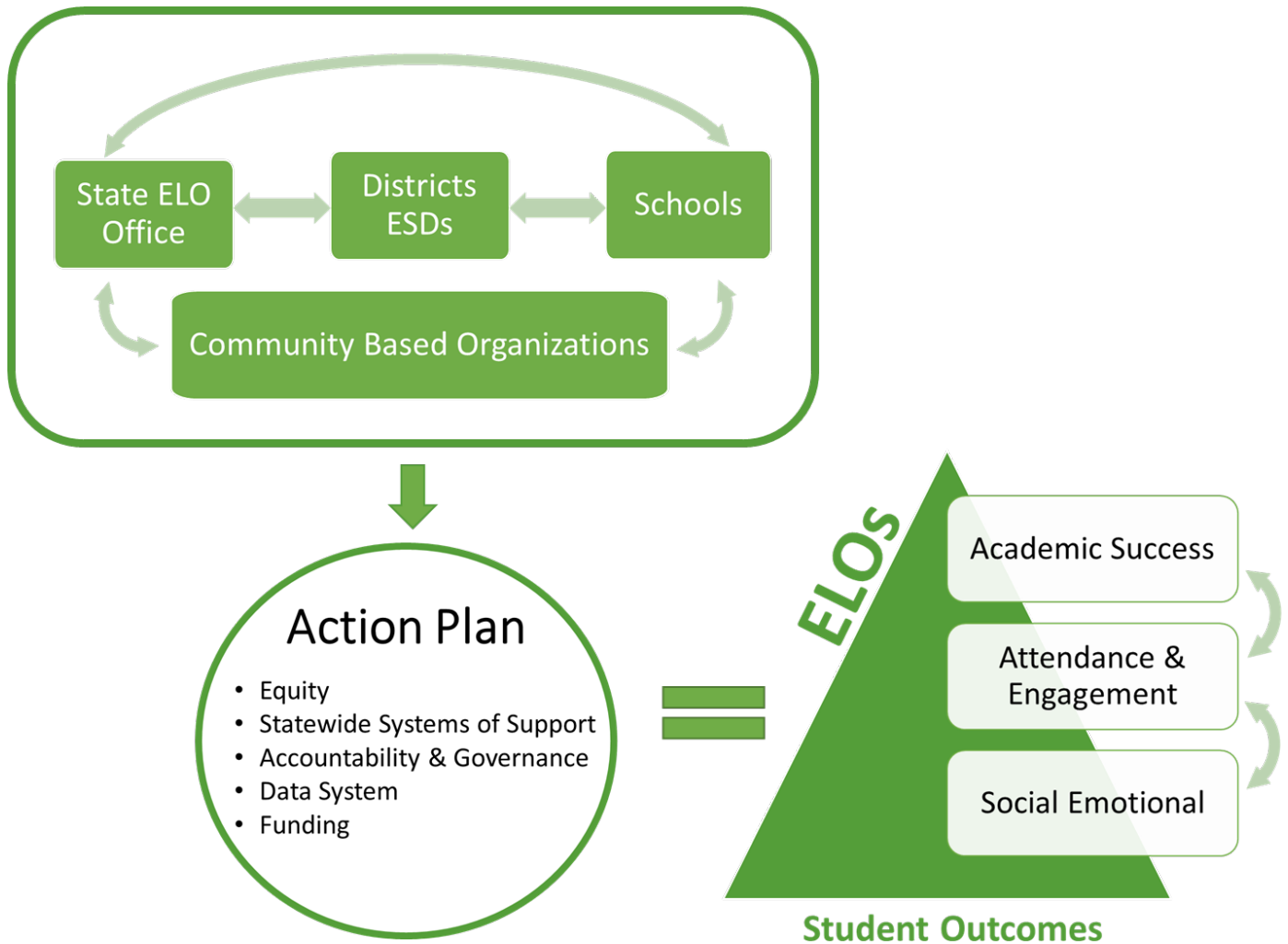[12] School's Out Washington. (2013). Quality Standards for Afterschool & Youth Development Programs. Retrieved from: https://www.schoolsoutwashington.org/pages/quality-standards.
[13] Expanded learning Opportunities Council. (2014). Report to the Legislature, the Office of Superintendent of Public Instruction, and the Governor. Retrieved from: http://www.k12.wa.us/WorkGroups/pubdocs/ExpandedLearningOpportunitiesCouncil2014Report.pdf.
[14] Expanded learning Opportunities Council. (2015). Report to the Legislature, the Office of Superintendent of Public Instruction, and the Governor. Retrieved from http://www.k12.wa.us/WorkGroups/pubdocs/ExpandedLearningOpportunitiesCouncil2015Report.pdf

In 2018, the ELOC updated the ELO Guide, and created a comprehensive logic model (Figure 2) and Action Plan (Appendix D). The logic model illustrates the networking and collaboration between ELO providers and the proposed statewide ELO office needed to implement the Action Plan. The Action Plan outlines goals and detailed recommendations for implementing an equitable, statewide ELO system in Washington that would result in improved outcomes for students, such as social and emotional development, increased school attendance and engagement, and academic success,

**Figure 2: Comprehensive Expanded Learning Logic Model.**



State ELO Office

Districts ESDs

Schools

Community Based Organizations

Action Plan
- Equity
- Statewide Systems of Support
- Accountability & Governance
- Data System
- Funding

ELOs

Academic Success

Attendance & Engagement

Social Emotional

**Student Outcomes**

# RECOMMENDATIONS

**Ensure Holistic Approach to Student Success**

The following recommendations from the Expanded Learning Opportunities Council (ELOC) ensure a holistic approach to student success and have been viewed through an equity lens. Further, these recommendations require partnerships between ELO providers to ensure each student has an *equitable* chance to succeed in school and life, by pursuing opportunities to increase access for all.

