

ANALYSIS

Item 9: Department of Education Early Literacy Success Community and Tribal Grants

Analyst: Julie Neburka

Request: Acknowledge receipt of a report on the implementation plan for the Early Literacy Success Community and Tribal Grant program and increase Other Funds expenditure limitation by \$9,999,999 from the Statewide Education Initiatives Account in the Fund for Student Success for implementation of the plan.

Analysis: HB 3198 (2023) established the Early Literacy Success Initiative to increase early literacy in children from birth through third grade, to reduce early literacy academic disparities, to support parents and caregivers as they develop their children’s early literacy skills, and to increase access to early literacy supports that are research-aligned. The bill established three new grant programs to fund the initiative: Early Literacy Success School Grants, a Birth Through Five Literacy Plan, and an Early Literacy Success Community Grant program. For the latter two programs, new statutory funds were established but not capitalized. \$9.4 million was reserved in the Early Learning Account and \$10 million was reserved in the Statewide Education Initiatives Account to fund the new grant programs pending legislative approval of the plans. Direction was provided through budget notes to the Department of Education (ODE) and Department of Early Learning and Care (DELC) to return to the Legislature with plans for the new programs by December 30, 2023, and to request funding to implement the plans after receiving legislative approval. The two agencies responded to this direction in a joint report submitted timely by the Department of Education. This analysis addresses only the Early Literacy Success Community and Tribal Grant portion of the joint report.¹

A budget note in the budget report for HB 3198 provides the following direction to ODE:

Budget Note:

The Department of Education is directed to develop an early literacy success community grant program. The purpose of the grant program is to provide supports to parents and caregivers for early literacy outside of the school setting, and to develop and expand language revitalization efforts by federally recognized Indian tribes in Oregon. The grant program should include a noncompetitive set-aside in the in the Early Literacy Success Community Grant Fund. Remaining funds should be prioritized for programs that engage parents and children from birth through grade five in early literacy activities and provide high dosage tutoring and/or training for tutors. The Department is encouraged to consider ways to leverage existing Statewide Student Success Plans in its grant program, and to recommend expenditures from the Early Literacy Success Community Grant Fund to implement the plan.

The Department shall report to the Legislature on its plan and funding recommendations no later than December 30, 2023.

The Department’s report contains plans for two grant programs: a \$2 million non-competitive grant to tribal nations, and an \$8 million competitive grant program for community-based organizations that

¹ For analysis of the Birth Through Five Literacy Plan program request, please see January 2024 Joint Interim Committee on Ways and Means Item #10.

offer early literacy training and programs for families and caregivers to use outside of the school setting. For the tribal nations grant, ODE plans to make \$220,000 available to each of the nine tribal nations in Oregon for culturally responsive books, literacy tutoring programs, literacy professional development, and training for staff and families. The Department intends to build on the early literacy and language revitalization goals established in its American Indian/Alaska Native Student Success Plan, and leverage established relationships between tribal nations and its Office of Indian Education for providing technical assistance to tribes as they develop project plans for use of the grant funds. Outcome indicators are yet to be determined, but will measure progress toward children’s language development, early literacy development, family engagement in early literacy activities, and increased access to early literacy supports. Grant awards are expected to be finalized by June 2024.

For its community grant program, ODE plans to develop an Early Literacy Community Framework and Toolkit, which will be based on the Oregon Literacy Framework and will complement the Early Literacy Playbook, a process tool that is being used to implement the Early Literacy School grant program and other literacy efforts in schools. The Toolkit will provide structure, guidance, and expectations for grantees’ provision of high-dosage tutoring, training, and family and community engagement to increase children’s early literacy success and literacy activities outside of school hours. Grant awards are anticipated to be made by July 2024; amounts are yet to be determined. Outcomes will be measured in the number of grantee staff receiving training, number of parents/caregivers participating in training and other programming, number of children/families served, and yet-to-be developed assessments of children’s early literacy skill development. Specific early literacy services provided through this grant program will vary by grantee, based on each applicant’s particular community, cultural, or linguistic circumstances.

Recommendation: The Legislative Fiscal Office recommends that the Joint Interim Committee on Ways and Means recommend acknowledging receipt of the report and recommend approving the plan and increasing Other Funds expenditure limitation by \$9,999,999 from the Statewide Education Initiatives Account in the Fund for Student Success, for the Department of Education in a budget reconciliation bill during the 2024 legislative session for implementation of the Early Literacy Success Community and Tribal grant programs.

Oregon Department of Education
Crawford

Request: Report on the planned implementation of the Early Literacy Community and Tribal Grants Plan and increase Other Funds expenditure limitation by \$9,999,999 from the Statewide Education Initiatives Account (SEIA) for the Early Literacy Success Community and Tribal Grant program.

Recommendation: Acknowledge receipt of the report and approve the request during the 2024 Legislative Session.

Discussion: The Oregon Department of Education (ODE) was directed in House Bill 3198 (2023) to develop an Early Literacy Success Community Grant program (Program). The purpose of the Program is to:

- Expand culturally and linguistically responsive early literacy programs,
- Develop and implement programs that engage parents and their children that are available equitably and statewide,
- Provide high-dosage tutoring and training for tutors consistent with research-aligned literacy strategies, and
- Expand and develop language revitalization efforts by federally recognized tribes in Oregon.

The measure initially established an Other Funds expenditure limitation amount of \$1 from the Statewide Education Initiatives Account in anticipation of, after approval of the plan, an additional \$9,999,999 being added to support this work, for total of \$10 million. Additionally, the Budget Report for House Bill 3198 (2023) included the following budget note:

Budget Note:

The Department of Education is directed to develop an early literacy success community grant program. The purpose of the grant program is to provide supports to parents and caregivers for early literacy outside of the school setting, and to develop and expand language revitalization efforts by federally recognized Indian tribes in Oregon. The grant program should include a noncompetitive set-aside in the in the Early Literacy Success Community Grant Fund. Remaining funds should be prioritized for 3 of 6 HB 3198 B programs that engage parents and children from birth through grade five in early literacy activities and provide high-dosage tutoring and/or training for tutors. The Department is encouraged to consider ways to leverage existing Statewide Student Success Plans in its grant program, and to recommend expenditures from the Early Literacy Success Community Grant Fund to implement the plan.

The Department shall report to the Legislature on its plan and funding recommendations no later than December 30, 2023.

The proposed Program is comprised of two parts. The first part would distribute \$8.0 million to community partners who in turn would support families by providing resources and support. In service of this goal, ODE has developed the Early Literacy Community Toolkit, which will provide guidance, strategies, and best practices.

