

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** CS/HB 3 Home Book Delivery for Elementary Students  
**SPONSOR(S):** PreK-12 Appropriations Subcommittee, Trabulsky and others  
**TIED BILLS:** IDEN./SIM. BILLS: SB 1372

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Early Learning & Elementary Education Subcommittee	18 Y, 0 N	Wolff	Brink
2) PreK-12 Appropriations Subcommittee	14 Y, 0 N, As CS	Bailey	Potvin
3) Education & Employment Committee			

### SUMMARY ANALYSIS

Research shows that providing books to students both empowers parents to engage with their child's reading activities and improves students' reading skills. The committee substitute (CS) creates the New Worlds Reading Initiative, Florida's first statewide book distribution program, to provide at-home literacy supports for elementary school students reading below grade level. Under the initiative, a hardcopy book is delivered on a monthly basis to eligible students enrolled in a participating school district. Their parents are provided with resources to help improve the student's reading skills and instill a love of reading.

Implementation of the initiative is split between a state administrator—either the Department of Education or a contracted, third-party entity—and school districts. The statewide administrator must curate the books to be distributed and coordinate book delivery either directly or through a book distribution company. The statewide administrator must also develop a suite of digital tools parents may use to help their children improve their reading skills.

School districts and nonprofit, community organization partners, if any, are responsible for identifying eligible students and raising awareness of the initiative. Eligible students include those having a substantial reading deficiency or reading below grade level based on statewide, standardized assessments. Students remain in the initiative until they are promoted to 6<sup>th</sup> grade or their parent opts out.

Beginning September 30, 2022, and annually thereafter, the Department of Education must report to the President of the Senate, the Speaker of the House of Representatives, and the Commissioner of Education the number of students participating in the initiative in each school district and the academic achievement and learning gains, as applicable, of participating students based on data provided by school districts. The department must establish a date by which each school district must annually provide the data necessary to complete the report.

The CS requires that books are provided at no cost to families. Based on the most recent statewide, standardized English Language Arts assessment results, it is estimated that, at a minimum, over 557,344 kindergarten through grade 5 students would be eligible to participate in the initiative. Funding for the initiative, to include the purchase and delivery of books, will be dependent upon an appropriation provided by the Legislature in the Fiscal Year 2021-2022 General Appropriations Act.

The CS takes effect upon becoming law.

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. EFFECT OF PROPOSED CHANGES:

##### A. Present Situation

The National Assessment of Educational Progress (NAEP) demonstrates that Florida 4<sup>th</sup> grade students' reading skills increased annually, and have been higher than the national average, since 2003. However, after a 12-year period of steady improvement, 6 years ago, Florida's literacy rates for elementary school children stagnated. Since then, 4<sup>th</sup> grade NAEP reading scores have regressed to where they were from 2007 to 2009.<sup>1</sup>

Results from the 2018-2019 Florida statewide, standardized English Language Arts (ELA) assessments, the most recent academic year in which the assessments were administered, shows that 43 percent of 3<sup>rd</sup> grade students are reading below grade level.<sup>2</sup> The statewide, standardized grade 3 ELA assessment is a critical indicator of academic performance, as 88% of children who did not graduate from high school struggled with reading in 3<sup>rd</sup> grade.<sup>3</sup>

Moreover, results from the Fall 2019 Florida Kindergarten Readiness Screener indicate that nearly half of Florida's kindergarten-age students are not "ready" for kindergarten based on their literacy skills.<sup>4</sup>

#### *Identification and Intervention*

Florida law requires each school district to produce a K-12 Comprehensive Evidence-Based Reading Plan and include the criteria it uses to determine whether a student has a substantial reading deficiency.<sup>5</sup> Students in kindergarten through 3<sup>rd</sup> grade who exhibit a substantial reading deficiency, based on locally collected data, statewide assessments, or through teacher observations, must be given intensive reading instruction immediately following the identification of the deficiency.<sup>6</sup> Students who do not achieve a Level 3 or above on the statewide, standardized ELA assessment must be evaluated to determine the nature of the student's difficulty, the areas of academic need, and strategies for providing academic supports to improve the student's performance.<sup>7</sup> District school boards are required to prioritize remedial and supplemental instruction resources first to students in kindergarten through 3<sup>rd</sup> grade who have a substantial reading deficiency and then to students who fail to meet performance levels required for promotion under the district's student progression plan.<sup>8</sup>

School districts have a variety of intervention and progress monitoring options available to help students improve their academic performance. The law requires districts to develop and implement a

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<sup>1</sup> Kymyona Burk, Ed.D, Foundation for Excellence in Education, *How the Science of Reading is Transforming Education and Opportunities for All Students*, presentation before the Early Learning & Elementary Education Subcommittee, (Jan. 14, 2021).