**1. Create a Statewide ELO Structure**

**1A. The ELOC recommends the Legislature create and fund a sustainable and dependable statewide ELO structure—in the form of an Expanded Learning Opportunities Office—to increase Washington's capacity to provide ELOs to all students, with priority on historically underserved students.** The current capacity to implement and sustain expanded learning opportunities (ELOs) in Washington at the state level is inadequate and inequitable. As of now, providing ELO services involves a patchwork of independent efforts brought together by individual neighborhoods and/or schools, funded by a medley of grants and other sources, and coordinated by no single entity. An ELO Office structure will facilitate and expand high-quality programming across the state by providing leadership to ELO providers on how to implement and sustain ELOs. The ELO Office would also coordinate a united message across all state agencies and its partners (e.g. OSPI, State Board of Education (SBE), Department of Children, Youth, and Families (DCYF), educational service districts (ESDs), ELO intermediaries) about the central role ELOs should play in efforts to close achievement and opportunity gaps.

An ELO Office will directly address the Legislature's intention to "build capacity, identify best practices, leverage local resources, and promote a sustainable expanded learning opportunities system by providing an infrastructure that helps coordinate expanded learning opportunities throughout the state."[15] The new ELO Office would be the centralized entity responsible for the monitoring, supporting, and accountability of a statewide ELO system. Specific responsibilities would include, but are not limited to: disseminating information, collecting and reporting data, housing resources, developing policy, seeking new ELOs, and administering training and technical assistance.

When providing assistance to ELO providers, the ELO Office will use the Washington State Quality Standards for Afterschool and Youth Development Programs and the Expanded Learning Opportunities Framework as guiding principles. In 2014, the ELOC created the Expanded Learning Framework, which outlines 11 necessary functions for expanding state, district, and school capacities to implement and expand ELOs (Appendix C). This Framework will enhance Washington's education system by promoting a high-quality statewide system that integrates learning across the day, across the year, and across a student's lifetime. A statewide structure, in the form of an ELO Office, will collaborate with ELO providers to make sure all 11 functions are implemented, as well as coordinating existing resources, seeking new opportunities, and leading collaboration between federal, state, and local programs. The ELO Office would effectively track the distribution and use of funds to make sure money is spent on ELO programming, prioritizing underserved students.

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[15] Washington State Legislature. (2014). Second Substitute Senate Bill 6163. Retrieved from http://apps.leg.wa.gov/documents/billdocs/2013-14/Pdf/Bills/Session%20Laws/Senate/6163-S2.SL.pdf.

## 2. Provide Statewide Funding for ELOs

It is the duty of the Legislature to provide all students, regardless of background, with educational opportunities that enable every student to be successful in the classroom and beyond. The ELOC supports OSPI's current 2019–21 Biennial Budget Proposal requesting $10 million dedicated for expanded learning pilots and as well as any future funding requests dedicated towards ELOs. ELO providers are also encouraged to collaborate to take advantage of funding opportunities that would allow them to expand opportunities and create innovative solutions.

**2A. The ELOC urges the Legislature to provide $150 million annually in a statewide ELO funding model to support equitable expanded learning that helps close the opportunity gap.** State funding for ELOs can be allocated through Basic Education or another funding stream, and it must be reliable, sustainable, and accessible to all ELO providers. It is essential that funds be provided to different types of ELO providers, such as school districts, schools and community-based programs, ensuring a holistic approach to addressing the opportunity gap, while leveraging partnerships.

The $150 million recommendation was determined by the number of students in Washington living in poverty, which the ELOC defines as students enrolled in the Free and Reduced Price Lunch program. Statewide, 474,000 students (43%) of students are living in poverty.[16] Funds will be ***equitably*** distributed across all regions based on a model of district-wide poverty percentages (Appendix E) to ELO providers. For more information on programmatic requirements for how funds can be spent or the funding model, see the ELOC 2017 Report.

**2B. The Council recommends the Legislature reinstate a fully-funded Washington Community Learning Center Program.** The Legislature took a step to recognize the importance of expanded learning in 2008, by creating the Washington Community Learning Center Program. Authorized under RCW 28A.215.060, the Program focuses on "supporting the creation or expansion of community learning centers that provide students with tutoring and educational enrichment when school is not in session."[17] However, the Legislature has not funded the Program since the 2007–09 Biennium. The Council recommends that the Washington Community Learning Center Program be reinstated and fully funded with the following amendments in the proposed legislation:

➢ Target grants to ELO programs that focus on closing the opportunity gap for diverse students and communities with the most need
➢ Focus on providing grants for smaller ELO programs and culturally-based organizations in order to develop them and bring them to a level of financial sustainability

The implementation of the Every Student Succeeds Act (ESSA) provides school districts with new funding sources to access**.** Until the Legislature fully funds ELOs in all school districts, **the ELOC strongly encourages schools and school districts to take advantage of new and more flexible funding sources under ESSA.** As ESSA gives states more autonomy to make local decisions, it also advocates for more inclusive, well-rounded educational environments, such as expanded learning opportunities and extended learning time. For more information about accessing and braiding funding sources see the ELO Guide.

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[16] As measured by the number of students in Washington who qualify for free or reduced-priced meals. OSPI. (2017). Washington State Report Card: 2016-17 Results. Retrieved from:
http://reportcard.ospi.k12.wa.us/summary.aspx?groupLevel=District&schoolId=1&reportLevel=State&yrs=2016-17&year=2016-17.

[17] Washington State Legislature. (2008). RCW 28A.215.060 (Community learning center program–Purpose–Grants–Reports.). Retrieved from: http://apps.leg.wa.gov/RCW/default.aspx?Cite=28A.215.060.