The second part of the Program is requesting \$2.0 million to provide an equal distribution to the nine federally recognized tribes in Oregon. Each Tribe will develop an individual plan to describe how the funding would be used to support early literacy and language revitalization. ODE will provide technical assistance and develop resources for these communities.

Legal Reference: Increase the Other Funds expenditure limitation established by chapter 534, section 25 Oregon Laws 2023, for the Oregon Department of Education, Grants-in-aid program costs from Statewide Education Initiatives Account, for Early Literacy Success Community Grants by \$9,999,999 for the 2023-25 biennium.



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Tina Kotek, Governor



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Dr. Charlene Williams
Director of the Department of Education

December 4, 2023

Senator Elizabeth Steiner, Co-Chair
Representative Tawna Sanchez, Co-Chair
Interim Joint Committee on Ways and Means
900 Court Street NE
H-178 State Capitol
Salem, OR 97301

Dear Co-Chairs:

Nature of the Request

The Oregon Department of Education is providing an update to the Legislature about the Early Literacy Success Community and Tribal Grants Plan and funding recommendations. Upon approval of the plan for the Early Literacy Success Community and Tribal Grants program, ODE requests the Legislature provide \$9,999,999 Other Funds expenditure limitation from the Statewide Education Initiatives Account (SEIA) to fund this program.

Agency Action

As directed in the 2023 Legislative session, ODE has prepared the Early Literacy Success Community and Tribal Grants plan for review and approval. If approved, ODE requests a release of \$9,999,999 in OF limitation from the SEIA funds to be invested as follows:

Community Grants:

ODE anticipates distributing \$8,000,000 to statewide community partners with the intent to wrap around students and increase literacy access through supporting families by building communities of literacy learners and providing student and family resources and support. Through deep levels of engagement with the community, ODE has developed the Early Literacy Community Framework that will be part of an Early Literacy Community Toolkit. The Toolkit will provide guidance, strategies, and best practices for implementing the Early Literacy Community Framework.

ODE's Office of Equity, Diversity, and Inclusion will provide technical assistance and develop resources for our community partners to support students and families with increased literacy outcomes. The



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Director of the Department of Education

allocated \$8,000,000 will be used to give an additional layer of support to students and families that our system has underserved and under resourced for years and will build momentum and capacity to strengthening belonging and literacy instruction as children transition into elementary school, with the goal of proficient reading and writing in one or more languages by the third grade.

Tribal Grants:

ODE anticipates an equal distribution of \$2,000,000 to each of the nine federally recognized tribes in Oregon in an effort to support Early Literacy and Language revitalization. Each Tribe will develop a Project Plan identifying how funds will be utilized in support of Early Literacy and Language revitalization. ODE's Office of Indian Education will provide technical assistance and develop resources for Native communities to increase Early Literacy efforts within Tribes and Native communities. Funds will be used to build momentum and capacity in strengthening belonging and literacy instruction in an effort for children to transition into elementary school proficient in reading and writing in one or more languages.

This supplemental plan (attached) outlines our phased approach to this effort.

Action Requested

ODE asks that the Early Literacy Community and Tribal Grants Plan be approved and that the additional \$9,999,999 in OF SEIA limitation be given to fund this effort.

Legislation Affected

This action, if approved, would amend HB 3198 (2023 laws), chapter 534, and section 25 to add \$9,999,999.

Sincerely,

Dr. Charlene Williams (she/her)
Agency Director
Oregon Department of Education
charlene.williams@ode.oregon.gov

Early Literacy Success Initiative: Birth Through Five Literacy Tribal & Community Grants

HB 3198 Report to the Legislature:
December 29, 2023



Oregon Department of
**Early Learning
and Care**



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Executive Summary

Governor Tina Kotek set a vision for early literacy to ensure every child has access to consistent, culturally responsive, and research-aligned¹ literacy instruction in all of Oregon’s public elementary schools.

1. Teachers should be empowered with the resources and support to teach reading and writing.
2. School administrators should have support to create school-wide systems that ensure every student in every classroom and every elementary instructor has what they need to be successful.
3. Parents are children’s first teachers and should be empowered to be full partners in their children’s literacy development. We must collectively prioritize and work together to create the conditions to empower parents.

HB 3198 (2023) was passed with bipartisan support as a recognition that Oregon’s literacy outcomes won’t change without meaningful and sustained investments that create the conditions for students to learn to read, read to learn, and close long-standing disparities in access and opportunities. The purpose of the Early Literacy Success Initiative is to:

- Increase early literacy for children from birth through 3rd grade;
- Reduce early literacy academic disparities for student groups that have historically experienced academic disparities;
- Increase support to parents and guardians to enable them to be full partners in the development of their children’s literacy skill and knowledge development; and
- Increase access to early literacy support that is research-aligned, culturally responsive, student-centered, and family-centered.

In service of that purpose, the legislation established a Community Grant program administered by the Oregon Department of Education (ODE) and a Birth through Five Plan and Fund administered by the Department of Early Learning and Care (DELC), each with a \$1 expenditure limitation. A third component of the legislation included a School Grant administered by ODE funded at \$94 million for the 2023-25 biennium. The School Grant funds were appropriated by the legislature; however, the \$20 million portion of resources to strengthen and expand community-based services, supports for parents as their children’s first teachers, and to sovereign tribal nations to support and sustain indigenous language development and early literacy were held back pending a plan provided to the legislature in December 2023. **This plan provides that information with a request to the legislature to release the funds.**

Birth Through Five Literacy Plan & Fund

Per House Bill 3198 (2023) budget note, “The Department of Early Learning and Care is directed to develop a Birth Through Five Literacy Plan to expand culturally specific early literacy programs for children from birth to age five, to provide training and coaching for direct service staff in

¹ Research-aligned is defined in [HB 3198 \(2023\)](#) as literacy-focused, culturally responsive, and relevant to diverse learners; based on long-term research derived from the science of reading and writing; and applies instructional practices that are developmentally appropriate and designed for students with disabilities and students who are English Language Learners.

early literacy, and to develop and expand language revitalization efforts by federally recognized Indian tribes in Oregon.”

This plan articulates DELC programs that already support parents and young children in early literacy and gaps that families have identified. To begin addressing these gaps, DELC recommends utilizing \$4.7 million of the Birth Through Five Literacy Fund to enhance early literacy activities offered by the Kindergarten Readiness Partnership and Innovation (KPI) program administered by the regional Early Learning Hubs across the state. DELC proposes utilizing the remaining funds for the Birth Through Five Literacy Program, establishing a program budget of \$4.7 million in the second year of the biennium and leveraging the eligibility requirements of the Early Childhood Equity Fund.

