



# Oregon

Tina Kotek, Governor



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Greetings Rulemaking Advisory Committee Participants,

Thank you for sharing your time and expertise with us through the Early Learning Hub Rulemaking Advisory Committee (RAC) to help review and refine rules that guide the work of Oregon's Early Learning Hubs. Your experience and insight are vital to this process, and we appreciate your commitment to this effort.

In this packet, you will find:

- The agenda for our meeting
- Draft of proposed rule language
- Link to the Early Hub webpage on the DELC website
- Link to the Rulemaking page on the DELC website
- Link to the public comment form
- A roster of RAC participants
- Contact information for DELC staff
- Zoom access details

*Please note: Due to the large volume of feedback, we are currently working on compiling the feedback and finalizing the slide deck, which will be emailed in advance of the meeting*

## Compensation

Committee members will receive **\$50 per meeting** in recognition of the time and thoughtful input you're providing. Additional information about compensation will be shared.

## Date and time for the RAC Meeting:

Thursday May 8, 2025

12:00 PM-1:00 PM

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*The Mission of the Department of Early Learning and Care fosters coordinated, culturally appropriate, and family-centered services that recognize and respect the strengths and needs of all children, families, and early learning and care professionals. Our Vision is that all children, families, early care and education professionals, and communities are supported and empowered to thrive.*

AGENDA	
Topic	Time Estimate
Welcome & attendance	5 minutes
Overview and Context	15 minutes
Review of RAC Feedback	10 minutes
Overview of DELC Internal Process & Rule Changes	10 minutes
Questions	10 minutes
Next Steps and Closing Comments	10 minutes

## Links

To learn more about the Early Learning Hubs please visit: [Department of Early Learning and Care : Early Learning Hubs : Programs : State of Oregon](#)

Please visit our DELC rulemaking page by going here: [DELC Rulemaking Page](#)

Public comment can be submitted using our [DELC Public Comment Form](#) or by emailing: [DELC.RulesCoordinator@delc.oregon.gov](mailto:DELC.RulesCoordinator@delc.oregon.gov)

If you have any further questions, please contact:

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Early Learning Hub Coordinators

## Rules Advisory Committee Roster

Name	Hub Region	Affiliation
Lisa Harnisch	Marion-Polk	Early Learning Hub
Sara Stephens	South Coast	Early Learning Hub
Gillian Wesenberg	South Central	Early Learning Hub
Jennifer Laine	Yamhill	Early Learning Hub
Reyna Alcala Lourdes	Blue Mountain	Multiple Roles
Jessica Nguyen	Multnomah	Multiple Roles
Anneliese Sheahan	Clackamas	Child Care Provider Union Representative
Sabi Velasco	Washington	Child Care Provider Union Representative
Brett Walker	Clackamas	Child Care Resource & Referral
Lydia Gray-Holifield	Multnomah	Representative from culturally specific, community-based organization
Holly Bartlett	Northwest	Child Care Provider & Family/Caregiver Voice
Courtney Little Hoop	Blue Mountain	Multiple Roles
Megan Glaze	Southern	K-12 education representative
Damiana Maxwell	Eastern	Early Learning Hub
Diane Wilkinson	Linn, Benton, Lincoln	Multiple Roles
Cicily Moses	Blue Mountain	Multiple Roles
Greta Sagolla	Lane	Multiple Roles
Rochelle Williams	Central	K-12 education representative
Kimberly Brown	Central	Multiple Roles
Debi Brazelton	Central	Multiple Roles
Ruby Ramirez	Statewide	Early Learning Council Member

**Zoom Meeting Access:**

**Please note:** When you first join the meeting, you will enter as an attendee. You will receive a prompt to join as a panelist—please click “**Yes**” when prompted. This will allow you to turn on your camera and unmute your microphone.