### 3. Create Statewide ELO Program Requirements

In collaboration with expanded learning programs across Washington and based on national research, School's Out Washington developed the Washington State Quality Standards for Afterschool and Youth Development Programs to help guide quality programming that will promote better program outcomes. These standards are divided into nine domains with a series of standards and best practices per domain (Appendix B). All nine domains were created based on input from expanded learning programs in Washington, nationally recognized best practices, and feedback from youth. In 2014, the ELOC recommended these standards be used by ELOs statewide, as they constitute a research-based framework that providers can use to measure program quality and identify areas of improvement.

**3A. The proposed ELO Office should support program quality and equity by implementing statewide requirements through its management of ELO funds.** To receive funding, ELO providers will need to fill out an application that will be reviewed by the proposed ELO Office (or other relevant state agencies). To ensure program quality, ELO providers must use disaggregated data and provide a narrative to justify how the funds will provide expanded learning for historically underserved students. If the ELO Office deems the proposed method of funding and programming inequitable, it will work with the ELO provider to create a better funding methodology.

As part of the application, ELO providers will need to plan how they will implement and sustain ELO programs using the ELO Framework as guidance (Appendix C). To ensure high quality and relevant programming, ELO providers must prioritize partnerships, school and community involvement, engagement, and collaboration. The ELO Office will facilitate these components by collaborating with schools, communities, and external partners across Washington.

Accountability measures will be determined locally using the Washington State Quality Standards for Afterschool and Youth Development. School districts will include their district-specific ELO frameworks and local accountability measures as part of their applications. The application process is a way to support school districts in the creation and implementation of ELO programs. It should not be seen as a barrier to getting funds, but rather a structured format that will lead to sustainable and high-quality programming.

**3B. The ELOC urges the Legislature to extend the mandate of the Expanded Learning Opportunities Council so it can serve in an advisory role to any continued statewide efforts to improve ELOs, such as the ELO Office.** The ELOC in an advisory role can further support policy development and provide guidance for ELO programs. It is vital to preserve continuity in the research and support that has elevated the discussion around ELOs since 2014. The ELOC has been, and will continue to be, the strongest champion for evidence-based strategies in the delivery of equitable expanded learning opportunities throughout Washington.

**3C. The ELOC recommends the Department of Children, Youth, and Families (DCYF) formally include the proposed ELO Office as an advisory stakeholder.** The proposed ELO Office, as the statewide structure coordinating ELOs, can be an invaluable resource to DCYF as it works on improving service delivery and outcomes. DCYF is tasked to partner with state and local agencies, tribes, and communities to deliver services in an equitable manner. Serving as a bridge between DCYF and OSPI, and between DCYF and community-based organizations, the proposed ELO Office would help DCYF incorporate equity into all its decisions and facilitate its work with communities.

**4. Track Performance of ELOs**

**4A. The ELOC recommends the development of data indicators and robust data collection and analysis to assess the impact of ELOs in closing the educational opportunity gap, coordinated at a statewide level, such as through the proposed ELO Office.** Data collection and analysis should include both quantitative and qualitative data and encompass indicators that measure both academic skills and social emotional learning abilities (e.g. goal-directed efforts, healthy social relationships, sound judgment and decision making).

Expanded learning opportunity providers should have, as part of their strategic plan, clearly identified success criteria in order to evaluate the efficacy of their program. Student outcomes such as academic achievement, social emotional wellness, attendance, and behavior are a few examples of data points that should be evaluated. Additionally, providers should utilize the nine domain areas identified in the Washington State Quality Standards for Afterschool and Youth Development to evaluate program outcomes and effectiveness.

The proposed ELO Office should facilitate two-way data sharing while offering technical assistance to ELO providers. The proposed ELO Office should be the centralized entity for reviewing providers' data indicators and facilitating data collection and sharing processes in order to encourage use of best practices, grow community understanding, and maintain accountability. The ELO Office will also partner with OSPI to coordinate data collection and sharing. Ultimately, this data will be used to help inform policy decisions at the local, regional, and state levels, while also informing ELO providers to ensure best practices are followed.

**5. Locally determine school year calendar modifications.**

**5A. The ELOC recommends schools and school districts determine locally, and periodically assess, whether and how school year calendar modifications can better serve students and the community at-large.**

The ELOC advocates for school districts and schools to determine locally what type of school year calendar modifications support their student body and community. Schools and districts should periodically make this assessment, convening school calendar task forces or other processes to spark robust conversations when making their determination.

There are valid reasons to address summer learning loss through calendar modification, but schools and districts must always balance potential benefits with the challenges imposed on community-based organizations (CBOs) and families, especially those that rely on CBOs for childcare during the summer break. Additionally, to ensure local decisions on school year calendar modifications are effective, school districts should read the Research on School Year Calendar Modifications and the ELO Guide created by the ELOC.

# CONCLUSIONS

The Expanded Learning Opportunities Council (ELOC) is dedicated to increasing local and statewide capacity to plan, implement, and sustain expanded learning opportunities across Washington. Since its creation in 2014, the ELOC has annually reported to the Governor, the Legislature, and the Superintendent of Public Instruction. This final report meets that annual requirement by summarizing the ELOC's accomplishments, measures of progress, and recommendations regarding continued development of an ELO system and reducing summer learning loss.

This report has outlined the need for and essential functions of a centralized entity—the proposed ELO Office—in coordinating equitable expanded learning opportunities across Washington. The recommendations in this report all work toward the goal of establishing a sustainable, high-quality statewide system that integrates learning across the day, across the year, and across a student's life time.

