

National Call to Action for Summer Learning: How Did States Respond?

July 2023



National Summer Learning & Enrichment Study

MANAGED BY WESTAT AND FUNDED BY THE WALLACE FOUNDATION

https://doi.org/10.59656/YD-OS6574.001

This report is the **second** in a **three-part series**. This series examines 2021 summer learning from the perspectives of state education agencies (SEAs) and local education agencies (LEAs).*

*SEAs are sometimes referred to as "states" in this report.

LEAs are sometimes referred to as "districts."

Authors: Allison Crean Davis, John Hitchcock, Beth-Ann Tek, and Holly Bozeman **Contributors:** Kristen Pugh, Clarissa McKithen, and Molly Hershey-Arista

Contents

Ι.	About this Study and this Report	<u>4</u>
п.	Findings <u>1</u>	<u>12</u>
	Finding 1. The Call to Action, paired with ARP funding, prompted states to envision and define a role for themselves in supporting summer programming	<u>13</u>
	Finding 2. States used four key levers as they planned for summer 2021	<u>17</u>
	Finding 3. State actions sometimes deviated from what was written in their ARP plans	<u>25</u>
	Finding 4. States encountered challenges in their new role related to sumr programming	mer <u>27</u>
ш.	Key Lessons	<u>29</u>
IV.	Future Considerations for Policy & Practice	<u>33</u>

I. About this Study and this Report



A national Call to Action was a catalyzing event for summer 2021; this call framed summer programming as a critical opportunity to mitigate pandemic-related lost opportunities for learning and socialization





This Call to Action was connected to federal financial resources and capacity-building for summer programming:

The Call to Action: In March 2021, U.S. educators were called upon by national leaders to "ensure that all children have access to highquality summer learning and enrichment opportunities this summer [2021], and beyond."

- > This call came with financial resources: American Rescue Plan (ARP) funding went to states and districts; 1% of funding was earmarked for summer programming.*
- > It also included avenues for capacity-building: The U.S. Department of Education launched the Summer Learning and Enrichment Collaborative (SLEC), partnering with Council of Chief State School Officers (CCSSO), National Governors Association (NGA), The National Comprehensive Center, and other partners. The SLEC supported state and local education agencies via the use of the ARP and other pandemic-related funding to launch and expand summer programming.

*These funds were allocated to SEAs. SEAs were then charged with distributing 90% of the funds to LEAs. These funds came with some requirements, including monitoring their use.

The American Rescue Plan (ARP) offered state agencies new opportunities to influence local summer learning and enrichment plans

This represented a shift in expectations for states



Prior to ARP funding

- Summer learning and enrichment tended to be conceptualized and driven by local providers, including schools, community-based organizations (CBOs), nonprofit entities, and for-profit entities (EDC, 2022).
- > Prior to ARP, states typically limited their influence on summer programming to administering federal funding, interpreting federal rules and guidelines, and regulating the use of funding (<u>Augustine & Thompson, 2020</u>).

With ARP funding*

- States and districts received extraordinary resources to launch and expand summer learning and enrichment programming.
- States were asked to seek input from stakeholders and provide evidencebased programming to address pandemic-related learning interruptions.
 - States were required to describe through their ARP plans how they would allocate 1% of their total ARP funds to support evidencebased summer enrichment programming.
 - > Nationwide, this 1% set-aside amounted to over \$1.2B for summer programs.**



National Summer Learning & Enrichment Study

* For more detail, see <u>H.R. 1319 – American Rescue Plan Act of 2021</u>; section 2001, page 135 Stat. 22(f), Elementary and Secondary School Emergency Relief Fund **See: Afterschool Alliance

Access to ARP* funds was partially dependent on the approval of state plans

To commit ARP funds and receive them in total, states needed the U.S. Department of Education to approve their ARP plans

- States were provided two-thirds of ARP funds prior to writing their plans, which were due in **June**, 2021.
 - The final one-third of ARP funds were released upon the approval of each state's plan.
- States were advised they "should not commit to any activities or contracts using [these funds] until their plan has been approved. However, SEAs can still plan for how they will use the funds and prepare for the implementation of activities once their plan is approved."
- States were encouraged to allocate funds to LEAs within 60 days of receiving each portion of ARP funds (this timing varied according to factors like the number of LEAs in the state and complexity of its funding processes).**

Although a portion of ARP funds were earmarked for summer, the timing was not optimal for 2021

- Seven plans were approved by the U.S. Department of Education in July, 2021. Thirtythree plans were approved by September. The final 11 state plans were approved by January, 2022.
- An implication of this timing was that many states did not have full access to their ARP funds in time for launching summer programming in 2021. States did however have access to other pandemicrelated relief funds.



