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1 SIGNIFICANCE

1.1 Introduction

1.1.1 Learning to Read

Most people would agree that reading is the foundation for all learning. Children who learn to read and read well have an advantage throughout school. Children who fail to learn to read or do not read well are faced with serious challenges, and those challenges increase as children enter the middle and high school grades. Middle and high school students with poor reading skills have difficulty in all subject areas, not just reading. Thus, if children do not learn to read well, they are handicapped throughout school and, most often, throughout life.

There is a distinct advantage to learning how to read early in a child's schooling. Research shows that those few years are critical to the learning to read process. For example, Juel (1988) reports that in her study, most children who were reading substantially below grade level at the end of the first grade seldom caught up. Further, she cites data from Sweden (Lundberg, 1984) and New Zealand (Clay, 1979) suggesting that regardless of children's age or language or the instructional method used, "a child who does poorly in reading in the first year is likely to continue to do

Currently there is a resurgence of interest and attention in the U. S. on early reading success, summarized in the National Research Council's book, Preventing Reading Difficulties in Young Children, (Snow, Burns, & Griffin, 1998). In response to this interest and attention, many states have initiated educational reform programs with the goal of ensuring that all young children read on grade level by the end of the third grade. In the last few years, several states have undertaken the important leadership necessary to ensure early reading success for all children. Utah is among those states.

1.2 Utah's Changing Demographics and Reading

The prevailing external view of Utah is that of a traditional culture with a white, homogeneous, conservative population. This view is bolstered by the fact that State test scores in reading place Utah students around the 50th percentile in the nation. When most people consider areas of the country that need extra help and resources in education, Utah is not an area that immediately comes to mind. However, Utah has always had geographic pockets in which students are seriously at-risk for academic failure.

As an example, in the Salt Lake City school district, one-third of all students live in single parent households. One-third of the students do not start and finish the year at the same school. Some classrooms have a 100 percent mobility—not a single child from the beginning of the year is still there at the end of the year. Half of all students live at or below the federal poverty line. Students speak 82 different first languages. In one classroom of 35 students, there were 17 languages represented.

In southeastern Utah, San Juan County is the most rural and remote district in the State. The poverty rate for San Juan's Native Americans is 59%. Over 60% of the district's students are enrolled in the free or reduced lunch program. A recent assessment and analysis of San Juan School District revealed that 50% of all students

in the district have limited English proficiency. Thus, two primary factors put Southeastern Utah's population seriously at-risk: 1) an isolated, rural geographical area with a paucity of support services, and 2) a high percentage of residents living below the poverty level.

The most recent data collected from the Utah Local Education Agencies (LEAs) indicate that in 1999, Utah schools are serving 38,286 students who are Limited English Proficient (LEP). This is an increase of 2,983 students from 1998. Of these LEP students, 59% are children whose home language is Spanish and 11% are from homes where Navajo or Ute is the first language. The highest percentage of LEP students reside in four of Utah's forty school districts, one urban, one suburban and two quite rural. These districts are San Juan, Ogden, Granite and Duchesne. Three of these districts will be eligible to apply for REA subgrants. The challenges we face in teaching reading to children whose primary language is other than English are many. It is difficult to find or develop teachers with extensive knowledge of Spanish or Navajo who also have expertise in literacy instruction. We recognize that we must create opportunities to prepare teachers in effective strategies for teaching reading, and also assisting, at the appropriate time, the acquisition of the English language and English reading skills.

The demographics of Utah are changing fast. Utah, like many of its neighbor states, is diversifying at a rate unparalleled in its history. Immigration from Central America and Asia, along with migration patterns within the U. S., have led to a consistently growing rate of minorities living in Utah.

National Assessment of Educational Progress (NAEP) data indicate that, since 1992, the percentage of minority fourth-graders in Utah has grown from 14% to 22%. Many schools have a 60 to 70% transciency rate, some inner city urban schools are above 80%. The State now has two communities that meet empowerment zone/enterprise status.

Since 1992, average reading test scores on NAEP have declined. Utah was ranked 15th in the nation in terms of their reading scores in 1992. By 1998, that ranking had decreased to 27th. Rural students have suffered a 10 point drop in performance between 1992 and 1998. Performance by Hispanic students has steadily declined from 1992 to 1998, with a similar pattern for other minority populations.

In the 1998 NAEP report, the majority of states either raised their reading scores or maintained them. The exceptions were Wyoming, the District of Columbia and Utah.

Utah values and celebrates the increased diversity within the State and the rich cultural traditions that diversity brings. The State educational system is currently struggling to change its status-quo, one-size-fits-all system. We want to meet the varied and individual interests and needs of all our children.

1.3 Providing, Building and Expanding Existing Services

Concerned about the decline in reading test scores, the Utah State Board of Education used the Strategic Planning Act for Educational Excellence as a framework for reexamining existing services for Utah children.

1.3.1 Framework for Reform in Utah

All State initiatives including the development, revision and implementation of content and performance standards, State-developed and/or required assessments, integration of technology, early childhood programs, family literacy programs, State-developed and delivered professional development programs, and the allocation of supplementary funds, must be purposefully and carefully aligned with Utah's Strategic Planning Act for Educational Excellence.

The following strategies direct and shape all efforts to carry the Strategic Plan forward:

- We will redesign the educational system, its organization, laws and funding formulas, including removing State and local barriers, to achieve our mission and objectives.
- We will develop a world-class curriculum that enables students to successfully compete in a global society.
- We will energize our public education system by attracting and retaining educators from among our best and brightest citizens through an aggressive plan to elevate its stature as a profession and compensate in a competitive way.
- We will empower each school to create its own vision and plan to achieve results consistent with the mission and objectives of Utah public education.
- We will create the environment and provide the training necessary for school communities to achieve their mission.
- We will employ technology to restructure and improve the teaching/learning process and its delivery.
- We will install an assessment information retrieval system that will provide students, parents and educators with reliable, useful and timely data on the progress of each student.
- We will personalize education for each student.
- We will support research and development throughout the system with emphasis on initiatives at the local school level.
- We will expand and strengthen school/business partnerships that support our mission.

The Utah State Board of Education is using several strategies to improve the quality of reading instruction in the State. One set of actions involves developing high standards in reading and designing appropriate instruments to assess the extent to which students meet the standards. Another set of activities involves increased funding for schools with high poverty rates. A third set of activities involves focusing funds and other resources to improve reading achievement.

1.3.2 Standards, Assessment, and the Core

New standards and assessment measures in reading have been and are being developed in Utah to meet the changing knowledge base about curriculum, instruction, and assessment. For one, in an effort to help kindergarten teachers determine instructional priorities, the 1997 Utah Legislature mandated that a

kindergarten assessment be administered to all children as they enter school. The test measures four emergent literacy skills—phonemic awareness, alphabetic knowledge and principles, concepts of print and comprehension (see Appendix 1). It is designed to be an informal measure with important diagnostic information teachers can use as they plan and implement their instructional program. A post-test has been designed to measure student growth in the same four emergent literacy skills areas.

Second, a State reading assessment committee was formed to rewrite the State-constructed criterion-referenced tests (CRTs). Beginning in the spring of 1999, these new CRTs will be administered, grades 1-6, in all Utah schools. For the purposes of this grant, these State-level assessments will be used to measure student performance (see Appendix 1).

As well, Utah is currently reexamining the 1996 Utah K-6 Language Arts Core Curriculum in light of scientifically based reading research. House Bill 33 mandates an external evaluation of the current reading core curriculum, content standards, objectives, and assessments (see Appendix 2). This evaluation, due in November, will assist in updating the core by determining where changes need to be made to improve the standards and objectives for increased academic achievement.

1.3.3 Increasing Funding Levels

Additional funding has been provided to schools with substantial populations of students who possess demographic characteristics that place them at risk of school failure. Currently, the 54 schools with the highest percentages of at-risk factors receive funding through Utah's Highly Impacted Schools program. These schools are consistently low performing on both the Stanford Achievement Test and the Utah CRTs. The infusion of additional funds has had a positive impact on the achievement of students in many schools. Unfortunately, in schools that have not used the funds to assist them with the implementation of research-based strategies, we have seen no student gains.

Deliberate steps have been taken to encourage Highly Impacted Schools to use their funds in ways that are based on actual student need, facilitate the implementation of research-based practice, are integrated with Title I and other resources, and focus on the improvement of student educational outcomes. Initial efforts in this area have proven fruitful. Twenty-nine of the 54 schools have begun implementation of research-based programs for the improvement of reading. Programs adopted have included strong emphasis on professional development and coordination of multiple funding sources. The resources are far from sufficient and the effort to improve instruction in Utah's at-risk schools must be sustained. However, we have early evidence that through persistence and support, we can influence schools to re-examine their practices and commit to reform efforts.

Recently, substantial amounts of money were targeted towards at-risk schools for activities such as reducing teacher-student ratio, providing teachers with English-as-a-second-language instruction and funding before and after school programs. But, schools continue to struggle to improve reading achievement.

1.3.4 Professional Development in Reading

In 1996 additional funds and resources were focused on reaching achievement and the professional development of teachers of reading. Toward this end, the USOE

began a partnership with teacher training institutions and local districts to develop and coordinate professional development efforts in reading. From the beginning, the professional development model for improving reading instruction focused on building local capacity through universities, school districts, and rural, regional service centers. The model required the five teacher training institutions to examine and analyze existing reading programs and collaborate on the development of reading credentials at the undergraduate and graduate levels. Also, a common body of knowledge was identified and recommended for undergraduate and graduate reading courses throughout the State. This work resulted in significant changes in undergraduate preparation in reading as well as the development of reading and reading specialist endorsements.

To provide services available to larger, urban districts, the 26 rural school districts in Utah were divided into four regional service centers several years ago. Each center is governed by a board consisting of the superintendents from the districts served and the center's director. In 1996, the Utah State Legislature funded a reading specialist for each of these service centers. Their primary responsibility is to provide professional development to teachers in the rural areas of the State. They use State inservice funds and Goals 2000 subgrants to assist them in their efforts. These reading specialists will be used to help disseminate information about this grant to rural schools that qualify and will assist in the grant's implementation.

Another aspect of the professional development model was focused on building local capacity through training a cadre of regional and urban district reading specialists. Two graduate classes were offered, one class about scientifically-based reading research and another about professional development for teachers. In the urban and suburban districts the USOE also funded a series of workshops for reading specialists and language arts coordinators so that they could discuss pedagogical issues in reading. This cadre then became a network of reading leaders to share knowledge, support and expertise statewide. This cadre has spawned a second generation of trainers now working with the various partnerships to improve reading instruction.

A final aspect of the professional development model is the development and implementation of exemplary K-3 classroom sites. In this way, teachers throughout the State will have opportunities to see exemplary reading classrooms in action. An onsite coach will work with teachers to help them process what they see during their visit.

1.4 Utah Reads

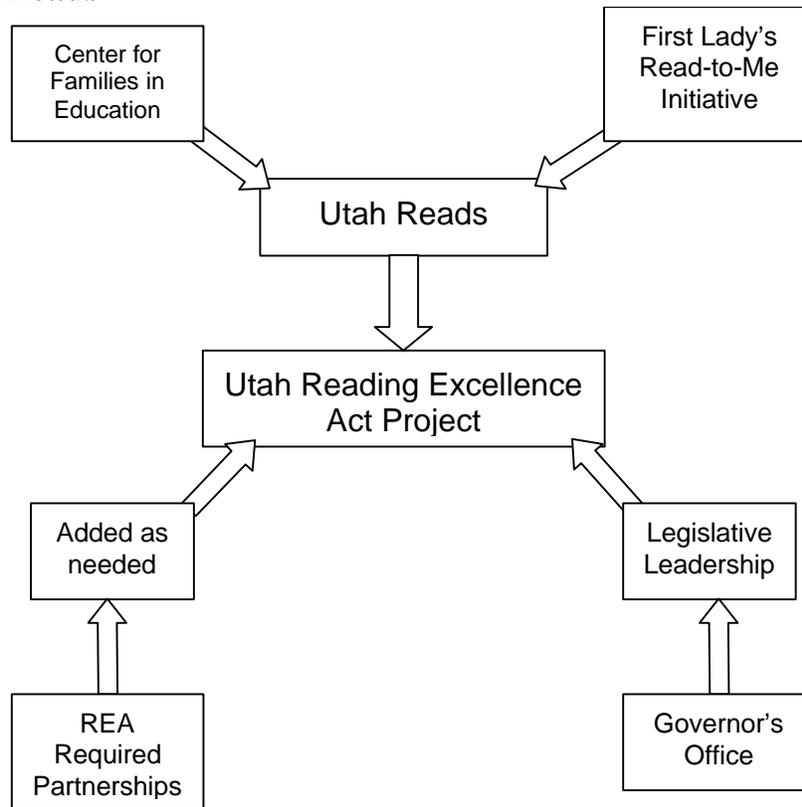


Figure 1. Elements of Utah Reads

At the same time that the State Legislature and the Utah State Office of Education (hereafter referred to as USOE) were working toward reform in the educational system, other individual groups were as well. For example, in the spring of 1998, the Utah Center for Families in Education (see Figure 1) created a special committee to focus on literacy issues. The committee included representatives from over 30 governmental and community agencies and organizations. The purpose of the committee was to establish communication and collaboration among these organizations to improve literacy in the State. Subcommittees were formed to target specific literacy issues that crossed the different agencies.

Simultaneously, the Office of the First Lady launched a “Read to Me” (Figure 1) campaign. The purpose of this campaign is to help parents become aware of the importance of reading to their children. This campaign included the following components: (1) a parent brochure providing information on strategies for reading-aloud with their children; (2) public service announcements about “Read to Me”; (3) establishment of a literacy hotline to provide information and assistance to families; and (4) the development and dispersal of literacy kits for new parents on ways to encourage literacy in young children.

In late 1998, The Governor merged these committees and additional members appointed from his Governor’s Office and the State Superintendent to form Utah Reads (Figure 1). The mission of Utah Reads is to ensure that all children will be reading at or above grade level by the end of third grade.

The Utah Reads Committee consists of the Governor's Office, the State Superintendent and the Utah State Office of Education, and representatives from the Office of the First Lady and the Utah Center for Families in Education. This group will form the Advisory Board of the Utah Reading Excellence Act (REA) Project.

The Board:

- Has assisted in the State plan,
- Will advise on the selection of subgrantees,
- Will assist in the oversight and evaluation of the Utah Reading Excellence Act Project.

Appendix 3 consists of a letter of assurance from the Governor about the existence of the Utah Reads reading and literacy partnership. The Utah REA Project and its resources will become an important component of Utah Reads.

During the recently completed 1999 General Legislative Session, a number of literacy-related bills were passed (see Appendix 2). H.B. 8, Child Literacy Programs, provided for: the establishment of a community volunteer training program to assist schools in implementing literacy programs; information kits to parents of newborn infants on the development of emerging literacy skills; and the public service campaign to educate parents on the importance of emerging reading development. The allocation for these activities was \$250,000. H.B. 312, State Literacy Program, provided for the establishment of a reading achievement program in grades 1-3 and allocated \$5,000,000 to flow to all school districts to assist students most at-risk for reading failure. Finally, \$500,000 of the USOE staff development funds provided for in H.B. 3 were dedicated to the Utah Reads project.

1.5 The Utah Reading Excellence Act Project

The mission of Utah Reads and the Utah REA Project are the same: all children will read on or above grade level by the end of third grade. Central to the vision of the Utah REA Project is the assumption of building local capacity to deal with literacy issues. Toward this end, the Utah REA Project will award subgrants to local educational agencies (LEAs) who effectively demonstrate their commitment to these goals: 1) children will have the readiness skills and support they need in early childhood to learn to read once they enter school; 2) every child will be reading at or above grade level by the end of the third grade; 3) instructional practices of teachers and other instructional support staff will be improved in elementary schools; 4) the number of high quality family literacy programs will be expanded; and 5) additional support will be provided for students having difficulty making the transition from kindergarten to the first grade, particularly students experiencing difficulty with reading skills.

2 PROJECT DESIGN

2.1 Coordination with Similar or Related Efforts and Resources

The implementation of the project presented in this application will involve a commitment from multiple players. Utah Reads, State funded programs dedicated to literacy, and federally funded programs providing assistance to schools to improve reading and literacy outcomes for children, must all come together to ensure that LEAs are given the support they need to successfully design and implement a single, research-based, coherent plan for the improvement of reading. These plans must address the multiple issues that impact the success of literacy programs as well as make organizational sense of often disparate efforts and funding sources. The integration of resources to address the needs of all students is essential to any successful project.

During the development of this grant application, the writing committee has sought and received input from multiple program managers with a literacy focus. Specific sections and programs within the USOE that have contributed in the development of this plan include:

Adult Education	Library Media
Alternative Language Services/Title VII/Bilingual Education	Migrant Education
Early Childhood Education	Parent Resource Centers
Evaluation and Assessment	Reading/Language Arts
Even Start	Special Education
Goals 2000	Title I Part A
Head Start	Title II
Highly Impacted Schools	Title VI
Instructional Technology	Utah Center for Families
Title IX Indian Education	

Representatives from each of these programs have participated in meetings centered on the development of this REA proposal. Program managers of USOE-administered programs with a reading or literacy focus have reviewed and discussed the requirements of this grant and have participated in sessions designed to identify program overlap and duplication. Intent and requirements of all literacy-focused programs have been shared, and the Advisory Group has investigated ways to integrate these programs at the local level.

To help facilitate coordination and integration of programs, the USOE has developed a funding matrix for LEAs to complete as part of their subgrant applications. The funding matrix suggests possible literacy-related resources available to support the development and implementation of a scientifically based research reading improvement/literacy program. (see Table 2). LEAs will be expected to provide information about the existence and current use of literacy related program funding sources that may be channeled toward the goals of the Utah REA Project. In addition, the USOE's Technical Assistance Team will collaborate with managers from

multiple programs. LEAs will examine existing programs and provide technical assistance to strengthen coordination efforts.

Table 2. LEA Coordination & Comprehensive Funding Plan Matrix

Programs	Current Funds	REA Funds	Current Use	Projected Use
Head Start				
Even Start				
Title I				
CSRD				
ALS				
Eisenhower				
Career Ladder				
Community-based				
Class Size Reduction				
State HB 312				
Highly Impacted				
Goals 2000				
Title VII				
LEA				
Others				

As subgrant eligibility is announced and all relevant awards are made, the USOE will organize program managers from all relevant literacy-focused categorical programs. These program managers will work directly with schools and districts to identify continued opportunities for coordination and integration of program components. Particular care will be taken to ensure that State and local programs do not inadvertently impose regulations or expectations that potentially impede the LEAs' and schools' abilities to successfully implement activities appropriate to the grant.

Of the schools expected to be eligible for REA assistance, 31 are schoolwide programs and 18 are Targeted Assistance schools. In several targeted assistance schools, Title I continues to operate as a relatively segregated, often pullout, program. Seven of the now targeted assistance schools are eligible for schoolwide status with poverty levels above the 50% threshold. Should LEAs with eligible schoolwide programs still operating targeted assistance programs receive REA funds, these schools would be strongly encouraged and assisted in the development of schoolwide programs to facilitate coordination of all funding sources. An additional three targeted assistance schools have poverty levels at 48-49%. If LEAs with schools in this category become a recipient of REA subgrants, the USOE preference would be for these schools to submit requests for waivers seeking approval to pursue schoolwide status. Barring this occurring, technical assistance will be provided to these schools to facilitate the development of a single plan that meets the requirements of both the REA and Title I.