Expanded learning opportunities provide a platform whereby we can close educational opportunity gaps and academic achievement gaps for historically underserved students. As a state, it is our duty to support equitable expanded learning and provide the necessary opportunities that enable every student to be prepared for career, college, and life.

The Expanded Learning Opportunities Council would like to express its gratitude for the opportunity to provide vision, guidance, assistance, and advice on this topic for the last five years and to everyone who has supported their work during this time and who will continue to close gaps and grow opportunities for students. Members hope that they can continue to be a resource to all who seek solutions that expand opportunities for *all* Washington students.

# GLOSSARY

**Achievement Gaps:**

Achievement gaps refer to the persistent disparity in academic performance between different groups of students (e.g. students from high-income households compared to students from low-income households). Achievement gaps are the product of an inequitable education system that has historically underserved particular groups of students (e.g. students of color).  Thus, achievement gaps are the product of disparities in access to educational opportunities.

**Balanced School Year:**

A year-round school schedule, with a shorter summer break, and mini breaks (2 or 3 weeks) spread through the remainder of one year.

**Collaboration:**

Collaboration is a mutually beneficial and well-defined relationship entered into by two or more organizations to achieve common goals. The relationship includes a commitment to mutual relationships and goals; a jointly developed structure and shared responsibility; mutual authority and accountability for success; and sharing of resources and rewards. Collaboration brings previously separated organizations into a new structure with full commitment to a common mission. Such relationships require comprehensive planning and well defined communication channels operating on many levels. Authority is determined by the collaborative structure. Risk is much greater because each member of the collaboration contributes its own resources and reputation. Resources are pooled or jointly secured, and products are shared.[18]

**Community-Based Organizations (CBOs):**

Public or private non-profit organizations that work at a local level to meet community needs.

**Coordination:**

Coordination is characterized by more formal relationships and understanding of compatible missions. Some planning and division of roles are required, and communication channels are established. Authority still rests with individual organizations, but there is some increased risk to all participants. Resources are available to participants and rewards are mutually acknowledged.[19]

**Every Student Succeeds Act (ESSA):**

The Every Student Succeeds Act (ESSA) replaced No Child Left Behind (NCLB) on December 10, 2015. It is the reauthorization of the Elementary and Secondary Education Act.

**Expanded Learning Opportunities (ELO):**

RCW 28A.630.122 defines ELO as 1) Culturally responsive enrichment and learning activities, which may focus on academic and nonacademic areas; the arts; civic engagement; service-learning; science, technology, engineering, and mathematics; and competencies for college and career readiness; 2) School-based programs that provide extended learning and enrichment for students beyond the

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[18] Mattessich, P. & Monsey (1992). Collaboration-what makes it work: A review of research literature on factors influencing successful collaboration. Retrieved from https://www.ode.state.or.us/teachlearn/certificates/diploma/collaboration-definitions.pdf

[19] Ibid.

traditional school day, week, or calendar; and 3) Structured, intentional, and creative learning environments outside the traditional school day that are provided by Community-Based Organizations in partnership with schools and align in-school and out-of-school learning through activities that complement classroom-based instruction.

**ELO Providers:**

ELO providers can include schools, local education agencies and non-profits that collaborate to provide expanded learning opportunities for students both in and out of school settings and during summer breaks, intersessions and after school.

**Expanded Learning Time:**

Any scheme for improving test scores or addressing achievement gaps by increasing the amount of time students are learning.[20]

Extended learning time refers to adding time to the school day (before or after school) or to the school year. Changing the traditional 180-day school year calendar format by adding days or by re-arranging breaks.

A shared responsibility in which schools and other community agencies and organizations are committed to reaching out to engage families in meaningful ways and in which families are committed to actively supporting their children's learning and development.

**Intersession:**

Intersessions refer to intervals of time between instructional sessions that can be used for expanded learning opportunities, such as remedial education, enrichment activities, and recreational camps.

**Local Education Agency (LEA):**

A local education agency (LEA) is a public board of education or other public entity legally authorized for either administrative control or direction of publicly funded schools, including school corporations and stage-operated schools. Examples of LEAs include school districts, tribal compact schools, public charter schools, and schools for the deaf and blind.

**Opportunity Gaps:**

Certain demographics of students have been historically underserved by the education system. Opportunity gaps refer to differences in access to and opportunity for educational experiences. Opportunity gaps contribute to an inequitable education system that has historically underserved certain demographics of students. Achievement gaps are the product of opportunity gaps.

**School Year Calendar Modification:**

Changing the traditional 180-day school year calendar format by adding days or by re-arranging breaks (i.e. extended learning time or balanced school year).

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[20] Great Schools Partnership. 2015. Glossary of Education Reform. Retrieved from: http://www.greatschoolspartnership.org/resources/glossary-of-education-reform/

**Stakeholders:**

In education, the term stakeholder typically refers to anyone who is invested in the welfare and success of a school and its students, including administrators, teachers, staff members, students, parents, families, community members, local business leaders, and elected officials such as school board members, city councilors, and state representatives. Stakeholders may also be collective entities, such as local businesses, organizations, advocacy groups, committees, media outlets, and cultural institutions, in addition to organizations that represent specific groups, such as teachers unions, parent-teacher organizations, and associations representing superintendents, principals, school boards, or teachers in specific academic disciplines (e.g., the National Council of Teachers of English or the Vermont Council of Teachers of Mathematics). In a word, stakeholders have a "stake" in the school and its students, meaning that they have personal, professional, civic, or financial interest or concern.[23]

**Summer Learning Loss:**

Research has shown that, on average, all students lose math, reading, and other learning skills over summer break. Learning loss is especially prevalent among low-income students, which further perpetuates the opportunity and achievement gaps. Offering expanded learning opportunities and/or switching to a balanced school year calendar are strategies used to reduce summer learning loss.