*There were three phases of pandemic-related recovery funds supporting the education sector, all related to the ESSER Fund (Elementary and Secondary School Emergency Relief):

- ESSER I funds were called "CARES" (Coronavirus Aid Relief and Economic Security Act)
- ESSER II funds were called "CRRSA" (Coronavirus Response and Relief Supplemental Appropriations)
- ESSER III funds were called "ARP" (American Rescue Plan)
- ** See: Processes for Receiving & Using ESSER Funds (schoolstatefinance.org).

westat.com

This study was designed to help us understand how SEAs and LEAs throughout the Nation—across a range of contexts and within a relatively quick timeframe—responded to the needs, resources, and Call to Action for summer learning and enrichment

- > We know that high-quality summer learning programming relates to positive academic and social-emotional development gains among students.*
- > Previous research on summer learning and enrichment provides guidance and recommendations for running summer learning programs, but under narrow conditions (e.g., urban settings).**

The unique, time-sensitive circumstances in 2021 and the promise of learning valuable lessons that could be applied across a range of educational contexts were the inspiration for the National Summer Learning & Enrichment Study (NSLES).

This study can inform future policies, programs, practices, and research.



This study used multiple methods to understand summer 2021 and summer 2022 programming, focusing on LEAs and SEAs across the United States



The study is focused on four key topics and eight research questions:



Implementation

1. What were the characteristics of local programming in summer 2021?



Partners

2. How were partners involved in this work?



Evaluation

- 4. What kind of evidence was collected on summer programming?
- 5. Did programs attract and retain students?
- 6. Do leaders perceive that students benefited?
- 7. What challenges were faced and what lessons were learned?
- 8. Will summer programming be offered in 2022?





Planning

3. What approaches were taken to allocate resources to and plan for programs? Summer learning programming happens within a multi-layered and nested education system that functions under changing circumstances over time

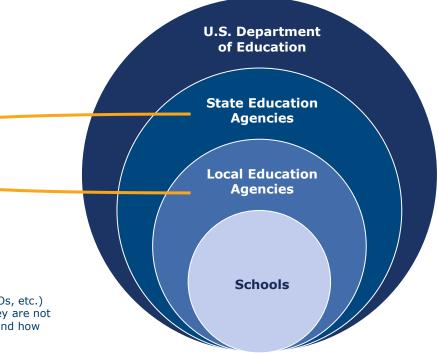
> This framework guided the design of the NSLES and supports how we made sense of the findings.

We focused our analysis on the efforts of SEAs and LEAs.*

This Phase II report focuses specifically on the efforts of SEAs.

*There are actors outside the education system (intermediaries, CBOs, etc.) that contribute significantly to summer programming. Although they are not the focus of this study, we do capture information about whether and how partners have been engaged by SEAs and LEAs.





Time and circumstances



* The <u>full report</u> can be found within Wallace's Knowledge Center.



II. Findings





Finding 1. The Call to Action, paired with ARP funding, prompted states to envision and define a role for themselves in supporting summer programming

Thirty of 37 states interviewed stated that they developed a summer learning and enrichment vision in response to the Call to Action

Fourteen states borrowed...

from existing out-of-school policy and supports to inform their vision for summer learning

These states built on their prior efforts and experience to refine and implement both a vision and a support structure for summer learning.

Example: A state borrowed from its 21st Century Community Learning Centers and other afterschool grant approaches to inform their summer learning grant program.

Sixteen states created...

entirely new policies and/or support structures to enact a vision for summer learning

> The creation and implementation of the vision involved substantive transformation for the states, including building new capacities and structures.

Example: A state passed new legislation to mandate that certain priorities be included in district summer programming, such as program design, staffing, or the inclusion of an evaluation.

A few states did not change their approach

Four states indicated they did not envision a state role in summer learning that required change. That is, these states continued to support summer as they had done prior to 2021, using the existing mechanisms and supports in place.