<sup>2</sup> Florida Department of Education, 2018-2019 ELA Assessment Results, on file with the Committee.

<sup>3</sup> Donald J. Hernandez, *Double Jeopardy: How Third-Grade Reading Skills and Poverty Influence High School Graduation*, The Annie E. Casey Foundation, <https://www.aecf.org/m/resourcedoc/AECF-DoubleJeopardy-2012-Full.pdf#page=3> (last visited Jan. 28, 2021).

<sup>4</sup> Florida Department of Education, Fall 2018 Compared to Fall 2019 Florida Kindergarten Readiness Screener (FLKRS) District Results, FLKRS Statewide Results, <http://www.fldoe.org/accountability/assessments/k-12-student-assessment/flkrs/flkrs-sw-results.stml> (last visited Jan. 28, 2021).

<sup>5</sup> Rule 6A-6.053(9)(c)3., F.A.C. The State Board of Education amended the rule on January 13, 2021. The new rule specifies criteria for the determination that a student has a substantial deficiency in reading, including, scoring the lowest level or benchmark on any assessment approved by the district, scoring the lowest achievement level during a progress monitoring assessment approved by the district, or the student demonstrates minimum skill levels in one or more areas of phonological awareness; phonics; vocabulary, including oral language skills; reading fluency; and reading comprehension.

<sup>6</sup> Section 1008.25(5)(a), F.S. Students in kindergarten through grade 2 do not participate in statewide, standardized assessments.

<sup>7</sup> Section 1008.25(4)(a), F.S.

<sup>8</sup> Section 1008.25(3), F.S.

multi-tiered system of supports, which utilizes a problem-solving process to identify and support student needs based upon available data, including attendance, behavior and discipline, statewide assessment, and progress monitoring data.<sup>9</sup> Retention is mandatory for 3<sup>rd</sup> grade students who score at Level 1 on the statewide, standardized ELA assessment.<sup>10</sup> Any student retained in 3<sup>rd</sup> grade because of his or her statewide, standardized ELA assessment score must receive intensive interventions and be taught by a “highly-effective” teacher with a reading endorsement or certification.<sup>11</sup> This intervention process must include parent involvement, student observation, review of data, vision and hearing screening to rule out sensory deficits, and evidence-based interventions implemented in the general education environment.<sup>12</sup>

### *Parental Engagement in Children’s Reading*

A literacy-rich home environment is an important component in improving a child’s literacy skills,<sup>13</sup> because it offers access to literacy materials, such as books in the home and trips to the library, as well as regular opportunities to engage with adults in literacy activities, including shared book reading and teaching letters and sounds.<sup>14</sup> These activities are especially effective when based in the “Science of Reading,” an established method of improving children’s literacy skills through the systematic introduction of phonics (the connection of sounds with letters) and knowledge that aids in the development of literacy skills.<sup>15</sup> Parental engagement in these literacy activities at home plays a vital role in a child’s learning and development of literacy skills.

When a student is identified with a substantial reading deficiency, Florida law requires the student’s school to notify his or her parent.<sup>16</sup> The school must provide an explanation of the child’s particular difficulty in reading as well as descriptions of the services available and proposed interventions designed to address the child’s reading deficiency.<sup>17</sup> These parents are also provided with a “read-at-home plan,” which outlines strategies that parents can use to help their children improve in reading.<sup>18</sup> In addition, parents must receive their child’s performance results on the statewide, standardized ELA assessment in an easy to understand format within 1 week after the school district receives results from the department.<sup>19</sup> Among other requirements, the results report must outline specific actions and available resources for parents to assist their child based on identified strengths and weaknesses.<sup>20</sup>

### *Book Distribution Programs*

Book distribution programs seek to enhance home literacy environments by supplying free books to families to encourage early reading.<sup>21</sup> Book distribution programs are particularly effective when they provide parents with supports such as demonstrating book-reading, information sessions about literacy,

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<sup>9</sup> See Rules 6A-6.0331(1) and 6A-1.099811(2)(r), F.A.C.

<sup>10</sup> Section 1008.25(5)(b), F.S. A student may be promoted if he or she meets a “good cause” exception as provided in s. 1008.25(6)(b), F.S.

<sup>11</sup> See ss. 1008.25(5)(b) and (7) and 1012.34(2)(e), F.S.