The USOE elected not to submit a consolidated Improving America's Schools Act (IASA) plan. Because of this, LEAs do not have the option to submit a consolidated plan. Each Title of the IASA is dealt with individually at both the State and district levels. There is appreciable evidence that cooperation among program managers, at

both the State and local levels, is successful in efforts to coordinate and integrate programs. We recognize that multiple and often redundant program specific requirements are occasionally burdensome and duplicative for LEAs and schools. In an effort to mitigate this circumstance, categorical IASA and State program managers at the USOE level have reviewed existing application and evaluation requirements for funding sources significant to the schools in support of reading and literacy programs. Chief among these programs is Title I, Highly Impacted Schools and Comprehensive School Reform. Under the existing system of management at the USOE, each of these programs requires a separate application and evaluation plan. The interrelationships among these programs and between any of these programs and the REA is exceptional. The USOE staff has committed to streamlining both the application and evaluation requirements. Duplicative pieces among the various programs will be eliminated and both Title I and Highly Impacted Schools programs will accept, with minimal attachments of additional information, completed and approved REA program plans. Schools and LEAs will likewise be expected to use existing funds in the development of a single, well-coordinated and cohesive plan that addresses the implementation of scientifically based reading research strategies and programs. Absolute competitive priority will be given to LEAs that demonstrate a willingness to coordinate IASA and State-level programs, minimizing duplication and fragmentation and maximizing the effectiveness of any single program.

Of the 11 LEAs eligible to apply for REA subgrants, ten have schools in Title I program improvement. Successful LEA subgrant applicants will be expected to support the implementation of scientifically based reading research and professional development plans for these schools in need of improvement. The USOE will accept Utah REA plans as Title I program improvement plans. Title I will work with the LEAs, other USOE staff managing Utah REA activities and school staff to facilitate the development of single program plans that meet the interchanging requirements of the Utah REA and Title I program improvement. LEAs and schools receiving required external assistance will be considered to have met the school support team requirement of Title I. Professional development requirements for schools in program improvement will automatically be met and exceeded with the implementation of REA required program activities.

All of the 11 REA subgrant eligible LEAs have funds for the development of appropriate programs and enhancement of teacher skills supportive of literacy and language acquisition for non-English proficient students. As discussed in the significance section of this application, the changing demographics of many Utah districts and the lack of programs appropriate to the student population have negatively impacted the success of Utah schools. A significant need in many Utah schools is professional development for educators in the appropriate provision of ESL and/or bilingual literacy programs for LEP students. LEAs with significant numbers of students who are limited English proficient will be expected to demonstrate the inclusion of existing Alternative Language Services funds toward professional development and endorsement of teachers and implementation of research-based literacy strategies for non English speakers. Competitive priority will be given to LEAs that demonstrate a commitment (as appropriate) to the implementation of programs that meet the needs of LEP students. The USOE will continue to provide support and technical assistance to these LEAs and will work cooperatively with all Utah REA program staff to maximize the effectiveness of the any Utah REA subgrants for LEP students.

In response to the growing number of LEP students in Utah, the USOE has developed standards for K-12 bilingual and ESL endorsements. These teaching endorsement standards have been adopted by the Utah State Board of Education. The USOE also worked with the 40 LEAs, Brigham Young University, Weber State University, the University of Utah and the BUENO Center at the University of Colorado, Boulder to align University coursework with the approved endorsement requirements. The USOE received a fiscal appropriation during the 1995-96 and 1996-97 school years to facilitate the education and subsequent ESL/Bilingual endorsement of teachers working with LEP students. Funding for this project has ended but the Universities continue to offer appropriate coursework through their Colleges of Education for ESL/Bilingual endorsement. Utah's teacher endorsements in bilingual/ESL education meet the national standards. Most teachers however, require additional support and on-going education to effectively meet the needs of LEP students. In partnership with the Utah Reads project, The Title VII/Alternative Language services program has committed to provide funding and technical assistance in establishing a pool of mentor teachers in the areas of ESL and Bilingual education. These outstanding educators will be available to provide professional development and technical assistance to REA subgrant recipients.

Family literacy programs provided as part of the Utah REA implementation are expected to require a serious effort in coordination. It will remain our expectation that local subgrants coordinate existing resources for early childhood, school-based assistance and adult education in the provision of family literacy services in their communities. New funds should be used to ensure this coordination and develop new programs or program components only when they are not locally available, not accessible to program participants, or inappropriate to the needs of the population to be served.

Adult Education programs funded through both State and Federal Adult Education programs are in operation throughout the State. Additional programs are available as part of community college and area Technical Colleges. An additional service available is Utah's system of GED on TV. This program is available at a variety of locations throughout the State through both cable and public television providers. Additionally, videotapes of all course sessions are available upon request. The program is managed at the State level through the Applied Technology section of the USOE. Applied Technology and Project Services Divisions (which houses adult education programs) will work closely with all eligible LEA subgrant districts to ensure that current, accurate information on the availability of resources is shared. Additionally, both sections will work with the State Even Start Director to provide information at the Utah REA bidders conference and at local sites as requested or available. Utah REA subgrant sites will be assisted to identify local resources and the USOE staff will work to increase the availability of these resources where and when needed. This may include the re-scheduling of existing services, moving the delivery site for some services or expanding support services. The USOE is committed to securing access to adult literacy services in all Utah REA subgrant sites. Competitive preference will be given to LEA applications that demonstrate a similar commitment.

All family literacy providers in LEA REA subgrant recipient districts will be included in State Even Start professional development opportunities and work sessions. Local Even Start providers will be available to provide assistance to REA recipients as necessary. The use of Title I or Highly Impacted Schools funds to

support the implementation of family literacy program components in Utah REA Project supported districts and/or schools will be approved to the extent appropriate.

In the spring of 1998, a statewide Early Literacy Committee was established to address Early Childhood literacy issues. The committee included representatives from over 20 governmental and community agencies and organizations that deal with early childhood and literacy issues. The purpose of the committee was to determine how they could help coordinate the literacy efforts for young children at the State and local levels. When the committee met in March 1999, the REA was introduced and each pledged the support of their agency or organization to work with the LEAs to successfully implement the goals of the REA.

Certain agencies will have the specific task of helping each LEA coordinate early literacy efforts. For example, the Utah Resource and Referral Agency will help parents find childcare in their areas; it will also provide and coordinate inservice for childcare providers. The regional Resource and Referral Agency has agreed to help each LEA that qualifies for REA funding coordinate professional development for childcare providers, parent workshops, and referrals for appropriate childcare.

Every LEA that qualifies for REA will soon have access to Head Start. Utah Head Start has been heavily involved in planning this grant. They fully support the early literacy REA plan. The regional Head Starts have committed to work with LEAs who receive REA funding to design literacy programs that meet the needs of children and families in their communities. Many Head Start programs have a close working relationship with their LEA. Those areas that have not developed a partnership with LEAs will receive assistance from the Utah Head Start, State Collaboration Director and the regional Head Start office.

Through a federal Goals 2000 grant, the Utah State PTA is currently establishing six regional Parent Resource Centers. They will provide parent training both in the form of workshops which include Parents and Children Together (PACT), and Parents as Teachers (PAT). They will also make available for parents ESL and GED classes. The Parent Resource Center has committed support to LEAs that qualify for REA funding. They will assist with coordination of community resources and act as a referral agency to parents and LEAs that need extra help with literacy instruction including tutoring.

Other early childhood stakeholders who have committed to support of the LEA subgrant recipients include: Preschool Special Ed., Even Start, PTA, public and school libraries, Pediatricians through “Reach Out and Read”, Title I, Business, Universities, and the Utah Health Department.

2.2 Utah REA Project Literacy Model

Since there is no one “single” best way of teaching reading, the Utah REA Project made a decision not to recommend any single program for the LEA subgrants. Instead, the Utah REA Project adopted the Utah Reads Literacy Model. This model contains *reading concepts* around which high-quality reading programs can be developed or selected. (See Figure 2). This model will be used in all projects related to Utah Reads including the Utah REA Project. It will be the framework for school districts to help them wisely use their portion of the \$5,000,000 from the 1999 legislative session—regardless of the success of this grant.

The rationale for developing the Utah REA Project Model is twofold. First, the Utah REA Project will help LEAs examine and evaluate the materials they are currently using in terms of its consistency with SBRR. The Utah REA Project wants to build *local capacity for making instructional decisions based on SBRR* and plans to assist LEAs in this process. Second, the model will be effective in educating administrators and teachers in understanding SBRR better, thereby helping them question and eliminate existing programs that are not supported by the research.

The Utah REA Project Model incorporates SBRR from three major areas, 1) Curriculum and Instruction, 2) Engaged Practice, and 3) Literacy Environment. Some commercial materials and programs are strong in one area but not in another. Direct instruction materials, for example, are typically strong in decoding instruction but often include rote instruction in vocabulary rather than concept development (Dole, Rogers, & Osborn, 1987). Other materials develop all areas but do not use effective instructional practices in each one. The job of Utah REA Project will be to help LEAs evaluate materials to see where they fit into the model and then to select those additional materials and approaches that create a cohesive program.

One important activity for LEAs is to evaluate program materials to see the extent to which they follow the reading principles based on SBRR. The Utah REA Project is planning a series of three SBRR conferences for late summer, 1999. These conferences will be “hands-on” workshops where commercial materials will be available for examination and evaluation. The Utah REA Project staff will help LEAs evaluate and select the materials that best instruct each area. They will also determine what is needed to compliment existing materials or to select new reading programs.

The heart of the instructional program for the Utah REA Project Model is *curriculum and instruction*. There are many important elements within this component that are typically ignored in many primary grade reading programs. For example, despite twenty years of SBRR on *phonemic awareness* (Adams, 1990; Blachman, 1984; Bond & Dykstra, 1967; Ehri, 1992; Ehri & Wilce, 1985; Juel, 1991; Liberman & Liberman, 1992; Snider, 1995; Read, 1971; Stahl & Murray, 1994; Stanovich, 1986), the component and its elements are just starting to trickle down into schools. Yet research has demonstrated its importance time and again. A second element of the model is the *alphabetic knowledge* and the *alphabetic principle* (Bond & Dykstra, 1967; Chall, 1967; Chomsky, 1979; Mason, 1980; Read, 1971; Ehri, 1992; Ehri & Wilce, 1985). Young children must recognize, name and write each upper and lower case letter of the alphabet. These are not learned “naturally.” In addition, children must have the critical understanding of the alphabetic principle—that the letters correspond to sounds. This letter-sound relationship is one of the most important understandings children need to “crack the code.” Finally, young children—especially those at-risk for reading failure—must have explicit and *systematic phonics instruction* (Adams & Bruck, 1995; Ehri, 1992; Ehri & Robins, 1992; Treiman, Goswami, & Bruck, 1990). Such instruction includes systematic word work on spelling patterns, letter/sound mapping, phonograms, prefixes, suffixes and roots and stretching out and blending letter sounds into words.

Utah Reads Literacy Model

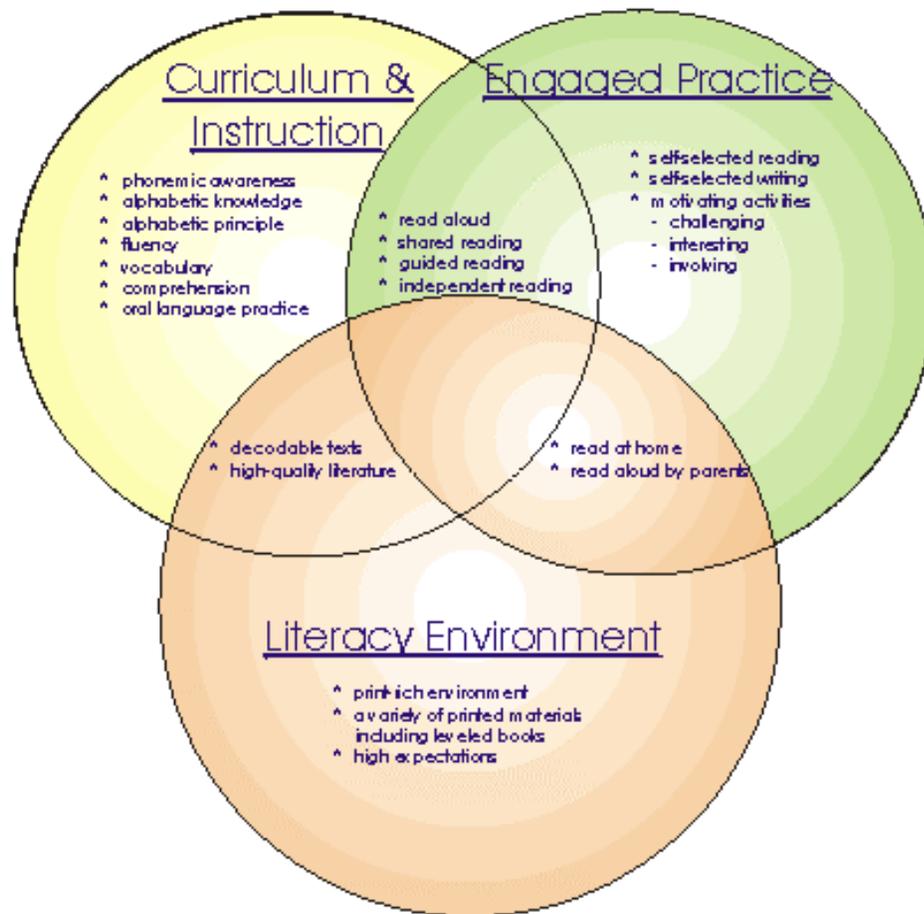


Figure 2. Utah Reads Literacy Model

Curriculum and instruction in early reading, however, includes more than letter/sound understanding. Once children gain some control over the alphabetic principle and phonics, they need to get to the point where they recognize the words *automatically* (Dowhower, 1987; LaBerg & Samuels, 1974; Reutzel, Hollingworth, & Eldredge, 1994; Schneider & Shiffrin (1997)). This occurs over time and with lots of practice reading relatively easy material and reading many words. As children become automatic decoders, they become fluent in their reading (LaBerge & Samuels, 1974; Samuels, 1994; Stanovich, 1991; Stahl, Heubach, & Cramond, 1997). *Fluency* occurs when children can recognize common words automatically and read with ease and expression.

At the same time as children are learning the essential elements of the code, they also need practice with *vocabulary* and *comprehension* (Beck & McKeown, 1991; Cunningham & Stanovich 1997; Dole, Duffy, Roehler, & Pearson, 1991; Dickinson, Cote, & Smith, 1993; Pearson & Fielding, 1991; Nagy, Herman, & Anderson, 1987). Vocabulary is, of course, a critical element of reading and understanding. Anderson and Freebody (1983) call vocabulary “the tip of the iceberg” of prior knowledge. In

other words, knowledge of individual words represents one part of a person's general knowledge about a topic. Vocabulary development, then, should be ongoing in classrooms and integrated into comprehension instruction.

Comprehension instruction can occur with texts children read, but it can also occur during storytime reading. As teachers read to children, they can ask them to predict, summarize, draw inferences, discuss what is in the text and what is in readers' head that they bring to bear on understanding a text.

The second component of the Utah REA Project Model is *Engaged Reading Practice*. Not only do young children need skills to read, they need motivation to read. *Engagement* in reading is accomplished when students have adequate skills to decode and comprehend, as well as the opportunities to be challenged, involved, and interested in what they read (Guthrie & Anderson, 1999). When students' intrinsic motivations to read (e.g., challenge, curiosity, involvement) can be fostered, students will be able to read more (Guthrie & Anderson, 1996; Wigfield & Guthrie, 1997). Engaged practice includes elements such as *self-selected reading*, where students are allowed choice in what they read. Students also need time to read, at least fifteen minutes per day (Anderson, Wilson, & Fielding, 1988; Guthrie, Schafer, & Wang, 1996; Taylor, Frye, & Marugama, 1990). Other elements include *self-selected writing* opportunities (Morrow, 1992), oral language practice (Baker et al., 1995; Snow & Tabors, 1993), and learning the connection between oral and written language (Bear, Templeton, Invernizzi, & Johnston, 1996; Phillips, Norris, & Mason, 1996; Purcell-Gates, 1988; Sulzby, 1985). Other activities that lead to student engagement include parents reading aloud to their children (Baker, Scher, & Mackler, 1997; Bus, van Ijzendoorn, & Pellegrini, 1995; Newman, 1996), or parents reading *with* children at home (Anderson, Wilson, & Fielding, 1988; Baker, 1995; Cain, 1996).

The third component of the Utah REA Project Model is *Literacy Environment*. Creating a context for reading and learning is paramount for students to be engaged in reading and literacy activities (Guthrie, 1996). Elements in the Literacy Environment include a print-rich environment; access to an array of print materials; decodable books for early readers; leveled books, trade books, magazines, and newspapers; language and culturally relevant texts and environment; and high expectations for all learners. Multicultural book collections in schools are critical in order to serve as mirrors and windows for children of all cultural groups. Mirrors enable children to see themselves in books, and windows enable children to learn about the lives and stories of other cultural groups (Bishop, 1994). Also, a print-rich environment and access to books at home allow children to practice reading and enjoy reading with their parents and siblings (Baker, 1995).

The LEAs will be required to demonstrate that their literacy program is based not only in current scientific reading research, but also includes all the elements in the three reading components of a cohesive literacy program as shown in the Utah REA Project Model. As well, LEAs will need to ensure the integration of cultural background and cultural resources in teaching (Moll and Diaz, 1987). It is important, for example, for schools and teachers to discuss the ways in which English language literacy programs need to be modified if they are to be effective for Spanish speakers (Escamille, 1999).

2.3 Utah REA Project Design

The mission of Utah Reads and an important goal of the Utah REA Project is that all children are reading on or above grade level by the end of the third grade. This mission has been divided into five goals identified in the purposes of the Reading Excellence Act. The goals are as follows:

1. Children will have the readiness skills and support they need in early childhood to learn to read once they enter school.
2. Every child will be reading at or above grade level by the end of the third grade.
3. Instructional practices of teachers and other instructional support staff will be improved in elementary schools.
4. The number of high quality family literacy programs will be expanded.
5. Additional support will be provided for students having difficulty making the transition from kindergarten to the first grade, particularly students experiencing difficulty with reading skills.

To conceptualize and organize these goals, a conceptual framework has been developed. This framework, called the Utah REA Project Design Framework, lays out the goals, process mechanisms and outcomes of the project. The process mechanisms include the human resources, activities and participation of appropriate personnel. In this next section this conceptual framework will be discussed along with the scientific grounding of the research to support it.

2.3.1 Theoretical Base for Utah REA Project Design

The theoretical and research grounding of the project is based on the work of the National Research Council's (1998), Preventing Reading Difficulties in Young Children. This book lays out the research base that supports the objectives included in the overall goal of the Utah REA Project. In addition to this text, Adam's (1990) seminal work on beginning reading was consulted. From these texts, individual studies were reviewed.

Many of the studies cited in the National Research Council's (1998) text were conducted during the 1990s; however, substantial work took place during the 1980s as well. For example, studies on phonemic awareness have been conducted over the last two decades, even though the construct did not gain recognition to the larger educational community until recently. The seminal work on vocabulary and many aspects of comprehension were conducted primarily during the 1980s. Since that time, additional rigorous research is lacking in these two areas. The same is true for many aspects of teacher education such as the importance of coaching and mentoring from seminal work by Joyce and Showers (1988). Wittrock's (1986) Handbook of Research on Teaching, Barr et al. (1991) Handbook of Reading Research, and the more recent Berliner and Calfee's (1996) Handbook of Educational Psychology still serve as important research sources of seminal research in several areas (see, for example, Anderson & Pearson, 1984; Brophy & Good, 1987; Ehri, 1991).

2.3.2 Utah REA Project Design Framework

The conceptual framework for the Utah REA Project is organized around four activities that the USOE and the LEAs must conduct for each of the five goals of the

Reading Excellence Act. These four activities are: 1) professional development 2) family literacy, 3) extended learning time, and 4) transition program.

Along with the activities for each objective is included some of the relevant research studies to support those activities. The citation list is not meant to be exhaustive but rather representative of scientifically-based reading research studies.