Note: Three states did not describe a "vision" or specific role in summer programming.



State leaders consistently described their visions with an equity lens | 1 of 2



"The vision...was trying to get **as many of every kid [students from low income families, students with disabilities]...to have a summer camp experience**...have a great summer, and then be able to go back in the fall excited and ready to participate in school. Because after the 2 years of pandemic learning...[they needed] something to rejuvenate them."





"We wanted the summer programs...to address the social emotional stresses that the students were under and give them a chance to reconnect with their peers, get back into a routine, and just reconnect with their learning and engage them...Another goal, of course, was to try to catch up some unfinished learning that might have been created by the pandemic...**We know about the achievement gap** and the fact that summer can cause summer slide for students, particularly for students who are disadvantaged. **We knew the pandemic exacerbated that. And we wanted to make sure that our summer learning experiences addressed that.**"

"Our vision is that we must provide opportunities...for all our communities, so that there is **equity across the state.** We wanted that to be student centered, academic, and [to make sure] that it also had a combination of social-emotional supports."



Ensure speedy impact through partnerships "Our focus was enrichment and engagement...We had some very urgent needs that needed very quick emergency types of responses for our youth. And we needed a vehicle to quickly get those funds to local communities for support. So, we very quickly entered into partnerships with...statewide alliances...that were already providing out-of-school time services. So we looked at our Boys and Girls Clubs, our Ys, who both had very active and engaged opportunities that could reach **both urban and rural** communities with services. And those organizations historically serve those **students that have been identified through the funds as most disproportionately impacted**...[Our purpose was to] really to look at how we spurred those community partnerships in that work..."



Require statewide summer learning and provide related support "Our vision...mandated summer programs for **all at-risk and priority students in rising grades one through eight** and required that every district in the state provide [it]. So this intervention...is about providing students additional learning time....The [state's] goals and expectations were communicated to districts initially in the legislation...The requirements of summer programming included the number of hours in ELA and math and intervention [and] in play....So we had some pretty specific requirements that were communicated both through that district guidance, the legislation, the legislation one pagers for districts, and our funding guidance pack for districts."

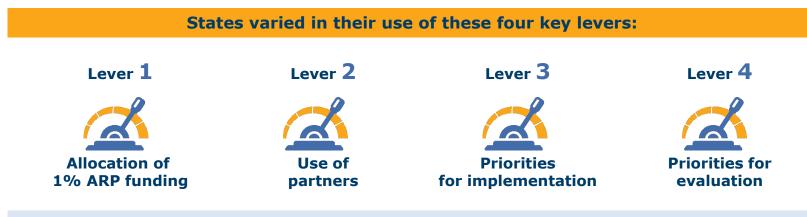






Finding 2. States used four key levers as they planned for summer 2021





Findings for each lever are described in subsequent slides.

* Information about funding, use of partners, and priorities for implementation and evaluation, was gleaned from ARP plans. Information about what kinds of partners were used and what kinds of data were leveraged for evaluation could not be consistently determined from these plans; this information was instead gathered through interviews and a supplemental search of state websites in April 2022.





In their ARP plans, all states described how they would allocate the 1% set-aside funds for summer



How?*	How many?
Developed grant programs and allocated funding based on specified requirements	→ (29 out of 51)
Used existing pass- through mechanisms	→ (15 out of 51)
Hired vendors to develop and manage grant programs	→ (7 out of 51)

*This information was gleaned through our analysis of all 51 state (+ DC) ARP plans.

71% (36 of 51) of SEAs planned to distribute ARP funds through a grant program. These programs used different strategies we labeled as:

- **Competitive (n=16):** funding based on merit of district applications (e.g., requiring districts to include a memorandum of understanding between themselves, a behavioral health provider, and a CBO)
- Formula-Driven (n=8): funding based on a universal formula for LEAs (e.g., funding divided among counties based on enrollment for the previous school year)
- Unclear (n=8): funding basis was not sufficiently delineated to label
- Matching (n=4): funding based on matching district ARP funds
- No Grant Process was Referenced in the Plan (n=15)

Seven states planned to use vendors to develop, administer, and monitor grant programs. We were able to determine the kinds of vendors used in five of these states:

- Out-of-School Network (n=1)
- Statewide Afterschool Network (n=3)
- Accelerating Literacy and Learning Corps (n=1)



Variations across state plans



To Whom?*	How many?
States awarded funds to districts only	→ (17 of 37) (46%)
States awarded funds to both districts & CBOs	→ (12 of 37) (32%)
States awarded funds to CBOs only	→ (8 of 37) (22%)

- > Funding recipients were not always districts.
- > Over half of the states interviewed directed some or all funds to CBOs:
 - •Twelve administered grants to LEAs and CBOs
 - Eight administered grants to CBOs only.

