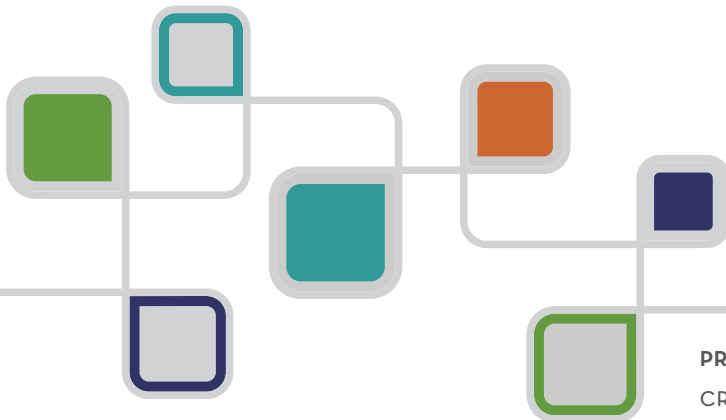


# Dollars and Sense:

A First Look at Financing A New Day for Learning



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### Summary

In January 2007, the Time, Learning, and Afterschool Task Force issued a report titled *A New Day for Learning*. This report sounded a clarion call to foster learning throughout a child's day. *A New Day for Learning* is a new paradigm for educating and supporting children and youth. Service delivery is seamless and comprehensive, and the contributions of families, schools, and communities in promoting learning are valued.

*A New Day for Learning* challenges communities to target multiple resources toward shared goals. Many communities have been able to take significant steps toward *A New Day for Learning* by supporting individual programs and activities. Yet this is not enough. Moving to *A New Day for Learning* means weaving opportunities for learning into the fabric of each community and creating a new culture of community responsibility for providing young people with the opportunities to become successful students and citizens. It also means communities will need to reinvent the way they do business when it comes to supporting children and youth to ensure all available resources – from schooling to neighborhood development to health and safety – support this outcome. Full embrace of *A New Day for Learning* demands a new approach to financing that is strategic, flexible, and entrepreneurial.

**This publication focuses on how communities can organize resources to support *A New Day for Learning*, including:**

- connecting programs and services to schools by building bridges for students to connect school and out-of-school time activities;
- creating community networks to expand learning outside the school environment; and
- extending the traditional school day or school year to provide more structured time for learning and involve community partners who can share their resources and expertise.

**Looking at the many ways that programs are using current resources to support more comprehensive approaches to learning is a first step toward understanding what changes must occur to improve and adapt financing strategies for A New Day for Learning. Current approaches reveal these realities.**

- Public funding used to support a more holistic approach to learning comes largely from federal, state, and local education sources. These resources are mostly state or local funds that are controlled by school districts or local governments. Likewise, federal funds that are being used to support more time and learning most often flow to school districts or local entities that ultimately decide how the funds will be used.
- Even when public dollars are available to support a more comprehensive approach to learning, the funds rarely cover all associated costs. Nearly all the initiatives profiled in this publication found it necessary to raise additional funds from private sources to support a holistic approach to learning.
- Public funding is critical to the programs' long-term sustainability and their ability to reach a large number of students. Some public funds, such as those provided through education allocations or formulas, provide a stable base of support that programs can rely on from year to year. Even public funding, however, does not always provide the stability needed to sustain programs that offer extra time and learning.
- In many communities, private funding is playing a critical role in the move toward A New Day for Learning. Private funding is encouraging innovation, directly supporting programs, and helping build systems to improve program quality and accessibility.
- The lack of sustainability and scalability inherent in private funding is an ongoing concern for many program leaders.

The review of current programs offers important insights on improving financing to support A New Day for Learning. Current programs show the value, flexibility, and creativity of public-private partnerships in leveraging resources. The review also points out that most programs rely on a surprisingly limited set of public programs, leaving the door open for drawing on a wider pool of funding in the future. Finally, current program financing both reflects and drives the structure and reach of each initiative. Addressing this issue will take a coordinated effort by diverse community leaders to break down traditional barriers and address student learning in a more holistic way.

States and communities can build on current approaches and create a sound foundation for financing A New Day for Learning by:

- 1 Adopting an entrepreneurial attitude to financing that supports innovation, creates incentives for more investments, and expands efforts in ways that can be sustained over time.** Creating state and local pilot programs; developing a national prize to highlight innovations; finding ways to provide more permanent funding to successful programs; and using technology to expand opportunities are some of the many ways that states and communities can expand resources for A New Day for Learning.
- 2 Creating or enhancing existing community structures to coordinate and oversee financing that supports more opportunities for learning.** Neither businesses nor governments would think of providing services without some mechanism to coordinate and oversee their finances. The same should hold true for communities seeking A New Day for Learning; communities require capacity to support financing that is disciplined and strategic.
- 3 Seeking opportunities to finance more time and learning through federal, state, and local policy developments.** Several federal and state education programs, especially those associated with reform efforts, hold promise for supporting a more comprehensive and holistic approach to learning. New federal School Improvement Grants, new federal funding for full-service school demonstrations, and numerous state and local education reforms afford opportunities to support A New Day for Learning.

Taken together, these three approaches promote strategic and sustainable systems to improve financing that will enable communities to move toward A New Day for Learning.

Many different individuals and organizations have a role to play in this work, including federal, state, and local policymakers; school district staff; principals and teachers; community and faith-based organizations; students; advocates for children and youth; law enforcement offices; and philanthropies and businesses. All these partners are needed to develop and implement financing systems for A New Day for Learning in a way that supports growth and sustainability. ■■■

# Dollars and Sense: A First Look at Financing A New Day for Learning

Nationwide, parents, advocates, educators, and policymakers are experimenting with new ways to help children and youth build the knowledge and skills they need to succeed in the 21st century. For decades, education leaders and advocates for children and youth have criticized school schedules as being better suited to the agricultural society from which they first emerged. In January 2007, the Time, Learning, and Afterschool Task Force, convened by the C.S. Mott Foundation, released a report calling for A New Day for Learning.<sup>1</sup> Built on the belief that critical learning happens both within and outside the traditional school day and school building, the task force laid out a vision for educating children and youth that relies on a collaborative effort by schools, families, and community partners to create a seamless learning day.