In July 2023, DELC began engagement with existing partners and sovereign tribal nations to guide the effort going forward. DELC will require a \$9.4 million limitation increase to create and implement the Birth Through Five Literacy Plan, subject to approval of the plan. Upon approval of the \$9.4 million limitation increase, DELC will conduct more robust planning and coordination of services for the 2024 Birth Through Five Literacy Plan.

Community Grant

The Early Literacy Community Success Grant (\$10 million) program, administered by the Oregon Department of Education (ODE) is intended to strengthen and expand community-based services, supports for parents as their children’s first teachers, and sovereign tribal nations to support and sustain indigenous language development.

The Early Literacy Community Success Grant Fund currently has a \$1 statutory appropriation. ODE will require a \$10 million limitation increase to implement the grant program, which is subject to plan approval. The Grant program is separated into two components:

The Early Literacy Tribal Grants (\$2 million) is a noncompetitive set-aside for distribution to each of the nine tribes to support early literacy and language revitalization. In recognizing tribal sovereignty, each Tribe will develop a Project Plan. Outcomes and indicators for those plans will adhere to HB 3198 and build from the [AI/AN Student Success Plan](#). Subject to release of funds, ODE will distribute grant agreements in April 2024. ODE will develop Indigenous guidance and frameworks to support Tribes and monitor the respective grant-funded Project Plans.

The Early Literacy Community Grant program (\$8 million) is to support families with early literacy outside of the school setting. ODE will implement the Community Grant plan in two phases.

Phase 1 (August 2023 to March 2024). ODE is leveraging existing ESSER and HB3198/SEIA administrative funds to conduct statewide community engagement and develop the Oregon Early Literacy Framework and Toolkit that will address how community organizations and the parents/caregivers they work with can support children outside of school hours.

Phase 2 (March 2023 to June 2025): Upon approval of the \$10 million limitation increase, ODE will conduct a statewide Request for Application process to implement the framework and toolkit.

The Community Grant outcomes and corresponding indicators will focus on capacity building of CBOs, indigenous communities, ESDs, and other qualifying organizations to engage families in early literacy.

Introduction

The Importance of Investing in Literacy Early

Brain science tells us that babies develop emergent literacy skills from birth, prompting a need to start supporting parents and caregivers and their children well before children begin the K-12 education journey. To build this readiness for school and to ensure schools are ready for students, parents and families must be recognized and supported as the first, most important teachers in a child's life. Before a child learns to read and write, they learn to listen and speak in their home language. This aspect of parent engagement was a consistent theme in community engagement conducted by the Governor's Office to inform the development of HB 3198 and is a theme strongly supported on a bipartisan basis.

"Infants' and toddlers' primary learning environment is their home, and their first and most consistent educators are the family members with whom they live. The home language and literacy environment have a strong and lasting effect on language skills, emergent literacy, and related social and academic skills."

Source:

[Essential Instructional Practices in Language and Emergent Literacy](#)

Early Literacy Success Initiative

Oregon's Early Literacy Success Initiative provides Oregon the opportunity to improve, connect, and fortify systems and structures to ensure every child in Oregon receives evidence-based early literacy development that honors the unique and intersectional assets their families bring. Through the approval of this plan, DELC and ODE will establish, grow, and deepen the integral connections between early learning sector and the K-12 sector and between the State, tribal nations, schools, and communities to support early literacy development and ensure every early elementary scholar in Oregon has the skills, tools, and opportunity to realize their fullest academic potential.

This plan is developed in line with guiding principles that anchor [Oregon's Early Literacy Framework](#), including the two noted below. The Framework and the principles therein were informed by months of inclusive engagement through 21 focus groups and 152 participants representing educators, administrators, literacy experts, community-based organizations, and sovereign tribal governments.

Literacy begins at birth: The first sounds a child may hear or see (signed) are the voices of the people in their home environment, building neural pathways and serving as the initial source of knowledge about language and their world. Families and caregivers are essential first partners in oral language development that cultivates later success in literacy and life.

Families and communities strengthen school-based learning: Outside of school, children spend most of their lives at home or in the community. Parents and caregivers have a role to play in reinforcing the learning that happens at school as much as possible at home, and they must be supported as full partners in their children's literacy development. Children's literacy learning is deepened through their lived experiences, where their unique languages, cultures, and identities are affirmed by families and caregivers who serve as important first teachers.

Birth Through Five Literacy Plan & Fund



Budget Note:

“The Department of Early Learning and Care is directed to develop a Birth Through Five Literacy Plan to expand culturally specific early literacy programs for children from birth to age five, to provide training and coaching for direct service staff in early literacy, and to develop and expand language revitalization efforts by federally recognized Indian tribes in Oregon. To develop its plan, the Department shall:

1. Inventory those programs administered by the Department that have early literacy outcomes, goals, or activities;
2. Define the population demographics, early childhood educator demographics, and regions served by those programs;
3. Identify existing gaps in the provision of early literacy programs and supports;
4. Recommend expenditures from the Birth Through Five Literacy Fund to remedy gaps in current early literacy; programming, provide training and coaching for providers, and develop and expand language revitalization efforts by federally recognized Indian tribes in Oregon.

The Department shall report to the Legislature on its plan and funding recommendations no later than December 30, 2023. After approval of the Birth Through Five Literacy Plan, the Legislature may provide Other Funds expenditure limitation from the Early Learning Account of up to \$9,432,407 for grants from the Birth Through Five Literacy Fund.”

Source: [HB 3198 Budget Note](#), p. 4-5.

It is important to note that the budget note deadline conflicts with the legislation. HB 3198, section 10 states, “Notwithstanding section 9 (4) of this 2023 Act, the first report required to be submitted by the Department of Early Learning and Care under section 9 (4) of this 2023 Act must be submitted no later than December 31, 2024.” The enrolled legislation timeline therefore gives DELC until December 2024 to develop the contents of the Birth through Five Plan, outlined in items 1-4 listed above. We interpret the budget note to request how DELC would access the \$9.4 million for the second year of the current biennium while the 2024 Birth Through Five Literacy Plan is developed. The 2024 Plan will include demographic data, additional gaps in current early literacy programming, and any additional recommendations for future funding.