The activities have been written in ways that will allow LEAs to meet the requirements of the law and at the same time allow them flexibility as they select, implement, and evaluate their programs. Some elements in the conceptual framework have been repeated because they cover overlapping areas, and other elements are missing because they are not relevant to the category. The design framework is inherently redundant because two of the five goals are also activities for all goals. To help eliminate confusion and redundancy, references are made to activities outlined under other goals that provide the most complete information.

In the next sections, the activities for each goal are described in detail.

2.3.2.1 Goal 1: Children will have the readiness skills and support they need in early childhood to learn to read once they enter school (see Chart 1).

◆ Introduction

In order to qualify for REA subgrants, LEAs will be required to articulate a plan to identify and address the needs of children at risk of not having the readiness skills and support they need in early childhood to learn to read once they enter school.

The literacy skills young children need to help them learn to read include: oral language development and growth, including talking, singing songs, listening to sounds, playing rhyming games, being read to aloud, and telling stories through natural play activities (e.g., playing house or store). Young children also need a variety of rich literacy experiences. This includes opportunities for building vocabulary and background knowledge through everyday experiences that expose children to the world around them, while simultaneously developing their motor skills. Rich literacy experiences also include drawing children's attention to concepts and conventions of print, including logos and signs (e.g., McDonalds), letters of the alphabet, features of books, and various patterns in words, nature, colors, etc. (Snow et al., 1998).

In order for young children to gain these important skills, there needs to be public awareness of the value of providing children with these opportunities before they enter school. Second, parents and families need the knowledge and skills to be their child's first teacher. Third, other caregivers, including day care, preschool, and early childhood providers need the knowledge and skills to augment the experiences the child receives at home.

Research has been done on the importance of these three areas to help ensure that young children receive the literacy skills they need before entering school. Currently in Utah, there is lack of knowledge about the need for every child to have the literacy skills necessary to learn to read. There is not only a lack of public awareness, but also a lack of information and support for parents, day care, and preschool providers about scientifically based reading research. The State of Utah's Early Literacy Committee is committed to ensure that "children—at risk for reading difficulties, will have access to early childhood environments that promote language and literacy growth—

State of Utah's Early Literacy Committee is working to

develop strategies that will promote public awareness, give parents and families the information they need to create literacy environments, and provide professional development in early reading strategies for caregivers—parents, day care, preschool and early childhood providers.

Public Awareness: “Systematic and widespread public education and marketing efforts should be undertaken to increase public awareness of the importance of providing stimulating literacy experiences in the lives of all very young children. Parents and other caregivers, as well as the public, should be the targets of such efforts. Public awareness campaigns should address the value of reading aloud to children and support for building language and literacy growth through everyday activities both at home and group care settings. (Snow et al., 1998).

Currently in Utah, to increase *public awareness* about the importance of literacy experiences for young children, Utah’s First Lady, Jaclyn Leavitt, recently implemented a public service announcement reading campaign called “Read to Me”. The goal of the campaign is to encourage parents and other caregivers to read aloud to their children. KSL, our NBC affiliate, is running these public service announcements. House Bill 8 provided funding for this ad campaign.

Parent and Families. Snow et al., (1998) further describes the following activities as essential: “Primary prevention of reading difficulties during the preschool years involves ensuring that families and group care settings for young children offer the experiences and support that make these language and literacy accomplishments possible. Parents and other caregivers should spend time in one-on-one conversation with young children, read books with them, provide writing materials, support dramatic play that might incorporate literacy activities, demonstrate the uses of literacy, and maintain a joyful, playful atmosphere around literacy activities.”

Currently, the State of Utah’s Early Literacy Committee is developing four workshops that specifically address each of the activities from Snow et al. (1998), and the engaging ways parents and other caregivers can create these activities for children (see Appendix 4). The four workshops will be available to each of the Utah REA Project sites. The LEAs in turn, will be expected to sponsor these workshops or similar SBRR literacy training for parents. LEAs will be required to show how they intend to follow up with other kinds of parent training, specifically literacy-based parenting sessions that provide opportunity for parents and children to interact or Parents as Teachers (PAT) training. The Early Literacy Committee has several representatives that can act as technical assistants to each LEA as this part of their plan is developed.

Goal 1	Processes			Outcomes
	Resources	Activities	Process Indicators/ Participation	
<p style="text-align: center;">Children will have the readiness skills and support they need in early childhood to learn to read once they enter school.</p>	<ul style="list-style-type: none"> • Parents • Resource and Referral Agencies • Preschool Special Ed • Parent Resource Center • PTA • Libraries • Even Start • Pediatricians • Title I • Businesses • Utah Health Department • Universities • Child Care Providers • School Staff • Early Childhood Educators • District Staff • Utah Center for Families • Head Start • Even Start Providers • Adult Education Providers • Libraries • Utah Reads • Local Communities 	<p>Professional Development</p> <ul style="list-style-type: none"> • Development of 4 workshops for parents and caregivers. • Delivery of workshop information via distance education system • ECE conference Quality EC programs • Coordination with existing ECE opportunities • Incentives for training • Teacher certification in ECE • USOE Web site 	<ul style="list-style-type: none"> • # of participants in professional development sessions • # of parents participating in workshops 	<ul style="list-style-type: none"> • Increased use of scientifically based reading research by early childhood education EC providers • Increase in student performance on pre-kindergarten assessment, • Increase in number of parents who interact in literacy activities with their pre-school children, such as reading, writing, verbal interactions. • Decrease in number of children retained or recommended for retention. • Increased enrollment in quality preschools
		<p>Family Literacy</p> <ul style="list-style-type: none"> • “Read to Me” campaign • Public Service Announcements • Literacy Hotline • Coordination of community efforts • Increased access to adult literacy programs in targeted areas • Increased coordination of adult education and EC providers • Literacy Kits for new parents 	<ul style="list-style-type: none"> • # of hits to web site • # of calls to Hotline • # of parents accessing and participating regularly in adult literacy programs • # of kits distributed 	
		<p>Extended time</p> <ul style="list-style-type: none"> • Increase involvement of local libraries. Sponsorship of community-based literacy activities. • Increase enrollment and participation of children in EC programs • Identification and expanded school readiness activities for children at-risk. 	<ul style="list-style-type: none"> • # of literacy related activities developed and implemented • participation in community developed and sponsored literacy activities • # of participants in school readiness programs • # of home visits conducted 	
		<p>Transition</p> <ul style="list-style-type: none"> • Regularly scheduled coordination mtgs. between EC providers and school staff 	<ul style="list-style-type: none"> • # of coordination mtgs. held. • Participation in coordination mtgs. 	

Chart 1. Goal 1

Caregivers: “A recent comprehensive review of early childhood programs for children from low-income families concludes that preschool programs can produce large effects on IQ during the early childhood years and sizable persistent effects on achievement, grade retention, special education, high school graduation, and socialization.” (Snow et al., p. 150) In a summary about the effectiveness of preschools, Karweit argued that there are short-term as well as long-term benefits for children who participate in preschool programs (Karweit, 1988). Specifically preschools that focus on early literacy skills are most effective—“Preschool programs are particularly beneficial for children who do not experience informal learning opportunities in their homes. These preschool experiences include opportunities to listen to and examine books, say nursery rhymes, write messages, and see and talk about print. Such preschool experiences lead to improved reading achievement in the school years, with some effects proving durable through grade 3” (CIERA, 1998).

As Utah REA Projects are funded, they will be encouraged to coordinate with early childhood providers such as Head Start, private and public preschool providers, school-based preschool programs, or other community based early childhood education providers to address the quality and access of preschools in their area. LEAs are required by law to “annually evaluate the need to use part of their Title I funds for preschool literacy programs.” (See Appendix 2.) Participation of the target children in quality early childhood programs that emphasize literacy is strongly encouraged.

It is important that LEAs also consider the training and professional development of day care, preschool, and early childhood providers. “A study of children in North Carolina public preschools found that they (preschools) had lower ratings on language and reasoning measures than for other aspects of the Early Childhood Environment Rating. Scores were particularly low for items involving dramatic play, cultural awareness, and professional opportunities. (Snow et al., p. 148) Preventing Reading Difficulties in Young Children also states that “modest enhancements of the quality of classroom experiences show positive effects on children’s language development and preliteracy skills.”

All LEAs will have access to literacy activities and strategies appropriate for young children through a statewide delivery of literacy workshops. The Early Literacy Committee, described in the coordination section, will disseminate Snow et al.’s (1998) Preventing Reading Difficulties in Young Children, Much More Than The ABCs, Starting Out Right, and NAEYC/IRA’s joint statement on “Learning to Read and Write: Developmentally Appropriate Practices for young Children.” From this material, literacy workshops will be developed for parents, childcare providers, and preschool teachers. Many of the members of the committee (Head Start, Resource and Referral, Preschool Special Ed, School Districts, Libraries, PTA, Businesses, Title I, Universities, and the Family Resource Center) will be able to work with the LEAs to implement these workshops in a variety of settings. The USOE will provide technical assistance to REA-eligible applicants and subsequent subgrant recipients on the coordination of training and follow-up training for effective implementation of awareness and professional development of parents and caregivers.

Early literacy plans must show how each LEA will effectively coordinate resources in their community to impact the progress of children 0-5 in literacy development. The LEA must show how they will: 1) inform the *public* about the importance of early literacy experiences for young children; 2) give *parents and families* the

opportunity to learn how to create a positive literacy environment for their child; and 3) ensure that *caregivers* are intensively trained in SBRR strategies so that children make progress in literacy skills and are prepared to begin to read once they enter school.

◆ Professional Development Activities

The Utah REA Project along with other early childhood stakeholders will develop and implement four workshops for parents and caregivers based on scientifically based reading research. Appendix 4 includes information about the objectives, content, teaching methods, materials of the four literacy workshops, and the activities of the workshop as they relate to scientifically based preparation and professional support principles taken from Snow pp. 329-330.

The Utah REA Project will coordinate with other State early childhood agencies to ensure coordination of efforts at the LEA level.

The Utah REA Project will provide increased access to parent and caregiver workshops for rural and remote areas through the use of EdNet. Information presented at workshops will be on the Utah Reads web site.

The Utah REA Project will ensure the inclusion of all REA early literacy programs in professional development opportunities provided as part of the State administration for early childhood programs.

The Utah REA Project will host a conference for early literacy coordinators and trainers at each REA site. The activities will include: 1) scientifically based reading research strategies for parents and childcare centers, including preschools that promote a literacy rich environment; 2) technical help in coordination of resources and funding; 3) an overview of the four workshops for parents, daycare providers, and preschools, as well as follow up procedures for parents and childcare providers; 4) elements of Even Start Family Literacy will be presented as well as how these elements could be incorporated into early literacy plans.

The Utah REA Project will collaborate with Utah Head Start and the Parent Resource Center to provide parent workshops designed to promote literacy related interaction between parents and children (e. g., Parents as Teachers). These entities will also make available for parents ESL and GED training.

The Utah REA Project is working with the Office of Child Care in building incentives for more childcare personnel to advance in their knowledge of literacy for young children. The activities chosen for instruction for literacy will be scientifically grounded and based on the information from Preventing Reading Difficulties in Young Children, and the joint position statement on reading from the NAEYC and IRA.

The Utah REA Project is working with early childhood professionals to enhance teacher certification or licensing in Early Childhood Education. Teacher licensing in Utah will now require all applicants to exceed or meet the national standards such as NCATE, which is also based on research from NAEYC and IRA. (See Appendix 2).

Subgrant LEAs will provide continuous SBRR professional development for parents, childcare providers, preschool teachers and other early childhood providers on early literacy activities in a developmentally appropriate way. LEAs will include information about follow up activities to any professional development. LEA

subgrant recipients will participate in State and local professional development opportunities focused on implementation of Early Literacy programs including:

- Increased use of scientifically-based reading research by early childhood professionals and providers.
- Increase in indicators of readiness to learn to read upon entering school.

◆ Family Literacy Activities

The Utah REA Project through the “Utah Reads” literacy hotline, will provide information to families about literacy concerns, including referrals to tutoring programs that focus on the needs of children 0-5. The Hotline will have translators for Spanish speaking callers. Materials are available in English and Spanish that give information about resources available for literacy in their area. There will also be multicultural information about literacy resources as well as links to Title VII Bilingual Ed/Alternative language services.

The Utah REA Project will provide increased access via the Utah Reads web site to resources, activities, and information about literacy development. Resources in multiple languages will be included. This web site is available to Utah LEAs

The Utah REA Project will give technical assistance in the coordination of community efforts to ensure needed adult literacy programs—especially as they pertain to parents of young children.

The LEA subgrant applicant must show how they will make available the appropriate needed resources for parents to provide their children with positive literacy experiences.

LEAs will ensure access to adult literacy and education services for parents (see “Goal 4: Family Literacy”).

◆ Extended Learning Time Activities

LEAs will work with local libraries to coordinate early literacy efforts.

The LEAs will work with Head Start and the Resource and Referral Agencies to ensure that all children have positive environments that promote literacy.

The LEA will work with Head Start, Preschool Special Ed, and other early childhood providers to establish procedures for children at risk to provide the extra support and resources needed. Particular attention will be given to the provision of appropriate services to LEP students and children in rural areas of the State.

◆ Transition Activities

Each LEA that has Utah REA Project funding will have regularly scheduled coordination meetings between early childhood representatives—including early childhood providers, and school staff.

The LEA will develop a needs assessment that directs the implementation of an early literacy plan that supports the school reading program. The plan will also provide for the coordination of local resources for professional development, family resources and education.

The LEA must assure that each site will have the technical assistance necessary to implement effect early literacy activities.

The LEA must develop an evaluative process of parent and child literacy outcomes.

2.3.2.2 Goal 2: Every child will be reading at or above grade level by the end of the third grade (see Chart 2).

◆ Introduction

Ensuring that children will be reading on grade level by the end of third grade is the heart of the Utah REA Project. Research is clear that children need to gain reading skills at an early age. Children need to become competent in reading skills by the end of third grade or the chances of them catching up in subsequent years is minimal (Snow et al., 1998). Toward this end, the USOE developed the Utah REA Project Literacy Model (see section 2.2), as a standard for teaching reading effectively. Please refer to this model as previously presented as it informs this goal.

In order to qualify for Utah REA Project subgrants, LEAs will be required to articulate their ability and willingness to create a literacy program that is cohesive and complete in the three components presented in the Utah Reads Literacy Model. These three components include: Curriculum and Instruction, Engaged Practice, and Literacy Environment. In order for this goal to be accomplished, all three literacy components, which are based on scientific reading research, need to be included in a cohesive reading program at the LEA level, including the elements contained within each component. Please refer to the Utah REA Literacy Model for the details of these elements (Figure 2).

Even with a cohesive literacy program, there still may be students who need additional instructional time. Summer school, inter-session, or extended day or year sessions is another way to increase the amount of instructional time spent reading. Additional instructional time has been reported to help those children not making satisfactory progress in reading. School-based tutoring programs can be effective ways for children to catch up if they are behind in their reading abilities (Pinnell, 1994).

Volunteer tutoring programs can also be effective ways for catching up (Shanahan, 1998; Wasik & Slavin, 1993). Finally, there will be other adults or students who will volunteer their time for individual tutoring of children. The purpose of this tutoring is to provide extra support in the form of practice and motivation for children, not remedial instruction. The USOE has already established a collaborative partnership with Utah's Promise for tutor programs across the State. All schools with formal tutoring programs are eligible for assistance from Utah Reads. A training manual for tutors is being developed now. The manual is being written by the USOE and is based on the review work by Wasik and Slavin (1993) and Shanahan (1998). These writers have, in turn, based their work on SBRR.

In addition to the literacy aspects of the Utah REA Literacy Model and providing additional instructional time for struggling readers, consideration needs to be given to language-minority students who are learning to read. Research indicates that "hurrying non-English-speaking children into reading in English without ensuring adequate preparation is counterproductive. Learning to speak English first contributes to children's eventual fluency in English reading. Abilities to hear and reflect depend on oral familiarity with the words being read. Learning to read for meaning depends on understanding the language and referents of the text to be read. Because being able to read and write in two languages confers numerous intellectual, cultural, economic, and social benefits, bilingualism and biliteracy should be supported

whenever possible. To the extent possible, non-English speaking children should have opportunities to develop literacy skills in their home language as well as in English” (Snow et al., 1998, p.324).

Currently in Utah, teachers vary in the extent to which they use scientifically based reading research principles to inform instruction. Some teachers in Utah completely abandoned basal reading programs and moved to wholly literature-based reading materials. These teachers provide very little, if any, explicit phonics instruction although they do provide high-quality literature. Other teachers use the Scientific Research Associates (SRA) Mastery reading program. This method of instruction provides ample, explicit phonics instruction but may not engage students in meaningful reading nor provide students with a variety of high-quality reading materials. Still other teachers use basal reading programs, which vary in quality of providing adequate reading skills to children, especially phonics instruction. In addition to the variety of methods for classroom reading instruction, most teachers in Utah lack the knowledge and skills necessary to provide adequate literacy instruction to language-minority children.

Instructional rubrics (see Appendix 8) have been developed to ensure that the LEAs will meet the criteria of the Utah REA Project Literacy Model, including inclusion of all three components and their elements.

To ensure that Utah children will be reading on or above grade level by the end of third grade, the following activities will be implemented with REA Project funds.

- ◆ Professional Development Activities

The Utah REA Project will provide current resources for teachers and early childhood providers to the LEAs, including current research articles, instructional handbooks with scientifically based reading research principles as described in the Utah REA Project Literacy Model. In addition, resources may also include current books and other reading materials that inform instruction and support LEAs in their efforts to support the schools in their region.

The Utah REA Project will provide three conferences of effective instructional practices, based on scientifically based reading research principles to the LEA leadership teams. These conferences will include all elements of beginning reading, including: phonemic awareness, systematic phonics, alphabetic principle, fluency, comprehension, writing, motivation, strategies for non-English speaking students, and early identification and diagnosis of students with reading difficulties.

The Utah REA Project will hire six Reading Specialists that will be housed in Educational Resource Centers throughout the State and across the Wasatch front. These reading specialists will act as a technical assistance team for the LEAs. These reading specialists will be a mentor and coach to school teachers and staff, monitor the scientifically based reading research principles at the classroom level, and provide ongoing support to LEA staff. The technical assistance team will provide ongoing, continuous support to the local education agencies through direct communication and personal visits by regional reading specialists and other specialists. Other technical assistance will be available in both print and through electronic means.

Goal 2	Processes			Outcomes
	Resources	Activities	Process Indicators/ Participation	
Every child will be reading at or above grade level by the end of the third grade	<ul style="list-style-type: none"> Teachers School Administrators District Staff State Office of Education Staff External consultants Higher Education Parents State Reading Improvement Plan Title I Highly Impacted Schools ALS/Title VII Regional Education Assistance Centered Special Education Staff Local and school-based libraries School-based Literacy Coordinators Community based Literacy programs Tutorial services Exemplary K-3 reading programs Distance Learning System Development and implementation of statewide K-3 benchmarks School and classroom libraries 	Professional Development <ul style="list-style-type: none"> Provision of resources 3 SBRR conferences Technical Assistance team USOE Web site, literacy hotline Continuous, intensive, well supervised and appropriately planned staff development on SBRR for all classroom teachers, para-professional staff and volunteers Addressing the needs of LEP students Development of Principals Instructional Leadership Academy Staff development and follow-up on use of assessment to identify early reading difficulties 	<ul style="list-style-type: none"> # of participants in scientifically based reading research professional development sessions Schedule and agenda of professional development opportunities provided School and LEA staff surveys # of principals participating in academy # of teachers completing ongoing informal assessments of student progress % of teachers using K-3 benchmarks to monitor student progress # of books and other materials acquired # of high-quality parent resources available # of parents accessing parent resources # of families participating in SEP conferences # of families participating in school-based literacy workshops # of, schedule for and participation of targeted children in extended day and year opportunities # of students identified and receiving transition services prior to first grade # of and content of scheduled teacher transition conferences. 	<ul style="list-style-type: none"> Increased classroom use of scientifically based reading research strategies and programs Improvement of student scores on Reading/Language Arts CRT Improvement of student scores on Reading subtest of Stanford Achievement Test. Improved student performance on curriculum specific and informal measures of reading skill. Decrease in number of children retained or recommended for retention. Decrease in the number of children referred for special education testing or services.
		Family Literacy <ul style="list-style-type: none"> School-based workshops for parents School parent resource libraries Literacy hotline SEP conferences 		
		Extended Learning Time <ul style="list-style-type: none"> Community based and private tutorial programs School tutorial assistance programs Summer school, inter-session or other extended year opportunities Extended day programs for children not progressing adequately 		
		Transition <ul style="list-style-type: none"> K-1 transition classrooms System of early identification and intervention Formally scheduled conferences between sending and receiving teachers 		

Chart 2. Goal 2

Additional Utah REA Project support includes: a web page that provides information to the public about the Utah REA Project and information regarding how to help parents read to their children at home. There is also a Literacy hotline in place where the public can ask questions, seek information about tutoring programs and other reading related information.