A New Day for Learning seeks both more opportunities for learning and better ways to structure and use time. Pioneers in rethinking how time is used to support additional learning are basing their work on studies that show the benefits of integrating education and related services and drawing on the resources of community and business partners. Research from both the education and after-school fields is helping drive program design. The ultimate goal of A New Day for Learning is to support learning throughout a child's day by transforming the current system into one that uses the unique resources in each community to support learning time 365 days per year, from kindergarten through high school.<sup>2</sup>

A key challenge in moving toward A New Day for Learning is finding, organizing and increasing resources to support a comprehensive and seamless approach to learning. This publication begins to address this challenge by looking at:

- current financing approaches that programs are using to increase and integrate learning time;
- new strategies to improve financing for A New Day for Learning; and
- actions that various stakeholders can take to improve financing for A New Day for Learning.

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<sup>1</sup> See <http://www.edutopia.org/pdfs/ANewDayforLearning.pdf>.

<sup>2</sup> The authors use the phrases "extended [school] day," "expanded learning," and "more time and learning" to describe how programs are moving toward A New Day for Learning. "Extended [school] day" is a descriptive term used to reference initiatives that officially lengthen the school day or school year, such as the initiatives highlighted in the third approach. The authors use "expanded learning" to refer to all New Day for Learning efforts that attempt to broaden, rethink, enhance, and generally "expand" approaches to learning—this may include extended day efforts as well as the other New Day for Learning approaches highlighted. The phrase "more time and learning" is used interchangeably with expanded learning.

Although no community has yet adopted a complete model of A New Day for Learning, many schools, school districts, and communities are experimenting with new ways to create a more seamless learning day. Some communities are focusing on summer programs, after-school programs, or internships for older students. Others are extending the traditional school day or providing community centers that engage youth in sports, arts, or music programs. Some are looking to make large-scale changes and others are employing a more incremental approach. This publication focuses on reforms and strategies that can move communities toward A New Day for Learning. Specifically, it looks at programs that meet the following criteria.

- ▶ Schools and community partners together use time differently by supporting a wide range of learning opportunities within and outside schools. Explicit agreement among partners exists about the need for and value of learning experiences for children and youth that transcend traditional schedules and subjects. In addition, the partners explicitly focus on defining shared outcomes and developing assessments that can measure results from different activities.
- ▶ Funding and resources are provided not only by school districts and school systems, but also by community partners. With multiple partners involved, children and youth benefit from a broader range of community resources and learning becomes more seamless.
- ▶ Programs and activities include both traditional and experiential approaches. By embracing multiple approaches to learning, children and youth can test new interests and strengthen various skills in practical and relevant ways.

The strategies described in this publication reflect information gathered from a review of federal, state, and local programs and from interviews with the leaders of programs devoted to creating A New Day for Learning. This research reveals that the most common approaches to expanding time and learning opportunities fall into three broad categories: connecting programs and services to the school day or school year, creating community networks, and extending the traditional school day or school year.<sup>3</sup>

## Approach 1: Connecting to Schools

### CONNECTING PROGRAMS AND SERVICES TO THE SCHOOL DAY OR SCHOOL YEAR

Connecting schools and community partners speaks to a key tenet of A New Day for Learning—“integrating diverse approaches and places for acquiring and reinforcing knowledge.”<sup>4</sup> Partnerships draw on the resources of schools and community partners to provide children, youth, and their families with school-connected opportunities that occur once the traditional school day or school year ends. Partners share a focus on student success but, as distinct entities, they have flexibility

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<sup>3</sup> Priscilla Little, of the Harvard Family Research Project, developed this framework in conjunction with the authors.

<sup>4</sup> See <http://www.edutopia.org/pdfs/ANewDayforLearning.pdf>.

in programming to meet the goals and objectives of their organization. Some of these approaches involve joint professional development and planning time for teachers and other service providers. Others involve shared student assessments to enhance integration and build strong connections between the traditional school day and school year and other learning time opportunities.

**INITIATIVES CONNECTING PROGRAMS AND SERVICES TO SCHOOLS INCLUDE THESE.**

- **Chicago Community Schools.** Guided by a vision that schools should be the center of their community, Chicago Public Schools now has one of the largest community schools initiatives in the nation with 110 campuses operating in fall 2007. These community schools are neighborhood hubs that connect resources from various community partners to offer job training and education opportunities for parents, medical and dental care for families, and before- and after-school enrichment opportunities for students. Schools partner with at least one nonprofit organization and employ a full-time site coordinator who oversees and coordinates programming and serves as the liaison among parents, students, school personnel, and the community. All programming and supports are linked to the school's academic program. A public-private partnership provided the original funding, with approximately 50 percent coming from the school district and 50 percent coming from pooled private sources.
- **Providence AfterZones.** AfterZones in Providence, Rhode Island, is a citywide after-school system for middle school students serving more than 1,000 youth per year through five school-centered, community campuses that bring together different community resources. Each zone provides a variety of arts, sports, science, and life-skill programs. The zones are public-private partnerships between the school and community organizations. The Providence After School Alliance (PASA) supports the zones and coordinates all activities between the schools and numerous community partners. Funding for Providence AfterZones comes mostly from private sources; public schools contribute some funding for a school coordinator and many in-kind resources.
- **Chicago's Keep Kids Learning.** This comprehensive summer school program affords students in grades 2 through 12 opportunities for academic, recreational, and social enrichment. It enables schools offering mandatory summer school to enrich and expand their offerings into the afternoon period as well as expand services to students not required to attend summer school. Younger students enjoy afternoon activities and regular field trips; older students spend the afternoon as "counselors" earning money for working at elementary schools with a Keep Kids Learning program. The initiative also employs teaching fellows—college students majoring in education—to provide more attention to individual students. Keep Kids Learning is now offered in 20 elementary schools and 2 high schools, serving more than 3,200 students.

## Approach 2: Community Networks

### CREATING COMMUNITY NETWORKS

This second approach focuses on expanding and supporting learning outside schools by providing opportunities for learning in diverse environments. By moving programming out of schools, students are exposed to new organizations and organizational cultures and to adults with different skills and interests who may be able to connect to students in new ways. While explicit linkages between the community networks and the schools may exist, opportunities for learning are expanded and enhanced because activities are taking place in other locations. The community networks approach differs from the other two approaches in that it often brings together students from multiple schools to share a new learning environment.