*This information was gleaned through interviews with 37 state education agency leaders about their summer programming.



Over 60% of states* provided details about how they engaged with partners to help plan for summer programming



Worked with preexisting	partners
(14 of 37)	

No partners (9 of 37)

Engaged new partners (6 of 37)

Unsure if partners were engaged (5 of 37)

Engaged **preexisting & new** partners (3 of 37)

*22 of the 37 state education agency leaders interviewed about their summer programming provided additional details when asked.









- > States mentioned using the following partners (some used more than one kind):
 - > Local non-profits, e.g., YMCA, United Way, Boys & Girls Club, City Year (n=18)
 - > LEAs (n=12)
 - > Professional associations or networks, e.g., Afterschool Alliance (n=12)
 - > Municipal agencies, e.g., Parks and Recreation (n=10)
 - > Other state agencies, e.g., Department of Children and Families, Department of Health (n=7)
 - > Institutes of Higher Education (n=3)
 - > Technical Assistance Centers (n=2)
- > All states leveraged partners to gather input on needs and potential strategies as they formulated their plans. This was consistent with ARP planning requirements. Specifically, states said they used partner input to:
 - > Discuss or vet ideas (n=9)
 - > Adapt to changing needs (n=7)
 - > Improve collaboration (n=7)
 - > Lend subject matter expertise (n=6)
 - > Establish priorities for summer learning (n=6)
 - > Support enrollment (n=1)
 - > Share lessons learned (n=1)



Many SEAs requested that LEAs focus summer programming on certain elements of learning



Focus on social-emotional elements (40 of 51)

Focus on academics: English Language Arts (**ELA**) and **Math** (14 of 51); **ELA only** (7 of 51)

Deliver to elementary students (7 of 51)

Other priorities related to program **delivery and duration** (2 of 37)**

> In 40 of 51 (78%) ARP plans, SEAs requested that LEAs include social-emotional elements in their programming. This is in keeping with ARP funding guidance from the U.S. Department of Education.

- > Twenty-one SEAs (41%) specified a focus on academics:
 - ELA & Math (n=14)
 - ELA only (n=7).
- > Seven SEAs (14%) requested that LEAs focus on providing summer programming for certain grade levels (e.g., elementary).











States required districts/CBOs to collect data and report on **participation and/or outcomes.**

(36 of 51)

There was no description of district data collection priorities or of CBOs implementing summer learning.

(12 of 51)

In three state plans, the information about evaluation in ARP plans was too **unclear** to make a determination.

(3 of 51)

Interviews (n=37) with states provided additional information:*

- > 21 of 37 (57%) states indicated they collected data on student enrollment and attendance
- > 17 of 37 (46%) states shared they had the data needed to determine whether students with the greatest needs were those who were served in the summer of 2021
- > 15 of 37 (41%) states shared they had collected data to determine
 whether students benefited (academically, socially or emotionally)
 during summer of 2021
- 6 of 37 (16%) states confirmed they **did not** collect data or monitor summer programming at the LEA level beyond required fiscal compliance

23 of 37 (62%) states intended to **expand data collection** and evaluation efforts in future summers.

^{*}These bullets are not mutually exclusive, and percentages add up to more than 100%. Some states endorsed more than one category, e.g., indicating they were capturing data on both enrollment AND whether students benefited.