<https://www.zoomgov.com/j/1602147673?pwd=qNxyt7f7OXg37WacJUqZ103aPeIwTY1>

Meeting ID: 160 214 7673

Passcode: 001166

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Dial by your location

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· +1 551 285 1373 US (New Jersey)

· +1 646 828 7666 US (New York)

Meeting ID: 160 214 7673

**Division 900**  
**EARLY LEARNING HUBS**  
**DRAFT**

**414-900-0005: Purpose and Scope**

**Last review/update: 2/21/25**

(1) Under ORS 417.827, the Department of Early Learning and Care (Department) has authority to administer the Early Learning Hub system, ensuring equitable and comprehensive early childhood services across the state.

(2) The purpose of these rules is to establish the framework under which the Department administers the Early Learning Hubs (Hubs) system. Early Learning Hubs foster collaboration across sectors, working with state, local, and community partners to implement the goals outlined in [Raise Up Oregon](#) and other relevant state strategic plans, ensuring that the early childhood system is family-centered, accessible, and inclusive.

(3) The scope of division 900 rules is to establish eligibility criteria and requirements of Early Learning Hubs. These rules define the governance, operational, and fiscal roles of Early Learning Hubs, including their relationship with backbone agencies and the Department, ensuring alignment with Raise Up Oregon's integrated, anti-racist, and collaborative framework.

Statutory/Other Authority: ORS 417.728 & ORS 417.827

Statutes/Other Implemented: ORS 417.728 & ORS 417.827

History:

DELC 50-2023, minor correction filed 11/01/2023, effective 11/01/2023

ELD 2-2014, f. & cert. ef. 1-15-14

ELD 4-2013(Temp), f. & cert. ef. 9-9-13 thru 3-5-14

ELD 1-2013(Temp), f. & cert. ef. 8-16-13 thru 2-12-14

**414-900-0010: Definitions**

**Last review/update: 2/21/25**

The following words and terms within these rules have the following meanings:

(1) "Administrative Overhead" means any dollar that is not spent directly on services for children or on preparing and evaluating services for children. This is the cost of operating administrative functions within the Hub and its subcontractors and may include staff duties such as payroll processing and data entry and non-program related costs including space, supplies and phones.

(2) "At Poverty Level" means at 100% of federal poverty guidelines as adopted by the United States Department of Health and Human Service.

(3) "At Risk" means an environment in which the child may not be thriving due to factors including but not limited to:

(a) A household at or near poverty level, as determined under federal poverty guidelines;

(b) Housing that is inadequate;

- (c) Significant or documented domestic conflict, disruption or violence;
- (d) Having a parent or caregiver who suffers from mental illness, engages in substance abuse or who experiences a developmental disability or an intellectual disability;
- (e) Neglectful or abusive caregiving;
- (f) Health care and medical treatment needs that are unmet; or
- (g) Experiencing the impact of structural and individual racism or discrimination.

(4) "Autonomous Authority" means the independent authority and resulting decision-making capacity of the Governance Council, as described in ORS 417.827.

(5) "Backbone Entity" means the organization that provides administrative, operational, and fiscal support to the Early Learning Hub. A backbone entity is an organization that has an aligned mission and the resources to support an Early Learning Hub's vision, mission, and role in advancing the regional early childhood system.

(6) "Community of interest" means a special population not constrained by geography.

(7) "Early Childhood Services" means programs and services for children ages 0 through 6 years of age that address language and literacy development, cognition and general knowledge and learning approaches, physical health and well-being, motor development and social and emotional development.

(8) "Early Learning Hub" or "Hub" is comprised of a Governance Council, which consists of cross-sector partners, a Hub Director(s) and staff, and operational support from a backbone entity. A Hub may stand-up their own operational and organizational structures if able to demonstrate stability to the satisfaction of the Department. Hubs have statutorily designated authority to integrate early learning services across systems and geographic boundaries. [OAR?]

(9) "Family Advisory Council" means a group of parents and caregivers providing input and guidance to the Governance Council to ensure family voices are central to regional decision-making.

(10) "Family Voice and Leadership" means incorporating parent/caregiver and family voice in decision-making processes, with an emphasis on leadership roles.