### THESE INITIATIVES ARE USING COMMUNITY NETWORKS.

- **Parramore Kidz Zone.** Parramore Kidz Zone in Orlando, Florida, is part of a broad-based, city-led redevelopment effort that is working to make an impoverished neighborhood a healthy place for children by linking them to critical health, education, and social development opportunities. Modeled on the Harlem Children's Zone in New York City, Parramore Kidz Zone is a joint effort of the mayor's office and many business, philanthropic, and community partners. The initiative embraces two approaches to supporting A New Day for Learning: extending the school day by 45 minutes and providing supports and opportunities outside school walls. Rather than create new programs, Parramore Kidz Zone has focused government and community resources on the neighborhood and has helped nonprofit organizations and government agencies remove barriers such as cost, paperwork, and transportation. It also has enhanced the capacity of neighborhood organizations to serve more children by establishing seven neighborhood center homework rooms that teachers often staff. The neighborhood centers offer free tutoring, school supplies, snacks, and Internet access. They also host two university reading programs. The city has engaged a youth advisory council to ensure the neighborhood centers meet the needs of older youth. A very strong grassroots component is apparent in this work. Moreover, considerable communication occurs among the teachers at local schools and the staff in the community agencies. Funding comes from a variety of sources, including an annual fundraising event spearheaded by the mayor, local and national foundations, and the business community.
- **St. Paul Second Shift.** During the past several years, the city of St. Paul, Minnesota, took a comprehensive look at opportunities for youth from birth to age 21 and began crafting programs and services—from early childhood education to youth workforce development—to help coordinate and fill the gaps in services. The Second Shift initiative focuses on how the city can support school-age youth in the nonschool hours and help link them with existing opportunities in the city.



Second Shift includes a new all-day program offered at 41 city recreational facilities and 23 libraries on school release days. In addition, the city helped coordinate five “circulator” bus routes in several neighborhoods specifically for youth (and parents with children) to connect the various community spaces providing youth programming and services. Plans are in the works to begin staffing the buses with youth workers to help better connect kids to resources. Funding for Second Shift comes largely from private sources, though the mayor’s office operates as program coordinator and provides in-kind resources and support to local organizations.

- **The Higher Achievement Program.** Higher Achievement, in Washington, DC, is a nonprofit organization that provides middle school children from underserved areas with year-round academic enrichment programs and preparation for top high school placement. The organization delivers more than 650 hours annually of rigorous academics after school and during the summer months. Founded in 1975, Higher Achievement operates community centers that serve 400 students each year, drawing students from a variety of schools across the city. The organization has developed a four-year model of year-round academies that challenge scholars to develop strong academic habits, behaviors, and skills. Rigorous ongoing instruction in math, science, literature, technology, social studies, and various electives, as well as regular evaluation by scholars, parents, mentors, and staff, result in the opportunity for students to attend a top high school.

### Approach 3: School Day

#### EXTENDING THE SCHOOL DAY OR SCHOOL YEAR

This school-centered approach officially extends structured time for learning, usually with an explicit focus on academics. It enables school leaders to use extra time for more intensive classroom activities and to introduce activities that help students develop new skills, meet new people, and find new outlets for their interests. Programs that extend the school day can be mandatory for all children in the school (See Massachusetts next page.) or voluntary with only a portion of students from each school opting in. (See New York City next page.) An extended school day can also provide more time for activities such as art, music, and physical education. Similarly, adding a summer session provides students with continuity and additional structured time to support learning. Programming during the extended day and summer months is often shared with community partners that bring talented staff and new programming opportunities. Bringing in new staff can also create more time for teacher professional development and preparation.

- **Massachusetts Expanded Learning Time Initiative.** In 2005, the Massachusetts Department of Elementary and Secondary Education, in partnership with Massachusetts 2020, launched the Expanded Learning Time Initiative (ELT). Believing that children, especially at-risk children, need more time to achieve proficiency in the standards-based curriculum and that all children deserve the opportunity to experience enrichment programs in music, sports, and the arts, ELT provides state funding and technical assistance to schools that extend their school calendar by at least 300 hours per year. As of fall 2008, 26 schools were implementing ELT. Funding is provided by the state elementary and secondary education department. Additional funding and in-kind support for the extra time comes from the schools and community partners. This extra time is used to provide additional instruction in core subject areas and more time for teachers to plan and learn. Schools partner with community-based organizations to provide enrichment and experiential learning opportunities. All ELT schools collaborate with partner organizations to bring additional programming into their schools. Partners help with programs that range from apprenticeships and mentoring to hands-on science and history lessons to athletic and arts classes.
  
- **The After-School Corporation in New York City.** The After-School Corporation (TASC), in partnership with the New York City Department of Education and the New York City Department of Youth and Community Development, is conducting a three-year demonstration program, Expanded Learning Time/New York City (ELT/NYC). The demonstration will increase student learning time by at least 30 percent in 10 schools starting in the 2008-2009 school year. This pilot will explore the connection among higher student achievement, more learning time, and access to rigorous enrichments, laying the foundation for a re-envisioned school day. Each participating school partners with a lead community organization to plan for and staff expanded learning activities. In each school, the principal directs the project in partnership with a full-time site coordinator who works for the lead community organization. The staff is a mix of teachers and community organization staff. Teachers and parents are partners in planning and providing input into schedules and activities. Funding comes from federal, state, and local public sources and private sources, with schools contributing at least 10% of the program cost in the first year and 20% in the second year.
  
- **Knowledge Is Power Program (KIPP) Charter Schools.** The KIPP Foundation is a nonprofit organization operating more than 50 charter schools nationwide. KIPP targets schools in under-resourced communities and currently serves approximately 14,000 students. One of the five pillars of the KIPP approach is “more time.” School days at KIPP schools are significantly longer, and they regularly hold classes on Saturdays. KIPP estimates that its students spend 60 percent more time in school learning than their peers in typical schools. KIPP schools employ a rigorous curriculum and stress extracurricular activities and experiential learning. KIPP has demonstrated success in student achievement and college matriculation. KIPP schools receive district per-pupil funding allocations to cover core operating hours, but they privately raise funds to cover the cost of the extended day and year. Community partners help raise these funds and serve on local KIPP boards.

The three broad approaches provide additional learning time and draw on resources from multiple community partners (see *What Is Known About the Costs of Moving to A New Day for Learning?*). Programs that connect to schools are providing additional time not only by supporting traditional school day activities, but also by creating access to activities and enrichments that are not available during regular school hours. Programs that extend instructional hours, for example, provide more time for basic education as well as other enrichment activities from caring individuals with varying backgrounds. Finally, community networks enable schools and community partners to jointly find ways to support learning beyond school walls. Together, schools and communities have found different ways to implement each of these three broad approaches toward A New Day for Learning.