Birth Through Five Literacy Plan

The purpose of this plan is to articulate the ways that many of the Department of Early Learning and Care (DELC) programs already provide support to parents and young children related to comprehensive, holistic early literacy supports, as well as the gaps in services and recommended investments to address identified gaps. The Department, which officially launched on July 1, 2023, leveraged previous community engagement activities to begin to identify these gaps. DELC received two Early Literacy Specialists, which will design, lead, analyze, and implement the engagement and subsequent recommendations for more robust early literacy investments in early learning. The agency will convene

partners in a deeper engagement process beginning in January 2024, utilizing these positions, and likely contracting with a facilitator to collaborate more closely with the Oregon Department of Education to leverage shared engagement opportunities. These engagements will not only inform the 2024 plan, but the revised Early Learning and Kindergarten Guidelines, which will be expanded to include infant-toddler care and developmentally appropriate early literacy guidance.

To further refine the Birth Through Five Literacy Plan in 2024, the Department will first evaluate documentation from prior engagements to elevate themes from program and partner needs with specific connections to early literacy development. Themes will be collected and shared for additional feedback with partners across early learning programs to ensure a full understanding of the gaps in current programming as experienced across Oregon regions. This Plan articulates the preliminary gaps that will be further defined to refine recommendations as DELC endeavors to build a consistent funding stream and foster coordination of services across communities and programs to support parents as their child’s first teacher around early literacy.

Inventory of Programs with Early Literacy Outcomes

DELC programs promote early literacy development through culturally specific child and caregiver programming and professional learning for the early educator workforce. These programs leverage several strategies promote early literacy.

1. Parenting Education: Parent education workshops, classes and community events all focus on recognizing parents as each child’s first teacher, providing them with tools, resources and supports to meet their child’s needs.
2. Home Visiting: Standalone and complementary home visiting services continue to promote parents as their child’s first teachers, with a focus on the mental, behavioral and physical health needs of parents and young children prenatally through age three.
3. Community Need: It is important to center community voice in understanding what works in different communities. This means being responsive to community need by resourcing innovative programming that meets the needs of diverse communities and align with the goals and outcomes of DELC across professional development, parenting education, kindergarten transition programs, and more.
4. Tribal Language Preservation: DELC has a government-to-government commitment to support the nine federally recognized tribes within Oregon’s borders to revitalize and preserve Tribal language and culturally sustaining care.
5. Developmentally Appropriate Practice: The Oregon Department of Education and then-Early Learning Division released the Early Learning and Kindergarten Guidelines in 2016. This comprehensive document includes developmentally appropriate practices for preschool and kindergarten and is a tool for ongoing professional development of the shared workforce.

The table below demonstrates the different strategies each program leverages to promote literacy across the state, as well as the target population for services.

Program	Population	Access	Strategy
<u>Baby Promise</u>	Infants and toddlers (0-2) in low-income families (200% FPL)	Coos, Curry, Crook, Deschutes, Jefferson, Multnomah; Reedsport	• Early Literacy Instruction

Program	Population	Access	Strategy
Early Childhood Equity	Children and families who face historical and current inequities due to factors such as race, income, zip code, or language.	18 counties	<ul style="list-style-type: none"> • Community Need • Parenting Education • Tribal Language Preservation
Healthy Families Oregon	Families whose children may be at higher risk for adverse childhood outcomes (using a standardized, research-based screening tool)	Statewide <i>*Lincoln & Clackamas counties under RFP</i>	<ul style="list-style-type: none"> • Home Visiting
Kindergarten Readiness Partnership & Innovation	Early learning, kindergarten, early grade educators; linguistically and culturally diverse families, families with children with special needs, and lower income families	Statewide (via Early Learning Hubs)	<ul style="list-style-type: none"> • Community Need
Oregon Parenting Education Collaborative	Families with young children, particularly those furthest from opportunity	Statewide	<ul style="list-style-type: none"> • Parenting Education
Oregon Prenatal to Kindergarten	Pregnant parents, infants, toddlers, preschoolers in low-income families (100% FPL)	Statewide	<ul style="list-style-type: none"> • Early Literacy Instruction • Home Visiting
Preschool Promise	Preschoolers (3-5) in low-income families (200% FPL)	Statewide	<ul style="list-style-type: none"> • Early Literacy Instruction
Relief Nurseries	Families experiencing multiple stressors in areas such as mental and physical health, financial, and violence	20 counties	<ul style="list-style-type: none"> • Home Visiting • Parenting Education
ODE-ELD Early Learning and Kindergarten Guidelines	Preschool through 3 rd grade	Statewide: school districts, preschool educators	<ul style="list-style-type: none"> • Developmentally Appropriate Practice

Gaps in Early Literacy Services

DELIC has convened a various types of community engagement over the last several years, both in preparation for the launch of the agency and as part of the federal [Preschool Development Grant—Birth Through Five](#). While there are many programs in DELIC that promote early literacy, there are several gaps in early literacy that have been identified through these previous community conversations.

- Quality of Care: Parents are concerned about the quality of the early learning programs their children are in, most of which are privately funded.
- Quality of Education: Parents are concerned about what their children are learning while in care, or whether there is a strong early literacy component to the early childhood education they are receiving.

The feedback identified a key strategy for meeting the needs of Oregon families is to provide culturally relevant, flexible, and responsive services that are integrated across systems. One specific comment highlighted the importance of meeting families where they are, *“Young children in Oregon thrive through robust, equitable support for an empowered community of families, early educators, and care professionals. (Bring families into the community - don't just try to ‘help’ them.)”*.

While all programs funded by DELC have quality components, many programs operate without funding from DELC. These programs interact with DELC through licensure or other means of monitoring for health and safety, but there are not additional quality requirements to adhere to. DELC has begun to address some of the feedback shared by community through the rulemaking process for childcare licensing rules in the absence of programmatic policy levers.

Birth Through Five Literacy Fund Recommendations | \$9.4 million

In addition to direct service investments outlined below, DELC plans to leverage \$75,000 in personal services funds from the Birth Through Five Literacy Fund to update the Early Learning and Kindergarten Guidelines to extend to infants and toddlers and include developmentally appropriate early literacy practices for early educators to utilize in their classrooms. This work will be informed by the continued engagement for the 2024 Birth Through Five Literacy plan.

Recommended Expenditures to Address Gaps in Early Literacy

Based on the feedback shared by community so far, DELC recommends leveraging two existing program structures which already have touch points to early literacy in accordance with the purpose in HB 3198. These two structures are the Kindergarten Readiness Partnership and Innovation (KPI) program and Early Childhood Equity Fund (ECEP) program. These program structures are dedicated to parent support at the time when children’s brains are most rapidly developing and reducing opportunity gaps in literacy.