Together, these levers show a range of choices states took to approach summer programming in 2021

				Å	
	Leve	er 1	Lever 2	Lever 3	Lever 4
	Allocation of 1%	6 ARP funding*	Use of partners**	Priorities for	Priorities for
	How?	To Whom?**	Use of partners	implementation	evaluation
Variations across state plans/interviews	 Developed grant programs and allocated funding based on specified priorities (29 of 51) Used existing pass-through mechanisms (14 of 51) Hired vendors to develop and manage grant programs (8 of 51) 	 > States awarded funds to districts only (17 of 37) > States awarded funds to both districts & CBOs (12 of 37) > States awarded funds to CBOs only (8 of 37) 	 > Used preexisting partners (14 of 37) > No partners (9 of 37) > Engaged new partners (6 of 37) > Unsure (5 of 37) > Engaged preexisting & new (3 of 37) 	 Focus on social- emotional elements (40 of 51) Focus on English Language Arts (ELA) and Math (14 of 51) Deliver to elementary students (7 of 51) Other priorities related to program delivery and duration (2 of 37) 	 States prioritized collection and reporting of participation and/or outcomes data by districts and CBOs (36 of 48)*** States did not set these priorities for districts/CBOs to collect data (12 of 48)***



National Summer Learning & Enrichment Study

MANAGED BY WESTAT AND FUNDED BY THE WALLACE FOUNDATION

* Only seven states had access to their ARP funds in time for summer 2021; however, states used funding other than the ARP's 1% allocation.

** Recall this information was gleaned from the 37 interviews.

***In three state plans, information about evaluation priorities is unclear and details are not described here.



Finding 3. State actions sometimes deviated from what was written in their ARP plans*

* We observed this trend from our 37 interviews, which occurred after ARP plans were submitted and after summer 2021 was enacted.



Across three of the levers, states reported shifting from what was written in their ARP plans*



Use of planning process. This met the spirit of ARP guidance to "*engage in meaningful consultation with stakeholders…in the development of the* **plan.**" **** A few states shared that they used partners to help recruit students or deliver programmatic services, but this was not the norm.

*This information was gleaned through interviews with 37 SEA leaders about enactment of ARP plans.

^{**} See Munyan-Penney & Barone (2022) for additional details.

^{***} AR S 409, CA S 1299, CO S 13, CO H 1259, ID H 172, ME H 10, NC H 82, OK H 1882, TN H 7004

^{****} Frequently Asked Questions: Elementary and Secondary School Emergency Relief Programs & Governor's Emergency Education Relief Programs (2022)



Finding 4. States encountered challenges in their new role related to summer programming

States' active roles in summer learning was not without challenges

Lever 1 Allocation of 1% ARP funding

States were advised to hold off committing funds until they received ARP plan approval. Recall that **only seven states were able to expend ARP (ESSER III) funding during summer 2021.** SEAs did however have access to ESSER I, CARES, EANS,* GEER,** and Title I funding for summer learning and enrichment programming in 2021.

Lever 3 Priorities for implementation For 16 SEAs, **state legislative authority** was cited as a limitation to setting priorities for how federal ARP funds could be used to support local summer programming. "Local control" was shorthand for the idea that schools and districts in these states are governed and managed by elected or appointed bodies within the communities, and SEAs are not in the driver's seat in terms of programmatic decision-making.

Other Challenges				
Time Some SEAs had only eight weeks to plan a statewide approach to summer 2021 after the Call to Action. Available as suggests that planning for summer should start no later than January of each year, which would have afforded SEA least twice that time.				
Staffing	Some SEAs needed additional staff to support summer planning as well as overseeing implementation. In addition, some indicated a need for staff that could support data collection on implementation and outcomes.			
Data	Some SEAs would have liked a framework for evaluating summer. Others cited challenges with obtaining critical data from partners.			
Mindset Some SEAs had difficulty messaging in ways that mitigated historical perceptions of "summer school," which assumes thes environments are meant to be punitive or are simply a vehicle for credit recovery (as opposed to summer providing enrich opportunities or viewing summer learning as "camp").				
allin				



MANAGED BY WESTAT AND FUNDED BY THE WALLACE FOUNDATION

* Emergency Assistance to Non-Public Schools (EANS)

** Governor's Emergency Education Relief Fund (GEER)

III. Key Lessons





Through an analysis of 51 state plans and 37 SEA interviews, we learned that:

SEAs matter. They have demonstrated that when called upon, SEAs can envision a role for summer learning and take action through different levers.