Another way to understand and make use of the three approaches is to view them as a continuum, with school-centered approaches at one end and community-centered approaches at the other. In between, the many variations build on the strengths of multiple systems and are in some way connected to the schools that students attend. Some of the programs highlighted in this publication blur the lines among the approaches, making a stronger case for viewing them as a continuum. Moreover, as states and communities continue to move toward A New Day for Learning, it is likely that multiple approaches will become the norm. ■■■

## What Is Known About the Costs of Moving to A New Day for Learning?

A key issue for any community considering how to provide additional learning opportunities for children and youth is how much various approaches or options cost. The different approaches to A New Day for Learning make the development of “typical” cost estimates difficult. However, information from programs working to increase opportunities for learning provides some basis for understanding and gauging costs.

Estimates from the programs profiled in this publication enable communities to begin to assess the costs associated with various strategies for providing more time and learning.

- Providence AfterZone estimates costs at \$2,250 per student per year, including funding to support the intermediary that runs the program.
- The Higher Achievement Program spends \$4,800 per student to provide 600 hours of programming per year, during both the school year and summer months.
- KIPP schools that expand both the school day and the school year estimate a cost of \$1,200 per student per year for the additional time.
- The Massachusetts Expanded Learning Time Initiative allocates \$1,300 per student to expand the school day by 300 hours per year. This does not include funding provided by community partners or funding to support Massachusetts 2020, the intermediary implementing the program.
- Expanded Learning Time/New York City estimates a cost of \$1,600 per student, or \$17 million across three years, to support the pilot.

Providing more learning time will almost certainly mean more expenses for staff, materials, facilities, and administration. The additional amount of each type of resource will depend heavily on the number of hours a program operates and the nature of the program. Cost will also depend on the community’s ability to build on existing programs and capabilities; helping connect children and youth to available services is likely to be less costly than building the capacity to deliver services and programs from scratch.

## Identifying Current Financing that Supports A New Day for Learning

Organizing and increasing resources to support A New Day for Learning requires a bold and entrepreneurial approach to financing that involves more transparency, better use of current funding, improved coordination of resources, and new funding to bring opportunities to more children and youth. Many states and localities can start down the road to A New Day for Learning by cobbling together funding from various sources. Eventually, however, a large-scale transformation in financing will be needed for the full vision of A New Day for Learning to be realized. Moreover, the transformation must involve joint planning and better coordination of multiple resources.

Understanding how communities start down the road to financing A New Day for Learning is a first step toward figuring out what changes must occur to support financing improvements. Numerous communities are using public and private funding to support more opportunities for learning beyond the traditional school day.

### Public Funding to Support More Time and Learning

Public funding to support more time and learning provides a strong foundation for moving to A New Day for Learning. Stable public funding provides continuity and can be used to develop an infrastructure from which other community resources can be leveraged. For the most part, communities are relying on state or local funds that are controlled by school districts or local governments to jumpstart this work. Likewise, federal funds that are being used to support more time and learning most often flow to school districts or local entities that decide on their ultimate use. The good news for those seeking to promote A New Day for Learning is that during the past decade, various education reforms have provided additional funding and new flexibility in the use of existing funds to support a more holistic approach to learning. Many of these changes also promote partnerships between schools and other community organizations.

The most common sources of public funding for additional learning opportunities comes from education programs, including Title I, 21st Century Community Learning Centers (21CCLCs), and Supplemental Educational Services (SES). Other public sources, such as AmeriCorps, the National School Lunch Program, and the Child Care and Development Fund, also provide significant resources. Funding from juvenile justice, community development, and health promotion programs also is being used to support current efforts. In addition, city and county leaders are tapping local general fund dollars to support efforts that expand time and learning. Local leaders and other public officials who control these funds are entering into new partnerships with schools and other community agencies to help improve outcomes for children while improving the economic vitality of their locality.

Yet even when public dollars are available for expanding learning opportunities, such funds rarely cover all associated costs. All the initiatives reviewed in this publication found it necessary to raise additional funds from private sources.

## Issues and Challenges with Public Funding

Public funding is very important to programs' long-term sustainability and their ability to go to scale and reach a larger number of students. This funding, especially monies provided through education allocations or formulas, affords a stable base of financing that programs can rely on from year to year. Program leaders can then expand on that stable base to attract other public and private resources to support specific components of an initiative.

Even public funding, however, does not always provide the stability needed to sustain programs that support extra time and learning. For example, schools and districts rely on Title I funds for multiple activities, including efforts to expand learning opportunities outside the classroom. Even when Title I funds remain constant, schools often have to reallocate these resources back into traditional classroom activities in response to budget limitations brought about by higher costs, fewer local resources, or other factors.

Likewise, both 21CCLC and SES may provide only temporary funding for programs. The sustainability of 21CCLCs has been an issue since their inception. These grants are intended to provide startup funding, but many schools and communities have struggled to replace this initial grant funding. Some program operators have had to scale back programs and others have had to close their doors completely when funding comes to an end.<sup>5</sup> Similarly, SES funding is temporary; districts with schools that have not made adequate yearly progress for two years receive funding for this purpose. As schools improve, funding is reallocated to new schools or for other uses. Many programs using the second approach—connecting to schools—face this funding challenge. Funding that is tied to school budgets and is available on an annual basis is much more stable.

Public funding is also a critical ingredient for initiatives that want to expand to serve more schools and students. Private funding is often used for starting up a program or for developing models that can be replicated or expanded, but rarely is it sufficient to support a large number of students. As more and more schools and districts experiment with expanded learning initiatives, the community resources that are so critical to the success of these efforts are stretched thin. Without substantial and ongoing support from public sources, programs will have to limit growth. Almost universally, leaders from expanded learning programs that have been in operation for more than a few years face challenges with regard to growth and sustainability.

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<sup>5</sup> Amanda Szekely and Heather Clapp Padgett, *Sustaining 21st Century Community Learning Centers: What Works for Programs and How Policymakers Can Help* (Washington, D.C.: The Finance Project, September 2006).

One other potential drawback of public funding that comes from the education system is the demand to fund more “seat time.” As schools come under further pressure to improve test scores, more resources often are devoted to enhance and reinforce core academics. In some districts, this can mean that subjects such as art and music are cut back in order to provide more time for traditional academic pursuits. Strong partnerships between schools and community agencies can help ensure students have access to a wide range of subjects and learning opportunities both during and outside the traditional school day.

