



Supporting Quality in Summer Learning:

How Districts Plan, Develop, and Implement Programs

PREFACE

Many district-led summer learning programs are at the intersection of in-school and out-of-school time learning. These programs play a critical role in supporting students during the summer months with enriching learning opportunities. This study pulls together information from a range of sources (e.g., school district leaders, 21st Century Community Learning Center state program staff, State Afterschool Network leads, state departments of education, program partner organizations, and information about federal funding) to better understand the systems of support that district leaders rely upon to plan and implement their summer learning programs. Conducting this study during the height of the COVID-19 pandemic posed significant challenges. With schools closing and shifting to virtual learning, we adapted our research approach to accommodate the many challenges districts were facing across the country. We are grateful for stakeholders' contributions to this study while simultaneously addressing the many challenges states, districts, children, and families faced throughout the pandemic.

This research has uncovered some important lessons for summer learning professionals and related stakeholders. As we reflect on these lessons, we emphasize that policymakers, educators, and funders are now faced with an opportunity to reimagine schooling using safe, equitable, and student-centered approaches. Summer learning is one component of districts' overall strategy to support students' academic learning as well as their social and emotional learning (SEL). The heightened attention on meeting students' needs combined with substantial federal investments can support students' development, help them to stay connected to peers and their community, and expand their learning opportunities.

ACKNOWLEDGEMENTS

We are extremely grateful to The Wallace Foundation for its support of this research and its review of this report. We additionally would like to thank the district personnel, the 21st Century Community Learning Center state leads and staff, state agency staff, and other summer and out-of-school time professionals for taking time out of their busy schedules to share valuable insights into their work. We also appreciate the contributions of our study advisors and the feedback from individuals who reviewed drafts of this report. Errors and omissions in this report are our responsibility alone.

This study was commissioned by The Wallace Foundation, which seeks to support and share effective ideas and practices to foster equity and improvements in learning and enrichment for young people and in the arts for everyone. Its current objectives are to improve the quality of schools, primarily by developing and placing effective principals in high-need schools; improve the quality of and access to afterschool programs through coordinated city systems and by strengthening the financial management skills of providers; reimagine and expand learning time during the traditional school day and year, as well as during the summer months; expand access to arts learning; and develop audiences for the arts. For more information and research on these and other related topics, please visit the Foundation's Knowledge Center at www.wallacefoundation.org.

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ABBREVIATIONS

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| 21st CCLC | 21st Century Community Learning Centers |
| ARPA | American Recovery Plan Act |
| CARES | Coronavirus Aid, Relief, and Economic Security |
| CBO | community-based organization |
| CCDF | Child Care Development Fund |
| CRRSAA | Coronavirus Response and Relief Supplemental Appropriations Act |
| ELL | English language learner |
| ESSA | Every Student Succeeds Act |
| OST | out-of-school time |
| PD | professional development |
| SEL | social and emotional learning |
| STEM | science, technology, engineering, and mathematics |
| TANF | Temporary Assistance for Needy Families |



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EXECUTIVE SUMMARY

In late 2019, The Wallace Foundation (Wallace) commissioned Education Development Center, Inc. (EDC) to conduct a landscape study focused on how school districts ensure and improve the quality of their summer learning initiatives. The overall purpose of this study was to examine how individuals responsible for district-led, publicly funded summer learning programs in urban settings access and use professional learning and tools to improve and advance equitable outcomes for the K–8th-grade students they serve. A related goal of the study was to better understand whether and how states, intermediaries, and federal funding sources support district-led high-quality summer learning and to uncover opportunities for improving the quality of summer learning programs.



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Because they play a critical role in providing students with academic supports and enrichment during the summer months, district-led summer learning programs are at the intersection of in-school and out-of-school time (OST) learning. Districts offer a range of program types, but most are motivated by district and state policies designed to support student achievement and learning. Summer learning programs can also be used as a part of a district’s overall strategy to improve access to quality educational experiences and advance equitable outcomes for students.