SEAs used a range of approaches to influence summer learning that can be broadly categorized as:

- Whether they formed a vision for summer 2021, and how that vision was shaped
- How they managed funding
- How they worked with partnering organizations
- The degree to which they provided direction to LEAs
- · Whether, and how, they evaluated results.
- As states took a role in summer learning, **they expressed challenges** related to timing, staffing, and addressing negative public perceptions about summer learning (e.g., "summer school" as a punitive measure).

This suggests that in many cases, **states may benefit from support** to help them effectively communicate a compelling vision for summer, and then align their strategies (e.g., partnering, granting dollars, guiding programming, and capturing outcomes) to ensure this vision is actionable, can be translated and messaged effectively at the local level, and can be assessed to determine its benefits.

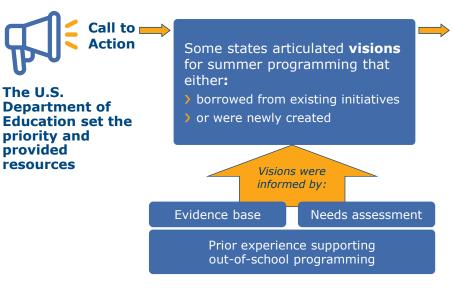


The rapid pace—from the Call to Action, to ARP planning, to the enactment of summer 2021—presented understandable challenges

- **1. Only seven states received approval to use ARP funding before September 2021**, limiting action during summer 2021.
 - > The U.S. Department of Education withheld the last portion of each state's ARP funding until its plan was approved, and states were advised not to commit funds until this approval. The last state did not receive plan approval until January of 2022, well past the end of summer 2021. Lack of access to the withheld funding sent some states scrambling to borrow from other funding sources for summer 2021.
- Some states were limited in their ability to set priorities for how districts funded or designed summer learning programs due to practices that promote local control.
 - Some states accommodated local control by delegating intermediaries to administer grant programs that could include certain priorities; others leaned on a cooperative legislature that set summer programming policy. Both options required extra time to develop and implement.
- **3. States' engagement of partners** met the spirit of ARP's requirement for stakeholder input in needs-sensing and planning, but working with partners seldom went beyond this role.
 - > Many states cited partner engagement as a challenge, especially states that have not traditionally worked with partners.
 - > Often, states engaged existing partners in summer learning and enrichment because of preexisting relationships and the ability to engage quickly.
 - > States may have been able to leverage partners more (e.g., to help provide wraparound services and enrichment programming) had they been given more time and had more experience leading efforts in summer programming.



States envisioned a role in summer learning and enrichment and made choices related to four key levers to enact it



Visions were enacted through four key levers



1 1% ARP Funding		2 Use of	Priorities for:	
How?	To whom?	partners	3 Implementation	4 Evaluation
State managed grant programs Pass through Vendor- managed grant programs	Districts only Both Districts & CBOs CBOs only	Existing partners No partners New partners Both existing & new partners	Program content mandates New policy or legislation that prioritized specific program structures, approaches, and/or duration	SEA or external organization-led evaluation of participation and/or outcomes Fiscal monitoring



IV. Future Considerations for Policy & Practice



Four strategies can help states sustain and strengthen their role in summer programming

These include:

- 1. Define or refine a vision that is meaningful (i.e., addresses LEA needs, priorities, and opportunities) and feasible (i.e., understandable, realistic, and attainable across contexts). States should ensure their vision is informed by an evidence base, including research on summer learning and enrichment programming, the needs of their students, input from LEAs and other stakeholders, and their prior experiences.
- Understand and use levers that influence policies and shape practices, including (a) how funding is distributed,
 (b) how (and which) partners are engaged, (c) what guidance they provide to LEAs and (d) how evaluation data will be gathered to support ongoing learning at all levels of the educational system.
- **3.** Take advantage of time to plan. SEAs not only assumed a new role related to summer programming in 2021, they also had limited time to plan. With more experience and a more ideal planning timeline (e.g., beginning no later than January*), states can find new opportunities to leverage funds, collaborate with partners, guide and support LEAs, and arrange for feedback on student engagement and benefits.
- 4. Communicate strategically with districts and families to describe the benefits of summer learning and enrichment programming in general, and share specific benefits to local families, students, and community members. SEAs should also mitigate out-of-date perceptions that "summer school" is punitive by promoting the idea that summer experiences can be enriching, fun, and foster healthy socialization and emotional growth.



National Summer Learning & Enrichment Study