

# Interim Report on HB 4082 (2024)

September 15, 2024



HB 4082 (2024) was passed with bipartisan legislative support in response to the growing need for greater support and opportunities for Oregon students in the wake of the pandemic. The legislation required a progress report in September 2024; this update fulfills that requirement while the Oregon Department of Education prepares a final report/study for December 2024. The December report will provide recommendations based on input from education partners, and thanks to the leadership from a workgroup and a statewide Summit of summer and afterschool learning partners.

## HB 4082 created two opportunities for Oregon:

**1) Substantial new investment in summer learning:** In 2024, \$30 million was allocated to school districts and their partnerships with community-based organizations (CBOs), sovereign tribal nations, local governments, and more. Administered by the Oregon Department of Education (ODE), this state investment is inspired by the Oregon 21<sup>st</sup> Century Community Learning Center Grant, a federal program that invests approximately \$11 million annually to serve over 19,000 Oregon students through district and community partnerships. Unlike many programs, this grant has undergone rigorous independent evaluations to demonstrate effectiveness and was designed to address educational disparities by building a network of high-quality afterschool and summer programs.<sup>1</sup> These programs integrate academic excellence with holistic youth development, fostering students' academic, social-emotional, and personal growth in safe, supportive, and empowering environments.

➤ What to expect in the December report: The final report will analyze the summer learning programs funded under HB 4082 in 2024, evaluating strengths and areas for improvement to inform final recommendations. It will provide insights into the characteristics of the 66 grant recipients, including the types of organizations funded and their partnerships, as well as the total number of students, demographic distributions, and grade levels served. Key program elements, such as student activities, partnerships, and program duration will be highlighted. Additionally, the report will assess overall impact, including student perceptions, indicators of academic growth, successes, and challenges. Program data will be available to ODE by mid-late November and incorporated into the final study to deepen understanding of outcomes and guide future improvements.

**2) Long-term plan and vision for sustainable summer and afterschool learning investments:** A comprehensive plan and vision for sustainable investments is being developed through a collaborative process with education partners. This plan and vision have been in development with a workgroup of partners representing school districts, education service districts (ESDs), community organizations and statewide associations, educator workforce, and sovereign tribal nations. Additionally, the workgroup is complemented by a statewide Summit of summer and afterschool learning providers who convened on August 15, 2024, to review and provide input on preliminary recommendations that will inform the final recommendations and study in December 2024.