**Underserved Students:**

The ELOC defines underserved students as students who have been historically marginalized by our education system, low income students, students of color, students with disabilities, English language learners, recent immigrants, migrant students, students in foster care, and students experiencing homelessness. ELOs can help close opportunity gaps by providing underserved students with greater access to enriching learning environments and experiences.

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[23] Great Schools Partnership. (2014). Glossary of Education Reform. Retrieved from: https://www.edglossary.org/stakeholder/

# APPENDIX A

## Examples of Expanded Learning Opportunities

These examples demonstrate the diversity of ELO providers in size, governance, geographical area of service, purpose, and approach. This list was excerpted from the ELO Guide, which provides a wealth of information on how districts can collaborate with community-based organizations to deliver high-quality ELOs to students in Washington.

- The Foundation for Academic Endeavors

  The Foundation for Academic Endeavors is a faith-based organization that operates a summer program in the Skagit Valley predominantly attended by Latino children and youth whose parents work in the agricultural industry.  Through a partnership with Mount Vernon's Skagit Valley College, the summer program takes place on the campus exposing participants to the arts, STEM, and literacy while helping them to see a future for themselves in college and beyond.

- Northwest Community Action Center

  Northwest Community Action Center receives funding through the 21st Century Community Learning Centers Program supporting expanded learning opportunities in eight school districts in the Yakima Valley.  Through these programs, children and youth in communities such as Toppenish, Mabton and Zillah participate in academic enrichment, youth development activities, drug and violence prevention programs, art, music, technology education programs, and character education programs designed to complement the school day and enhance their learning and development.

- WSU Extension 4H

  4-H is the nation's largest youth development organization and touches nearly every corner of Washington State. 4-H reaches out to kids and their families to build skills for real life with over a hundred different hands-on projects offered in STEM and other areas.

- Refugee Women's Alliance

  Through the Refugee School Impact Grant, REWA works with resettled refugees in King County providing youth with academic and emotional support.  REWA also helps connect refugee students and their families to the community and assists with aspects of resettlement including housing and youth employment.

- East African Community Services

  East African Community Services offers afterschool and summer programming that is culturally responsive to the East African immigrant and refugee community in King County.  By providing culturally appropriate learning spaces for East African children, youth and families, EACS aims to improve the youth participant's academic performance while connecting to families and creating a space to foster culture identity.

- Southwest Washington Child Care Consortium
  Run out of Educational Service District 112, the Southwest Washington Childcare Consortium was one of the first community-run childcare systems in the United States. Today, this effort is recognized as one of the "best and brightest" examples of local, state and federal government programs addressing childcare for all ages.
- Oasis Youth Center
  Located in Tacoma, Oasis works to provide a safe space for lesbian, gay, bisexual, transgender, and queer/questioning (LGBTQ) youth by creating a safe place to learn, connect, and thrive. Oasis envisions a world in which LGBTQ youth are valued in the community as strong, creative leaders. Oasis is a youth-adult partnership in which young people and adults come together for shared teaching, learning and action.

## APPENDIX B

# Washington State Quality Standards for Afterschool and Youth Development Programs

| Domain | Guiding Principle |
| --- | --- |
| Safety and Wellness | Quality programs provide safe, healthy, and developmentally appropriate learning environments for all participants. |
| Cultural Competency and Responsiveness | Quality programs respect and are responsive to the diversity of program participants, their families, and community. |
| Relationships | Quality programs develop, nurture, and maintain positive relationships and interactions among staff and participants. |
| Youth Leadership and Engagement | Quality programs promote a sense of purpose and individual empowerment in youth through opportunities to engage in a rich variety of experiences, participate in planning, and exercise choice and leadership. |
| Program and Activities | Quality programs offer a variety of activities that are active, developmentally appropriate, and culturally sensitive and enrich the physical, social, emotional, and creative development of all participants. |
| Assessment, Planning, and Improvement | Quality programs have policies and procedures in place that promote continuous improvement. |
| Ongoing Staff and Volunteer Development | Quality programs ensure competent, motivated, youth-centered staff and volunteers through effective orientation, training, and a philosophy that views professional development as a journey rather than a destination. |
| Leadership and Management | Effective organizations have a coherent mission, well-developed systems, and sound fiscal management to support and enhance quality programming and activities for all participants. |
| Family, School, and Community Connections | Quality programs establish and maintain strong, working partnerships with families, schools, and community stakeholders. |

*Source:* School's Out Washington. (2013) The Washington State Quality Standards for Afterschool and Youth Development Programs. Retrieved from: https://www.schoolsoutwashington.org/pages/quality-standards.