Drawing on existing research as well as insights from district- and state-level stakeholders, this study provides insight into how individuals responsible for district-led, publicly funded K–8 summer learning programs access and use supports to improve and advance equitable outcomes for the K–8th grade students they serve.

Our study found that summer learning programs can be a critical strategy for improving access and opportunity for students and families. Overall, district leaders are striving to provide meaningful summer programs and recognize summer as an important time to reinforce and extend school year learning while offering unique enrichment opportunities. Districts use a variety of approaches to support summer learning, weaving funding and tailoring partnerships to best serve the needs of various schools and communities. Despite the significant threats of the pandemic during summer 2020, many districts resumed programming in 2021.

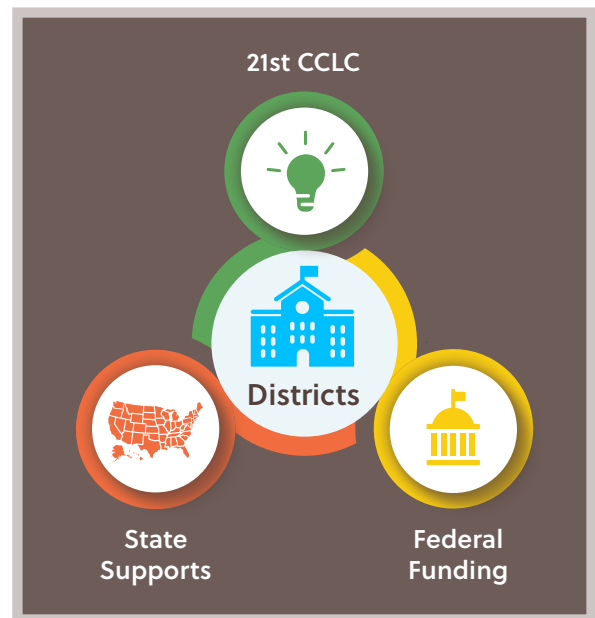
In some ways, while the COVID-19 pandemic illuminated the disparities and barriers faced by students from historically marginalized groups, it also offered districts and their partners the opportunity to adjust their approach to summer learning programming in ways that just may set the stage for advancing educational equity by removing barriers and improving students’ access to enriching learning opportunities.

The findings from this study can help inform decision-making about summer programming. In this executive summary, we outline a few high-level implications and opportunities for future research.

Approach

This study focused on programs run by urban school districts, including those programs implemented in partnership with community- or youth-serving organizations. We also included how district leaders incorporate parents' priorities into the design and implementation of summer learning programs.

With districts at the center of our inquiry, we identified three additional main sources to understand the systems of support for, and decision-making about, high-quality summer learning for school districts:



- 1) **21st Century Community Learning Centers (21st CCLC):** We investigated the ways in which district-led summer learning programming is funded and supported by states' 21st CCLC programs, including related summer program requirements for subgrantees and state-led professional learning opportunities. The 21st CCLC program is a federally funded OST program that is administered by state-level staff (typically within a state's department of education) and implemented at the local level (usually at a school or community-based organization [CBO]). Including 21st CCLCs in our inquiry into district-led summer programs was critical to understanding this distinct intersection of federal, state, and local supports for summer learning.
- 2) **State resources and supports:** We examined policies and practices in a select group of states to understand the extent to which state-level coordination, funding, and other resources exist and offer support for district-led summer learning programs. Because districts are both constrained and supported by state-level policies and resources, this aspect of the research helped to clarify and deepen our understanding of the issues influencing district-level decision-making about summer programs, related professional development (PD), funding, and other supports.
- 3) **Federal funding streams:** In addition to the 21st CCLC program, we documented three other major traditional federal funding streams for summer learning, as well as more recent supplemental funding sources. Federal funding sources are relevant in as much as they provide guidance to and support for district-level decision-making about summer learning programs.

The COVID-19 pandemic compelled us to modify the overall approach to the study. The study shifted from one focused on a snapshot in time to one focused on capturing the changing state of support for summer learning and the lessons resulting from the impact of the COVID-19 pandemic.