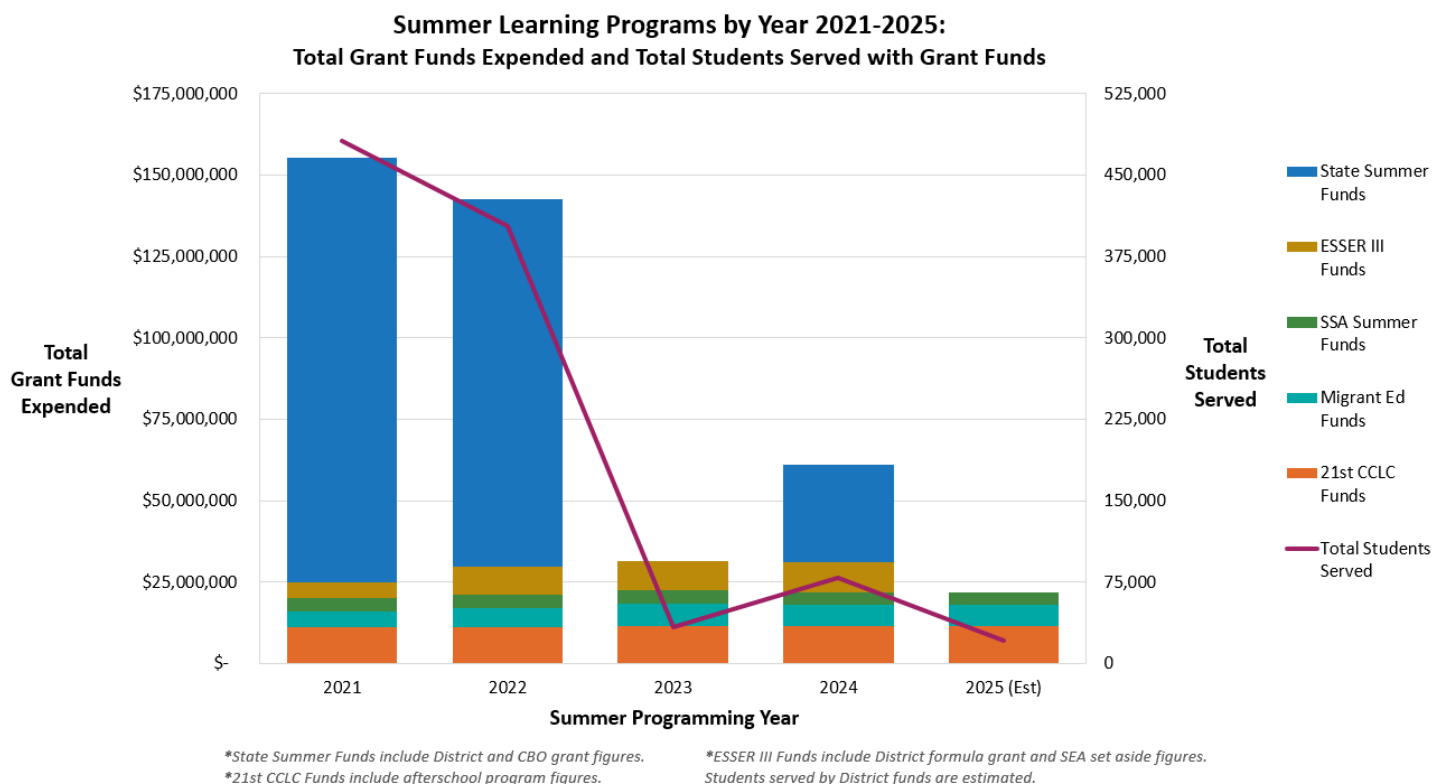
➤ What to expect in the December report: Key findings and recommendations to address critical areas such as equitable access to summer and afterschool programs, sustainable funding, streamlined grant administration, program quality and oversight, and incentivizing partnerships. These issues were identified as the topics of study in HB 4082.

## High-Quality Outcomes for students depend on High-Quality Programs. High-Quality Programs depend on High-Quality Conditions.

In the research review conducted for the final report to be submitted later this year, it is clear that high-quality summer programs are reliant on upon high-quality conditions which can be fostered by State systems. The research indicates that key features of high-quality conditions include providing summer learning providers predictable and stable funding to build, prepare, and retain a workforce that is culturally and linguistically reflective of Oregon’s student population and trained in delivery of high-quality programs.<sup>ii</sup> Additionally, high-quality summer programs begin planning in the fall. This has been difficult under Oregon’s legislative and budget timelines, which often put decisions related to funding just weeks before summer programs are set to start. Additionally, while one-time federal pandemic relief (Elementary and Secondary School Emergency Relief Fund or ESSER) dollars offered significant opportunity for Oregon students; the expiration of these resources has been met with ongoing student needs.

### Snapshot of State Investments in Summer Learning

Until 2021, the State of Oregon had invested a small portion of funds in summer learning through the Student Success Act (2019). Starting in 2021, the ESSER funds afforded opportunities for Oregon to invest \$200 million in summer learning through school districts, public charter schools, education service districts, and community organizations, including tribal entities. The subsequent year, the State’s investment was \$150 million. In 2023, however, no large-scale state funding was provided as federal one-time resources became more limited, leading many districts, community-based organizations, and other partners to cut or reduce the summer programming previously offered. In 2024, the Legislature funded a \$30 million investment in statewide access to summer learning programs. In totality, while we’ve increased investments in summer learning, these investments have not provided partners who serve students with stable and predictable funding.



## Summary of Barriers & Opportunities Related to Summer & Afterschool Learning

HB 4082 identified specific areas for study by ODE to address known barriers, as well as opportunities to build on Oregon's strengths and develop solutions. This section provides an overview of the barriers; recommendations are currently being reviewed with workgroup members and other community leaders in summer and afterschool learning networks in Oregon. These will be shared in the December report.

### 1. Equitable Access to Programs

**Barriers:** High-quality afterschool and summer programming is a proven, effective resource essential to expand learning opportunities to support students' academic and developmental growth and achievement. Despite local, state, and federal investments, significant gaps remain, leading to inequitable access to high-quality expanded learning programs for Oregon students. Creating access requires understanding which youth are, and are not, served by these programs and identifying the barriers to their participation and success.