# APPENDIX C
# Expanded Learning Opportunities Framework

| Key Components | Reasoning |
|---|---|
| **Strategic Plan** | The Council believes that expanded learning opportunities providers, which can include both school districts and community-based organizations, should have a strategic plan which guides their work and provides sustainable oversight for all aspects of the implementation of an expanded learning opportunity framework, including the subcategories listed below. |
| **Community Involvement, Engagement, and Collaboration** | In order for expanded learning opportunity providers to be successful in sustaining their work, serving the diverse needs of students, and providing culturally responsive supports, they must have robust community involvement, engagement, and collaboration. Community-based organizations and schools providing expanded learning opportunities must meaningfully engage their local community stakeholders in reciprocal communication and shared decision making. |
| **Standards Based Academic Linkage and Enrichment** | Expanded learning opportunities complement classroom-based instruction and should be linked to academic standards. Enrichment activities and instruction may be provided in a different format than a traditional classroom and may incorporate experiential and project-based learning, tutoring, and mentoring. Teachers and expanded learning opportunities providers must work as colleagues to support student learning and track academic progress of the students they serve. |
| **Evaluation Criteria, Outcomes Data, and Success Management** | Providers of expanded learning opportunities should have, as part of their strategic plan, clearly identified success criteria in order to evaluate the efficacy of their program. Student outcomes such as academic achievement, social/emotional wellness, attendance, and behavior are a few examples of data points that must be evaluated. Additionally, providers should utilize the nine domain areas identified in the Washington State Quality Standards for Afterschool and Youth Development Programs[24] to evaluate their outcomes and effectiveness. |
| **Program Quality** | Effective expanded learning opportunities are aligned to establish program quality standards as defined by the Washington State Quality Standards for Afterschool and Youth Development Programs.[25] The Expanded Learning Opportunities Council adopted these standards for community-based organizations to use when providing expanded learning opportunities. |
| **Supportive and Positive Relationships** | Developing supportive and positive relationships between students, staff, and teachers providing expanded learning opportunities is crucial. Due to the nature of expanded learning opportunities being provided either before and after school or during the summer, students often spend equal or more time with providers than their classroom teachers. Relationships support seamless social and emotional supports for the student, as well as allow expanded learning providers and teachers to collaborate on academic progress. |

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[24] School's Out Washington. (2013). Quality Standards for Afterschool & Youth Development Programs. Retrieved from: https://www.schoolsoutwashington.org/pages/quality-standards.
[25] Ibid.

| Key Components | Reasoning |
|---|---|
| Sustainability | Sustainable funding and programming, as well consistent staffing are necessary components of the strategic plan of expanded learning opportunities providers. Many community-based organizations require a development department in order to fundraise and seek additional grant funding to sustain their programs, which results both in diminished capacity to fulfill the program requirements and undue shifts in staffing and services. In order for expanded learning opportunities to be effective, they must address the sustainability of their programs. |
| Funding | Both state and federal funding sources support providing expanded learning opportunities in schools. Community-based organizations may be the recipients of these funds as well as private grant funding. Sustainable investment in both school and community-based providers of expanded learning opportunities is required in order to provide the necessary academic and enrichment supports to combat summer learning loss and close the opportunity gap. |
| Staff Qualifications | Staff and volunteers must be competent, motivated, and focused on youth. They must meet any applicable state requirements and must have experience and/or training in working with students at whatever age level they would be assigned. Contracts for school-based staff may need to have agreements outlining the terms of work of outside of their contract day or year. |
| Communication and Information Systems | Quality programs establish and maintain strong, working partnerships with families, schools, and community stakeholders. Effective information and communication systems should provide accurate and timely information to students, families, schools, community-based organizations, and other stakeholders. Information should be relevant to its intended audience, and information systems for program evaluation should include not only academic but also socio-emotional outcomes. Communication systems should foster strong connections and working partnerships among all stakeholders. |
| Governance Structure | Accountability measures will be determined locally, meaning school districts will need to use the quality standards to identify program goals and appropriate indicators to track progress. To holistically track progress, each ELO program should identify program indicators (specific to what the program offers), as well as community indicators (considers impact on community wellbeing). |

*Source:* Expanded Learning Opportunities Council. (2015). Report to the Legislature, the Office of Superintendent of Public Instruction, and the Governor. Retrieved from: http://www.k12.wa.us/WorkGroups/pubdocs/ExpandedLearningOpportunitiesCouncil2015Report.pdf.