By design, KPI and ECEP support Early Learning Hubs and community organizations, including culturally specific organizations, to serve children and families. In addition, KPI funds are distributed through Early Learning Hubs, which play a critical role coordinating early childhood services in all regions of the state. There are 16 Early Learning Hubs and more background on Hubs is available [here](#). Current KPI and ECEP programs and services have served a cumulative 38,000 children and provide early literacy supports in the forms of parent education, parent-child interaction, kindergarten transition programming, and professional development. By leveraging two existing structures for community programs that already can be easily targeted to further promote early literacy development, communities will more readily have access to, and benefit from, these resources during the second half of the 23-25 biennium.

The \$4.7 million for KPI begins to address gaps in the quality of education in early learning programs by funding targeted, vertically aligned professional development focused on literacy and literacy supports, including training and implementation of developmentally appropriate literacy curriculum.

In addition, these investments will allow the KPI program to offer complementary supports to allow families to provide quality care in their home. Funding could be used in a few different ways, depending on each Early Learning Hub’s community need. This could include:

- Establishment or expansion of parent engagement activities, including book distribution in multiple languages focused on early literacy development;
- Establishment or expansion of Little Free Libraries in communities that have been historically underserved;
- Establishment or expansion of regional partnerships with organizations to increase access to books.

The ECEF program is also rooted in addressing community need, recognizing the importance of investing in culturally relevant programming and the barriers many of these programs face in accessing public resources. DELC plans to use the infrastructure of ECEF – primarily the eligibility criteria – to establish the Birth Through Five Literacy Program. Current ECEF grantees, as well as non-ECEF grantees that meet ECEF eligibility criteria, would be able to apply for funding through a simplified RFA process in Spring 2024 to begin services in Fall 2024. These funds will be used to address both the quality of care and education in several ways.

- Existing ECEF grantees may build on current ECEF services to:
 - Develop and/or deliver early literacy resources and materials through ECEF-funded parenting education and parent-child interaction activities;
 - Develop and/or deliver culturally relevant early literacy training and professional development activities for both early childhood and early grade educators;
 - Conduct community engagement activities to identify community-specific gaps in early literacy activities to further inform the 2024 Birth Through Five Literacy plan.
- New applicants that meet ECEF eligibility criteria may:
 - Develop and/or deliver culturally relevant early literacy training and professional development activities for both early childhood and early grade educators;
 - Conduct community engagement activities to identified community-specific gaps in early literacy activities to further inform the 2024 Birth Through Five Literacy plan.

Both programs have established infrastructure, grant allocation, and monitoring practices to allow for the seamless distribution of Birth Through Five Funds in the second year of the current biennium. The intention is that these investments will start to develop increased capacity for developmentally appropriate, culturally responsive early literacy practices in communities across the state. This will most directly affect the quality of education gaps, while also ensuring families have access to information and resources to provide quality care at home.

Upon approval of the \$9.4 million limitation increase, DELC will distribute \$4.7 million to the 16 regional Early Learning Hubs to enhance or expand their KPI early literacy activities as described above. DELC will begin developing administrative rules for the Birth Through Five Literacy Program, leveraging the eligibility requirements and some allowable activities of the Early Childhood Equity program as a framework. The agency plans to release a simplified Request for Applications for current ECEF grantees, as well as prospective applicants that meet ECEF criteria, for the remaining \$4.7 million.

Kindergarten Readiness Partnership and Innovation

The Kindergarten Readiness Partnership & Innovation (KPI) program invests in promising models for connecting early learning to kindergarten through third grade (K-3) education across the state and promotes community and school partnerships to ensure schools are ready for students and students are ready for school. As these funds are administered by Oregon’s 16 Early Learning Hubs representing the

entire state, each Hub's KPI investments are focused on priority populations that align with the priority populations in HB 3198 and are informed by locally-driven Hub Sector Plans. The development of Sector Plans includes regional community engagement by each Hub to ensure they respond to local needs and leverage local strengths.

The KPI Program is designed to establish scalable and replicable models for P-3 alignment at the local level, with a focus on shared development for early learning providers and K-3 educators supporting successful transitions into kindergarten for all children, and engaging families as equal partners in children's learning and development. These investments would allow Hubs to more directly address the quality of education through targeted professional development, and support families' access to, and understanding of, early literacy resources for quality care.

Examples of Hub-led KPI early literacy work:

1. At the South Coast Regional Hub, the Diversity, Equity and Inclusion in Early Care and Education's Professional Learning Community (DEI in ECE PLC) is a cross sector cohort of professionals coming together for a 7-session series of learning and discussion about incorporating DEI into their classrooms/family support services, focusing on inclusive practices, and celebrating diversity. Introducing children to stories of children and families with diverse perspectives and backgrounds not only promotes early literacy skills, but also promotes inclusion, compassion, and understanding. Participants included Early Childhood Educators, Home Visitors, Parenting Educators, Children's Librarians, and Kindergarten Teachers. Participants received Children's DEI books, activities for their programs.
2. Marion & Polk Early Learning Hub supports Reach Out and Read with KPI funds. For the last 9 years, the Hub has partnered with local participating pediatric clinics with funding to support the Reach Out and Read Program. There are 7 participating clinics - including the Confederated Tribes of Grande Ronde clinic and the clinics that serve the highest number of children and Oregon Health Plan (OHP) clients. Books handed out must be bilingual to meet the needs of families.

KPI Outcomes

The KPI program is [regularly evaluated by Portland State University \(PSU\)](#). As PSU prepares their retrospective report recapping the last 10 years of investments, the following outcomes have been identified:

- January 2018-June 2022: 34,168 children/family members attended KPI-funded Family Engagement and/or Kindergarten Transition events across the state.
- Incoming kindergartners in schools implementing KPI-funded projects were more prepared for school in terms of early literacy compared to their peers who did not attend a school engaged in KPI-funded work.

Early Childhood Equity

The Early Childhood Equity Fund program was created as part of the 2019 Student Success Act to support a broad range of culturally specific early learning, early childhood, and parent support programs, including: parenting education, parent-child interaction, kindergarten transition (including child and family literacy supports), and Tribal language preservation and revitalization. To be eligible to apply for a

grant, a program must be a culturally specific organization or operate a culturally specific early learning program [as defined](#) by the Early Learning Council. Moneys from the fund are meant to close opportunity gaps for children and families who experience systemic disparities because of any combination of factors – such as race, income, zip code, or language – by funding early learning services rooted in culture, home language, and lived experience. The program currently serves children and families across 18 counties and 25 grantees, including three Tribal nations.