In addition to in-service training, the Utah REA Project will develop an Administrator's Conference. Administrative support and leadership have been shown to be critical to educational reform and changes in teaching practices. The Advisory Council stressed the importance of obtaining the support, cooperation and collaboration of administrators, as noted in several research studies (cite). Toward this end, the USOE plans to develop and implement the Administrator's Conference during the 1999-2000 academic year. The focus of the sessions is not to develop deep conceptual knowledge and skills, but to provide administrators with knowledge about scientifically-based reading research principles and enough background information to make, informed, critical decisions about reading instruction and professional development.

The Utah REA Project will use Burns et al.'s (1999) K-3 benchmarks statewide, based on scientific reading research, coordinated with the Utah State Core curriculum and its CRTs. The purpose of these benchmarks is to identify student progress and inform instruction. These benchmarks will be modeled after the benchmarks discussed in Starting Out Right, (1999). (See Appendix 6.) Teachers and administrators at the local level will receive professional development on use of these benchmarks and will be required to collect student information relevant to these benchmarks as outlined in the Utah REA Project Evaluation. The Utah REA Project will provide training and follow-up to the LEAs on the use of assessment to identify early reading difficulties.

The LEAs will be responsible for implementing ongoing, continuous professional development. These inservice sessions will teach content that is based on scientific reading research; concepts of teaching reading build upon previous concepts; all areas of reading are covered including phonemic awareness, systematic phonics, alphabetic principle, fluency, comprehension, writing, motivation, strategies for non-English speaking students, and early identification and diagnosis of students with reading difficulties. Teachers need time to absorb, respond to, and practice concepts presented. In addition, professional development for all para-professional and volunteers working with children will include scientifically based reading research principles as well as training on the program being implemented in the school. Para-professional staff and volunteers working with children in extended time will be trained with the knowledge and skills to augment classroom instruction.

LEAs will ensure additional professional development for teachers of language-minority students.

LEAs are responsible to articulate a professional development plan that is detailed and comprehensive and includes a reasonable timeline. Professional development will identify the needs of teachers, providing instruction that takes into account teachers different background knowledge about teaching reading. The professional development plan should be closely aligned with the literacy program developed, selected, and implemented in the schools.

LEAs will be required to include a process to evaluate teachers' ability to implement activities presented in the in-service training sessions, including follow-up sessions when necessary.

- ◆ Family Literacy Activities

The Utah Center for Families in Education is a partnership between the Utah State Office of Education and the Utah PTA. Its role is to assist LEAs with parent/school partnerships. Through the Center, LEAs have access to training that helps parents with parenting skills, including how to help their child academically, how to have an effective Student Education Plan, and how to work with school and community resources. The Center has specifically committed to working with the LEAs chosen for REA funding. Every child is required to participate in a Student Education Plan twice a year as mandated by State law (see Appendix 2). This is an opportunity for the parent, student, and teacher to form a partnership that support the student's progress in learning. At this conference, literacy goals will be established that will guide teacher instruction to maximize student learning and increase reading skills.

Utah Reads Web Site: The Utah Reads project will have resources, activities, and information about literacy development included at its site.

Utah Reads Literacy Hotline: Through the Utah Reads hotline, LEA families can call and be referred to tutors in their area that have been trained in SBRR strategies.

LEAs will ensure that REA assisted schools will develop and make available, resources to assist parents in their roles to be their child's first teacher. Resources in school libraries will include education, parenting, and literacy information will be available in languages other than English as needed. LEAs will ensure that these resources will be readily available to parents.

- ◆ Extended Learning Time Activities

The USOE will assist LEAs in building community based and private tutorial programs.

LEAs will recruit volunteer tutors and will provide professional development and training with scientifically based reading research principles to these tutors who work with children.

The LEAs will establish school based tutorial assistance programs which provide students who struggle with reading extra instructional time. The extended instructional time may either be established during the summer months, inter-sessions during the school year, or other extended time during the school year. The LEAs will also establish extended day programs for children not progressing adequately. LEAs will develop an alliance with community-based tutorial assistance providers whose strategies and/or programs are founded on scientifically based research. This alliance must be designed to provide parents with appropriate choices for effective extended learning time for students.

- ◆ Transition Activities

The Utah REA Project will assist REA schools in the appropriate use of CRT student profiles. These profiles provide student-specific data on achievement in curricular content and standards. Information is provided at the concept level and includes outlines on student progress or lack thereof in certain areas of the core curriculum. This information assists teachers in individualizing instruction based on the needs of

each student. LEAs will assure the delivery of student CRT profiles to REA schools and will provide assistance needed to effectively use the student-specific information in individualizing instruction.

2.3.2.3 Goal 3: Instructional practices of teachers and other instructional support staff will be improved in elementary schools (see Chart 3).

◆ Introduction

One of the most robust conclusions drawn from educational research over the last three decades is the critical importance of instruction (Berliner & Calfee, 1996; Wittrock, 1986). Regardless of children’s background experiences and abilities, high-quality instruction in reading produces increased achievement (Bond & Dysktra, 1967; Brophy & Good, 1986).

Much of the success of Utah’s REA Project, then, depends on the quality of instruction that Utah children receive. Therefore, one critical task for the Utah REA Project is to help LEAs provide high-quality professional development for teachers in targeted schools.

Effective professional development for teachers and instructional staff combines *conceptual knowledge* about the early reading process and *demonstrated skill* through hands-on experiences working with children (Snow, Burns, & Griffin, 1998). Therefore, the number one priority for professional development in reading for everyone who works with children and adults--day care providers, parents, teachers, tutors--is sufficient conceptual knowledge and practical skills. Conceptual knowledge and skills, in turn, come from ongoing staff development over a period of time, along with sufficient support.

Conceptual Knowledge Bases for Teachers: Another more common way to frame the issue of conceptual knowledge and procedural skills for teachers is to ask the question, “*What do teachers need to know and be able to do to effectively teach reading based on scientifically-based reading research*”? To answer this question, the USOE turned to Snow, et al., (1998). They identified several kinds of knowledge and skills needed for primary grade teachers (pp. 330-331). These bodies of information will form the curriculum for the conceptual knowledge base for teachers (see Table 3).

Table 3. Conceptual Knowledge Base for Primary-grade Teachers

Information about language development as it relates to literacy.
Information about the relationship between early literacy behavior and conventional reading.
Information about the features of an alphabetic writing system and other writing systems.
Information about both phonology and morphology in relation to spelling.
Information about comprehension and its dependence of other aspects of reading and on language skills.
Procedures for ongoing, in-class assessment of children’s reading abilities.
Information on how to interpret and modify instruction according to formal and informal assessment outcomes and to monitor ongoing progress.

Information about the learning and curricular needs of diverse learners (students with disabilities, with limited English proficiency, with English-language dialect differences).
Understanding of and strategies to use with children who are learning to read a language other than English.
Information and skill to help non-English-or limited-English-speaking students as they learn to read in English and the challenges that go with that learning.
Information on the design features and requirements of a reading curriculum.
Information about how teachers apply research judiciously to their practice, how to update their research knowledge, and how to influence research agendas, including teacher-researcher collaboration.
Information about how to maintain and promote motivation to read and positive attitudes toward reading.

A critical component of the conceptual knowledge base and skill development of teachers is to teach them informal, ongoing methods of assessment for determining children's progress in reading. Under the motto of "catching them before they fail," an assurance must be made that teachers will regularly monitor children's progress in reading through informal assessment techniques. Professional development in the use of ongoing student assessment must begin to take place in the fall, 1999. House Bill 67 mandates that teachers monitor children's ongoing progress in reading and report that progress (in addition to report cards) regularly to parents. Therefore, teachers will need to know various methods of informal assessment, how to use them, and how to monitor children's progress with them.

Another important component of the conceptual knowledge base for teachers is knowledge about the curriculum for K-3 children. The curriculum for reading/language arts has been mandated by the Utah State Board of Education through the Utah Core Curriculum (see Appendix 5). Thus, teacher educators and teachers must follow this document as the curriculum in grades K-3. In addition, though, the Utah REA Project will present accompanying documents to help LEAs, schools and teachers. One document will be the K-3 benchmarks for achievement taken from Burns, et al., and Snow text (1998) (see Appendix 6). These benchmarks will help teachers specifically know the kinds of behaviors they can expect to see in children making satisfactory progress in reading at the end of each grade, K-3.

Procedural Skills for Teachers: In addition to the conceptual knowledge base, teachers also need procedural skills if they are to deliver effective practice. Snow et al., (1998) argued that the critical element for successful undergraduate preparation in teaching is clinical, supervised experiences along with ongoing guidance and feedback. However, current thinking in teacher education suggests that the same is true for professional development for teachers (see, for example, Darling-Hammond, 1996; Goldenberg & Gallimore, 1991; Hollingsworth, 1989; Joyce & Showers, 1988). Joyce and Showers' (1988) model of coaching and mentoring teachers in the classroom has been shown to be an effective and necessary means of promoting teacher change in instructional practice.

Goal 3	Processes			Outcomes
	Resources	Activities	Process Indicators/ Participation	
<p style="text-align: center;">Instructional practices of teachers and other instructional support staff will be improved in elementary schools.</p>	<ul style="list-style-type: none"> • State TA Team • Regional Education Center Reading Specialists • On-Site Literacy Coordinators • School Staff • State Office Of Education Program Staff • District Staff • Higher Education • External Consultants • Title I Distinguished Educators and School Support Teams • Categorical Program Administration and funds • Distance Learning System • USOE Web page 	<p>Professional Development</p> <ul style="list-style-type: none"> • Ongoing, intensive, focused well supervised and appropriately planned professional development for <u>all</u> instructional staff on SBRR strategies for teaching <u>phonemic awareness, systematic phonics, fluency, comprehension, strategies for non-English speaking students, and early identification and diagnosis of students with reading difficulties</u> conducted at the local school level, district level and State level. • Development and/or implementation of teacher feedback instruments to monitor and assist with the improvement of SBRR strategies and/or programs. • Support for additional reading and literacy related graduate work at Institutions of Higher Education. • Professional materials including relevant research for instructional staff. • Curriculum rubrics and professional resources • Information available to parents outlining teacher qualifications. 	<ul style="list-style-type: none"> • # of participants in scientifically based reading research professional development sessions • Schedule and agenda of professional development opportunities provided • Staff surveys • # of principals participating in conference • # of teachers completing ongoing assessment of student progress • % of teachers using K-3 benchmarks to monitor student progress • # of books and other materials acquired • # of parent resources available • # of parents accessing parent resources • # of families participating in school-based literacy workshops • # of, schedule for and participation of targeted children in extended day and year opportunities • # of students identified and receiving transition services prior to first grade • # of and content of scheduled teacher transition conferences 	<ul style="list-style-type: none"> • Observable increase in teachers' and instructional staff use of SBRR. • Improvement of student achievement on State Reading/Language Arts criterion referenced tests and other curriculum specific and informal assessments. • Increased early identification of and intervention for students not achieving standards. • Increased number of teachers completing course work needed to obtain a n endorsement in reading instruction.
		<p>Family Literacy</p> <ul style="list-style-type: none"> • Integration of school selected SBRR strategies in parenting activities and programs. • Continuous professional development for family literacy providers as applicable • Parent resource libraries • SEPs 		
		<p>Transition</p> <ul style="list-style-type: none"> • Use of assessment to determine appropriate instruction 		

Chart 3. Goal 3

Multiple Methods of Staff Development: The conceptual knowledge teachers must have and the concepts and skills they need to teach children have been established. Teachers' conceptual understanding of the early reading process comes from studying essential components of the early reading process identified by the National Research Council. Teachers also need the ability to translate that understanding into practice. That curriculum has been determined through the Utah Core Curriculum, the benchmarks for beginning literacy developed from Starting Out Right (1999) and the Utah REA Project Literacy Model.

Teachers of Language-minority Students: Teachers of language-minority students need additional professional development services in strategies and techniques for teaching children to read in their primary language. For alphabetic languages, such as Spanish, many of the same principles that are valid in English are also valid for the other languages. In addition, when working with LEP students in an ESL program, where students are being taught to read in English as they are also learning the English language, teachers must be aware of the relevant linguistic and cultural differences that are likely to influence children's understanding and learning of English.

Professional Development for Other Individuals Interacting with Children, Ages 0-8: Staff development for other individuals who interact with children will also involve developing conceptual knowledge and procedural skills. However, the nature of the knowledge and skills needed may be different, as will the instructional delivery system itself.

◆ Professional Development Activities

The USOE will assist the LEAs to develop ongoing professional development will be created for teachers and instructional staff related to background information they need to understand the reading process and beginning reading especially. Research shows that teachers need to have the conceptual knowledge about reading in order to maintain change in their instructional practices (Calderhead, 1996; Fullan, 1990; Richardson, Anders, Tidwell, & Lloyd, 1991).

Teacher Feedback: The Utah REA Project will provide development and/or implementation of teacher feedback instruments to monitor and assist with the improvement of scientifically based reading research strategies and/or programs.

Administrator's Conference: In addition to in-service training, the USOE will develop an Administrator's Conference. The focus of the sessions is not to develop deep conceptual knowledge and skills, but to provide administrators with knowledge about scientifically-based reading research principles and enough background information to make, informed, critical decisions about reading instruction and professional development.

Resources: The Utah REA Project will provide both electronic and printed resources to the LEAs for teachers and early childhood providers, including current research articles, instructional handbooks with scientifically based reading research principles as described in the Utah REA Project Literacy Model. In addition, resources may also include current books and other reading materials that inform instruction and support LEAs in their efforts to support the schools in their region.

The Utah REA Project will also provide the materials necessary, as well as information available to parents outlining teacher qualifications. LEA assures that,

upon request, the LEA will make teachers' reading education qualifications available to appropriate parents.

Classroom Libraries: The LEA is responsible for providing and establishing school and classroom libraries. These will include decodable books and/or leveled books for students in grades K-3. The materials should also include a variety of motivating, language and culturally relevant, and interesting books including narrative and expository books, trade books, literature, and poetry. Classroom libraries should include several books per level (e.g., 50-60 books per level) for students to have a multitude of books available to read, and children should have easy and immediate access to them.

Support for Teachers: The LEAs will provide support for teachers, other instructional staff and school administrators pursuing additional reading and literacy related graduate work at institutions of higher education.

Implementation of Inservice Training at the Local Level: The LEAs will implement ongoing, continuous professional development. These inservice meetings teach content that is based on scientific reading research and concepts of teaching reading build upon previous concepts. All areas of reading are covered including phonemic awareness, systematic phonics, alphabetic principle, fluency, comprehension, writing, motivation, native language literacy while learning English, and early identification and diagnosis of students with reading difficulties. The LEA is also responsible for a professional development plan that is detailed and comprehensive and includes a reasonable timeline. Professional development must identify the needs of teachers, provide instruction that addresses these needs, and is closely aligned with the literacy model developed and implemented in the schools. The LEAs will be required to include a process to evaluate teachers' ability to implement activities presented in the inservice training sessions, including follow-up sessions when necessary.

- ◆ Family Literacy Activities

The family literacy activities are outlined in Goal 4 (Section 2.3.2.4).

As it relates to the school-age population the Utah REA Project will provide technical assistance to districts and schools in an effort to expand family literacy programs to include support for school-aged children. This support will be provided as part of the overall reading program, including continued education of parents on how best to support their children's reading success.

- ◆ Extended Learning Time Activities

LEAs will ensure that instructional staff or volunteers working with children will be trained in SBRR principles and the specific strategies used in the schools' reading program.

Coordination of Effort: It is necessary that the tutor and the teacher have ongoing communication so the child does not become confused with different strategies. Both the tutor's and the teacher's strategies should be uniquely geared to the needs of each child. It is also important for K-3 teachers to work with the Special Education Departments in the LEAs to make sure that children who are experiencing reading difficulties receive the appropriate intervention instead of being inappropriately referred to special education.

◆ Transition Activities

LEAs will ensure that schools receive professional development on the use of CRTs and the information contained therein to facilitate transition and appropriate instruction for all students.

2.3.2.4 Goal 4: The number of high quality family literacy programs will be expanded (see Chart 4).

◆ Introduction

In order to qualify for REA subgrants, LEAs will be required to articulate their ability and willingness to provide high quality family literacy services for families determined to be most in need of such services. Family literacy programs must provide comprehensive, well integrated, holistic programs that rely on the coordination of adult education services, early childhood education, parenting education and structured opportunities for the parents and children to interact together in literacy related activities.

In Preventing Reading Difficulties in Young Children, Snow et al., (1998) outline several family-based risk factors that predict potential reading difficulties and can be positively influenced through the provision of family-based literacy programs. These risk factors include:

- Parent or sibling reading difficulties;
- Home literacy environment including
 - The value placed on reading,
 - Parents expectations for achievement by their children,
 - The availability of reading and writing materials in the home,
 - Parents reading and listening to their children,
 - Opportunities for verbal interaction;
- Home language other than English

While the authors of Preventing Reading Difficulties in Young Children indicate that the findings related to home literacy environment are mixed, they state that “...opportunities provided in the home for literacy acquisition during the preschool years may contribute primarily to the child’s acquisition of attitudes toward literacy, of knowledge about the purpose and mechanics of reading, and of skills...that may facilitate learning when school instruction begins.” (Snow et al., p 128)

Additional evidence also suggests that individual children may also be at greater risk for reading difficulties for any of the following reasons, also potentially mitigated by high quality family literacy programs:

- Children of parents with histories of reading difficulty
- Children who have acquired less knowledge and skill pertaining to literacy during the preschool years
- Children who lack age-appropriate skills in literacy-related cognitive-linguistic processing.