## APPENDIX D

# Expanded Learning Opportunities Council (ELOC) Action Plan for Washington State

2018
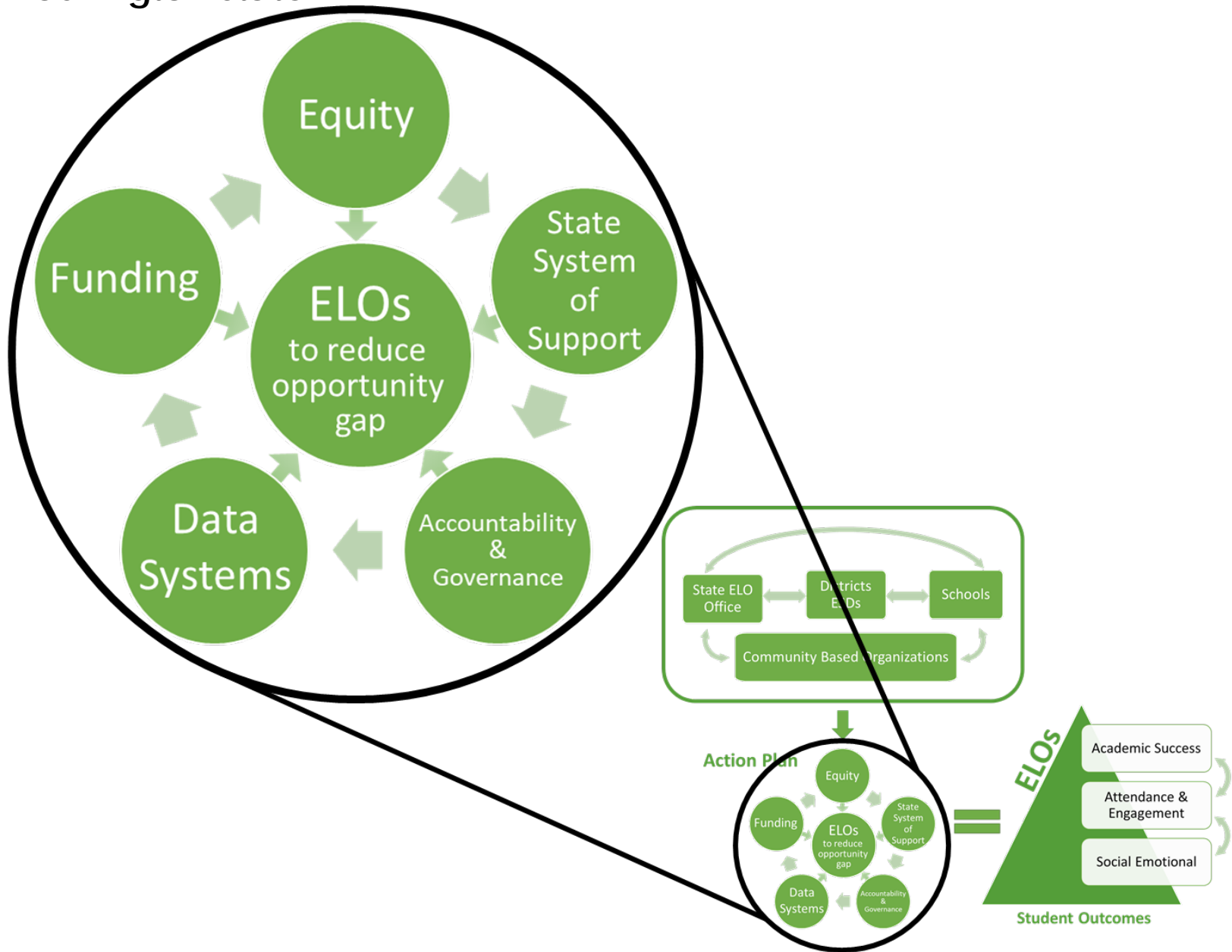
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| **Equity** | **Goal: All children and youth regardless of race, gender, ethnicity, language, ability, geography, family income and background have equitable access to high-quality ELO experiences starting first with those who need it most, based on data in partnership with families and communities.**<br><br>Actions:<br><br>• The Office of Superintendent of Public Instruction (OSPI), in collaboration with the Department of Children, Youth & Families (DCYF), families, and community and nonprofit partners should create a statewide expanded learning opportunities (ELO) landscape analysis that identifies programming by type and youth demographics in order to identify gaps in services and systemic barriers. Use and support existing database and landscape analysis efforts in this process.<br><br>• Using the landscape analysis and database information, OSPI in collaboration with DCYF and other partners should establish two tracks of support that (1) facilitate equitable student access to high-quality ELOs and (2) remove barriers so school districts and community based organizations can better collaborate to deliver high-quality ELOs. Barriers could include translation, interpretation, data availability, and two-way communication between school districts and ELO providers.<br><br>• Create new or use existing funding allocation models, such as the one outlined in the 2016 ELO Council Report to the Legislature, to allocate state funding to school districts and community based organizations based on the results of the landscape analysis above and addressing identified needs and barriers.<br><br>• Build on the existing network of professional development by OSPI, DCYF, and other partners, to address identified needs and barriers which includes training on: cultural competency and responsiveness, universal design for learning, and social-emotional learning practices. Increase access to quality training for community based organizations and school districts that operate ELOs directly, so they gain the capacity to offer professional development to their own staff and staff of other organizations.<br><br>• Develop and implement an equity analysis tool that guides statewide actions on ELOs, and promote this tool through ELO-related entities in OSPI, DCYF and other partners, for example in an entity like an ELO Office or Expanded Learning Opportunities Advisory Council (ELOAC). This tool shall encourage state systems to take into account the intersections between race and ethnicity, income status, ability, etc. For more information about the educational opportunity gap, please see page 5 of the 2017 ELOC Report to the Legislature. |

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| **Statewide Systems of Support** | **Goal: Governments, school districts, intermediaries, community based orgs, providers, and other stakeholders effectively partner to support increased access to high-quality Expanded Learning Opportunities (ELOs).** |

Actions:

- The ELO office, in collaboration with state-wide intermediaries, will maintain and grow the existing database of ELO programming that tracks developmental progress and quality, ensuring that data can be aggregated and made public to show the status of statewide efforts.
- Local schools, school districts, ESDs and community based organizations work together in program development and service delivery utilizing the statewide systems of support.
- The ELO office, in collaboration with state-wide intermediaries and other stakeholders will facilitate opportunities for ELO providers to share and coordinate strategies, resources, and skills. Ensure there are opportunities for school districts and community based organizations of various sizes and geographic locations to share their experiences and learn successful strategies from effective providers.
- Community based organizations and school districts partner together by linking their programs and learning from one another to support academic and social emotional learning throughout the day and year.
- Community based organizations and other stakeholders link programs to college and career readiness, through intentional exposure and exploration of possible workforce pathways, in partnership with colleges, universities and other postsecondary education providers, or employers.
- The ELO office, in collaboration with state-wide intermediaries and other stakeholders, will ensure that there are professional learning opportunities for providers.
  - For example by aligning professional learning when appropriate, for school district and community based organization staff, so that all staff involved in developing and delivering ELOs are equipped to apply similar methods for universal design for learning, social emotional learning and behavior management as well as innovative learning strategies.