(11) "Governance Council" means a multisector council who is the autonomous body responsible for providing strategic leadership and oversight for the Early Learning Hub. The Governance Council oversees the allocation of resources and investments and ensures that Hub's priorities are executed successfully, with an emphasis on outcomes and continuous improvement. The Governance Council operates with full investment decision-making authority for the functions of the Hub, independent of the backbone entity's day-to-day operations.

(12) "In-kind contributions" means contributions to project scope other than cash. In-Kind Contributions include but are not limited to: provision of rent-free space, provision of utilities, provision of custodial services, provision of secretarial services, provision of liability insurance benefits, administrative services, and transportation services.

(13) "Kindergarten Readiness Partnership and Innovation Program" or "KPI" is a program that invests in promising models for connecting early learning and Kindergarten through 3rd grade education across the state, and coordinates regional efforts that address disparities and promote equity in early learning, K-12, and other regional sectors. KPI is focused on Priority Populations, particularly children and families that might not have the support they need for a successful transition to kindergarten and/or kindergarten experience.

(14) "Operational Support" includes any combination of human resources, fiscal management, signing contracts and accepting responsibility for the Hub's outcomes, support for operations, supporting the Governance Council.

(15) "Opportunity Gap" means the ways in which race, ethnicity, socioeconomic status, English proficiency, community wealth, familial situations, or other factors contribute to or perpetuate lower educational aspirations, achievement, and attainment for certain groups of students.

(16) "Priority Populations" means communities historically marginalized or underserved, including but not limited to communities of color, tribal members, rural families, and families experiencing poverty.

(17) "System Coordination Funds" or "System Coordination Funding" is the main funding stream provided by the Department of Early Learning and Care for the operation of the regional early learning hubs as outlined in the Early Learning Hub Grant Agreement.

Statutory/Other Authority: ORS 417.728 & ORS 417.827 & [ORS 336.101](#)

Statutes/Other Implemented: ORS 417.728 & ORS 417.827

History:

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ELD 1-2013(Temp), f. & cert. ef. 8-16-13 thru 2-12-14

**414-900-0015: Early Learning Hub Functions**

**Last review/update: 2/21/25**

Hubs are established to coordinate and align early learning and care services for children from birth to age six within a specific geographic area or community of interest, including special populations not constrained by geography. The purpose of Hubs is to produce improved outcomes for children and families by leveraging public and private resources, coordinating services, and purchasing services to address local needs.

(1) Hubs are conveners of cross-sector partners and facilitators of regional strategies aimed at advancing outcomes aligned with state priorities, including Raise Up Oregon goals. A Hub that provides direct services must meet additional criteria set forth in OAR 414-900-0020(1)(g)(F).

(2) Hubs must deliver services that benefit children and families in the Hub's assigned geographic area or community including, but not limited to:

(a) Aligning service delivery across six core functional sectors and ensuring active participation of representatives from:

- (A) Health services,
- (B) Human and social services,
- (C) Public education services,
- (D) Early learning and care services,
- (E) Tribes within the assigned Hub region,
- (F) Business,
- (G) Housing,
- (H) Higher education and workforce development; and
- (I) Other necessary sector partners as defined in Grant Agreement.

- (b) Developing kindergarten readiness strategies utilizing the Early Learning Kindergarten Readiness Partnership and Innovation Program (KPI) funding as established by ORS 336.101,
- (c) Ensuring that service providers coordinated or contracted by the Hub are accountable for child and family level outcomes that support the objectives of Oregon's Raise Up Oregon; and
- (d) Developing strategies that improve child-centered outcomes, which include kindergarten readiness, stable and healthy families, and community-wide systems alignment.

(3) Each Hub must conduct a regional assessment of the early childhood system in their assigned region. The assessment must identify the capacity and readiness of local partners to coordinate services effectively. Each Hub must submit the regional assessment to the Department as outlined in the grant agreement.