Goal 4	Processes			Outcomes
	Resources	Activities	Process Indicators/ Participation	
<p style="writing-mode: vertical-rl; transform: rotate(180deg);">The number of high quality family literacy programs will be expanded</p>	<ul style="list-style-type: none"> • Adult Education programs • Local Early Childhood providers • Head Start • Even Start • Title I • Highly Impacted Schools funds • School staff • District staff • Local Libraries • Community Based Organizations • 21st Century Schools • National Even Start Providers Organization • National Center for Family Literacy • National Institute for Literacy 	<p>Professional Development</p> <ul style="list-style-type: none"> • Inclusion of REA project in Even Start sponsored activities • USOE web site • Indicators of Program Quality • Continuous professional development for family literacy providers, as applicable, on parenting, early childhood literacy and adult literacy and adult learning research and strategies. • Participation in State and local professional development opportunities focused on implementation of Quality Indicators for family literacy programs • Information on statewide resources for Adult Ed. and ECE 	<ul style="list-style-type: none"> • Participation in appropriate professional development opportunities. • Retention of families in program • Access of families to all components at a single or geographically convenient location. • Coordination of existing programs. Minor development of new program services. • # of hours of program service and family participation in adult literacy, literacy focused parenting, early childhood education. • # of hours of Parent and Child time together. • Amount of material provided for parents and children for home use. • Application of Even Start Quality Indicators to assess quality of local program. • Amount of literacy focused parent and child interaction at home. • # of coordination meetings scheduled and completed. 	<ul style="list-style-type: none"> • Increase in the number of high quality family literacy programs • Increase in the number of hours spent by adult participants in adult literacy programs. • Increase in the number of hours parents spend in literacy focused parenting courses • Increase in the number of hours children participate in high quality early childhood education programs • Increase in the number of hours parents and children participate in structured opportunities for literacy based interaction. • Increased number of participating parents receiving GED or High School graduation. • Improved school-age student performance on the kindergarten pre-assessment, reading language arts criterion referenced tests, informal measures of reading skill and achievement of reading benchmarks. • Improved performance of pre-school children on language development and reading readiness measures.
		<p>Family Literacy</p> <ul style="list-style-type: none"> • Recruitment of participants with significant need as determined by income, literacy level, English language proficiency. • Coordination of local resources including Adult education and literacy, language acquisition programs, early childhood education. • Case management of families to increase participation and retention in all core areas. • Core services of sufficient intensity and duration, consistent with National Even Start Quality Indicators. • Literacy based parenting program that facilitates parents to be the most important teacher of their children. • Facilitating access of families to core program components through the provision, as appropriate, of transportation, day-care, home-based programs and follow-up, flexible scheduling of program components, year round services as possible • School parent resource libraries • Literacy Kits for parent training • GED on TV and video-tapes • At-Home Study materials 		
		<p>Extended Learning Time</p> <ul style="list-style-type: none"> • Flexible services including evening and weekend services, year round access to services and home visits and service delivery. • Expansion and use of community resources 		
		<p>Transition</p> <ul style="list-style-type: none"> • Regularly scheduled coordination mtgs. between ECE providers and school staff • Regularly scheduled coordination meetings between and among all program component providers and school and LEA program staff. 		

Chart 4. Goal 4

For language minority children and families additional risk factors may influence the likelihood of reading difficulties including:

- Cultural differences between home and school
- Low perceived opportunities
- Reading instruction provided only in English
- Ongoing discrimination

Family literacy programs promoted, developed and implemented as part of REA subgrants will be designed to:

1. Increase family participation in core services;
2. Provide an integrated package of services designed to enhance each other;
3. Increase the ability of participating parents to be their child's "first and best

The National Evaluation of the Even Start Family Literacy Program (1998) found that Even Start families participate in core educational services at higher rates than they would have had they not been in the program (US Dept. of Ed., p 22). This finding is of particular interest to Utah as there are currently significant numbers of individual providers of single core family literacy program components. Programs currently available include:

- Adult education courses through school districts and technical centers,
- GED on TV courses and supporting video programs,
- At-home study packets for secondary education courses,
- Head Start programs,
- Early Childhood resource and referral,
- Public and private early childhood education providers,
- School-based preschool programs,
- Parenting courses offered through LEA community education programs.

The majority of LEAs will have access to programs that provide core family literacy services. What is missing is a formal organizational system that facilitates a comprehensive program for families. The Utah REA Project will provide technical assistance to REA-eligible applicants and subsequent subgrant recipients on the coordination and organization of existing resources into a cohesive program that helps families to secure all core services. Scoring of subgrant applications will be based on the LEA's ability to demonstrate the development of a holistic program of family literacy services as opposed to simply listing existing isolated programs. Additionally, scoring will be higher for applicant LEAs that provide specific program components designed to be maximally effective as follows:

Adult Literacy Achievement: Even Start participants have been shown to make statistically significant gains on both the CASAS and the TABE tests. It is hypothesized that these gains are positive not only for the participating adults, but may also enhance the parents literacy related interactions with their children. Adult literacy services must be of sufficient duration and intensity to maximize the impact

of the program. Utah will adopt the national objective of 50% of adult participants engaging in at least 60 hours of adult education per month which may include instruction in English as a second language. Competitive advantage will be given to LEAs that demonstrate a commitment and develop a plan that contributes to the achievement of this standard.

Adult Educational Attainment: The National Evaluation of Even Start (US Dept. of Ed., 1998) provides information on the uncertainty of Even Start influencing the attainment of high school diplomas or GEDs. This is attributed to the low level of education of most adult participants. High School completion and GED attainment will be goals of all Utah REA projects, although potentially long-term goals for some participants. Utah adult education programs have seen steady improvement in the number of participants passing the GED, receiving high school diplomas and entering other educational or training programs. Again, Utah will adopt as a goal the national indicator of 25% of program participants receiving either a high school diploma or equivalent. REA projects will be encouraged to increase access to adult education programs and to take deliberate steps to maximize parent participation in adult literacy programs.

Children's Language Development: Children participating in Even Start programs have been shown to gain school readiness skills at a rate faster than expected. Measures of readiness skills and vocabulary indicate that children get a "boost" in their cognitive development as a result of early childhood education services. (US Dept. of Ed., 1998) Additionally, Snow, et al., states that family literacy projects that combine parent intervention and center-based interventions produced the most significant gains. REA projects will be encouraged to coordinate with early childhood providers such as Head Start, private and public preschool providers, school-based preschool programs or other community based early childhood education providers. A significant effort to emphasize the participation of target children in center-based programs will be encouraged. While center-based programs have been demonstrated to be more effective than programs that rely solely on parent interventions, the remoteness of many families in REA-eligible LEAs or schools, combined with the lack of transportation for many families in these areas, may make the provision of center-based programs extremely difficult. In such cases, home-based programs will be implemented. LEAs are expected to provide an assurance that staff is well trained. REA family literacy program staff will be informed of any and all training opportunities sponsored by the USOE or other Even Start projects. Home-based programs must secure training for staff on effective home-based appropriate programs such as Parents as Teachers. REA will pursue the national goal of 65 hours of early childhood education per month.

Parenting Education: During the second national evaluation (National Evaluation of the Even Start Family Literacy Program, 1998) Even Start families were shown to gain a substantial amount on measures of cognitive stimulation and emotional support given to children by the family. Families participating in Even Start programs improved the home literacy environment by providing learning activities, story reading, access to reading materials, talking with and teaching their children. Even Start programs were shown to have the most significant impact on increasing access in the home to reading materials, increasing expectations of parents regarding their children's success in school and increasing children's school readiness skills. (Snow et al., p 146) The first National Evaluation of Even Start states that "the extent to which parents took part in parenting education is related to gains in children's

vocabulary over and above gains that result from children participating in early childhood education.” As with all core components, intensity and duration matter. REA-supported family literacy programs will be expected to provide adequate parenting programs, ideally at least 20 hours per month. The national Even Start evaluation also indicates that a focus on literacy during parenting education program services is potentially a better indicator of positive influence of parenting education on desired outcomes for children. To that end, REA family literacy programs will be encouraged to provide parenting education services that emphasize literacy related activities and instruction.

LEA subgrant applications and funded programs will be evaluated in accordance with the above mentioned criteria. Competitive advantage will be given to those LEAs that outline a plan to provide services of sufficient intensity and duration in all core components and incorporate regularly scheduled opportunities for parents and children to interact in literacy related activities. Projects that provide for center-based programs for adults and children will be preferable however, in areas where this method of service delivery is unobtainable, strong home-based programs will be acceptable. LEA subgrant applications will also be evaluated on their specifically stated procedures for recruiting families most in need of services, procedures for retaining families in the program including addressing barriers to participation such as child-care, transportation, flexible scheduling, appropriate location(s) for services and recognizing and appropriately responding to cultural and familial differences. Programs are expected to address the needs of English language learners as suggested by the needs of their population. The extent to which projects coordinate existing resources, build upon appropriate interventions and integrate existing funding will be significant in scoring applications.

An overview of specific activities to be undertaken by the SEA and LEAs follows. Additional information is contained as part of the project design and activities of Goal 1, the graphic organizer for the over all project design, and the evaluation overview of the proposed project.

◆ Professional Development Activities

The Utah REA Project will ensure the inclusion of all REA supported family literacy programs in professional development opportunities provided as part of the State administration of the four Even Start programs.

The Utah REA Project will provide increased access via the USOE home page to family literacy-related sites. Appropriate links will be established. Information on indicators of program quality, promising practices, alternative delivery options and educational information will be available to all family literacy projects through the Internet.

The Utah REA Project will provide technical assistance to all projects in securing and/or developing appropriate professional development sessions and follow-up.

The Utah REA Project will distribute Indicators of Program Quality to all projects.

The Utah REA Project will ensure that the Early Childhood task force will develop and distribute literacy kits to all participants in family literacy programs.

The Utah REA Project will distribute information on GED programs, High School completion opportunities; information on community-based literacy initiatives to all projects.

The Utah REA Project will provide technical assistance to LEAs and schools on the development of school/parent resource libraries, which ideally includes access to materials for children age birth to grade 6.

The USOE, in coordination with the Even Start program, will provide professional development to all projects on the indicators of program quality as adopted and approved. Pending the completion of State-specific indicators, the projects will be provided professional development on the contents of the Quality Indicators developed by RMC Research Corporation and distributed by the U.S. Department of Education, Office of Compensatory Education.

The Utah REA Project will ensure access to GED and high school completion at-home study materials.

LEAs will ensure adequate access to literacy related materials to participating families including but not limited to appropriate reading materials for center and at-home use, writing materials, idea books for parents.

Subgrant LEAs will provide continuous professional development for family literacy providers, as applicable, on parenting, early childhood literacy and adult literacy and adult learning research and strategies.

LEA subgrant recipients will participate in State and local professional development opportunities focused on implementation of Quality Indicators for family literacy programs.

◆ Family Literacy Activities

The Utah REA Project will provide on-going technical assistance to all projects in an effort to strengthen program components and services. Phone, on-site visits, provision of information and materials as appropriate and the establishment of links from the USOE home page to appropriate family literacy sites will provide this technical assistance.

The Utah REA Project will monitor projects to determine overall quality of the program and implementation of activities as outlined on the approved subgrant application. The USOE will provide feedback to local projects designed to improve program and specific service quality.

LEAs will develop procedures for the recruitment of participants with significant need as determined by income, literacy level, and English language proficiency.

LEAs will provide for the coordination of local resources including adult education and literacy, language acquisition programs, early childhood education and parenting education.

LEAs will provide program services in all core areas of sufficient intensity and duration to positively influence positive outcomes for families, consistent with National Even Start Quality Indicators.

LEAs will use self-assessment procedures to determine consistency with program quality indicators and will take deliberate steps to use information gained to inform and improve program services.

LEAs will outline and implement a system of assessment of participants related to intended outcomes.

LEAs will develop and implement a system of case and/or program management for families to increase participation and retention in all core areas.

LEAs will ensure the provision of literacy based parenting program that facilitates parents to be the most important teacher of their children.

LEAs will facilitate access of families to core program components through the provision, as appropriate, of transportation, day-care, home-based programs and follow-up, flexible scheduling of program components, year round services as possible

◆ Extended Learning Time Activities

LEAs will provide flexible services including evening and weekend services, year round access to services and home visits and service delivery as appropriate.

LEAs will work to actively involve community-based organizations that emphasize literacy. The organizations include local libraries, community centers, religious organizations and community school programs.

Indicators of Program Quality: LEAs will collect and organize data on the following indicators of program quality:

- Participation in appropriate professional development opportunities.
- Retention of families in program services one year or longer.
- Access of families to all components at a single or geographically convenient location.
- Coordination of existing programs; minor development of new program services.

◆ Transition Activities

The Utah REA Project will provide opportunities for staff development and communication in the area to transition from family literacy programs to school for children.

LEAs will ensure that there are regularly scheduled coordination meetings between ECE providers and school staff.

LEAs will ensure regularly scheduled coordination meetings between and among all program component providers and school and LEA program staff.

2.3.2.5 Goal 5: Additional support will be provided for students having difficulty making the transition from kindergarten to the first grade, particularly students experiencing difficulty with reading skills (see Chart 5).

◆ Introduction

In order to ensure that every child is reading on grade level by the end of grade three, it is imperative that children are identified as early as possible and intervention initiated. “Based on the present results, the value of providing only a supplemental program in the primary grades of public school appears doubtful, being, by itself, not associated with greatly enhanced academic outcomes. Even though it is easier to provide supplemental services for children once they are in school, those who plan interventions for poor children should be aware that elementary school programs may have less impact on the children’s academic performance than would programs begun earlier in the life span. On the other hand, mean scores for reading were higher in

students who had school-age treatment added to preschool treatment.” (Campbell & Ramey, 1995). This is the basis of the strategy for Utah transition classrooms. If the LEA is able to successfully work on the other goals defined in this grant, many children who normally would have difficulty with reading skills as they enter first grade would get the appropriate experiences and intervention to avoid these challenges.

The goal of the LEA would be to provide “extra instructional support rather than just extended time” (Snow, et. al., 1998). The LEA will need to carefully ascertain their resources to design the most effective plan for children who are struggling with reading skills as they enter first grade. Karweit (1987) emphasizes that teachers assess the individual learning needs of each child who would qualify for transition programs and ensure that the instruction is appropriate for that child. Bredekamp & Copple (1996) argue that children should not be retained or be socially promoted. Instead, other means of helping children catch up—focused time, additional instruction, etc., should be used.

If, after every intervention is implemented, including extended learning time and extra instructional support throughout the previous kindergarten year, it is decided that a K-1 transition classroom is needed, the LEA should follow these guidelines:

1. The goal for teachers is to teach all children in the classroom how to read and prepare them for second grade. Thus, all children in a K-1 class move on to second grade at the end of the year (Shepard & Smith 1987).
2. The teacher-student ratio is kept small (approx. 1-12 students). This is especially important for struggling readers (Slavin, 1987).
3. The transition classroom contains average and above average first-grade ability students as well as those lagging behind in kindergarten skills. Thus, K-2 classrooms are heterogeneously grouped with all ability levels in it, consistent with the research on the negative effects of ability grouping (Slavin, 1987).
4. Time invested in developing first languages works to the advantage of second language literacy achievement (Snow et al., 1998).

In the winter of 1997, the USOE had a growing concern about the level of experiences children had as they came to school. At that time, Title I, preschool, Special Education, and Early Childhood departments combined to create a series of workshops for LEA personnel whose job is impacted by early childhood issues. The workshops focused specifically on how to better prepare these children for school and make smoother transitions—both to kindergarten and from kindergarten to first grade. The workshop featured presentations on PACT, literacy, social skills, transitions, and how to form early childhood communities in their neighborhoods. Many of the agencies that represent other early childhood stakeholders were also invited to share and present. The USOE offered inservice funding to those LEAs that devised a plan of inservice to help teachers understand what the new research showed about literacy and developmentally appropriate activities.

USOE is prepared to take the next step and give more intensive professional development on how to deal with children who are struggling as they enter kindergarten. The description of preparing children to enter kindergarten is discussed in goal one. However, children still come to kindergarten and first grade struggling with literacy skills and teachers need to be prepared for those children.

Each LEA must include in their transition program: 1) practice role of early literacy activities; 2) SBRR and developmentally appropriate (DAP) K-1 instruction and time/classroom management; 3) tutoring resources; and 4) parents and community involvement in developing strategies for successful progress of children to second grade.

◆ Professional Development Activities

The Utah REA Project will hold a conference for LEA staff that focuses on different research strategies to help those children whose literacy experiences have been limited. The conference will include information about:

- How to focus more time on literacy skills and activities in a developmentally appropriate way (Snow, 1998).
Options could include:
 - full day kindergarten with an emphasis on more time doing developmentally appropriate literacy activities that emphasize skills (Karweit, 1987)
 - more of the kindergarten time allotted to literacy skills and activities that are age appropriate and engaging (Snow et al., 1998, 1999)
 - additional support for children who are experiencing difficulty reading, before school, after school, on weekends, during noninstructional periods of the school day, or during the summer, using supervised individuals (including tutors), who have been appropriately trained using scientifically-based reading research—this instruction must connect to daily literacy instruction (Snow et al., 1998; Bredekamp, 1996)
- Critical elements a K-1 transition classroom must have (Slavin, 1987)
- Resources and materials that are available and focus on scientifically-based reading research (Snow, 1998)
- How to make the parents and the community a part of the solution (Snow, 1998)
- How to manage a classroom with a diversity of the level of learning experiences (Snow, 1998) How to determine what technology is effective and how to incorporate it into scientifically-based reading research strategies (Snow, 1999)
- How to work together with appropriately trained tutors if it is determined the student needs extended time outside of the instructional time (Snow, 1998)
- How to collaborate between kindergarten and first grade to ensure that the appropriate scientifically-based reading research intensive strategies continue for the students needing extra time and supplemental instruction indicated by the post-kindergarten assessment and other appropriate assessments

Goal 5	Processes			Outcomes
	Resources	Activities	Process Indicators/ Participation	
<p style="text-align: center;">Additional support will be provided for students having difficulty making the transition from kindergarten to the first grade, particularly students experiencing difficulty with reading skills.</p>	<ul style="list-style-type: none"> • Title I • Highly Impacted Schools • School staff • Private or community based tutorial programs • USOE • Utah's Promise • Utah Reads • Utah Center for Families in Education • Parent Resource Center • PTA 	<p>Professional Development</p> <ul style="list-style-type: none"> • Training for school staff on early identification intervention strategies • Training for teachers on the use of the pre-kindergarten assessment for designing appropriate instruction • Training for staff on SBRR transition options and program components 	<ul style="list-style-type: none"> • # of participants in scientifically based reading research professional development sessions. • Schedule and agenda of professional development opportunities provided. • # of teachers completing interval assessment of student progress 	<ul style="list-style-type: none"> • SBRR professional development for pre-K-1 teachers and tutors. • Improved student performance on K-assessment and reading language arts Criterion - Referenced tests. • Increase in the number of students exiting K with reading difficulties who enter 2nd grade reading on level with their same age peers. • Decrease in the number of 1st grade children referred to special education.
		<p>Family Literacy</p> <ul style="list-style-type: none"> • Pre-kindergarten assessment SEP and school feedback for parents • Parenting resources to support at-home early literacy activities • Center for Families on-going training opportunities for parents • Literacy hotline • USOE web site • Coordination of existing resources 	<ul style="list-style-type: none"> • # of parents attending Student Education Plan conference • # of parents seeking referrals to tutoring programs for children pre-K 	
		<p>Extended Learning Time</p> <ul style="list-style-type: none"> • Community based and private tutorial programs • School tutorial assistance programs • Summer school, inter-session or other extended year opportunities • Extended day programs for children not progressing adequately 	<ul style="list-style-type: none"> • # of children having difficulty with literacy skills receiving tutoring • # of children having difficulty with literacy skills participating in extended learning time programs 	
		<p>Transition</p> <ul style="list-style-type: none"> • System of early identification and intervention • K-1 transition classrooms • Formally scheduled conferences between sending and receiving teachers • Connected intervention strategies used by all service delivery staff 	<ul style="list-style-type: none"> • # of teachers who work together in preparation for upcoming year • # of teachers who work with tutors • # of teachers who work with special ed. 	

Chart 5. Goal 5

- How to collaborate with the Special Education resources department to ensure that children who are experiencing reading difficulties get the needed intervention instead of being inappropriately referred to Special Education
- The proper use of the pre- and post-kindergarten assessment and the assurance it will not be used to make decisions about retention. (Shepherd, 1993)

LEA subgrant recipients will participate in State and local professional development opportunities focused on transition strategies.

Subgrant LEAs will provide continuous professional development for early childhood providers, kindergarten, and first grade teachers about early identification and intervention strategies.