## Private Funding for Expanded Learning Programs

In many communities, private funding is playing a critical supporting role in the move toward A New Day for Learning. Private partners provide funding to encourage innovation; directly support programs; and help build systems to improve program quality, accessibility, and financing. This involves direct fundraising as well as providing essential direction through participation on boards and steering committees.

When it comes to A New Day for Learning, private funding is often used to fuel innovation. Many initiatives, including Providence AfterZones, Chicago Community Schools, and KIPP charter schools, have relied on private money to support pilot sites and model development. Once these new models have proven their value—often through evaluations funded with private donations—advocates have been able to seek additional funding, both public and private, to expand programming, boards and steering committees.

Private funding is also helping support program operations in many communities, providing flexible funds that can be used to keep programs running smoothly. For programs that are connecting to schools or relying on community networks, a significant percentage of their operating funds often comes from private sources. The Parramore Kidz Zone in Orlando, Florida, for example, received more than \$500,000 from the business community in 2007 in addition to its public funding. Even program leaders working to extend the traditional school day indicate that available public money is not sufficient to support the longer school day or year; many programs that are extending the school day or school year also rely on private funding to help support activities. This is the case in the Massachusetts Expanded Learning Time schools as well as in the KIPP charter schools.

Private funding is also behind much of the system-building work in cities and states that help foster investments for A New Day for Learning. For example, in Providence, Rhode Island, the Wallace Foundation is supporting the local intermediary PASA that is helping connect schools with after-school opportunities that provide more time and learning. Likewise, the Charles Stewart Mott Foundation is helping support statewide afterschool networks in 38 states.<sup>6</sup> These networks provide a state-level forum to advocate for additional funding to support more after-school and summer programming.

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<sup>6</sup> For more information on the Mott-funded statewide afterschool networks, visit [www.statewideafterschoolnetworks.net](http://www.statewideafterschoolnetworks.net).

## Issues and Challenges with Private Funding

The main benefit of private funding is its flexibility. Those running programs that are moving toward A New Day for Learning generally indicate they could not do this work without some flexible funding they can access quickly to fill in gaps and address needs in a timely manner. In short, private funding is often the glue that enables programs to operate smoothly and continuously. Yet the lack of sustainability inherent in private funding concerns many program leaders. Several leaders report they are working to embed parts of their routine programming, currently funded with private dollars, into city and district structures to help ensure sustainability.

## Ways to Improve the Current Funding Landscape

The programs reviewed for this publication offer useful insights for improving financing for A New Day for Learning. Across the board, these initiatives demonstrate the strength of partnerships between public and private entities for supporting this paradigm. Each program has found ways to weave together funding from both public and private sources, often pushing the boundaries of how particular funds have been used in the past. The success of these public-private ventures will provide important lessons and examples for other communities.

The review also showed that most programs rely on a surprisingly limited set of public programs. As communities move toward A New Day for Learning, program leaders will need support to identify and tap a wider range of funding to support their work. They will also need to work with policymakers to loosen restrictions on where and to whom funding flows so community partners can use the different funding sources to achieve the greatest effect. This could involve waivers or other vehicles that allow better coordination of funding.

Clearly, the financing of current programs both reflects and drives the structure and reach of each initiative. For example, programs that are extending the traditional school day or school year have access to federal, state, and local education funding to support their work in a way that programs operating outside the education system do not. This funding often reinforces program designs that emphasize improvement in traditional academic measures. In a similar way, programs using the community networks approach to create more opportunities for learning often tap a wider array of funding sources (e.g., funding for libraries, arts councils, community development agencies, and parks and recreation departments). Each funding source incorporates different priorities that shape the structure and direction of programs that expand time for learning. Organizing and increasing resources so communities can benefit from more coordinated programming will be a key challenge as communities move toward A New Day for Learning (NDL). ■■■

## Laying the Foundation for Sound Financing

The work of NDL pioneers has helped illuminate the steps many communities are taking to finance more time and learning. It also points out the limits of current approaches to scaling up and sustaining this work and the need for more organized and entrepreneurial approaches. Many communities have made important strides toward A New Day for Learning by supporting individual programs and activities. Yet this is not enough.

Moving to A New Day for Learning means weaving opportunities for learning into the fabric of each community and creating a new culture of community responsibility for providing children and youth with the opportunities to become successful students and citizens. It means communities will need to reinvent the way they do business when it comes to supporting children and youth to ensure all available resources—from schooling to neighborhood development to health and safety—support this outcome. It also means a redoubling of efforts to connect local work with other state and federal efforts to make better use of existing funds and to increase support. Imagine a time when diverse community stakeholders meet regularly to discuss how they can more effectively use all resources in the community to support children and youth; that time embodies A New Day for Learning.

States and communities can begin the work of organizing and increasing resources by implementing a three-pronged approach of:

- 1** adopting an entrepreneurial attitude to financing that supports innovation, creates incentives for more investments, and expands efforts in ways that can be sustained over time.
- 2** creating or enhancing existing community structures to coordinate and oversee financing for more time and learning; and
- 3** seeking opportunities to create more time and learning by building on federal, state, and local policy developments.

Taken together, these three strategies can help communities build the infrastructure and find the resources needed to move to A New Day for Learning.



## **1** Adopt an Entrepreneurial Approach to Financing That Supports Innovation, Creates Incentives for More Investments, and Expands Efforts in Ways That Can Be Sustained Over Time

Adopting an entrepreneurial mindset pushes all stakeholders to think outside the box and seek solutions to funding challenges in new and creative ways. Such a mindset is at the heart of A New Day for Learning. The following several suggestions can help jumpstart entrepreneurial thinking for improving financing to support A New Day for Learning. The first set of suggestions supports incremental changes using strategies that can easily be implemented without significant costs or changes in how communities do business. These ideas are intended to build support for further investments and to draw attention to the potential of A New Day for Learning. The second set of suggestions involves larger changes that likely require buy-in and commitment from different community partners and officials to carry out; they move communities toward new ways of supporting children and youth.

Community groups just beginning the process of moving toward A New Day for Learning can implement entrepreneurial ideas such as these.