<sup>12</sup> Rule 6A-6.0331(1), F.A.C.

<sup>13</sup> Eileen T. Rodriguez & Catherine S. Tamis-LeMonda, *Trajectories of the Home Learning Environment Across the First 5 Years: Associations with Children’s Vocabulary and Literacy Prekindergarten*, 82 CHILD DEVELOPMENT 1058, 1059 (2011).

<sup>14</sup> *Id.*

<sup>15</sup> The “Science of Reading” is an interdisciplinary body of research, incorporating developmental psychology, educational psychology, cognitive science, and cognitive neuroscience, focusing on reading as a complex human behavior. This research-based method informs effective instruction of children learning to read. Mark Seidenberg, *Connecting the Science of Reading and Educational Practices*, <https://seidenbergreading.net/science-of-reading/> (last visited Jan. 28, 2021).

<sup>16</sup> Section 1008.25(5)(c), F.S.

<sup>17</sup> Section 1008.25(5)(c)1-3., F.S.

<sup>18</sup> Section 1008.25(5)(c)5., F.S.

<sup>19</sup> Section 1008.22(7)(h)., F.S.

<sup>20</sup> Section 1008.22(7)(h)2-3., F.S.

<sup>21</sup> Merel de Bondt et al., *Do Book Giveaway Programs Promote Home Literacy Environment and Children’s Literacy-Related Behavior and Skills?*, 90 Review of Education Research 349, 349 (2020). [hereinafter *Book Giveaway Programs*]

and facilitating multiple personal contacts with families.<sup>22</sup> As research has shown book distribution programs to be effective and relatively low cost,<sup>23</sup> states, like Tennessee and Connecticut, have implemented book distribution programs to students.<sup>24</sup> Tennessee’s program, K-3 School Year Book Delivery Program, partners with a book publisher to deliver, free to families, “book packs,” consisting of ten, grade appropriate books with guided activities and tips for parental engagement, to students’ homes.<sup>25</sup>

Community-based book distribution programs also support families as they work to improve their children’s reading skills. Two prominent book distribution programs include Dolly Parton’s Imagination Library and Reach Out and Read. Imagination Library is a book distribution program that partners with local organizations to distribute a free book each month to participating children from birth until they begin school.<sup>26</sup> Reach Out and Read distributes books to families during their visits to pediatric clinics.<sup>27</sup> In this program, in addition to physically providing books, effective book-reading strategies may be modeled for parents while medical professionals explain the importance of shared book-reading for a child’s development.<sup>28</sup>

### Effect of Proposed Changes

The committee substitute (CS) creates the New Worlds Reading Initiative, Florida’s first statewide book distribution program, to provide at-home literacy supports for students reading below grade level. Under the initiative, a high-quality, hardcopy book is delivered on a monthly basis to eligible students. Their parents are provided resources to help improve their student’s reading skills and instill a love of reading. Implementation of the initiative is split between a state administrator—either the Department of Education or a contracted, third-party entity—and school districts. A contracted third-party entity must be capable of fulfilling all of the requirements for administrating the initiative.

The CS establishes responsibilities for the state-level administrator to include:

- developing, in conjunction with the Just Read, Florida! Office, a selection of books, from a variety of genres and covering a range of topics, appropriate for each grade level;
- facilitating book distribution directly or through an agreement with a book distribution company;
- developing and distributing marketing materials to help school districts and any local partners raise awareness of the initiative;
- helping school districts identify potential nonprofit partners by maintaining a list of national, state, and local organizations that have experience supporting efforts to distribute books to children;
- developing training materials, including video and text resources, to assist families as they engage in reading and improve literacy skills; and
- periodically distributing to participating families helpful tips and hyperlinks to video modules via text message and e-mail.

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<sup>22</sup> *Id.* at 366.

<sup>23</sup> *Id.* at 350.

<sup>24</sup> Governor’s Early Literacy Foundation, *Governor’s Early Literacy Foundation, Scholastic and TN Department of Education to Provide 580,000 Books to K-3 Students and Teachers in Tennessee*, <https://governorsfoundation.org/governors-early-literacy-foundation-scholastic-and-tn-department-of-education-to-provide-580000-books-to-k-3-students-and-teachers-in-tennessee/> (last visited on Jan. 29, 2021); Connecticut Department of Education, *Scholastic Book Packs*, <https://portal.ct.gov/SDE/COVID19/BookPackInformation> (last visited Jan. 28, 2021).