◆ Family Literacy Activities

The USOE has provided for every child's participation in a pre-kindergarten assessment as mandated by State law (see Appendix 2). The pre-K Assessment is part of their very first Student Education Plan. The pre-K Assessment will also be administered in Spanish in the fall of 1999. This is an opportunity for the parents to share with the teacher information about their child, for the child to get to know the teacher and also share information with the teacher, and finally, for the teacher to begin to learn what the child already may know about literacy and numeracy. After the SEP, the teacher will share with the parent strategies they can do at home to encourage the child in their literacy development. At this time the teacher may make recommendations for other kinds of resources, if appropriate. The teacher will arrange other appointments with the parents to ensure ongoing support to the parents. The parents are also given a booklet about strategies they can do at home to support literacy. A report from the USOE will be sent to the parents detailing the strategies they can employ with their child to promote their continued progress.

LEAs will ensure that every kindergarten child has an SEP at the first of the school year that includes parent information, and a pre-K assessment.

LEAs will provide parents with information about the parent resources available to them.

LEAs will coordinate family literacy efforts as part of an intervention strategy for children struggling with reading.

◆ Extended Learning Time Activities

The Utah REA Project will provide technical support to LEAs in establishing extended learning opportunities in their school or community. These programs could include Community-based and private tutorial programs, as well as school tutorial assistance programs. Both these tutorial programs must use SBRR strategies and connect back to the instruction that the child is receiving during regular instructional time. LEAs should also consider summer school, inter-session or other extended year opportunities.

LEAs will consider the implementation of extended-day programs for students for progressing adequately.

◆ Transition Activities

The Utah REA Project will provide on-going technical assistance to all projects in an effort to strengthen transition program components and services. This service

includes phone calls, on-site visits, provision of student information, and materials as appropriate. This will also include technical assistance for a coordination of funding for some transition strategies.

LEAs will identify early (even before kindergarten) those students who are having difficulty with early literacy. The sooner each child can be identified and intervention initiated, the more prepared children will be when they enter first grade.

LEAs must assure that once a plan of intervention has begun in kindergarten, the kindergarten and first grade teachers must communicate with each other and discuss the strategies that have been successfully used. As a struggling child enters first grade, the teacher should again use the same SBRR strategies that were outlined for the kindergarten teacher to assure ongoing intervention.

LEAs must assure an ongoing communication among all instructional staff so the child does not become confused. The strategies used must support literacy development and reinforce classroom instruction.

3 PROJECT SERVICES

The focus of this section is to provide the assurance and evidence that the Utah REA Project will select and support only high-quality, research-based LEA reading improvement projects. Equal access and treatment of underrepresented groups is a primary focus of the Utah REA Project and will be addressed first. The implementation of the project design is critical to the success of all REA projects and will be clarified. Then the application process and application forms for the Local Reading Improvement subgrant and the Tutoring Assistance subgrant will be presented in detail. Next, professional development and technical assistance efforts will be detailed. Then a discussion on using scientifically based reading research (SBRR) is included. Finally, the assurance that the needs of the intended recipients are being considered will be provided along with a detailed description of the coordination efforts that are being developed to meet REA goals and student needs.

3.1 Equal Access and Treatment of Underrepresented Groups

The high quality and sufficient services of this project will be focused directly on the traditionally underrepresented schools, students and families of Utah. The aims and eligibility criteria of the Reading Excellence Act focus service to this population.

As discussed in the Significance section, Utah’s changing demographics demonstrate the need to evaluate traditional practices and develop new solutions. Utah’s declining reading test scores are a serious concern throughout the State. The REA grant will help Utah discover new solutions that will improve reading achievement, particularly to underrepresented groups.

3.1.1 Limited English Proficient

One of the primary groups that Utah can better serve is its limited English proficient (LEP) population. Throughout the Utah REA Project subgrant applications, LEAs are required to address LEP issues.

Methods of informing parents of teacher reading qualifications, assistance provided to parents making decisions regarding tutoring providers, family resource materials, parent training materials as well as other pertinent communications will be available in multiple languages. Personnel to assist with translation will be expected.

Assistance for schools in the provision of appropriate alternative language and/or culturally relevant services and resources is being identified by Utah Reads and will be disseminated through the Utah Reads web site as part of the technical assistance to LEAs. Family literacy services are expected to address the needs of English language learners.

Rubrics in the Local Reading Improvement subgrant include assurances that LEAs consider LEP issues. The rubrics defining a successful literacy model description require that the LEA must develop a program that has been successful in settings with populations similar to their own demographics. The professional development rubric assures that LEAs identify teacher needs, “providing instruction that takes into account teachers with different background knowledge about teaching reading”. Those teachers who will be working with LEP students and who need additional professional development regarding how best to work with LEP students will be accommodated.

Another critical rubric regarding the development of reading and library programs mandates that the LEA plan be “inclusive of multiple perspectives such as parents, children, reading specialists, bilingual/ESL and any other pertinent specialists who can assist the librarians and media specialists in material selection.” Appropriate material selection is a major concern of all professionals working with underrepresented populations in the State of Utah. The student performance, needs assessment and program evaluation rubrics all require ongoing assessment of student progress to inform and adapt instruction. This includes assessment of LEP students with appropriate instruments. Technical assistance in the area of providing service to LEP students is expected to be substantial, on-going, and specific. Strategies that will help all instructional staff to better understand and value diverse cultures, the contribution of cultural heritage, and how best to support students through the processes of literacy and second language acquisition will be emphasized. As mentioned in the project design section, USOE Title VII/Alternative Language Services program has committed to establishing a pool of mentor teachers to help meet these technical assistance needs.

3.1.2 Rural Access to Information

As discussed in the significance section of this grant, one of the primary challenges the State of Utah must address is how to effectively support LEAs that are located in rural areas.

3.1.2.1 Technology

The use of technology in the forms of Internet and interactive television will continue to provide a mechanism for more consistent and on-going technical assistance to rural areas of the State. Utah Reads web site will provide both rural and urban LEAs with pertinent statewide as well as local information. The Utah Reads literacy hotline provides updated information on school-based and community-based literacy providers. Parents, teachers, community members, and administrators are able to request material and information.

3.1.2.2 Regional Reading Specialists

The USOE has in part relied upon reading specialists at each of the four regional service centers to assist in providing technical assistance to rural areas. This practice will be supported and enhanced with the addition of six new regional reading specialists who will be housed at these regional service centers and across the Wasatch Front.

3.1.2.3 Statewide Networks

A third source of support to both rural and urban LEAs is the regional support provided by community-based statewide networks. The Utah PTA is currently establishing six regional Parent Resource Centers. These centers will assist with coordination of community resources and act as a referral agency to parents and LEAs that need assistance with literacy instruction including tutoring. Utah’s Promise has created thirteen regional centers that are actively developing local community-based and school-based literacy projects. Utah Reads has assisted Utah’s Promise in the first round of regional literacy planning sessions and plans to conduct regional training programs for literacy providers this summer. These training sessions

will assist local literacy providers in upgrading their volunteer training model to reflect scientifically based reading research. The Utah Head Start coordinator has pledged full support to Utah REA Project schools.

The development and/or enhancement of school and classroom libraries are a critical component of successful rural LEA planning. Many rural communities in Utah have no libraries or local access to appropriate reading materials. The REA grant funds used to purchase reading materials will be a critical aspect of rural LEA planning.

3.1.3 Disabilities

Students with disabilities will participate in schoolwide reading programs developed, selected and implemented through the Utah REA Project. The extent of student participation in instructional programs will be determined by the student's Individualized Education Plan (IEP). Utah is committed to providing education to students with disabilities that will allow them to reach the State's standards and objectives in the least restrictive environment possible. Appropriate instructional services and settings will be determined by each student's IEP team. All instructional staff will have or acquire the skills, materials, and assistance needed to meet the instructional needs of students with disabilities. Teaching staff responsible for ensuring the provision of special education services will participate with other instructional staff in all aspects of the Utah REA Project.

The Utah REA Project will improve services to LEAs by providing technical assistance on the assessment of individual student needs, provision of targeted services and assistance in planning for students with disabilities who are having reading difficulties.

LEAs are expected to outline specific procedures for timely identification of students who are struggling and develop additional ways to support these students before referral to special education services.

Head Start, Preschool Special Education and other Utah early childhood providers will coordinate to provide concentrated services to Reading Excellence Act LEAs.

Community-based and private tutorial programs will provide additional resources to assist students with disabilities. Coordination between classroom teachers and appropriate specialists will also enhance services to this group.

3.2 Implementation of Project Design

The focus of this section is to demonstrate how the goals, processes and outcomes discussed in the previous section will be effectively implemented by the LEAs and selected school sites. The primary mechanism for directing and ensuring that LEAs will effectively implement strategies to meet REA goals is through the structure of the Local Reading Improvement and Tutoring Assistant subgrants.

3.2.1 Local Reading Improvement Subgrants

Local Reading Improvement applicants will be required to participate in a competitive application process. Evaluation and subsequent funding will be based on a rigorous score. The Utah REA Project will fund proposals which are based on reliable research, effective practices, and demonstrate effective internal and external

coordination. Those REA Local Reading Improvement subgrant proposals that successfully address all 18 activities specified in the application will be funded.

Table 4. Local Reading Improvement Subgrant Activities

Activity	Description
Description of the Literacy Program	The LEA will ensure that each selected school will use reading program(s) based on scientifically based reading research principles.
Comparison to the Utah REA Project Literacy Model	Evaluate how the LEA’s literacy program matches the three components of the Utah REA Project Literacy Model.
Professional Development Plan	The LEA will carry out professional development for the classroom teacher and other instructional staff on the teaching of reading based on scientifically based reading research.
Technical Assistance and Support to the Local Education Agency	The LEA will contract with a person or entity that will work with LEA sites to implement and improve reading program efforts.
Family Literacy Program	The LEA will effectively provide comprehensive services in early childhood, adult literacy, parenting and parent and child together activities and opportunities.
Transition Program	The LEA will ensure that selected schools will implement transition programs to assist kindergarten students who are not ready for first grade, particularly students who are struggling with early literacy strategies.
Parent, Tutor and Early Childhood Providers Involvement	The LEA will involve and assist parents, tutors and early childhood providers in literacy-related activities.
Description of Student Support System Program	The LEA will ensure that selected schools will implement a student-support system that will utilize scientifically based reading research trained and supervised individuals who will provide additional support to children preparing to enter kindergarten as well as kindergarten through third grade children who are experiencing difficulty reading.
Promotion of Reading and Library Programs	The LEA will describe how it will promote reading and library programs that provide access to engaging reading material.
Method of Informing Parents of Teacher’s Reading Education Qualifications	The LEA will ensure that, upon request and in an understandable language and format, the LEA will make teachers’ reading education qualifications known to appropriate parents.
Services for Students Not Achieving Standards	The LEA will describe how they will provide instruction in reading to children with reading difficulties who are at risk of being referred to special education based on these difficulties or who have been referred to and tested for possible special education services and have been found not to have a learning disability.
Student Performance Evaluation	The LEA will describe the plan to regularly evaluate

Activity	Description
	student progress. The plan will include a description of the specific student outcomes to be measured, the tools to be used, the planned frequency of data collection, and the intended use of student assessment data.
Needs Assessment and Program Evaluation	The LEA will describe how sites will determine school needs and establish goals based on those needs. The LEA will also describe their literacy program and how needs are to be met and goals accomplished through its implementation
Coordination with Existing Funds and Resources	The LEA will ensure that REA funds will be coordinated with other available funds of existing programs for: <ul style="list-style-type: none"> • Reading instruction • Professional development • Program improvement • Parental involvement • Technical assistance • Preparing children to enter school • Any other pertinent activities
Budget	The LEA will provide a detailed budget that also shows how REA funds will be coordinated with existing funds.
Coordination of Local Reading and Literacy Programs	The LEA will describe how it will coordinate reading, library and literacy programs that will avoid duplication and increase effectiveness.
Timeline	The LEA will describe how the activities described in this grant proposal will be implemented and provide a timeline of the proposed implementation.
GEPA Requirements	The LEA will describe the steps proposed to ensure equitable access to, and participation in, the project for students, teachers, and other beneficiaries with special needs.

3.2.1.1 Summary

These assurances and activities will be evaluated by a grant review committee. Reviewers will be evaluating the Local Reading Improvement subgrant using criteria generated from the REA and the USOE. Criteria will be used to ensure that the LEA will meet all REA requirements as provided in Section 2255 of the act. Criteria have been further refined to rubric level, in order to provide a more accurate way for readers to judge the submitted proposals.

The *Continuum of Evidence of Effectiveness* was used to develop Utah REA Project central rubrics. Thus, a) the theoretical foundation for the program, b) evaluation-based evidence of improvement of student achievement, c) the evidence of effective implementation, and d) evidence of replicability will be evaluated. The activities that address these dimensions in the application are:

- Description of Literacy Program
- Professional Development Plan

- Family Literacy Program
- Parent, Tutor and Early Childhood Provider Involvement
- Student Support System Program
- Special Education At Risk Reader
- Student Performance Evaluation
- Needs Assessment and Program Evaluation

Further criteria have been developed to ensure that efforts of the Local Educational Agency reflect needs and best serve students and families. The combined detailed criteria generated to evaluate each activity can be found in the Local Reading Improvement application that can be found at the end of the narrative.

Those programs that have the highest potential of being most effective will be those that can provide the most rigorous evidence for each of the selected dimensions and criteria.

3.2.2 Tutoring Assistance Subgrant

The Tutorial Assistance Subgrants fund tutorial assistance in reading to children having difficulties. Applicants will be required to participate in a competitive application process. Evaluation and subsequent funding will be based on a rigorous scoring system. The USOE will fund proposals that are based on reliable research, effective practices, and demonstrate effective internal and external coordination. Only those subgrant proposals that comply with all nine criteria specified in the application will be funded.

Table 5. Tutoring Assistance Subgrant Activities

Activity	Description
Selection of Tutorial Assistance Providers	The LEA will describe criteria used for selection of tutorial assistance providers in reading. Programs will be offered before school, after school, on weekends or during the summer, to children who have difficulty reading.
Parent Information	The LEA will: a) provide information to parents of an eligible child regarding possible choices for tutorial assistance, b) provide additional opportunities for parents who have failed to select tutorial assistance for an eligible child to do so, and c) permit a local school to recommend a tutorial assistance provider in a case where a parent asks for assistance in making a decision.
Tutorial Assistance Selection Process (Reading Criteria)	The LEA will develop a selection process for providing tutorial assistance that limits the provision of assistance to children identified by the school the child attends as having difficulty reading.
Student Selection Procedures	The LEA will develop procedures for selecting children to receive tutorial assistance to be used in cases where insufficient funds are available that give priority to children who are assessed and determined to be most in need of

Activity	Description
	tutorial assistance.
Contract Requirements	The LEA will develop a method of payment directly to selected tutorial assistance providers. This will include a contract, consistent with State and local law, between the provider and the LEA.
LEA Assurances	<p>The LEA will:</p> <ul style="list-style-type: none"> • Ensure oversight. • Ensure that information will be comprehensible and must include program quality and effectiveness information. • Ensure that any potential parent will be provided, upon request, assistance in selecting the best tutorial assistance program for their child. • Ensure parent and child confidentiality. • Disclose method of payments to the provider.
Critical Activities and Timeline	The LEA will provide a listing of all critical activities and dates to achieve the intent of this subgrant.

3.2.2.1 Equitable Participation of Private School Children

The LEA will explain how it intends to comply with the equitable participation requirements of private school children located in eligible attendance areas. LEAs will be expected to identify eligible children, offer appropriate services to eligible children to the private institution and ascertain the private school's desire to participate. Notification of Utah REA Project services will be made to parents of eligible children attending private schools.

All subgrant assurances and activities will be evaluated by a grant review committee. Reviewers will be evaluating the Tutoring Assistance Subgrant using criteria generated from the REA and the USOE. Criteria will be used to ensure that the LEA will meet all REA requirements as provided in Section 2256. Criteria have been further refined to the rubric level, in order to provide a more accurate way for readers to judge the submitted proposals. The Tutoring Assistance Subgrant application which includes criteria and rubrics can be found at the end of the narrative.

3.2.3 Review Committee Composition

The grant review committee will include university experts knowledgeable in early childhood education, K-3 reading, school-based and community-based tutoring, and budget and evaluation. Representatives from federal and State programs that will be coordinated under this effort will also be included. The nominations and selection of the LRI and TAS subgrant review committees will be made by the Utah REA Project Advisory Board and the USOE.

3.2.4 Review Committee Process

Due to the large scope of the subgrants, and relatively small number of possible submissions, one large team of reviewers will be assembled. The team will consist of experts who collectively cover the following areas of expertise: early childhood, K-3 reading, school-based and community-based tutoring, federal and State programs that

will be coordinated under this effort, budget and evaluation. Each proposal section will be read by three qualified reviewers. Each reviewer will be responsible for administering the criteria and rubrics provided.

To adjust for possible readers' bias, a computerized, score-standardization process will be applied to the scores. The results will then be tallied using the standardized (adjusted) scores. The final score for each application will be the total of the standardized scores. The scoring process will calculate standard deviations for each reader and adjust individual scores accordingly. This method will eliminate possibility of certain applications benefiting significantly from having high-scoring reviewers or being harmed by low-scoring reviewers.

3.2.5 Notification

Through an already existing system of technical support and communication, the USOE has made all local districts aware of Utah's intent to apply for REA funds, the eligibility requirements for potential LEA subgrants and the assessment of which LEAs and schools will be eligible to apply for Reading Improvement and Tutorial Assistance subgrants. This has been accomplished through Title I LEA Coordinators Administrative meetings and via the Utah Reads meetings. The USOE will continue to communicate LEA eligibility for Utah REA Project subgrants verbally at all IASA and Reading/Language Arts administrator meetings. Should the USOE be awarded a Utah REA Project grant, notification of all eligible LEAs as well as eligible schools within these LEAs will be facilitated through a formal presentation at the monthly meeting of all LEA Superintendents. LEAs will also be notified by mail on the availability, requirements and intent of subgrants, application requirements, deadlines, availability of local- and State-level technical assistance, and contact persons at the LEA and State level.

3.2.6 Subgrant Review

Criteria will be judged using rubrics developed collectively by members of USOE and Utah Reads. Activities will be given a maximum of ten points with the exception of four activities that may be awarded a total of fifteen points each. The four activities are: A) Comparison to the Utah REA Project Literacy Model, B) Professional Development Plan, C) Family Literacy Program and D) Coordination with Existing Funds and Resources. USOE and Utah Reads members collectively decided to assign additional points to those elements that supported the infusion of scientifically based reading materials and practices as well as coordination. Team members believe that these activities have the greatest potential of impacting literacy outcomes.

3.2.7 Grants to Rural and Urban Areas

Of the LEAs currently eligible to apply for REA subgrants, two are in urban areas of the State, three are in suburban areas of the State, and seven are in rural areas of the State. The range of LEAs potentially eligible for REA subgrants helps to ensure a mix of rural and urban LEAs as subgrant recipients. To ensure that both rural and urban LEAs have adequate access to information regarding scientifically based reading research, State-level objective or requirements, application requirements and competitive priorities, and adequate technical assistance in accessing appropriate

resources, the USOE will provide a bidders conference for all eligible LEAs and eligible schools within eligible LEAs. The purpose of the conference will be to address each of the issues listed above. The conference will be held in a central location to minimize traveling distance as a potential barrier to rural district participation. All eligible LEAs will have access to technical assistance in the preparation of the application from the USOE Title I unit, Curriculum section, Educational Equity department as well as any other content or program specialists in the USOE.

3.3 LEA Professional Development for Schools

The LEAs will be providing professional development that will be of sufficient quality, intensity and duration to impact change on multiple aspects of the project as evidenced through the criteria and rubrics used to evaluate LEA subgrant proposals.