By leveraging the eligibility requirements of ECEF for the Birth Through Five Literacy program and building on its monitoring structure, DELC will be able to target funds to communities that have been historically underserved in order to improve early literacy outcomes through parent engagement and professional development for early childhood educators.

Examples of current community-led ECEF early literacy work:

1. At Mano a Mano Family Center, the oldest Latinx-led community-based organization in the Salem-Keizer area, parent-child interaction and kindergarten transition activities are offered to Spanish-speaking children and caregivers in multiple structured and unstructured formats. The NE Salem site offers a cohort of 20 three-to-five-year-olds and their caregivers the opportunity to participate in [Reggio Emilia](#)-inspired activities, centered around our innate desire to learn through interaction and exploration with our social and physical environment. Culturally specific and other developmentally appropriate toys and books and culturally relevant family activities with individualized supports engage parenting family members, while promoting children’s critical thinking and literacy development through experimentation and play.
2. The Cow Creek Band of Umpqua Indian’s Yisima Preschool provides quality evidence-based early childhood programming to tribal parents and children, as well as non-tribal lower income families. Their services focus on parenting education, parent-child interactions, kindergarten transition and tribal language preservation and revitalization activities in a geographical area facing high levels of poverty and lower levels of educational attainment.

ECEF Outcomes

The ECEF program is evaluated every biennium. With this program initially launching in 2020, the Year One PSU evaluation report shared the following:

- Over 3,041 children served;
- Expansion of availability of linguistically appropriate services;
- Successful implementation of culturally specific approaches to engage families including those in virtual learning spaces (due to COVID-19 pandemic).

Birth Through Five Literacy Fund Outcomes

Inputs for Service Delivery	Outcomes & Metrics
Birth Through Five Literacy Plan	
Community Engagement through contracted facilitator, ECEF grantees, and Birth Through Five Literacy Program participants.	<i>Proposed outcomes may expand based on continued community engagement.</i>

Inputs for Service Delivery	Outcomes & Metrics
<p><u>Early Literacy Program Analyst</u>: Coordinate data collection, data analysis, and reporting for the Birth Through Five Literacy Plan and related grant programs.</p> <p><u>Early Literacy Policy Analyst</u>: Programmatic design and management of Birth Through Five Literacy Plan including development of long-range plans, goals, objectives, and milestones.</p>	<p>Outcome 1: Children’s early literacy skill development.</p> <p>Outcome 2: Parent/Caregiver engagement as full partners in children’s literacy development.</p> <p>Outcome 3: Early childhood and early grade shared professional development to promote early literacy.</p>
Kindergarten Readiness Partnership & Innovation	
<p><u>Funding to 16 Early Learning Hubs</u></p> <ul style="list-style-type: none"> • Establishment or expansion of parent engagement activities, including book distribution in multiple languages focused on early literacy development; • Establishment or expansion of Little Free Libraries in communities that have been historically underserved; • Establishment or expansion of regional partnerships to increase access to books. <p><i>Activities will vary depending on community need.</i></p>	<p>Metrics will vary depending on each Hubs’ proposed use of funding based on community need. This data will be collected through Hubs’ quarterly reports.</p> <p><u>Metric 1</u>: Number of families participating in family engagement events or activities.</p> <p><u>Metric 2</u>: Number of families receiving early literacy resources and materials.</p> <p><u>Metric 3</u>: Number of educators participating in early literacy development trainings.</p> <p><u>Metric 4</u>: Number of early literacy trainings offered.</p> <p><u>Metric 5</u>: Number of early literacy resources and materials distributed.</p>
Birth Through Five Literacy Program	
<p><u>Application for Funding to ECEF grantees and eligible applicants</u></p> <ul style="list-style-type: none"> • Early literacy resources and materials development and distribution • Culturally relevant early literacy training and professional development • Community engagement activities to identify community-specific gaps in early literacy activities to further inform the 2024 Birth Through Five Literacy plan. 	<p>Metrics will vary depending on each organizations’ proposed use of funding based on community need. This data will be collected through grantee’s monthly reports.</p> <p><u>Metric 1</u>: Number of families participating in early literacy engagement activities or receiving early literacy resources.</p> <p><u>Metric 2</u>: Number of educators receiving culturally relevant, developmentally appropriate early literacy training.</p> <p><u>Metric 3</u>: Number of early literacy trainings offered.</p>

Inputs for Service Delivery	Outcomes & Metrics
<p><i>Activities will vary by grantee based on application.</i></p>	<p><u>Metric 4</u>: Number of early literacy family engagement activities held.</p> <p><u>Metric 5</u>: Number of culturally relevant early literacy resources distributed.</p> <p>PSU is in the process of developing Outcome and Satisfaction Tools for the ECEF program that may be leveraged for the Birth Through Five Literacy program.</p>

Work Plan for Birth Through Five Literacy Fund

Timeline	Activities
July 2023	HB 3198 passes
July - December 2023	Partner with ODE and Governor’s Office for engagement with sovereign tribal nations through Government-to-Government Education Cluster consultation. External partner engagement through existing tables and review of engagement feedback and analysis from the past two years leading to the standup of DELC. Alignment with Raise Up Oregon system goals.
December - January 2023	DELC submits plan by HB 3198 deadline in budget note: requests funding limitation from Legislature
February - March 2024	<ul style="list-style-type: none"> • Short session: funding limitation requires legislative approval • Onboarding Early Literacy Specialists (2 positions) • Administrative rulemaking and RFA development
March - June 2024	<ul style="list-style-type: none"> • Release RFA for new and existing ECEF grantees • Amend Hub grant agreements to include increases in KPI • Select and award ECEF grantees • Share previously identified key goals and themes for feedback, including alignment with Raise Up Oregon 2.0 • Targeted community engagement, focused on families from communities that have been historically underserved and partnering with the Tribal Nations to identify additional early literacy needs and goals that will promote and celebrate culture and (where applicable) bi/multilingual literacy development. • Begin to update Early Learning & Kindergarten Guidelines (ELKG) • Adopt administrative rules for Birth Through Five Literacy program
July - October 2024	Complete analysis and identify further opportunities for expansion based on community engagement and data reported from KPI and ECEF grantees
December 2024	DELC submits the 2024 Birth Through Five Literacy Plan, including any additional gaps and recommendations for additional investment.