Research Questions

Our inquiry was guided by research questions that sought to capture insights relevant across three different time periods (the summers of 2019, 2020, and 2021) as well as overarching insights that span the time frame and beyond.

- 1) What district-level policies and practices inform the planning, development, and implementation of publicly funded summer learning programs serving K–8-aged youth?

- 2) Other than funding, what external supports (e.g., professional development, resources, and tools) are being used to implement or strengthen such summer learning programs?

- 3) What do district stakeholders perceive as key needs, gaps, and opportunities regarding improving summer learning programs?

- 4) What do families look for in a summer learning program, and how do they access the right program for them?

Methodology

We used a combination of secondary research, or what we called *foundational research*, along with primary research to address the above research questions. The foundational research included a review of online resources and relevant literature, which informed our understanding of the articulated needs, gaps, and issues facing summer learning programs.

The *primary* research involved obtaining, through interviews and a survey, multiple perspectives from district representatives and community partners (representing 38 districts in 30 states); staff from 21st CCLC state offices (25 states); and other state-level stakeholders (5 states) involved in the design, implementation, and funding of district-led summer learning programs. Initially, we planned two rounds of primary data collection with district contacts, 21st CCLC state leads, and other state-level respondents in fall 2020 and in spring 2021. As districts made decisions about remote, hybrid, or in-person learning, many district staff simply did not have the time or attention to devote to our requests. As a result, we decided to conduct one extended round of data collection starting in October 2020 and continuing through early May 2021 (Figure 1). Overall, we gathered perspectives from 92 individuals involved in the design and implementation of summer programs at the district, community, and state levels (see Figure 2).