The LEAs will describe how they will carry out professional development for the classroom teacher and other instructional staff on the teaching of reading. The subgrant evaluation criteria supports ongoing, continuous professional development from colleagues and specialists as well as regular opportunities for self-examination, reflection and feedback. Professional development as evaluated by rubrics will identify teacher needs and provide frequent evaluation with follow-up when needed.

The LEAs will be responsible for implementing ongoing, continuous professional development. These inservice meetings teach content that is based on scientific reading research; concepts of teaching reading build upon previous concepts; all areas of reading are covered including phonemic awareness, systematic phonics, alphabetic principle, fluency, comprehension, writing, motivation, literacy in the native language while learning English. Teachers need time to absorb, respond to, and practice concepts presented. The LEA is also responsible for a professional development plan that is detailed and comprehensive and includes a reasonable timeline. Professional development will also identify the needs of teachers, providing instruction that takes into account teachers different background knowledge about teaching reading. The professional development plan should also be closely aligned with the literacy program developed and implemented in the schools. Finally, the LEAs will be required to include a process to evaluate teachers' ability to implement activities presented in the inservice training sessions, including follow-up sessions when necessary.

3.4 Technical Assistance to LEAs and Schools

Technical assistance will be a key component to the successful implementation of the subgrants. Quality technical assistance will be delivered in many forms. Coordination with internal programs and external agencies will maximize use of funds and limit duplication. The first primary technical assistance mechanism discussed in this section is the use of technology.

3.4.1 Technology

The USOE and Utah Reads will provide technology support to REA subgrant recipients primarily through Internet and interactive television. Governor Leavitt has been a stalwart supporter of technology in all Utah schools.

Existing legislation is in place that allows all schools and school districts to participate in Internet services. Utah has been aggressive in building a statewide infrastructure to improve student achievement through integration of technology into the teaching and learning process. Pertinent State governing committees represent State government, public and higher education, local school districts, business, industry and parents. The infrastructure has been built under the guidance of two entities: *Educational Technology Initiative* (providing school and classroom computers and related technology) and *Utah Education Network* (responsible for building a statewide telecommunications network).

All districts applied for and received funding commitment letters through the federal E-Rate program. Over 97% of schools have Internet connectivity and over 91% of classrooms are wired. Teachers in rural communities where there is no Internet Service Providers are given dial-up access through their schools' connection.

The Utah REA Project would use this infrastructure to enhance reading and literacy technical assistance activities for teachers in the following ways:

- The Utah REA Project will construct web-based resources that include information on scientifically-based reading and professional development models, hotlinks to appropriate sites, support materials, LEA plan information and progress reports, etc.
- The Utah REA Project will create listservs, moderated by reading and professional development specialists, for LEAs implementing similar reading and professional development programs.

Internet services will be provided through the Utah Board of Education home page (www.usoe.k12.ut.us) and the Utah Reads web pages (www.usoe.k12.ut.us/utahreads). Literacy professional development activities will include:

- Local Reading Improvement Subgrant RFP and support materials.
- Tutoring Assistance Subgrant RFP and support materials.
- Bibliographies of selected literacy development resources such as those provided by NIFL.
- Contact numbers for organizations supporting scientifically based reading and professional development programs.
- Calendars of pertinent professional development activities such as conferences (Utah chapter of the International Reading Association), training sessions (Utah Reads, Title I, Even Start, ESL/LEP, At Risk, Department of Health) as well as university offerings (University of Utah, Utah State University, Brigham Young University).
- Hot links that will provide teachers and other support personnel with information that will:
 - support efforts in using scientifically based reading instruction principles.
 - provide program profiles of effective literacy efforts and other appropriate materials received from various agencies, organizations, and regional laboratories .

- provide pertinent information on primary and secondary language acquisition
- List-serves
 - All LEA teachers will receive ongoing professional development materials from Utah Reads, Utah Rural Regional Reading Coordinators, District Reading Coordinators, University Reading Professionals.
- Chat rooms
 - LEA teachers will be able to interact on-line. Some could be used for teacher interaction only. Others could be developed to support on-line real-time staff development events.
 - Interaction with Utah Lab Classroom teachers who are disseminating scientifically based/effective literacy practices.
- Interactive television
 - EDNET is an interactive (two-way) closed circuit television that networks Utah high schools, colleges, applied technology centers and universities. There are over 100 sites throughout the State and plans call for EDNET facilities to be installed in every public high school in the State over a four-year period. EDNET provides access to direct interactive instruction, administrative meetings and professional development inservice.
 - The SEA will hold quarterly EDNET broadcasts to support LEAs in their implementation efforts.
 - On demand events that connect LEAs and other agencies in collective problem sharing and generation of solutions could also be scheduled.

3.4.2 Equitable Access

The Utah Assistive Technology Program (UTAP) is designed to promote the use of assistive technology among individuals with disabilities. It is supported by the State Departments of Vocational Rehabilitation, Special Education, Family Health, Division of Services for Persons with Disabilities, the Utah Governor’s Council for People with Disabilities and by the Center for Persons with Disabilities. Additional assistive technology resources are available through the Utah Schools for the Deaf and Blind.

The Computer Center for Citizens with Disabilities offers cost-free consultations for people with disabilities, their families, teachers, and other professionals can come to try out computer hardware and preview software applications. They also provide workshops for parents and professionals concerning all aspects of applying computer technology to the needs of persons with disabilities. Finally, the computer center works with Augmentative Communication teams in public schools throughout the State. Augmentative devices and adaptive equipment is loaned to teachers and therapists for their use in assessing the communication needs of students.

The Utah Center for Assistive Technology (UCAT) is the hub of assistive technology service network within the State. It provides a common location where other service providers can work together. UCAT incorporates other assistive technology projects such as the Utah Assistive Technology Foundation, the Computer Center for Persons with Disabilities, the National Cristina Foundation, etc. It is an interagency program, enhanced and supported by the State service agencies. UCAT provides statewide coverage by supporting satellite offices in rural communities and encouraging private sector and entrepreneurial endeavors making additional services available through the incorporation of projects such as mobile service vans, distance learning technologies, etc.

3.4.3 Library and Media Services

Local Reading Improvement subgrants will be given to LEAs who propose to develop or enhance reading and library programs that provide access to abundant amounts of motivating reading materials. It is expected that proposals will provide detailed plans that build on current State models, are taken from other proven models or are convincingly innovative in design and implementation.

One-day workshops will be conducted. School teams will consist of a library media teacher, a kindergarten teacher and a parent, preferably bilingual (if appropriate). Teams will meet inservice objectives through interaction with a specialist in the field, and through development of a workshop which will be delivered to the team's local incoming kindergarten parents. Completed and evaluated workshops will then be published on the web for dissemination to other schools throughout the State. Furthermore, matching funds are designated to purchase literacy development materials suitable for the parents of each participating school. Evaluation information will be collected and reported to the State level. Corporate sponsors are being sought to further disseminate this model to other sites across the State.

Library Service Technology Act grants obtained throughout the State of Utah are also initiating practices to better serve traditionally under-served students. An Ogden ECE Center is implementing a program that is designed to better meet the needs of bilingual preschool students. Now that schools and public libraries are partnering to receive these grants it is expected that effective models are available for LEA evaluation as they design their proposed reading and library programs.

Another focal point at the State level is the development of partnerships that will help coordinate teachers, school librarians and public librarians. Current lack of coordination frequently has left the school and public librarians in the position of underserving student needs. Efforts are underway to create partnerships that will include development of communication systems that will provide students with greater access to materials when they ask for them. Utah REA Project funds could be utilized to continue and enhance these efforts.

3.4.4 Regional Service Centers

Additional assistance can be provided to eligible LEAs through Utah's system of regional service centers. These four regional centers are available in all geographic areas of the State. Included in the staff of these regional education centers are regional directors with extensive grant-writing experience and reading specialists with significant training in reading. These reading specialists have had the

opportunity to establish good working relationships with more rural areas of the State through the provision of professional development activities and direct technical assistance. The USOE has and will continue to work directly with the regional education centers to ensure that the technical assistance provided to local education agencies is of high quality and accurate to the requirements of the REA. Utah is fortunate in that we have only 40 school districts and have been able to implement a very efficient system of technical assistance.

3.5 Scientifically Based and Effective Practice

The services provided by the LEAs to fully implement the REA grant goals will reflect up-to-date knowledge from research and effective practice. The development and implementation of the literacy model, the professional development model, the student support system and the family literacy component all require LEAs to utilize scientifically based reading research. Theoretical Base for Project Design Framework (Section 2.3.1) and Utah REA Project Design Framework (Section 2.3.2) provide information on the scientifically based underpinnings to the REA mandate that only scientifically based reading researched materials and practices be used in LEA projects.

The introduction section of goal 3 (Section 2.3.23) provides research support for effective professional development for teachers, instructional staff, volunteers and any other individuals who interact with children to help develop literacy skills. Importance of providing conceptual knowledge and procedural skills, multiple methods of staff development and teacher feedback have been presented.

The importance of using scientifically researched practices when designing and implementing extended learning opportunities has been discussed in Section 2.3.2.3, “Community Based and Private Tutorial Programs.” The importance of preparing all personnel working in extended learning programs to use materials and practices based on scientifically based reading research is emphasized.

A further discussion of family literacy programs and the positive impact scientifically based reading research can have on program implementation and student achievement is presented in the introduction found in Section 2.3.2.4.

3.6 Meeting Needs of Intended Recipients

The intent of the Utah REA Project is to provide services that best meet the needs of Utah pre-kindergarten and K-3 students and their parents. The overall structure of the grant targets high-needs schools. The coordination and consolidation of services planned in the Utah REA Project reduces workloads and better meets the needs of State agencies, districts, teachers and instructional support personnel which will result in better service to students and their parents. Technical assistance methods have been selected to best identify and meet the needs of early childhood providers, districts, and schools. Extended learning opportunities selected by LEAs will provide a range of services at various times and configurations to meet the needs of families. The special needs of second language learners have been discussed throughout the description of the Utah REA Project. Ongoing early childhood efforts demonstrate current and developing capacity to meet the early needs of students. Informing parents of teacher qualifications is another method of meeting parental needs.

3.7 Collaboration of Partners

The coordination of resources to address the needs of all students is essential to any successful educational project. Utah Reads is a collaborative partnership that includes the Governor's Office, Utah PTA, Utah's Promise, and the USOE. The Utah REA Project builds upon Utah Reads current efforts and plans. Utah's REA Project, both extends and intensifies the focus of Utah Reads.

One of the primary aims of the REA is to make better use of existing funds and resources. The Utah REA Project assures that LEAs will plan for the coordination of funds and services with early childhood, Bilingual/LEP, Special Education, Title I, and other providers to reduce duplication of efforts. The primary goal of Utah Reads and the Utah REA Project is to provide support to children who are at risk of reading failure.

4 QUALITY OF MANAGEMENT PLAN

As described in 1.0, Utah Reads was formed several months ago. This partnership consists of representatives from the Governor's Office, the USOE and a multitude of community organizations and agencies, both public and private. These organizations and agencies represent diversity in knowledge, expertise and points of view-- teachers, administrators, USOE program managers, parents, higher education faculty, community volunteers, bilingual educators, and professionals in adult and family literacy. All these members have participated in shaping the goals and objectives of Utah Reads. As you can see, representatives from partnering agencies were of such a level as to lend expertise and commitment to this effort.

Some of the infrastructure for the Utah REA Project has already been built into the State system through several house bills mandated by the State Legislature. In an effort to make educators more accountable for student achievement, House Bill 33 mandates that the yearly State criterion-reference tests will now be made public each year. The Utah REA Project will use these assessments as the final evaluation measure for the project. In addition, House Bill 312 requires every school in the State to develop a comprehensive reading plan for school improvement with the goal of all children reading on grade level by the end of the third grade. As discussed earlier, House Bill 67 mandates that all children be assessed before and after they complete kindergarten. Thus, many aspects of the Utah REA Project have accountability already built into them.

A meeting of Utah Reads will be convened immediately if the Utah REA application is successful, and a Utah REA Project Advisory Board will be created. One of the first tasks of the Board will be to appoint a grant review committee to evaluate the LEA and TAG subgrant applications and make recommendations to the Advisory Board for awarding subgrants. The Advisory Board will meet monthly during the first year of the project and every other month during the second year. The Board will oversee and monitor the project. The Project Director and the Evaluator will report directly to this Board.

During the summer, the Project Director will be responsible to oversee the hiring of six Technical Assistance Team members. It will be the Director's job to supervise the Technical Assistance Team and to help the team coordinate services with the USOE program managers. The Director will organize the bidders conference and the three SBRR conferences. The Director will work with the Advisory Board and the USOE and Utah Reads staff to facilitate these conferences (see Table 6 for a timeline of these and other activities). The 11 member Technical Assistance Team will be responsible to the larger Utah Reads project with a measurably intensified level of support for Utah REA Project subgrant recipients.

Consultants for the SBRR conferences will be on contract and engaged as articulated in writing by the Director. All personnel will be hired according to fair employment practices without regard to gender, ethnicity, race, religion or age.

Technical Assistance Team members will work closely with regional reading specialists to coordinate services to individual schools. The specific role of the Technical Assistance Team member is threefold:

- facilitate high-quality reading instruction in all schools.

- coordinate services with other programs.
- provide feedback to the Director and Advisory Board about progress toward the goals.

Team members will work directly in schools and communities in different regions throughout the State. They will meet as a team once a month with the Director. Other USOE program managers will attend these meetings on an as needed basis. The purpose of the monthly meetings is to discuss the progress of the LEA programs, identify needs, and coordinate services. The Technical Assistance Team will meet quarterly with the Advisory Board. Team members will also work with the Evaluators after formative evaluations have been conducted. Feedback from the Evaluators will be used by the Technical Assistance Team members to assist schools in making adjustments to their instructional practices.

4.1 Personnel Job Descriptions

4.1.1 Director of Project

100% fulltime (Utah Reads Director)

Qualifications:

M. A. required, Ph. D. recommended.

Classroom experience in primary grades recommended.

Experience in administration or supervisory position required.

Knowledge of scientifically-based reading research required.

Knowledge of professional development for teachers required.

Ability to work cooperatively and collaboratively with multiple entities.

Responsibilities:.

Chair meetings and work closely with Advisory Board.

Chair meetings and work closely with Technical Assistance Team.

Collaborate with Utah Reads.

Work collaboratively with Evaluator, LEAs.

Supervise Technical Assistance Team.

Assist in administration and oversight of project.

Work collaboratively with USOE program managers in other areas, Title I, etc.

Oversee in the development of curriculum materials.

4.1.2 Technical Assistance Team

Qualifications:

B. A. required, M. A. recommended.

Experience in primary grades or early childhood instruction required.

Experience working with teachers in schools recommended.
Knowledge of scientifically-based reading research required.
Experience in administration or supervisory position recommended.
Ability to work cooperatively and collaboratively with multiple entities.

Responsibilities:

Work collaboratively with teachers, other instructional staff, administrators, community members, relevant service providers.
Provide feedback to teachers, schools, LEAs, the Utah REA Project Director.
Monitor ongoing progress of schools and teachers.
Facilitate coordination of services in schools and communities.
Provide feedback to Advisory Board.

4.1.3 Consultants

Qualifications:

B. A. required, M. A. recommended.
Experience in primary grades or early childhood instruction required.
Experience working with teachers in schools recommended.
Expert knowledge of scientifically-based reading research required.
Experience in administration or supervisory position recommended.
Ability to work cooperatively and collaboratively with multiple entities.

Responsibilities:

Teach administrators and teachers about rigorous educational research.
Show administrators and teachers how to apply rigorous research to practice.
Providing a comfortable and risk-free atmosphere for administrators and teachers.

Table 6. Timeline

Tasks	Year One												Responsible/How Accomplished	
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun		
1. Notify Superintendents about LEAs and announce/ advertise TAG subgrants	X													Director: <ul style="list-style-type: none"> • Call each eligible Superintendent. • Publicize tutorial assistance grants.
	Year Two													
2. Bidder’s Conference	X													Director, USOE staff and program managers: <ul style="list-style-type: none"> • Managers present Local Reading Improvement and Tutorial Assistance Grants.
	Year Two													
3. SBRR Conferences	X	XX												Director and USOE staff: <ul style="list-style-type: none"> • Schedule 3 SBRR conferences at centrally located site
	Year Two													
	X	X											X	
4. Coordinate with Title I, High Impact etc.	X	X	X	X	X	X	X	X	X	X	X	X	X	<ul style="list-style-type: none"> • State Core and CRTs Director and USOE staff: <ul style="list-style-type: none"> • Ongoing meetings among USOE and local program coordinators
	Year Two													
	X	X	X	X	X	X	X	X	X	X	X	X	X	
5. Initial deadline for RFP application submission for LEAs and TAG (pending availability of funds, applications may be received a second date)			X Sep 30											Director: <ul style="list-style-type: none"> • Organize and distribute application to Advisory Board for review
	Year Two													
6. Review applications deadline for notification of RFPs				X Oct 30										Director and Utah Reads Advisory Board <ul style="list-style-type: none"> • Review applications and make recommendations
	Year Two													
7. Administrator’s Conferences			X				X					X		Director: <ul style="list-style-type: none"> • Plan, facilitate and lead sessions for principals
	Year Two													
8. Development of curriculum materials	X	X	X	X										Director and Utah Reads staff: <ul style="list-style-type: none"> • Develop and distribute materials to LEAs
	Year Two													
9. Hire Technical Assistance Team	X	X	X											Director: <ul style="list-style-type: none"> • Advertise regionally • Subcommittee from Advisory Board • Interview and hire
	Year Two													

Tasks	Year One												Responsible/How Accomplished	
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun		
10. Meet with Utah Reads Advisory Board			X	X	X	X	X	X	X	X	X	X		
	Year Two													
	X		X		X		X		X		X			
11. Meetings of TAT with USOE	Year One												Director: <ul style="list-style-type: none"> Monthly scheduled meeting to monitor progress 	
					X	X	X	X	X	X	X	X		X
	Year Two													
12. TAT monitors progress of LEAs and TAGs	Year One												Technical Assistance Team: <ul style="list-style-type: none"> Ongoing monitoring and feedback to LEAs, Director, and Advisory Board 	
					X	X	X	X	X	X	X	X		X
			X				X		X					X
13. Early Childhood workshops for parents	Year One												USOE Early Childhood specialist, Head Start coordinator, Resource and Referral Director: <ul style="list-style-type: none"> Ongoing training for parents and caregivers on early literacy strategies 	
			X	X	X		X	X	X	X				
	Year Two													
14. Feedback to LEAs based on initial evaluation	Year One												Technical Assistance Team: <ul style="list-style-type: none"> Meet with Evaluator and Director, then provide feedback to LEAs 	
												X		
	Year Two													
15. Evaluation report	Year One												Evaluator: <ul style="list-style-type: none"> Collect ongoing data and coordinate data gathering of CRTs Analyzes data, writes report, and presents to Advisory Board 	
														X
	Year Two													
16. Early literacy trainers workshop	Year One												USOE, Head Start, Resource and Referral: <ul style="list-style-type: none"> Train trainers for literacy workshops 	
		X												
	Year Two													
17. Early Childhood conference	Year One												USOE Early Childhood Specialist, Title I Specialist: <ul style="list-style-type: none"> Technical assistance in building early literacy plan 	
			X											
	Year Two													

5 EVALUATION PLAN

The Utah REA Project has entered into a formal relationship with an independent, third party organization. This organization is the Institute for Behavioral Research in Creativity (IBRIC) in Salt Lake City, Utah. In existence for well over thirty years, IBRIC has conducted hundreds of studies in the areas of program evaluation, test construction, measurement of organizational climate, survey research, and personnel selection and evaluation. Educational program evaluation and test development are major strengths of the organization. IBRIC has just recently completed the construction of Utah's criterion-referenced tests in reading (see Appendix 1).