Community Grant



Budget Note:

“The Department of Education is directed to develop an early literacy success community grant program. The purpose of the grant program is to provide supports to parents and caregivers for early literacy outside of the school setting, and to develop and expand language revitalization efforts by federally recognized Indian tribes in Oregon. The grant program should include a noncompetitive set-aside in the in the Early Literacy Success Community Grant Fund. Remaining funds should be prioritized for programs that engage parents and children from birth through grade five in early literacy activities and provide high-dosage tutoring and/or training for tutors. The Department is encouraged to consider ways to leverage existing Statewide Student Success Plans in its grant program, and to recommend expenditures from the Early Literacy Success Community Grant Fund to implement the plan.

The Department shall report to the Legislature on its plan and funding recommendations no later than December 30, 2023. After approval of the plan for the early literacy success community grant program, the Legislature may provide Other Funds expenditure limitation from the Statewide Education Initiatives Account of up to \$9,999,999 for grants from the Early Literacy Success Community Grant Fund.”

Source: [HB 3198 Budget Note](#), p. 3-4.

The Early Literacy Community Success Grant (\$10 million) program, administered by the Oregon Department of Education (ODE) is intended to strengthen and expand community-based services, supports for parents as their children’s first teachers, and sovereign tribal nations to support and sustain indigenous language development.

The Early Literacy Community Success Grant Fund currently has a \$1 statutory appropriation. ODE will require a \$10 million limitation increase to implement the grant program, which is subject to plan approval. ODE’s plan separates the grant funds into two programs: Early Literacy Tribal Grants (\$2 million) and Early Literacy Community Grants (\$8 million).

Early Literacy Tribal Grant | \$2 million

Early Literacy Tribal grants will be a subset of the Community Grants described in HB 3198 and are intended to operationalize the budget note directive to establish a noncompetitive set-aside. The concept of an Early Literacy Tribal grant is the result of a nearly year-long consultation with the nine federally recognized tribal governments in Oregon through government-to-government engagement. In accordance with this consultation, ODE anticipates equally distributing \$2,000,000 to each of the nine tribes to support early literacy and language revitalization. More specifically, each tribe will receive \$220,000 with \$20,000 for administrative purposes.

The Community Grant and Early Literacy Tribal Grant will be administered in accordance with the legislation, which describes the intent to have these resources:

- Expand culturally and linguistically responsive early literacy programs by encouraging family and caregiver engagement and providing research-aligned professional training and coaching for direct service staff in early literacy.
- Develop and implement programs that engage parents and children in in early literacy
- Provide high-dosage tutoring and training to tutors to qualify them for instruction in a manner consistent with research-aligned strategies.
- Expand and develop language revitalization efforts by federally recognized tribes.

Each Tribe will develop a Project Plan identifying how funds will be utilized in support of Early Literacy and Language revitalization. ODE’s Office of Indian Education (OIE) in partnership with tribal governments will provide technical assistance and develop resources for Native communities to increase Early Literacy efforts within Tribes. Funds may be used for the purposes above and to build momentum and capacity to strengthen belonging and literacy instruction aimed at transitioning children into elementary school proficient in reading and writing in one or more languages.

Outcomes

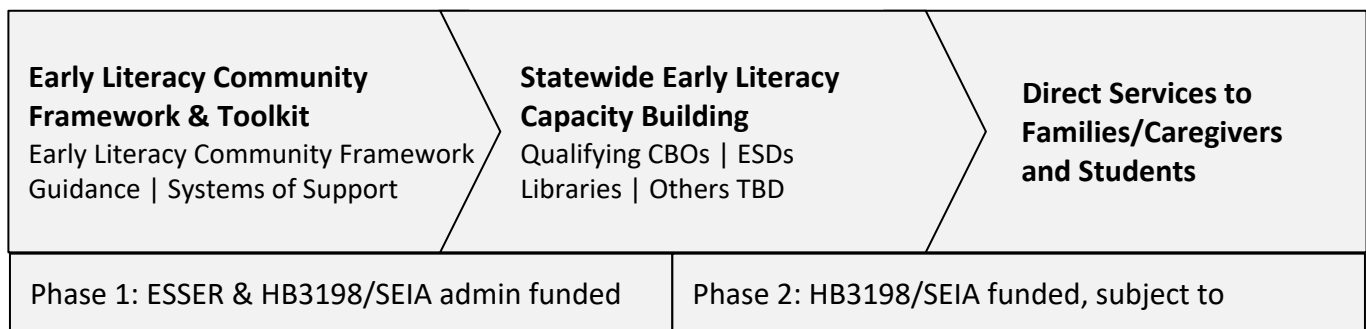
Inputs for Service Delivery	Outcomes & Indicators
<p>ODE cross-agency coordination between the Early Literacy Tribal Grant and implementation of the American Indian/Alaska Native (AI/AN) Student Success Plan, which contains early literacy and language goals.</p> <p>ODE OIE FTE: 1 Education Specialist FTE and 1 PA4 who will facilitate the process, provide grant administration, technical assistance, and framework for inclusion in the ODE cross-agency Early Literacy Success.</p> <p>Submission of individual Tribal Project Plans, Release of Funds, Reporting, and Evaluation.</p>	<p>Outcomes and indicators will build from the AI/AN Student Success Plan goals associated with Early Literacy efforts and connections and work towards language development and revitalization, including culturally responsive books, literacy tutoring programs, literacy professional development, and training for staff and families.</p> <p>Indicators to be determined and outlined in each Tribal Project plan submitted to ODE and include outcomes of the following (non-inclusive):</p> <p><u>Outcome 1</u>: Children’s early literacy skill development</p> <p><u>Outcome 2</u>: Children’s language development</p> <p><u>Outcome 3</u>: Parent/Caregiver/Family engagement as full partners in children’s literacy development</p> <p><u>Outcome 4</u>: Increase access to early literacy support that is research-aligned, culturally responsive, student-centered, and family-centered</p>

Work Plan

Timeline	Activities
July 2023	HB 3198 passes
July-December 2023 <i>Ongoing/continuing</i>	ODE and Governor’s office engagement with tribal nations through government-to-government education cluster consultation
December 2023	ODE submits plan by HB 3198 deadline in the budget note with input from consultation. Requests funding from legislature
December 2023 – February 2024	Hiring of Early Literacy FTE. Onboarding will be ongoing.
February - March 2024	Short session; funding requested requires legislative approval
April 2024	Pending legislative approval, grant agreements sent to tribal nations
June 2024	Tribal Early Literacy Grant Proposals submitted by each Tribal nation; distribution
Jan 2024 - June 2025	ODE develops Indigenous guidance and frameworks to support Tribes and monitoring of grants.