Figure 1. Data Collection Timeline

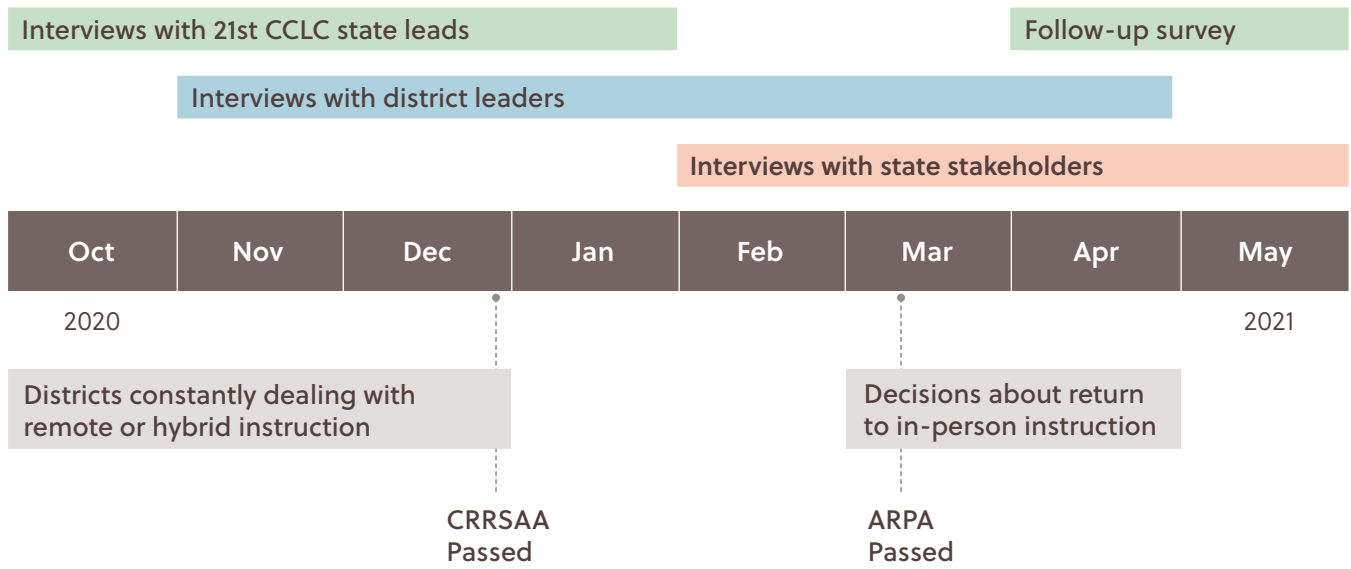
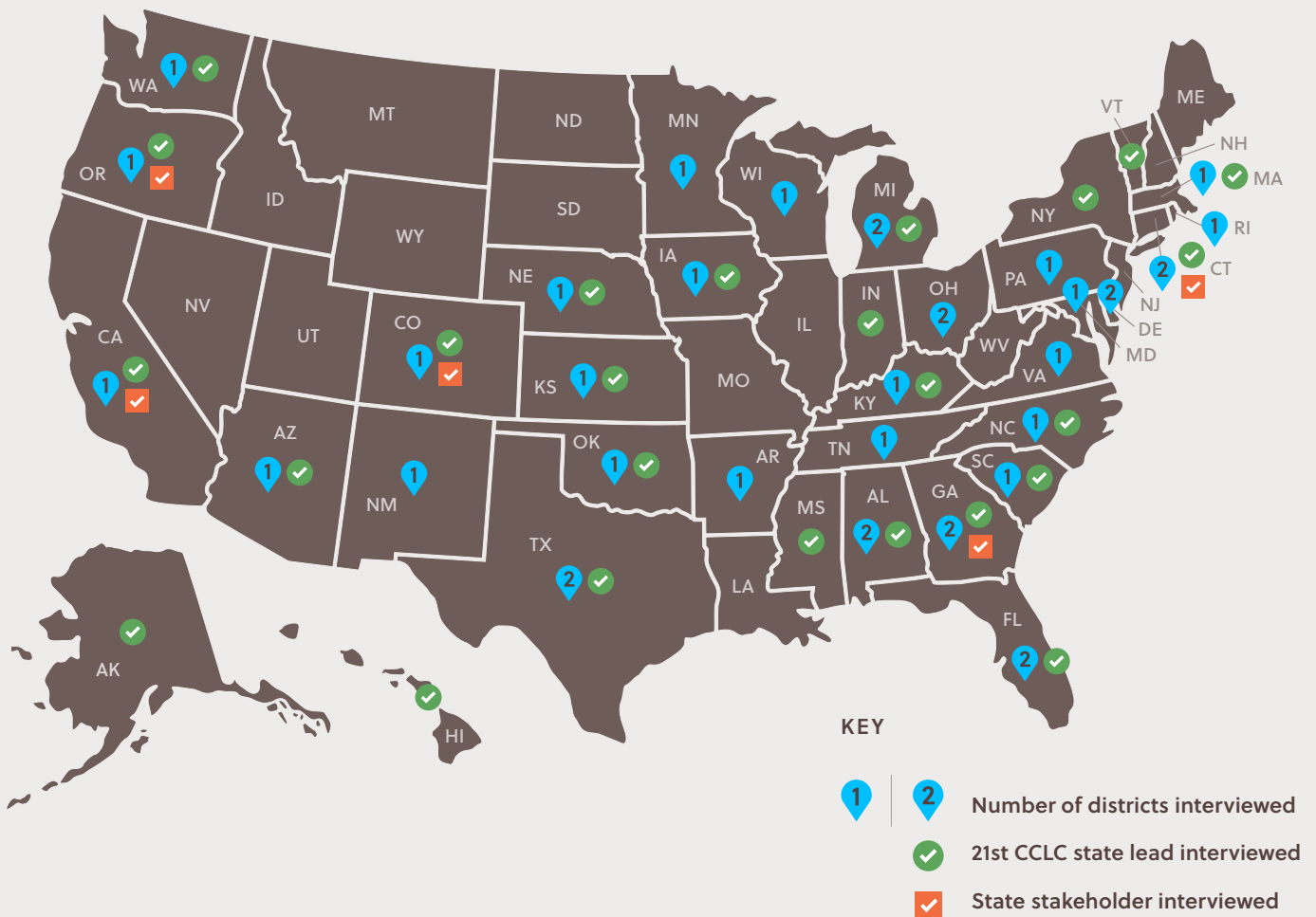


Figure 2. Primary Data Collection: Completed Interviews



Summary of Key Findings

Districts offer a variety of summer programs with multiple purposes, although most are primarily designed to support academic learning.