- **Award a “prize” (or prizes)** to a local program or organization that has implemented a successful approach to supporting A New Day for Learning. The prize could provide additional multiyear funding to the winner to continue and/or expand its work. This approach would also spotlight the idea of A New Day for Learning, bringing recognition to the winner and raising interest and expectations among more partners and communities.
- **Host community events to raise funding and visibility for A New Day for Learning**, including a gala, a rock concert, or a community fun day in a local park. These types of events enable communities to honor individuals and organizations that have made significant contributions, draw in more citizens and partners, raise needed revenue to support additional opportunities; and set the stage for larger-scale reforms.
- **Work with school districts to find ways to expand learning opportunities.** This could include inviting community health providers to do regular vision and mental health screenings, administering flu shots, hosting an open house for summer program providers, or developing programs that provide school credit for activities occurring outside the traditional school day or school year. Entertaining ideas that enhance student health and well-being while adding few costs for schools and community partners is at the heart of A New Day for Learning.

- **Create library programs to expand student access to technology and online learning opportunities.** In many communities, libraries provide access to computers and related technology that support student learning when schools are not in session. Many libraries have staff members who know the latest technology developments and online offerings. In addition, libraries often operate in the evenings and on weekends, when students do not have access to school libraries or technology centers. A New Day for Learning provides a natural opportunity for schools and local libraries to work together to expand student learning and provide additional supports.

Once communities have organized to support A New Day for Learning they can tackle larger, more systematic approaches to increasing funding such as these.

- **Create a pilot program that provides competitive grants to organizations to better coordinate resources from public and private agencies (e.g., schools, libraries, parks and recreation departments, juvenile justice agencies, health care agencies, and businesses) to support more time and learning.** The contributing organizations can become a steering committee that jointly decides how funding can be deployed to have the greatest impact. The pilot program can be funded by public or private entities. State partners can extend the reach of this type of effort even further by working with federal officials to allow the use of federal funding to support program goals. A pilot such as this would give communities already engaged in initiatives a boost to take this work to the next level. It would also focus attention on this work and hopefully spark interest in expanding time and learning in more places.
- **Create an incentive program to encourage local businesses to work more closely with schools and other community agencies to support A New Day for Learning.** An incentive program can take different forms, including a tax rebate for businesses that participate or a small fee that can be levied on all businesses to help support local programs or collaborations. The program could also be designed to allow businesses to either pay a fee or donate time or other resources. An incentive program would have several benefits. First, it would make clear to businesses and other community partners that this work is a priority. Second, it would provide a mechanism to support a dialogue between businesses and schools on the needs of industry relative to academic preparation. Third, it would make this work ongoing; the tax credit or fee can be assessed on an annual basis.
- **Integrate successful programs and strategies into the core operating budgets of public agencies to ensure sustainability.** Each year, community officials can look at information on successful and cost-effective ways to support A New Day for Learning that are candidates for permanency. As local governments come to expect requests for continuation funding for successful programs, budgeting practices will become more adept at finding funding to support strategies that are demonstrating results.

- **Work with state and local officials to create waiver programs to better coordinate funding for children and youth services.** Both within and across agencies, multiple program and reporting requirements and timelines prevent communities from using available funding in a coordinated and comprehensive way. Working with state and local officials, community leaders can advocate for waivers, master contracts, and other approaches that will enable better coordination of resources.
- **Support increases to state education finance formulas that include after-school or other activities that provide more quality learning time.** Many states are revising their state education funding formulas, either in response to a lawsuit or as part of a routine review of practices and policies. This provides an opportunity for community groups to work with advocates and policy-makers to include, as allowable expenses, activities that support A New Day for Learning.

A New Day for Learning has no boundaries when it comes to creativity. It invites community members and state officials to step up and put their new ideas to the test.

## **2 Create New or Enhance Existing Community Structures to Coordinate and Oversee Financing for More Time and Learning**

Moving toward A New Day for Learning requires changing the status quo for planning, implementing, and funding programs that serve children and youth. In a climate of continually scarce resources, policymakers and other community leaders are often reluctant to invest in the infrastructure needed to support a collaborative approach to service delivery, choosing instead to direct every dollar to programs. Neither business nor government would think of providing services without some mechanism to coordinate and oversee their finances. The same should hold true for communities seeking a New Day for Learning; communities require a central capacity to coordinate financing that is disciplined and strategic.

Some communities already have collaborative structures on which to build. For example, Alignment Nashville in Tennessee created a system to align community organizations and resources to support the city's youth. This type of system provides a launching pad for A New Day for Learning. In other communities, new collaborative structures for coordinating resources will have to be established. Each community will have to determine the structure that makes the most sense for its circumstances. Regardless of its nature, having some type of structure to support community-wide resource planning is a necessary ingredient for financing A New Day for Learning.

Once in place, community financing structures (CFSs) can support joint planning across public agencies and community organizations. They can also strengthen partnerships, support intermediary organizations, and find other practical approaches for expanding resources to infuse A New Day for Learning into key organizations and activities. CFSs can also track and assess outcomes associated with various strategies to ensure communities are making strategic investments. Finally, these structures can provide citizens with information about funding and resource allocation, information that is missing in many communities.

CFSs can lead the way to address many of the resource issues identified by NDLE pioneers. Specifically, they can take these actions.

- **Provide a Venue for Joint Community Planning.** Expanding time and learning takes the knowledge and expertise of school leaders, community officials, and other community organizations to provide the various opportunities that reformers are seeking. Bringing school leaders and community partners together around a common vision requires dedicated resources, including planning time and support for startup and ongoing operations. CFSs can play this role by providing staff and a neutral venue for collaborative discussions. They can also work with funders to ensure that some time for joint planning is a part of any new support.
- **Develop Plans to Sustain Investments.** Investments in A New Day for Learning typically are started in one or two places (e.g., schools or community organizations) with the expectation of expansion. Expansion, however, is often hampered by a lack of resources. Providing services at more schools and to more students can tax community resources in terms of staff, supplies, volunteers, and funding to support core operations. This situation can be exacerbated when programs are started with private funding from philanthropic or local donors. These private organizations may have the resources to fund several schools or programs, but few have the funding needed to support a large-scale expansion on an ongoing basis. Community financing structures can support a dialogue between policymakers and local providers to ensure plans for using community resources are sensible and sustainable given expectations for growth.
- **Find Funding for Intermediary Organizations.** Many initiatives that are providing more time and learning opportunities benefit from the support of intermediary organizations that provide resources for program development, implementation, and management. CFSs can help raise and/or direct funding to intermediary organizations so programs have the supports they need to expand, enhance, and sustain themselves. Many of the initiatives highlighted in this publication rely heavily on the support of intermediary organizations for financing, program management, and technical assistance on running programs.
- **Provide a Shared Identity and a Common Language for Programs and Activities.** Although many states and localities are interested in new ways to expand time and learning, few speak about their initiatives in the same terminology. Is it extended learning, expanded learning, youth development, or summer learning? Finding the right words to convey this work is critical for communicating with parents, policymakers, and local partners about programs and funding. Finding and agreeing on a common language for this work will help greatly in championing funding for new efforts. Branding is one way to address this issue; the strategy has worked well for the early care field and for many of the initiatives highlighted in this publication. By creating a name and identity for this work, parents, students, policymakers, and community partners understand exactly what is being offered. They can also more easily communicate with the general public on the need for

and value of these programs and how different resources are providing support. This is another instance where community financing structures can support the work of expanding time and learning by helping to find the language or brand that will resonate with the community and funders.