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| **Accountability & Governance** | **Goal: A single office will take the lead in prioritizing and supporting statewide ELO efforts. The governance of the statewide system will be informed by the needs of ELO stakeholders.**<br><br>Actions:<br>• OSPI and DCYF both have responsibility for ELO programming and must co-create a single ELO office to serve the students in the state of Washington.<br>• In order to address accountability and governance the ELO office must implement all other sections of the action plan.<br>• The ELO office is responsible for:<br>   o Aligning state agencies' ELO work and approaches under an equity framework that prioritizes students' needs.<br>   o In its coordinating efforts, preserve flexibility so ELOs can be adapted to local community and student needs while still meeting high quality standards.<br>   o Gap analysis<br>   o Ongoing collection and reporting of data on ELO services in collaboration with stakeholders.<br>   o Ensure that any government rules and regulations, including those applicable to school-age child care, are aligned and steeped in quality and safety, but are not overburdensome for providers or youth and encourage continuous improvement of ELO programming.<br>• Create and ELO advisory committee to provide voice of the field to the ELO office. Must include diverse representation of ELO providers, community based organizations, etc.<br>• Establish a multi-system approach by connecting various networks and systems that operate regionally, so ELO strategies are implemented in a coordinated and equitable manner.<br>• Accountability and governance includes responsible management of fiscal resources and ensuring ELO providers have adequate supports to serve children and youth in ELO programs. |

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| **Data System** | **Goal: Education and community based organizations' partner data systems are transparent, maintain student privacy, and work together to provide timely and useful data to support continuous improvement and sustainability in program delivery.** |
| | Actions: |
| | • OSPI and partner organizations provide training and technical assistance, including models and checklists, to navigate through the process of developing data sharing agreements which allow school districts and community based organizations to engage in sharing of timely and useful data. |
| | ○ See the ELOC website for an example data sharing agreement template. |
| | • Build data collection and sharing capacity in an equitable and transparent manner, focusing on areas that require more assistance such as school districts, community-based organizations, and other relevant entities in rural areas. |
| | • School districts, community-based organizations, and other relevant entities will provide dedicated time, funds, and resources to develop appropriate data maintenance systems. |
| | • Data collection and analyses will take into account a wider range of factors–such as social-emotional learning, attendance, student discipline, student academic information–to assess the holistic and longitudinal effects of ELOs to support students. When appropriate, leverage partnerships with OSPI, institutions of higher education, and research institutes to achieve this work. |
| | • OSPI, DCYF, school districts, ELO providers, and other stakeholders bring data back to families and communities through a public interface, not limited to a website, so legislators and families can understand the impact of statewide efforts to improve student outcomes through high-quality ELOs. |

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| **Funding** | **Goal: Federal, state, local, and private funding allocations are increased, and work in concert to support equitable student access to high-quality Expanded Learning Opportunities.**<br><br>Actions:<br>• The Legislature should fund and authorize an ELO funding allocation model for school districts (such as the one outlined in the 2016 ELO Council Report), administered by OSPI and provides a consistent, reliable level of support to serve students.<br>• ELO funding allocated through the funding allocation model by the Legislature should be included as part of Basic Education and be used specifically for high quality ELO programming.<br>• OSPI, in collaboration with DCYF, should support ELO providers by working with partners to provide technical assistance and strategies for obtaining and effectively utilizing funding for ELOs.<br>    o This could be accomplished by an ELO Office which would coordinate with other state agencies to act as a guide for school districts and community based organizations on how to blend and braid funding from private and public sources at the local, state, private and federal levels. |

## APPENDIX E

# ELO Funding Model: Determining Funding at the District Level

**Step 1.** Multiply the district poverty percentage (percent of students on free and reduced price lunch) by total district enrollment to determine 'eligible students'.

**Step 2.** Determine how many teachers are needed to provide 'eligible students' with 2 additional instructional hours per week in class sizes of 20.

**Step 3.** Calculate how much it will cost the state to pay these teachers for their extra hours, including insurance and payroll tax benefits.

**Step 4.** Calculate how much it will cost the district to pay these teachers for their extra hours. Note: School districts typically pay teachers a salary greater than what is provided by the state.

| STEPS | SCHOOL DISTRICT EXAMPLE |
|---|---|
| **Step 1.** Multiply the district poverty percentage (percent of students on free and reduced lunch) by total district enrollment to determine 'eligible students.' | 1. Total district enrollment: 3,110students<br><br>2. Percent of students on Free and Reduced Lunch: 70.1%<br><br>**3. Eligible Students: 2,180 students**<br>(3,110 x .701 = 2,180 students) |
| **Step 2.** Determine how many certified instructional staffing (CIS) units are needed to provide 'eligible students' with 2 additional instructional hours per week in class sizes of 20. Note: there are 36 instructional weeks in a year and 900 instructional hours in a year. | 1. Instructional hours per year: 72 extra instructional hours per year (2 hours per week x 36 weeks =72)<br><br>2. Sum of extra instructional hours eligible students receive: 156,960 hours<br>(72 extra hours per year x 2,180 eligible students = 156,960)<br><br>**3. Staff Units Needed = 8.72 CIS Units**<br>(156,960 hours / 20 students per class / 900 instructional hours per year) |
| **Step 3**. Calculate how much it will cost the state to pay these teachers for their extra hours, including insurance and payroll tax benefits. | 1. Average teacher salary for school district:$54,031<br><br>2. Average salary when teaching 2 additional hours per week: $56,652<br><br>3. Subtotal Salary Cost for 8.72 Staffing Units:$494,005 (8.72 staffing units x $56,652 =$494,005)<br><br>3. Insurance Benefits:$81,619<br><br>4. Payroll Tax & Benefits:$105,670<br><br>**5. Total State Cost: $681,332 allocated by the state to school districts for ELO programming**<br>($494,005 + $81,619₊$105,670 = $681,294) |
| **Step 4.** Calculate how much it will cost the district to pay these teachers for their extra hours. Note: School districts typically pay teachers a salary greater than what is provided by the state. | 1. Total Salary Costs for District:$550,101<br><br>2. Total District Benefits Cost:$203,420<br><br>3. Total District Cost (without state funding): $753,521 ($550,101 + $203,420=$753,521)<br><br>**4. Estimated District Cost above and beyond state funding: $72,227 allocated by the school district for ELO programming.**<br>($753,521 [district cost] - $681,294 [state funding] = $72,227)<br>*Note: Districts would not necessarily have to contribute to ELO programming. |