Early Literacy Community Grant | \$8 million

The budget directive calls for ODE to develop a community grant program to support families with early literacy outside of the school setting. After the noncompetitive component for sovereign tribal nations, remaining funds must be directed to prioritize funding for programs that engage families and children from birth through grade three in early literacy activities and provide high-dosage tutoring and training for tutors. ODE anticipates allocating \$8 million for the Early Literacy Community Grant. Due to the funding structures and to achieve the outcomes, the plan is divided into two phases leveraging multiple funding sources to maximize new resources with the Community Grant.



In accordance with the vision that Governor Kotek outlined, the implementation of the Community Grant will be aligned with the implementation of the School Grant and the Birth through Five Plan so

that we build and use consistent reading and writing strategies grounded in decades of research and which are culturally and linguistically responsive.

Phase 1 (August 2023 to March 2024): ODE developed the Oregon Literacy Framework and Playbook that are foundational resources to inform and reinforce culturally responsive practice and reading science as fundamental to children’s literacy and biliteracy development. The Early Literacy Success Initiative School Grant program is directly supporting the implementation of the Oregon Literacy Framework in school districts.

Following that model, ODE will design a corollary tool for communities – the Early Literacy Community Framework and Toolkit. The Community Framework and Toolkit will be implemented with support from the early Literacy Success Initiative Community Grant program. The tool and grant program will address and provide resources for community organizations and the parents/caregivers they work with to support children outside of school hours.

The Community Framework and Toolkit will be developed with a commitment to addressing the needs of student groups that have historically experienced academic disparities as defined by HB3198.² It will aim to give families and communities guidance and support for children’s diverse needs through culturally and linguistically responsive practices while also considering a range of abilities.

Community engagement will inform the design and focus of the Community Framework and Toolkit as well as the grant program. They will address the following, as outlined in HB 3198:

1. Expand culturally and linguistically responsive early literacy programs by encouraging family and caregiver engagement and providing research-aligned professional training and coaching for direct service staff in early literacy.
2. Develop and implement programs that engage parents and children in early literacy.
3. Provide high-dosage tutoring and training to tutors to qualify them for instruction in a manner consistent with research-aligned strategies.

Phase 2 (March 2023 to June 2025): ODE will conduct a statewide Request for Applications process to administer the community grants. The grants will provide additional resources to community organizations to implement the Early Literacy Community Toolkit and Framework. ODE will:

- Facilitate a statewide RFA process for organizations to provide programs and services aligned with the three purposes named above.

²HB3198, Section 1: Student groups that have historically experienced academic disparities means: (a) Economically disadvantaged students, as determined under rules adopted by the State Board of Education; (b) Students from racial or ethnic groups that have historically experienced academic disparities, as determined under rules adopted by the State Board of Education; (c) Students with disabilities; (d) Students who are English language learners; (e) Students who are foster children, as defined in ORS 30.297; (f) Students who are homeless, as determined under rules adopted by the State Board of Education; (g) Students who attend an elementary school that: (A) Is identified for comprehensive support and improvement or for targeted support and improvement under the federal Every Student Succeeds Act (P.L. 114-95, 129 Stat. 1802); or (B) Qualifies for assistance under Title I of the federal Elementary and Secondary Education Act of 1965; or (h) Any other student groups that have historically experienced academic disparities, as determined under rules adopted by the State Board of Education by rule.

- Conduct extensive outreach to raise awareness about the grant opportunity, including a need to provide services statewide. Outreach will be informed by an equity lens which includes geographic, racial/ethnic, cultural, and linguistic diversity; and which address the student populations who historically experienced academic barriers to opportunity. This includes reaching out to culturally specific CBOs, indigenous communities (who may not qualify for Tribal grants), ESDs, and other qualifying organizations across Oregon.
- Provide technical assistance for the organizations to apply and professional development and support to implement the Framework and Toolkit.
- Monitor implementation using multiple measures that may include pre/post data collections, interviews, number of grantee staff trained, number of families/students served by grantees, and number of grantees who have MOUs with districts to coordinate services.

Outcomes

Inputs for Service Delivery	Outcomes & Indicators Where applicable, indicators will be disaggregated by focal student and family groups and geographic representation.
<p>ODE cross-agency leadership coordination with Early Literacy Success Initiative</p> <p>Phase 1</p> <p>4 ODE FTE: 2 Education Specialist FTE and 2 PA4 who will facilitate the process and develop the Framework (Funding: Statewide Education Initiatives Account administrative allocation in HB3198)</p> <p>Contracted support to conduct community engagement with communities represented across Oregon and from focal student groups. Contracting is necessary so community partners can engage in phase 1 without being excluded from the phase 2 RFA. (Funding: ESSER)</p> <p>Phase 2</p> <p>Continued facilitation by 4 ODE FTE (Funding: SEIA administrative allocation in HB 3198)</p> <p>Early Literacy Success Community Grant (Funding: \$8 million in HB 3198, pending release of the limitation)</p>	<p><u>Outcome 1:</u> Build the capacity of CBOs, indigenous communities, ESDs, libraries, and other qualifying organizations across Oregon to effectively engage families in early literacy development.</p> <p>Indicators will include developing the Early Literacy Community Toolkit, number of organization members trained, and representation of trainees.</p> <p><u>Outcome 2:</u> Parent/Caregiver engagement as full partners in children’s literacy development</p> <p>Indicators to include pre and post data on the number of grantee staff trained, number of families/students served by grantees, and number of grantees who have MOUs with districts to coordinate services. Indicators will also be developed to assess progress on the readiness of grantees and parents/caregivers to provide literacy supports.</p> <p><u>Outcome 3:</u> Children’s early literacy skill development</p> <p>Indicators to be determined as part of the Toolkit development</p>

Work Plan

Timeline	Activities
July 2023	HB 3198 passes
Phase 1	
August 2023 -January 2024	ODE builds capacity to lead the work (onboards 3 FTE, contracts with an organization for community engagement, establishes temporary rules, and coordinates plan with the Early Literacy Success Initiative)
December 2023 - April 2024	ODE develops the Early Literacy Community Framework and Toolkit informed by community
December 2023	ODE submits plan by HB 3198 deadline in budget note; requests funding from the Legislature Executes contract with Oregon Kitchen Table (OKT) for community engagement
January – March 2024	OKT conducts community engagement in partnership with ODE Short session; funding requested in December report requires legislative approval
Phase 2	
March - July 2024	Pending legislative approval, conducts RFA process and awards grants
July 2024	Grantees begin implementing the Early Literacy Community Framework and Toolkit. ODE will collect feedback from grantees and other community members to inform ongoing refinements to the Framework and Toolkit.