5.1 Evaluation Design

In the absence of definitive information concerning the ultimate nature of the set of experimental schools to be involved in the project, certain assumptions will be made here concerning their number and specific characteristics. An initial assumption is that between 15 and 25 elementary schools will ultimately compete successfully for funding through the process put in place by the USOE.

The key experimental design considerations for the project relate to the measurement of student achievement and development of a strategy to create meaningful experimental/control contrasts. A complication is that specific districts and schools may elect to implement very different sets of projects. Thus, the ability to aggregate over large numbers of students for a single treatment is missing. The fact that a relatively small number of schools will be involved, together with the requirement for selection of projects with demonstrated high levels of research and evaluation foundations, along with relatively substantial levels of funding for each school should lead to significant treatment effects.

Utah already has in place statewide assessment programs in reading and other curriculum areas that extend from kindergarten through twelfth grade. By law, all Utah public schools must administer both criterion-referenced and norm-referenced measures at specific grade levels and for specific courses. This makes the job of ensuring uniform measurement in both experimental and control schools substantially easier. Regardless of which specific set of reading programs is implemented in a given Utah elementary school, the same student achievement measures will be available. This also will allow the selection of schools with very similar demographic characteristics for control purposes. Any school in the Utah public system that is identified as a control will have the same student achievement measures available as any experimental school.

5.1.1 Possible Experimental/Control Contrasts for Evaluating Impacts on Student Achievement

At least three different approaches for assessing specific school impact and overall project impact on student achievement seem reasonable. The first approach would involve matching experimental and control schools on student demographics such as school size, location, and socioeconomic status. This would certainly provide meaningful information for matched single sets of experimental and control schools; however, as with other designs, the meaning of aggregate information with the total set of experimental schools, in view of differing approaches to project

implementation at the school level, would be problematic. A second approach to contrasting information would feature profiling the performance of experimental schools versus State averages that would be available for all major student achievement measures. A third approach would examine the level of project implementation among the set of experimental schools using a common scale to gauge the degree to which research-demonstrated principles of effective reading projects were in place in each school, regardless of the specific projects being implemented. This third option has the merit of looking at a set of schools, all of which are engaging in substantially funded, research-based projects, and determining which specific projects or sets of projects seem to have the most impact on student achievement. Within each of these three approaches to contrasting experimental school performance with some type of control, both time series and post-test only contrasts are possible.

Even though funding for the Utah REA Project is projected to last two years, the fact that Utah has the achievement measures in place and will continue to have them in place over time means that longer duration impacts on student achievement are testable. For example, the period three to five years after the beginning of project implementation in each school can be examined for impacts using precisely the same measures employed during the first two years of project implementation. Such a longer-range look at impacts on student achievement would seem critical given the time necessary to put in place research-tested reading projects which require significant amounts of staff training. Utah is certainly willing and able to continue the evaluation into years 3-5 using State resources.

5.1.2 Data to be Collected

Table 7 presents an overview of the major instruments which will be employed in the evaluation. While the emphasis in the study is, of course, on the measurement of student achievement, efforts will also be undertaken to assess more proximate outcomes and attitudes in each of the five major areas of emphasis of the project. These include:

- Early childhood
- Professional development
- Tutoring
- Family literacy
- Kindergarten – first grade transition

As has been noted, the State of Utah already conducts an extremely comprehensive project of criterion-referenced testing in reading at every elementary grade level. This includes a pre-kindergarten and post-kindergarten criterion-referenced assessment. By law, essentially every Utah student takes this series of criterion-referenced measures, beginning with the initial assessment in the two weeks prior to starting kindergarten instruction. Utah's criterion referenced reading tests are standards-based and gauge student mastery of the challenging State core curriculum. Appendix 9 presents an example of a student assessment profile for grade one.

A summative, norm-referenced check on student achievement will be accomplished through the administration of the Stanford Achievement Test at the beginning of grade three. This test is also required by law for all Utah third grade students.

Extended project impact will be traceable through the administration of the Stanford Achievement Test at the beginning of grade five.

In addition to the achievement measures delineated, Exhibit 1 shows several instruments that will be developed jointly by IBRIC and the Utah State Office of Education for measuring various aspects of project implementation in each of the four areas highlighted above. These will include a variety of checklists, observation guides, attitude scales, and interview protocols.

A particularly innovative aspect of the Utah project will be the creation of student status and performance profiles for teacher use based on Utah's core curriculum in reading. These reading status and performance profiles will supplement the information obtained from the criterion-referenced tests and allow teachers to monitor student achievement of reading benchmarks at each grade level. In addition to their instructional relevance, the student status and performance profiles will represent another significant type of data for inclusion in the evaluation of school projects.

Data collection strategies and specific instrumentation for major project outcomes. Table 8 profiles each of the projects goals and major outcomes and links them to specific measures and data collection strategies.

5.1.3 Data Analysis

As suggested above, the data analysis aspect of the study will focus both on experimental/control contrasts and time series analyses for several of the achievement measures. IBRIC has a long history of experience with sophisticated data analysis and numerous proprietary projects to carry out the computation of appropriate descriptive and inferential statistics.

5.2 Reporting

IBRIC will prepare a summative evaluation report to summarize project impact at the end of each implementation year. These summative reports will be made available to school, district, and State staff as well as boards of education. They will also satisfy federal reporting requirements.

Another key aspect of reporting will be the creation of a strategy for formative evaluation for each participating experimental school. Each experimental school will receive periodic updates based on observational and interview information collected as school, district, and State staff work collaboratively with the school.

5.3 Additional Evaluation Activities in Support of Major Project Dimensions

While student achievement will provide a uniform set of indices to measure the impact of project implementation for all projects and schools, additional specific efforts will be undertaken to gauge the impact of each of the following four key dimensions of the overall effort.

5.3.1 Professional Development

Pre- and post-test knowledge and skill measures will be used to assess the impact of training on participating staff at the school level. While numerous measures will have to be developed for specific projects, it is hoped that the common research knowledge on which the projects are based will allow the construction of measures which could be appropriately administered to teachers in all experimental schools. Measures of attitudes about training will also be built for the professional development component.

5.3.2 Tutoring

While the achievement measures will provide the most important indices of the impact of tutoring projects, any school using a tutoring component will be assisted through checklists and observation forms to gauge how well the tutorials are being implemented. Parent attitude and response forms would also be appropriate for this activity.

5.3.3 Family Literacy

A variety of observational and questionnaire information will be generated to document the impact of the family literacy components of school projects. Records of meeting attendance, observations of school-level staff, and reactions from participating families all can play a significant role in measuring the key dimensions of this component.

5.3.4 Early Childhood

Utah's pre-kindergarten assessment instrument will demonstrate the impact of early childhood projects. A variety of observational and questionnaire information will be generated to document the impact of early literacy programs. Increased enrollment in preschool programs, records of meeting attendance, observations of early childhood providers, and reactions from participating families all can play a significant role in measuring the elements of this component.

5.3.5 Kindergarten – Grade One Transitional Projects

Utah's well-constructed pre- and post-kindergarten assessment instruments are the obvious choice for demonstrating the impact of these projects. Re-administration of the post-kindergarten measure for children involved in special projects beyond the completion of kindergarten would be a key to determining the effectiveness of such projects. Parental reactions and attitudes would also be measured as part of this element.

Table 7. Evaluation Instrument Administration Schedule for the Utah Reading Excellence Program

Instrument	Purpose of Instrument	Development Status	Developer/Publisher	Projected Administration Periods
1. Statewide Pre-K Assessment	Reading and math readiness (CRT)	Operational	IBRIC/Utah State Office of Education (USOE)	Beginning of kindergarten each year
2. Statewide Post-K Assessment	Mastery of kindergarten State core curriculum in reading and math (CRT)	Operational	IBRIC/USOE	End of kindergarten each year and as needed for kindergarten-grade 1 transition programs
3. Statewide Core Assessment End-of-Level tests in Reading for Grades one, two and three.	Mastery of grade level core curriculum in reading and math (CRT)	Operational	IBRIC/USOE	End of grade one, two and three
4. Stanford Achievement Test complete battery (Primary II)	Assessment of program impact using a broad spectrum NRT	Operational	Harcourt-Brace Measurement	Beginning of grade three
5. Stanford Achievement Test complete battery (Intermediate 1)	Assessment of program impact over extended period using an NRT	Operational	Harcourt-Brace Measurement	Beginning of grade five
6. Reading status and performance profiles	Day-to-day monitoring of reading achievement benchmarks based on Utah's core curriculum	To be developed	IBRIC/USOE	Throughout the school year
7. Student surveys	Attitudes about program and school	To be developed	IBRIC	End of each year
8. Staff surveys and training impact measures	Measurement of program implementation, key attitudes, and impact of training	To be developed	IBRIC	Surveys at the end of each year and mid-year each year in program. Training impact measures pre-post staff training.
9. Parent surveys	Parent reaction to programs	To be developed	IBRIC	End of each year
10. Observation forms	Measurement of program implementation and impact	To be developed	IBRIC	Throughout each program year
11. Interview guides	Measurement of program implementation and impact	To be developed	IBRIC	Throughout each program year
12. Teacher, school, and district records	Measurement of student status	Operational		Accessed as needed

Table 8. Data Collection Strategies and Specific Instrumentation for Major Project Outcomes

Goal 1: Children will have the readiness skills and support they need in early childhood to learn to read once they enter school.

Goal 1 Outcomes	Data Collection Strategies
13. Increased use of scientifically based reading research by early childhood education providers	1. Interview and observation forms and staff surveys
14. Increase in student performance on pre-kindergarten assessment	2. USOE pre- and post-kindergarten assessment
15. Increase in number of parents who interact regularly with their child in literacy activities—reading, writing, verbal interactions	3. Parent and student surveys and interview guides
16. Increased enrollment in quality preschools	4. Preschool records
17. Decrease in number of children retained or recommended for retention upon school entry	5. School and district records

Goal 2: Every child will be reading at or above grade level by the end of the third grade.

Goal 2 Outcomes	Data Collection Strategies
1. Increased classroom use of scientifically based reading research strategies and programs	1. Interview and observation forms and staff surveys
2. Improvement of student scores on reading/language arts CRT	2. USOE language arts criterion referenced tests – Grades 3 and 4
3. Improvement of student scores on reading subtest of Stanford Achievement Test	3. Stanford Achievement Test, Primary II
4. Improved student performance on curriculum specific and informal measures of reading skill	4. School and teacher records
5. Decrease in number of children retained or recommended for retention	5. School and district records
6. Decrease in the number of children referred for special education testing or services	6. School and district records

Goal 3: Instructional practices of teachers and other instructional support staff will be improved in elementary schools.

Goal 3 Outcomes	Data Collection Strategies
1. Observable increase in teachers' and instructional staff use of SBRR	1. Interview and observation forms and teacher surveys
2. Improvement of student achievement on State reading/language arts criterion referenced tests and other curriculum specific and informal assessments	2. USOE reading/language arts CRTs for grades kindergarten through three
3. Increased early identification of and intervention for students not achieving standards	3. School and district records
4. Increased number of teachers completing course work needed to obtain an endorsement in reading instruction	4. District and State records

Goal 4: The number of high quality family literacy programs will be expanded.

Goal 4 Outcomes	Data Collection Strategies
1. Increase in the number of high quality family literacy programs <ul style="list-style-type: none"> • Increase in the number of hours spent by adult participants in adult literacy programs • Increase in the number of hours parents spend in literacy focused parenting courses • Increase in the number of hours children participate in high quality early childhood education programs • Increase in the number of hours parents and children participate in structured opportunities for literacy based interaction 	1. Parent surveys, school and district records, and staff surveys
2. Increased number of participating parents receiving GED or High School graduation	2. School and district records
3. Improved school-age student performance on the kindergarten pre-assessment, reading language arts criterion referenced tests, informal measures of reading skill and achievement of reading benchmarks.	3. USOE kindergarten pre- and post-assessments and grades 1-3 criterion referenced tests in reading/language arts
4. Improved performance of pre-school children on language development and reading readiness measures.	4. School records documenting results from language development and reading readiness assessments

Goal 5: Additional support will be provided for students having difficulty making the transition from kindergarten to the first grade, particularly students experiencing difficulty with reading skills.

Goal 5 Outcomes	Data Collection Strategies
1. Observable increase in the use of developmentally appropriate and researched based strategies among early childhood education providers.	1. Interview and observation forms and staff surveys
2. Improved student performance on K-assessment and reading language arts criterion-referenced tests	2. USOE post-kindergarten assessment and grades 1-3 reading/language arts criterion referenced tests
3. Increase in the number of students exiting K with reading difficulties who enter 2 nd grade reading on level with their same age peers	3. Teacher and school records, post-kindergarten assessment, and grade 1 reading/language arts criterion referenced tests
4. Decrease in the number of 1 st grade children referred to special education	4. School and district records

6 ADEQUACY OF RESOURCES

Since the majority of the resources from the Utah REA Project flow to successful LEA applicants, the resources discussed in this section will mainly address those available at the State level to support the project.

6.1 State Funds

As evidenced by the itemized budget in Part II: Budget Form and Information, The Utah REA Project is contributing a significant amount of matching funds. No project personnel, or fringe benefits, come from REA funds. The Project Director will work full-time on The Utah REA Project. The salary will be provided by the USOE with benefits provided by the University of Utah. The Director will direct the efforts of the following personnel who will also dedicate a portion of their time to the project:

- Early Childhood Specialist/Utah Center for Families in Education (.25)
- Family/Community Consultant, Utah Center for Families in Education (.25)
- Reading Consultant, Utah Reads Project (.25)
- Reading Consultant, Utah Reads Project (.25)
- A team of six technical assistants (0.5 each) will be hired to intensify services to REA schools in addition to supporting reading initiatives in other LEA schools. They will work directly in schools and communities in different regions throughout the State to provide technical services, provide feedback to the Director, Advisory Board, the evaluator, and USOE program directors, as well as monitor implementation of LEA subgrants and other reading initiatives.

It would be difficult to quantify the assistance that will be provided by the various program managers at the USOE and other agencies. The success of the Utah REA Project will depend heavily upon the coordination and cooperation of these multiple funding sources. They have all committed the necessary time and effort needed.

State funds are also committed for the development of evaluation survey instruments, observation guides, reading status and performance profiles, pilot testing and refinement of all forms. A portion of the project observation and interview costs also come from State funds. These evaluation instruments and activities will benefit all schools in Utah as they implement reading improvement programs. Finally, State funds will be used to cover the costs of several of the conferences and the printing of handbooks discussed in other sections of this application.

The bulk of State matching funds comes from HB 3, Minimum School Program Amendments. \$500,000 was allocated for staff development earmarked specifically for the Utah Reads project. An additional \$185, 736 from USOE discretionary funds are dedicated to the Utah Reads project. Finally, matching funds come from staff development monies allocated to the USOE for core curriculum related projects.

Other State-level funds, though difficult to quantify, will indirectly impact The Utah REA Project. They include:

- HB 312, State Literacy Program, provides \$5,000,000 for school districts to improve reading achievement in grades 1-3. The allocation flows on a formula basis to assist students most at-risk for reading failure.
- HB 8, Child Literacy Programs, provides \$250,000 for the establishment of a community volunteer training program to assist schools in implementing literacy

programs, information kits to parents of newborn infants on the development of emerging literacy skills, and the public service campaign to educate parents on the importance of emerging reading development.

6.2 REA Funds

The Utah REA Project is requesting \$3,500,000 per year for two years. This provides the project \$175,000 to cover administrative costs including the two per cent for evaluation and other applicable expenses, including funds to provide in-state and out-of-state travel for the project personnel, office operating expenses, and two of the SBRR conferences.

Tutorial Assistance Subgrants, utilizing 15% of the total request per year, will provide \$525,000 per year to successful applicants. \$2,800,000 is earmarked for Local Reading Improvement Subgrants. LEAs will be expected to offer on-site support for the Technical Assistant Team members and other project personnel as needed.

The costs associated with the Utah REA Project are reasonable in relation to the number of persons to be served and to the anticipated results and benefits. The range of REA funds available will vary between successful LEA applicants. The level of subgrant awards will be determined by the following:

- Need represented by the LEA,
- Other resources available to the LEA,
- Willingness of the LEA to coordinate existing resources,
- Ability of the LEA to use Utah REA Project funds to build local capacity that will be sustained at the conclusion of the Utah REA Project.

7 COMPETITIVE PRIORITY

Priority shall be given to applications from SEAs whose States have modified, are modifying, or provide an assurance that they will modify within 18 months after receiving an REA grant the SEAs elementary school teacher certification requirements. The modification must increase the training and the methods of teaching reading required for certification as an elementary school teacher to reflect scientifically based reading research.

7.1 State Board of Education Rule Regarding Teaching Certification Requirements

The Utah State Board of Education approves all programs for teacher education and certification within the State. Administrative Rule R277-502-3 states: “The Board uses the approved program approach to teacher education and certification. This involves: (1) the development of teacher education programs by an institution in accordance with established rules and procedures; (2) the official review and evaluation of each institutional program in accordance with standards adopted by the Board and the subsequent approval of a program if standards are met; (3) certification by the Board of an applicant for certification upon completion of an approved program; (4) the issuance, by the Board, of a basic certificate to beginning teachers. That certificate may be converted to a standard certificate upon demonstration of competence during employment.”

7.2 Legislative Action Regarding Teacher Education Preparation Standards

Utah is in the process of substantially revising its teacher preparation, certification and endorsements in teaching and learning in all content areas, reading in particular. This revision will be accelerated as a result of actions taken by the 1999 session of the Utah State Legislature. House Bill 109 (in Appendix 2), the Educator Licensing and Professional Practices Act, requires all standards adopted by the Utah State Board of Education for approved teacher preparation programs to “meet or exceed generally recognized national standards for preparation of educators, such as those developed by the Interstate New Teacher Assessment and Support Consortium [INTASC], the National Board for Professional Teaching Standards, and the National Council for the Accreditation of Teacher Education [NCATE].”

7.3 Progress in Revising Elementary Teacher Certification Requirements Regarding Reading

The new NCATE standards for teacher preparation in reading were adopted by the five teacher preparation institutions in Utah in the fall of 1998. As discussed in section 1.3.3, the USOE met with reading faculty representatives of teacher education institutions over a period of two years. In addition to adopting the NCATE guidelines for the teaching of reading, the group examined the syllabi of the reading courses taught at the various institutions and identified the common content of those courses. Recommended content was then brought back to the individual institutions for faculty feedback. Through this process, a common body of knowledge was identified and recommended for undergraduate reading courses throughout the State.

These representatives agreed that their teams of reading faculty would ensure that all reading content—including phonemic awareness, systematic phonics, fluency, and comprehension—will have been covered at the end of their teacher preparation program.

7.4 1999-2000 Revision Process

Criticisms made by the National Research Council regarding NCATE's standards provide a clear direction for the USOE in the next 18 months. While following the basic outline of NCATE, the USOE will collaborate with reading faculty representatives of teacher education programs in continuing to revise reading preparation standards to address the National Research Council's criticisms and the REA Competitive Priority. More detail and specificity about the reading curriculum, methods of instruction and increased training of preservice teachers will be included in this revision. Careful attention will be paid to delineating the critical elements of early reading success—including the explicit teaching of phonemic awareness and systematic phonics, the alphabet and the alphabetic principle, fluency and comprehension. There will be a detailed examination of increased training time and consistency in attention to scientifically based reading research. The Utah Reads Model of Effective Practice created for the Utah REA will be used to inform this State reform effort.

These new reading standards will be adopted, upon their completion, by the Utah State Board of Education for approved teacher preparation programs consistent with Administrative Rule R277-502-3 and House Bill 109 mentioned above.