In nearly one-half of districts, respondents indicated that their districts' summer learning programs are largely influenced by local or state policies or initiatives and are most commonly tied to elementary reading and literacy goals (e.g., third-grade reading benchmarks). District leaders additionally spoke of their programs' efforts to promote social and emotional learning (SEL); provide a safe environment; offer fun, structured activities; and connect students or schools to community resources. Many spoke of their summer programs as enrichment opportunities for students.

Districts provide services to ensure equitable access to summer learning programs.

To promote equitable access to their programs, many districts offer supports and services such as transportation, food, and afternoon care. Most importantly, the majority of district stakeholders noted that their summer programs are free or affordably priced to facilitate participation, as cost can be a major barrier for many families.

Districts' coordination of summer learning is complex, involving coordination among district staff as well as with community-based partners.

Running a summer program involves coordination with numerous stakeholders. While no one approach stood out among the district leaders we interviewed, we found a consistent theme regarding the importance of collaborative decision-making. This can mean there are different levels of district leadership involved in setting a vision and policy, ensuring quality, making connections to families and communities, and implementing programs. Logistical support is also coordinated with transportation, food services, and other administrative offices.

Community partners can play an essential role in supporting district-led programs and in many places are well-integrated with the district and its systems of support for summer learning.

Partners are critical, and for many districts, partner organizations hold closely aligned values and goals for their work or are actually embedded within the district's systems of support for summer learning. Roughly 95 percent of district and partner staff members that we interviewed shared insights regarding their district-community partnership. Community partners (e.g., OST providers, city agencies or city-based programs, or other community-serving organizations) offer expertise in youth development, SEL, outreach, and recruitment; provide enrichment activities to extend the programming day, academic content, curricula, or even mentors; and even coordinate with other services. When schools were closed in spring and summer 2020, many partner organizations provided technology support, delivered food, and offered other services to community members and families.



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The structure of federal and, in some instances, state supports for summer learning programs allows many district leaders to independently develop their programs to suit local contexts and needs.

In general, federal and state policies, funding, and initiatives related to summer learning are broad, and districts have extensive leeway in how they craft their programs. Absent explicit requirements related to summer learning (e.g., dedicated funding with specific guidelines or a summer learning policy), district leaders have a fair amount of discretion in how they design and implement summer programs.

The 21st CCLC state leads we interviewed indicated that the summer programming they funded was designed to reinforce students' academic achievement. Because 21st CCLC programs are primarily school-year programs, summer programming goals are often aligned with school year goals, including a focus on math, reading, and transitions between grade levels. Even with the need to align with school year goals, 21st CCLC state leads and district representatives talked about the added flexibility of programming in the summer compared to afterschool offerings during the regular school year.

Roughly one-half of the district leaders we interviewed shared that they used state funds for their summer programs. In many cases, these districts were in states that had dedicated funding for literacy-focused policy initiatives. Again, we found that while states can determine funding eligibility, specify minimum criteria, or issue guidance for state-funded programs, districts leaders make most decisions about school-community partnerships, staffing, and other programmatic elements about summer programs to suit their communities' needs.

Districts blend a variety of federal, state and local sources to fund summer programs.

District respondents most commonly reported that they used Title I funds for their summer programs, with nearly one-half of district representatives reporting it as one source of federal funding. They also reported, in smaller numbers, that their summer efforts are supported in part through other Title programs, including Title II, Title III, Title IV, and Title VI programs. About one one-fifth of district leaders also indicated that they support their programs with other sources of federal funding but were not aware of the exact sources. Furthermore, district leaders reported that the 21st CCLC program, a federal funding mechanism for many district-led OST opportunities during the school year, was not as often accessed or blended with other funding sources for their districts' summer programs; roughly one-fourth of district leaders mentioned that their district received funding from 21st CCLC program for summer programming.