- **Document Progress and Share Results.** Another common feature of the initiatives highlighted in this publication is their focus on collecting and sharing data that show the value of their work. CFSs can help community initiatives document progress and share results. When resources are scarce, having information on programs that work and their cost-effectiveness will enable communities to make strategic investments. It will also strengthen communities' ability to advocate for more funding for programs that work.
- **Improve the Funding Climate for Comprehensive Services.** Many program leaders who are exploring ways to expand time and learning beyond the traditional school day think more time for basic education tasks is necessary—but is not sufficient—to improve education outcomes. They believe attention to social and emotional health also is necessary for success. Consequently, these leaders are seeking ways to enhance traditional education curricula by including activities that focus on building self-confidence and self-esteem and addressing health and mental health issues along with academic proficiency. While striving to provide a more comprehensive approach, many program leaders express frustration about the lack of funding for comprehensive services. Community financing structures can help address this issue so programs are not left alone to find solutions.

### **3 Seek Opportunities to Finance More Time and Learning by Building on Federal, State, and Local Policy Developments**

The third element for improving the financing of programs supporting A New Day for Learning involves using new and existing programs and policies, especially those directly related to education, to garner more resources to support this agenda. These kinds of changes usually cannot be accomplished by individual programs or community organizations alone; they require buy-in and support from public officials. Communities that are mobilizing for A New Day for Learning can work with federal, state and local policymakers to ensure funding from a variety of sources is deployed in ways that enable more holistic approaches to learning.

**Federal Resources.** Several federal programs can provide resources to support more time and learning. Upcoming policy debates and reauthorization of some of these programs provide an opportunity for advocates of A New Day for Learning to shape legislation, regulations, and policies in ways that enable easier access to these funds (see NCLB Reauthorization May Afford Opportunities to Support A New Day for Learning).

- **No Child Left Behind and Expanded Learning.** When the federal No Child Left Behind Act (NCLB) was enacted in 2002, it ushered in a new era of accountability. At the heart of the legislation is a set of requirements for states to develop and administer academic tests that align with state proficiency standards. Schools are then judged on whether they are making “adequate yearly progress” (AYP) based on the percentage of students passing the tests. Schools and districts that fail to demonstrate AYP are subject to mandatory sanctions. A growing number of districts and schools facing mandatory sanctions are looking for ways to expand learning time as a cornerstone of their planning to avoid sanctions. State and local groups seeking new resources for expanding time and learning can educate themselves and their community partners about the ways current NCLB funding can help support A New Day for Learning and how expanding learning outside the traditional school can support NCLB goals.

## NCLB Reauthorization May Afford Opportunities to Support A New Day for Learning

The No Child Left Behind Act authorizes many of the federal programs that are supporting expanded learning, including Title I, SES, 21CCLC, and School Improvement funds. NCLB was scheduled for reauthorization in 2007, but agreement on a new bill was never reached; the law will remain in its current form until it is reauthorized. Reauthorization affords an important opportunity to modify the law and to improve, change, add, or eliminate programs or requirements. Several of the proposed changes in the 2007 draft legislation offer insights into the kinds of changes being considered that would have supported additional funding for A New Day for Learning.<sup>1</sup>

**Proposed TIME Act.** The 2008 Senate proposal to reauthorize NCLB contained language and funding to implement an expanded learning time demonstration, similar to the program already under way in Massachusetts. The bill included funding for new competitive grants to state and local education agencies to develop expanded learning time schools. The proposal called on schools and local education agencies to form partnerships with community-based organizations and other community partners. A house version of this bill was introduced both in 2007 and in 2008.

**Proposed Teaching Fellows for Expanded Learning and After-School Act of 2007.** Also introduced in 2007 was legislation to establish a highly trained National Service Corps to support expanded day and after-school learning opportunities. The bill called for partnerships with school districts and community-based organizations to recruit and retain new educators and leaders to support expanded learning. This program would provide funding for an important piece of the infrastructure for communities seeking more ways to support A New Day for Learning.

**Changes to the Supplemental Educational Services Program.** The Supplemental Educational Services program came into being as part of NCLB’s focus on accountability. The timing of reauthorization has reignited discussions about the program’s structure and function. Although many proposals called for significantly changing or eliminating this program, one group of proposals is calling for better ways to integrate SES into school reform efforts. This could provide additional opportunities to support A New Day for Learning.

- **Funding for School Improvement.** The fiscal 2008 budget included \$500 million for School Improvement Grants, up from \$125 million in fiscal 2007. This new funding will enable states to experiment with implementing various options, including integrating activities provided by community partners into the school day and expanding the school day and school year. In addition, NCLB requires states to reserve 4 percent of their Title I allocation for schools that have failed to meet AYP for two consecutive years. Nationally, these reserved funds could total as much as \$500 million.<sup>7</sup>
- **Full-Service Community Schools Program.** In 2007, Congress allocated \$5 million from the Fund for the Improvement of Education to establish a Full-Service Community Schools Program (FSCS). This funding is allocated on a competitive basis to local education agencies and one or more community-based organizations, nonprofit organizations, or other public or private entities to help public elementary or secondary schools function as an FSCS.<sup>8</sup> In fall 2008, the first 10 grants were awarded. This new funding for community schools can help jumpstart expanded time and learning opportunities in more communities.
- **Summer Term Education Programs for Upward Performance Act.** The Summer Term Education Programs for Upward Progress Act (STEP UP) was authorized into law as part of the America COMPETES Act in summer 2007. STEP UP addresses the achievement gap among schoolchildren in kindergarten through grade 8 by establishing a pilot grant program to support high-quality summer learning opportunities for children in high-need schools. This federal grant program supports six weeks of summer learning, with curricula that emphasize mathematics, reading, and problem-solving skills and align with the state's academic content standards of school-year classes in addition to enrichment activities. State education agencies will be eligible to apply to the program to provide summer learning grants for students in districts in their state. This program has been authorized but funding has not been approved.