<sup>25</sup> Governor’s Early Literacy Foundation, *Governor’s Early Literacy Foundation, Scholastic and TN Department of Education to Provide 580,000 Books to K-3 Students and Teachers in Tennessee*, <https://governorsfoundation.org/governors-early-literacy-foundation-scholastic-and-tn-department-of-education-to-provide-580000-books-to-k-3-students-and-teachers-in-tennessee/> (last visited on Jan. 29, 2021).

<sup>26</sup> *Book Giveaway Programs*, *supra* note 21 at 350.

<sup>27</sup> Reach Out & Read, *About*, <https://reachoutandread.org/about/> (last visited Jan. 28, 2021).

<sup>28</sup> *Book Giveaway Programs*, *supra* note 21 at 352.

A student in kindergarten through 5<sup>th</sup> grade must be provided books through the initiative if he or she is identified as having a substantial reading deficiency or scored below a level 3 on the prior year's statewide, standardized ELA assessment. The CS requires districts to notify the parents of eligible students that they are eligible to receive books through the initiative at no cost and to provide parents with an application, developed by the administrator, that allows the selection of specific book topics or genres for the student. Eligible students must have the opportunity to identify preferred topics or genres, at the beginning of each school year, in order to maximize their interest in reading.

The CS requires that monthly book delivery begin no later than October and last through at least June. The CS requires school districts to coordinate with the administrator to initiate book delivery once a qualified student is identified. Students remain eligible for the initiative until they are promoted to 6<sup>th</sup> grade or their parent opts out.

The CS requires school districts, and any local partner organizations, to raise awareness of the initiative through:

- the student handbook;
- the read-at-home plan provided to students identified with a substantial reading deficiency;
- curriculum or parent nights at each elementary school; and
- events held jointly with the local public library, the CS specifies that library events should coincide with similar family engagement initiatives such as library card drives.

The CS requires that books be delivered at no cost to families.

Beginning September 30, 2022, and annually thereafter, the Department of Education must report to the President of the Senate, the Speaker of the House of Representatives, and the Commissioner of Education the number of students participating in the initiative in each school district and the academic achievement and learning gains, as applicable, of participating students based on data provided by school districts. The department must establish a date by which each school district must annually provide the data necessary to complete the report.

## B. SECTION DIRECTORY:

**Section 1.** Provides legislative findings.

**Section 2.** Creates s. 1003.485, F.S.; establishing the New Worlds Reading Initiative under the Department of Education; providing definitions; providing duties of the administrator; requiring the administrator, in consultation with a specified entity, to develop a selection of books; requiring the administrator to coordinate monthly book distribution to certain students; requiring the administrator to assist with local implementation of the initiative; requiring the administrator to maintain a clearinghouse of specified information; requiring the administrator to develop and disseminate certain training materials by specified means; establishing reporting requirements; establishing student eligibility requirements; requiring school districts to notify parents of eligible students; requiring school districts to coordinate with the administrator to initiate book delivery; providing requirements for book delivery; requiring that students be offered certain options relating to books; specifying when student eligibility ends; requiring school districts raise awareness of the initiative; requiring that books be delivered at no cost to families; authorizing the Department of Education to contract with a third-party entity; providing requirements for such third-party entity.

**Section 3.** Amends s. 1008.25, F.S.; requiring that a certain notification include information about the initiative.

**Section 4.** Provides an effective date of upon becoming law.

## II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

### A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

See Fiscal Comments

### B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

### C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

### D. FISCAL COMMENTS:

The committee substitute requires that books be provided at no cost to families. Based on the most recent statewide, standardized English Language Arts assessment results, it is estimated that, at a minimum, over 557,344 kindergarten through grade 5 students would be eligible to participate in the initiative. Funding for the initiative, to include the purchase and delivery of books, will be dependent upon an appropriation provided by the Legislature in the Fiscal Year 2021-2022 General Appropriations Act.

## III. COMMENTS

### A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable.

2. Other:

None.

### B. RULE-MAKING AUTHORITY:

None.

### C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

## IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 2, 2021, the PreK-12 Appropriations Subcommittee adopted a proposed committee substitute (PCS) and reported the bill favorably as a committee substitute. The PSC differs from the bill as originally filed by:

- Deleting the requirement that school districts apply to participate in the initiative, instead allowing all eligible students to participate regardless of where they are enrolled; and
- Deleting the requirement that school districts provide 50 percent of funding to purchase and deliver books to their students and that funding be provided on a pro rata basis.

The analysis is drafted to the committee substitute as approved by the PreK-12 Appropriations Subcommittee