**Why this matters:** Equitable access to afterschool and summer learning programs is critical for closing opportunity gaps and ensuring that all students have the chance to engage in meaningful learning experiences outside regular school hours. Lack of funding and resources contribute to providers struggling to know how many staff to hire and challenges their ability to sustain programs year after year. This leads to a lack of awareness among families about what afterschool or summer programming is available and whether these programs offer culturally affirming services that reflect the strengths, needs, dreams, and assets of the community. This inconsistency also hampers the development of deep, meaningful partnerships within communities which is key to strengthening the quality of the program. Moreover, even when programs are available, transportation may not be, and funding for transportation often competes with other program needs, reducing the number of available spots or the quality of offerings.

### 2. Funding Mechanisms

**Barriers:** Currently, Oregon's funding landscape for afterschool and summer learning programs is fragmented and insufficient. This results in variability in program availability, quality, and sustainability. Many programs rely on short-term grants and inconsistent funding sources, making it difficult to plan long-term, maintain staff, and build lasting community partnerships. Without stable, flexible, and predictable funding mechanisms, programs struggle to meet the diverse needs of youth.

**Why this matters:** Stable, flexible, and predictable funding mechanisms are essential for the success of afterschool and summer learning programs.<sup>iii</sup> By addressing the identified barriers and implementing the proposed solutions, Oregon can create a more equitable and sustainable funding landscape that supports long-term success for its expanded learning initiatives.

### 3. Grant Design and Administration

**Barriers:** Designing and administering a state grant program for afterschool and summer learning requires establishing clear, impactful best practices to ensure consistency, fairness, and effectiveness. Key areas include timing, application process, insurance requirements, technical assistance, data collection, standards for reporting and data systems to communicate impact to policymakers and streamlining grant processes to reduce administrative burdens while maintaining high levels of accountability. The insurance requirements for CBOs are a significant barrier

to running or supporting a program, since they face challenges in securing appropriate coverage due to high costs and stringent requirements. Additionally, the timing of fund disbursements complicates the contracting process, further hindering CBOs' ability to meet insurance requirements. CBOs and sovereign tribal nations do not benefit from operational funding from the State in the way that local governments including school districts do, leading to barriers with cash flow and infrastructure that make reimbursement-based grants particularly challenging for them.

Why this matters: A well-designed state grant program ensures that funds are distributed efficiently and equitably, maximizing their impact on youth. By standardizing best practices, the program streamlines the application and review process. This reduces administrative burdens allowing grantees, including CBOs, school districts, ESDs, and Tribes to focus on delivering high-quality, student-centered programs. Effective data collection and reporting standards enhance transparency and accountability while balancing the capacity of grantees. Comprehensive technical assistance ensures that all partners understand grant requirements and processes, making participation more accessible. Addressing insurance challenges and eliminating reimbursement-based grants supports broader participation, particularly by smaller organizations. Prioritizing partnerships and allowing adequate time for collaboration before application deadlines strengthens the educational ecosystem, ensuring that state grants promote inclusivity, address disparities, and support the entire education system effectively.

#### 4. Program Quality and Oversight Standards

Defining program quality is essential to ensure all Oregon youth have access to equitable and effective learning programs. Currently, program quality standards and oversight mechanisms vary widely across funding sources due to fragmentation in State investment streams and varied program goals, contributing to inconsistencies in how programs are implemented and assessed. It is crucial to distinguish between compliance requirements—regulatory conditions that programs must meet—and broader quality indicators, which reflect best practices in delivering high-quality programming.

##### **Oversight Standards (Compliance) vs. Program Quality**

Compliance requirements are specific, measurable, and non-negotiable conditions that programs must meet to receive, or sustain, funding. For example, HB 4082 mandates a minimum of 80 program hours for State Summer Learning Grants. This is a clear compliance item: it ensures students have adequate access to learning opportunities. However, this does not inherently measure program quality. Program quality, on the other hand, is broader and often more subjective. It encompasses elements such as creating a warm, inclusive environment, fostering positive relationships, and offering enriching experiences that meet the developmental needs of students. These aspects of quality are not always captured by compliance checklists but are crucial for the program's effectiveness. For instance, a program could meet the 80-hour requirement (compliance) but still fall short of providing a nurturing, engaging environment (quality).