**State and Local Education Reform Initiatives.** Across the nation, myriad state and local education reforms are being implemented in response to the No Child Left Behind Act and a looming concern about chronically low graduation rates for low-income and minority students. Many states and districts are considering adopting or are already experimenting with expanding time and learning as part of their reforms. Consider these examples.

- **In New Hampshire,** the state department of education is providing flexibility in its high school curriculum by introducing real-world learning as an integral part of students' experiences. Under the new program—Vision for High School Redesign: Supporting Student Success through Extended Learning Opportunities—high schools can voluntarily implement extended learning opportunities

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<sup>7</sup> It is not clear how much of this funding will actually be available to states and districts. Before this money can be distributed all district Title I allocations must be held harmless. Additionally, 95% of this funding will go directly to LEAs.

<sup>8</sup> See House Report 110-231, passed by the House of Representatives July 20, 2007.

(ELOs) that allow students to receive credits for activities that can occur outside of the traditional school day. This new approach allows flexibility in how courses are designed, offered and assessed. In fall 2008, students from seven high schools will start earning credit for ELOs.

- **In Philadelphia, Pennsylvania,** 21CCLC funding is supporting a new high school initiative. Prep Zone is being piloted in five Philadelphia charter high schools. It aims to promote engagement with positive activities after school while building 21st-century skills. One option for students is to earn academic credit for various nontraditional activities, some of which occur outside the school building. Using individually driven activities developed in consultation with a learning coach and culminating in a portfolio and presentation of learning, students can earn credit for on-site, in-depth learning projects or off-site jobs, child care, music, and sports. If the portfolio and demonstration meet the established standard, schools grant credit for the work.
- **In Oklahoma,** a Time Reform Task Force convened by the state superintendent of education has proposed lengthening the school year by 15 instructional days to improve the quantity and quality of learning time.<sup>9</sup>
- **The New York State** Board of Regents approved a contract for excellence that will direct almost \$500 million in education funding to low-performing districts. The contract will allow spending that is targeted to a variety of reforms, including a longer school day.<sup>10</sup>
- **In Pittsburgh, Pennsylvania,** the superintendent converted eight schools to accelerated learning academies. The academies add 45 minutes per day and 10 more days to their academic year with a focus on math, literacy, and science.<sup>11</sup> Accelerated learning academies also work to connect students with after-school programs to further expand learning time.

Understanding, building on, and working to shape state and local reforms can help programs take better advantage of current resources and expand funding to support A New Day for Learning. ■■■

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7 See <http://www.sde.state.ok.us/announcements/TimeReformTFRcomd.pdf>.

8 See <http://www.oms.nysed.gov/press/contract-excellence.htm>.

9 Ibid.



## Building Partnerships for A New Day for Learning

This publication suggests a systematic approach to addressing financing issues for supporting A New Day for Learning. Many different individuals and organizations have a role to play in this work.

- » **Federal leaders** can encourage more collaboration between schools and community partners and increase investments in proven models that bring diverse community resources together for A New Day for Learning. Federal leaders can also create new funding streams to support unmet needs. They can also support research to understand the costs and benefits of various approaches to supporting more time and learning.
- » **State leaders** can provide incentives to local governments and communities to improve the coordination of existing resources, fund and evaluate pilot programs, support systems for coordination and intermediary organizations, and provide technical assistance and facilitate the sharing of best practices. They can also provide new funding to support effective programs and initiatives.
- » **Local governments** can provide resources for programs; help align resources across systems (e.g., library, education, transportation, child care, parks and recreation, and health and mental health systems) to support expanded learning; work to build public support for initiatives; and support systems for coordination, technical assistance, and the sharing of best practices.
- » **School districts** can encourage partnerships, share data, assist with transportation, provide resources for coordination and services, and create a climate that supports innovation and partnership.
- » **School principals** can find ways to share resources with community partners, set the tone for successful partnerships, create a climate that supports innovation, and include expanded learning time topics and issues in school plans and planning meetings.
- » **Community organizations** can provide and share expertise and resources, help implement and manage fundraising efforts, and provide a conduit to parents and other community members to support additional funding for successful programs.
- » **Students and parents** can lend their voices and help evaluate programs and advocate for more funding.
- » **Advocates** can work to build public will and garner more funding to support expanded time and learning thought initiatives such as 21CCLC, Full Service Community Schools, STEP UP and the TIME Act, all of which contribute to a New Day for Learning.
- » **Philanthropies and businesses** can fund pilot programs to test new models, fund evaluations, fund incentive programs to encourage more investment, and help align workforce needs with education goals. Both can also lend their clout with policymakers to increase investments that support A New Day for Learning.

Agencies and organizations that are already working to support more time and learning have provided critical lessons and ideas for financing more programs and activities. Most importantly, they have shown that reaching A New Day for Learning for all children and youth requires a systematic approach to growing and supporting this work. ■■■

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## About Cross & Joftus, LLC

Cross & Joftus, LLC, is a certified small business dedicated to providing education leaders with personalized and expert assistance in policy analysis and development, evaluation, school and district reform, and strategic planning. Cross and Joftus has worked with a variety of educational organizations—foundations, districts and states, associations, and nonprofit think tanks—to analyze policies, conduct evaluations of programs and practices, plan and communicate goals for improvement, and put reform plans into action. For many of our projects, we work in partnership with other organizations, or engage the services of other consultants to ensure the right mix of expertise and experience for each endeavor. Our success is based on two factors. First, we offer education leaders the small-firm advantage of working directly with our partners and the large-firm advantage provided by a cadre of senior consultants with expertise in the areas of school finance, school-community partnerships, communications, human resource management, teacher quality, high school reform, district leadership, assessment and accountability, and evaluation. Second, we combine rigorous analytical methods with out-of-the box solutions that are based on a capacity-building and knowledge-use approach that adds value to organizations long after their engagement with Cross & Joftus has ended. **For more information visit our web site at [www.edstrategies.net](http://www.edstrategies.net).**