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In addition to public sources of funding, districts also may rely on private sources to support their programs. Nearly one-half of district leaders we spoke with indicated that they used private sources, such as foundation grants, individual donors, and participant fees. The districts that mentioned they relied on participant fees for summer programming most often used these funds to support gifted and talented programs or to help defray the costs of afternoon programs or extended hours.

COVID-19 pandemic-related relief funds are intended to address the needs of children and families.

Federal supplements due to the COVID-19 pandemic included multi-year federal investments. This funding allows states to support summer learning opportunities for families in need of summer care and programming. Several states we interviewed used this additional funding and support for summer learning in 2020 and 2021.

The American Rescue Plan Act (ARPA) additionally has detailed language about the use of funds with regard to summer learning and includes 1 percent of funds (\$1.25 billion) for evidence-based summer learning and enrichment. For example, ARPA requires that local education agencies adhere to the requirement that no less than 20 percent of funding they receive be "reserved to address learning loss through the implementation of evidence-based interventions, such as summer learning or summer enrichment..."¹

¹ U.S. Department of Education, Office of Elementary and Secondary Education. (2021, March 11). U.S. department of education factsheet, American rescue plan act of 2021, Elementary and secondary school emergency relief fund (ARP ESSER). https://oese.ed.gov/files/2021/03/FINAL_ARP-ESSER-FACT-SHEET.pdf

Federal stimulus funding is one major aspect of the pandemic recovery effort and one way that districts are encouraged to focus on summer learning. The increased attention on meeting students' needs, combined with substantial federal investments, can support students' development, help them to stay connected to peers and their community, and expand their learning opportunities. The unprecedented and significant influx of funding could have a lasting impact on the field if invested wisely. While this funding is considerable, it is a short-term solution. Therefore, policymakers are seeking effective approaches that can be sustained well beyond this period.

Educators and staff involved in the design and implementation of summer programs have access to a variety of professional development (PD) opportunities, yet there remain unmet needs in key areas.

Our research revealed that educators and staff involved in the design and implementation of summer programs have access to a variety of PD opportunities. The most common format was a required one- or two-day intensive training prior to the start of the program. Teachers and staff often receive PD in specific content areas or are trained to deliver specific curricula (e.g., literacy programs). Across those we interviewed, we learned of PD that was developed and provided by district staff, by the districts' partners, and by technical assistance (TA) providers associated with 21st CCLC funding as well as PD facilitated by the State Afterschool Networks.

Overall, we found that districts seek to be responsive to the needs of their communities and consult with program staff and teachers when prioritizing specific topics for PD. Almost all of the respondents expressed a need for more PD specific to summer programs but recognized that there is limited time for it. Common topics for PD included literacy training, supports for English language learners, supports for students with special needs, and racial justice and equity.



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With regard to suggestions for future PD opportunities, those we interviewed suggested that district leaders should create better alignment across PD opportunities (e.g., including partners and districts in PD together); address the PD needs of experienced educators or those changing roles for the summer; and balance academic and enrichment components. In the context of the pandemic and current events, summer learning stakeholders expressed increased interest in PD related to student and staff mental health and well-being, trauma-informed practices, and SEL. In addition, the movement to address racial injustice has led to increased interest in PD about diversity, equity, and inclusion.



Effective engagement with families is essential to communicating the goals and purpose of summer learning programs.

We found that districts take a customized approach to engaging with families. However, the goals for family engagement were consistent across districts: ensure families know about and can enroll in the summer learning opportunities available to them. District staff and partners strive to support students and their families in getting the most out of the summer learning opportunity. Districts, schools, and community partners use a range of strategies to engage families, including community meetings, surveys, email, and informal conversations.

Respondents described a variety of challenges affecting their districts and summer learning programs.

TRANSPORTATION. Lack of transportation was a commonly cited barrier by both district and 21st CCLC respondents. This challenge generally was described in two ways: (1) the city or town itself did not have proper public transportation systems in place, or (2) the program was unable to properly fund transportation to ensure student attendance.