Why this matters: High-quality programs foster safe spaces, support academic and social-emotional development, and provide enrichment opportunities that may otherwise be unavailable. By maintaining high standards, programs across the state can offer equitable learning experiences, regardless of location or provider. Separating compliance from continuous quality improvement allows programs to meet essential regulations while fostering a culture of growth. Compliance ensures adherence to federal and state regulations, which are often binary. Quality improvement, however, is an ongoing process, encouraging programs to reflect, adapt, and evolve to meet the strengths and needs of their communities. This dual approach ensures programs meet both regulatory requirements and achieve long-term success through continuous improvement.

## 5. Outcomes and Metrics

**Barriers:** Outcomes and metrics are essential for assessing the effectiveness and impact of afterschool and summer learning programs. The challenge lies in developing a consistent and comprehensive framework that can be applied across various programs while recognizing their unique contexts and goals. Differentiating between program quality standards and overall program effectiveness is crucial. Program quality assessment tools focus on the criteria and standards used to evaluate the quality of program implementation, whereas program evaluation encompasses both process evaluations (assessing whether a program is implemented as intended) and outcomes evaluations (assessing the program's success in reaching its goals and impacting participants). By clearly separating these components, we can ensure that programs meet essential targets while fostering a culture of growth and reflection. This approach supports programs in becoming high-quality, adaptive, and responsive to the needs of the communities they serve, ensuring long-term success and impact.

**Why this matters:** Defining clear outcomes and metrics allows for the systematic measurement of program success and areas for improvement. High-quality programs should continuously adapt based on feedback and data, ensuring they meet the evolving needs of students and communities. Effective metrics provide a roadmap for assessing academic progress, social-emotional development, and the equitable distribution of program benefits. Furthermore, reliable data supports transparency, accountability, and informed decision-making, which are crucial for sustained funding and community trust.

## 6. Incentivizing Partnerships

**Barriers:** Building strong partnerships between various educational entities and community organizations is critical for creating comprehensive and effective learning and enrichment programs. However, developing these relationships takes time and trust, which can be challenging to establish within short time frames.

**Why this matters:** Effective partnerships between schools, districts, CBOs, Tribes, and other community organizations can create a collective impact that no single entity could achieve alone. These collaborations enable the sharing of resources, expertise, and community connections, particularly with caring adults who play a vital role in student development. By working together, programs can provide more tailored, holistic support for students, addressing both academic and social-emotional needs. Incentivizing partnerships ensures that programs are co-designed with input from all stakeholders, leading to stronger, more sustainable outcomes. The impact of such partnerships extends beyond what any one system can provide, fostering a more connected and resilient educational ecosystem.



Phoenix-Talent SD partnership with Talent Maker City for hands-on STEAM lessons, Summer 2024



## Timeline and Phases of the Study

### Phase 1: Formation of HB 4082 Workgroup, Inventory of Summer/Afterschool Learning Investments, and Research Review (April – May 2024)

The HB 4082 Workgroup convened by ODE kicked off in April 2024, including representatives from school districts, education service districts, community organizations and statewide associations, philanthropy, sovereign tribal nations, local government, and state agencies.

ODE conducted an inventory of state agency-administered summer and afterschool learning grants across four agencies. This included identifying funding streams, program goals, requirements, and students served. Additionally, ODE conducted a literature review of research-based and evidence-based practices in afterschool and summer learning, focusing on strategies that have demonstrated success in improving educational outcomes.

### Phase 2: HB 4082 Workgroup Meetings and Recommendation Formation (May – July 2024)

HB 4082 Workgroup meetings defined key focus areas, including equitable access, funding mechanisms, grant administration, effective grant oversight, program quality, and partnership incentives. The workgroup identified barriers, opportunities, promising practices, and developed key questions and draft recommendations for broader input from a diverse group of summer and afterschool learning providers, funders, and program administrators. These questions and recommendations informed content for a statewide Summit, which was co-planned by several workgroup leaders. Additionally, this phase included the drafting of initial program effectiveness metrics for further refinement and input.