FUNDING. Study participants frequently cited funding as a key challenge. Funding affects program quality, access and opportunity for students and families, and efforts to serve students in a way that can make the most impact. We also heard concerns regarding stability and predictability of funding.

EQUITABLE ACCESS TO PROGRAMMING. Multiple respondents described challenges related to ensuring students who need the most support attend summer programming. However, support looks different depending on the district and school population; for some, concerns centered on issues like affordable childcare while others were concerned about enrollment criteria that unintentionally excludes students who could benefit from summer programming (e.g., homeless students or students living with relatives during the summer).

FAMILY ENGAGEMENT. Study participants also shared barriers to engaging effectively with families. The most frequently mentioned topics were language and cultural barriers. Several district leaders and community partners pointed out the large number of languages spoken in their districts. They additionally shared that some families simply do not have prior experience with summer learning programs. Recognizing the breadth of families' needs and "meeting them where they are" constituted a challenge and opportunity for summer programs. School districts have stepped up to meet families' needs, but our study respondents also acknowledged that it takes time and money to intentionally nurture the school-family relationship.

STAFFING. Respondents spoke about challenges related to staff qualifications and capacity. Staff who are hired to teach in summer programs come with a range of experiences (e.g., classroom assistants, college students, and school-year teachers). Staffing-related challenges mentioned by respondents included the lack of competitive wages, turnover, teacher burnout, and staff rejuvenation (making sure they have enough of a break over the summer so that they're rejuvenated for the following academic year).

DISTRICT-COMMUNITY PARTNERSHIPS. Although we heard about promising practices regarding district-community partnerships, we also heard from district leaders who struggled with building effective partnerships. Study respondents shared that



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they grappled with having strategic conversations with partners about how to have a mutually beneficial partnership. A related theme that we heard from respondents is that it takes time to build trust among the partners. We heard that finding the right partner to complement what the district offers may come down to choosing among the available partners within a district or school community, as well as determining the partners' organizational mission, program offerings and capacity, and staff skill sets.

Implications for Policy and Practice

More intentional collaboration between districts and partners can help ensure that their respective interests and capacities are aligned to promote students' learning and overall development.

This study highlighted the promise of effective district-community partnerships in strengthening the design, implementation, and quality of summer learning programs. Each district's approach may be tailored to its students, families, and communities, and partnerships are a valuable resource for district-led summer programs. Through this research, we learned about a variety of partnership models. Partners often bring a youth development lens to summer programming, helping to ensure the programs focus on positive SEL and mental health development in addition to academics (e.g., social clubs and team-building activities in addition to tutoring or direct instruction). Community partners also provide districts with an expanded staffing pool beyond district educators. While most districts reported overall that their partnerships enriched their summer learning efforts, they were not without challenges. For, example, we heard about how some districts struggled to develop mutually beneficial arrangements that built on the respective strengths of each party. With all the resources and connections community partners bring to their work with districts, ensuring that these partnerships are effective is critical to the success of summer learning programs.

Districts can fund summer programs from a variety of sources and should use the influx of COVID-19-related supplemental funding to invest in quality improvement and sustainability strategies.

This research examined some of the connections between federal funding, policies, and initiatives for OST and summer learning and their potential influence on district-led efforts. Although there are general requirements and guidance, provisions regarding the design and implementation of summer programs are not clearly defined, particularly in federal funding guidelines (e.g., 21st CCLC, Title I, TANF, and CCDF).

The supplemental federal COVID-19 relief funding includes new investments in education, including OST and summer programs. States can play a key role in distributing these funds to districts, and with a focus in the legislation on equitable allocation of funds and supports, this influx of funding offers an opportunity for state policymakers to make greater targeted investments in summer learning, which can help to increase districts' capacity to meet all students' needs.



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Through our research, we learned about long-standing issues and challenges faced by districts and their partners, such as transportation, limited qualified staff, and difficulties developing strategic school-community partnerships. As states consider the allocation of federal relief funds, they could consider tactical investments to address these broader systemic barriers for now and the future.