### Phase 3: Statewide Afterschool and Summer Learning Summit (August 2024)

HB 4082 Workgroup recommendations were shared with over 130 attendees representing summer and afterschool learning providers, funders, legislators, and more at a statewide Summit in Eugene, Oregon. The Summit included presentations from state and national leaders and experts, as well as a review of draft recommendations with opportunities for input. This Summit was sponsored by Oregon Community Foundation (OCF) and Gray Family Foundation and co-planned with Oregon Governor Tina Kotek, OCF, ODE, Oregon ASK, Project Youth Plus, Coalition of Oregon School Administrators, Oregon State University Extension Service, Mt. Angel School District, Foundations for a Better Oregon, and the Oregon Alliance of YMCAs.

### Phase 4: Analysis of 2024 Summer Learning Investment (September – November 2024)

*Progress Report due to Legislature, September 15, 2024*

Since grantees have until this fall to submit data from the 2024 investment, ODE will conduct a detailed analysis once all data is submitted and verified, focusing on outcomes, successes, and challenges for inclusion in the final report.

### Phase 5: Finalized Comprehensive Study (December 2024)

*Final Report due to Legislature, December 2024*

The comprehensive study will be finalized based on the HB 4082 Workgroup recommendations and the analysis of the 2024 summer implementation. It will also incorporate input from the statewide Summit.

## Acknowledgements & Appreciations

This interim report, and the final study to come, were made possible through the collaboration of the HB 4082 Workgroup; Summer and Afterschool Summit co-planners, presenters, facilitators, and attendees; and the invaluable contributions of many others. We extend our sincere gratitude to the HB 4082 Workgroup members, summer program staff, students, educators, caregivers, Tribes, sovereign tribal nations, CBOs, and out-of-school time leaders across Oregon.

Special thanks to Mashona Council of Council Consulting, OregonASK, Oregon Community Foundation, the National Summer Learning Association (NSLA), the Council of Chief State School Officers (CCSSO), and state education agency leaders nationwide. State education agencies in Michigan and New Mexico have also been critical partners from which we have shared learnings and guidance.

### HB 4082 Workgroup Members

<b>Name</b>	<b>Organization</b>	<b>Title</b>
Belle Cantor	Oregon Community Foundation	Program Officer for Education
Celeste Janssen	Oregon 4H	Youth Development Research Coordinator
Dan Sterns	Klamath County School District	High School Teacher
Daniella Avila	Project Youth	Development Manager
Dr. Creighton Helms	Gervais School District	Assistant Superintendent
Jessica Brenden	Mt Angel School District	Principal
Jonathan Fost	Columbia Gorge ESD	Special Programs Director
Julie Bettles	The Klamath Tribes	Education Director
Marisa Fink	Oregon YMCA	Executive Director
Maya Rabasa	Eugene School District	School Board Member
Meghan Nilsen	Baker School District	Licensed Educator
Melissa Hicks	Self Enhancement Inc.	Promise Neighborhood Initiative Director
Parasa Chanramy	Coalition of Oregon School Administrators	Legislative Director
Scott Carpenter	La Grande School District	Assistant Superintendent
Sidonia Simpson	Multnomah Education Service District	School Administrator
Susan Rowe	Oregon State University	Director of Pre College Programs
Tricia Mooney	Hermiston School District	Superintendent
Walter Rodriguez	Multnomah County SUN	Site Manager
Whitney Grubbs	Foundations for a Better Oregon	Executive Director
Abraham Magana	Youth Development Oregon	Grant Manager and Operations Analyst
Doug Denning	Higher Education Coordinating Commission	Oregon Youth Works Board Director
Lauren Sigman	Dept. of Early Learning and Care	Policy Analyst



Gervais School District, Summer 2024

## References

- 
- <sup>i</sup> School Year [2020-21 Evaluation brief](#); [2021-22 brief](#); summary [presentation](#) from ODE to legislature, Sept. 2023.
- <sup>ii</sup> McCombs, J, Whitaker, A., Yoo, P. “[The Value of Out-of-School Time Programs](#).” Aug. 2023. RAND Corporation; “[Recognizing the Role of Research and Evidence: What does the research say about afterschool and summer programming](#).” July 2021. American Institute of Research; American Institutes for Research (2019), Osher et al. (2018); 2 Anderson-Butcher (2010); American Institutes for Research (2019), Osher et al. (2018); 2 Anderson-Butcher (2010).
- <sup>iii</sup> Ibid.