Future supports for summer learning programs can build upon established promising practices while incorporating recent adaptations from the field.

The timing and focus of this study along with other emerging insights from the field provide an opportunity to reflect on the state of summer learning and the challenges presented by the COVID-19 pandemic and to apply lessons learned from this experience. The existing body of research on summer learning offers evidence-based practices, such as offering a combination of academic and enrichment activities,² which study respondents suggest are even more relevant as a result of the COVID-19 pandemic.³ In addition, the increased focus on supporting students' SEL and creatively engaging family and community members are strategies that district leaders highlighted in our interviews as particularly important during the pandemic. Prior to the pandemic, summer learning programs were largely designed to provide

² See for example, Chaplin, D., & Capizzano, J. (2006). *Impacts of a summer learning program: A random assignment study of building educated leaders for life (BELL)*. Urban Institute.

³ See for example, (1) Afterschool Alliance. (2021). *A return to normal? Not quite. What summer programming looks like for 2021*. <https://afterschoolalliance.org/documents/COVID-19-Survey-Wave-5.pdf>; (2) Edge Research. (2021). *Out-of-school time programs this summer: Paving the way for children to find passion, purpose & voice – Parent, teacher & OST provider perceptions*. <https://www.wallacefoundation.org/News-and-Media/Videos-and-Presentations/Documents/Out-of-School-Time-Programs-This-Summer.pdf>

academic support for students who were failing or at risk of failing. However, as a result of the pandemic, summer learning stakeholders recognize the need for a focus on whole-child learning (social, emotional, cognitive, and academic development, as well as their physical and mental health). Time will tell whether innovations driven by the context of the pandemic will in fact inform future policy and practice changes.

Opportunities for Future Research

A more in-depth examination of district summer learning programs and related supports would yield valuable information to help inform the field.

Because of the collaborative and somewhat distributed staffing structure of district-led summer learning, we recognize the limitations in the information that we were able to gather from interviews with one or two individuals per district. Summer learning programs often require coordination with multiple departments within a district (e.g., teaching and learning, afterschool programming, transportation, student services, and family and community engagement). In addition, community partners have important yet varying roles and responsibilities. Some are well-integrated within the district and its systems while others operate separately or on the periphery.

There is no one-size-fits-all approach to district-led summer learning programs. Additional research using continuous improvement or real-time evaluation cycles might include deeper dives in a small sample of districts to better understand one or more of the following topics:



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- **Effective approaches to district-community partnerships:** Our research revealed a range of partnership models. This study was not centrally focused on documenting characteristics of district-community partnerships, but we found some evidence of successful partnerships as well as some indicators of persistent challenges. Additional research could explore the facilitators and barriers to effective partnership.
- **Best practices for and challenges with parent and family engagement:** Through our research, we learned that districts' parent and family engagement strategies varied based on the local population and community needs. Future research could uncover in greater depth whether and how district leaders use evidence-based approaches to family and community engagement, particularly those from groups that have been historically marginalized.

- **Professional development priorities and opportunities for additional support:** This study provides insights into the variety of PD and other resources that summer learning stakeholders use to plan and implement their programs. The pandemic surfaced additional areas of need, and many districts and community partners have sought to build their staff capacity in areas such as supporting students' and educators' mental health and well-being; addressing issues of diversity, equity, and inclusion; and developing an integrated focus on whole-child learning. Documenting and elevating promising practices, tools, and resources could help ensure that program exemplars are shared beyond specific districts and states to encourage knowledge sharing and skill building.

An examination into new federal- and state-level funding for summer programs over the next few years could assess how districts respond during this period.

Future research could accomplish the following:

- Explore how districts use new federal and state funding sources to improve access and programming. Related research could also examine how families access such programs, highlighting both facilitators and barriers to family engagement.
- Identify district leaders' barriers to accessing funding and opportunities for improved linkages between public funding streams and district-led programs.
- Examine the opportunities and challenges of using short-term funding solutions to address structural and systemic issues facing the summer learning workforce (e.g., staff recruitment and retention, pay and incentives, and professional learning and development).