(4) Hubs, through the direction of their Governance Council, are vested with the authority to distribute state, federal, and other funds to invest in their assigned priority populations across sectors. Hubs must ensure funding alignment with regional priorities, and coordination by:

- (a) Developing and maintaining a comprehensive budget for the Hub region,
- (b) Mapping all funding streams, including local, state, federal, and philanthropic resources.
- (c) Ensuring alignment to shared outcomes that support the objectives of Oregon's Raise Up Oregon, as outlined in 414-900-0015(2)(c),
- (d) Ensuring contracted providers are accountable for delivering cost-efficient services that align with shared goals of KPI, as outlined in 414-900-0015(2)(b),
- (e) Providing a match of 25% of the system coordination funds that:

- (A) Excludes funds received from KPI and federal Title IV-B for purposes of calculating the total system coordination funding.
- (B) Provides matching funds that are not through funding awarded by the Department. The matching funds must be provided through other allowable financial support, including in-kind contributions.
- (f) Ensuring public access to budgets, governance decisions, meeting minutes or recordings, and key reports on a website maintained by the Hub.

(5) Hub must conduct strategic convenings and engagement, which includes:

- (a) Convening cross-sector partners and community stakeholders to facilitate collaborative planning, problem-solving, and alignment to inform investment strategies.
- (b) Facilitating family voice in the design and implementation of Hub activities and priorities.
- (c) Leading continuous improvement efforts for their assigned regional early childhood system.
- (d) Collaborating and consulting with tribes within the assigned Hub region

(6) Hubs must ensure all strategies, funding allocations, and service delivery approaches are equity-driven, and address the opportunity gap among the priority populations within their assigned region.

Statutory/Other Authority: ORS 417.728 & ORS 417.827

Statutes/Other Implemented: ORS 417.728 & ORS 417.827

History:

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ELD 1-2013(Temp), f. & cert. ef. 8-16-13 thru 2-12-14

**Proposed Rule: 414-900-0030 Administration**

**Last review/update: 2/21/25**

- (1) The Department shall administer grants that contribute to building the Early Learning Hub system. The system may not include more than 16 Early Learning Hubs under ORS 417.827.
- (2) The Department shall administer and manage grant agreements with the grant recipients and provide fiscal and program guidelines. In most cases a grant agreement will be executed with the backbone entity. A Hub that has demonstrated the ability to provide stable organizational and operational structures to the satisfaction of the Department will execute the grant agreement. In all cases, the governance council provides oversight and authority of investments and has approval of contracts and/or agreements under ORS 417.827.

- (3) Grant recipients must comply with the terms and conditions of the grant agreement including, but not limited to, cooperating with the Department's program monitoring, technical assistance, program evaluations, and reporting requirements.
- (4) The Department may conduct a review to determine if any party is out of compliance with the terms of the Grant Agreement.
  - (a) The Department may require technical assistance, planning meetings or other remedial processes as needed to ensure compliance with the terms of the Grant Agreement.
  - (b) The Department may issue a notice of noncompliance outlining concerns and next steps.
  - (c) The Department may request a corrective action plan, which must be submitted to the Early Learning Hub Contract Administrator(s) within the timeframe outlined in the corrective action plan. The Department must review the plan and issue a decision of approval or disapproval.
    - a. (A) Parties that do not complete corrective actions or correct noncompliance may be subject to enforcement measures, including but not limited to: additional reporting requirements, conditions on funding, or withholding funds, in whole or in part, by the Department.  
(B) The Department must provide notice to all parties including backbone entity, Hub Director, and Governance Council, of remedial action that will terminate or reduce eligibility for Hub funding within the timeframe outlined in the grant agreement.
- (4) Grantees may use additional funds from other sources to carry out the Hub functions outlined in 414-900-0015.
- (5) Grantees must ensure that Hubs invest and allocate all Department provided funds in service of the region's priority population per the terms of the grant agreement.

**Proposed Rule: 414-900-0100 Backbone Entity Structure**

**Last review/update: 2/21/25**

(1) A backbone entity is an entity that provides operational and fiscal support to the regional Early Learning Hub. A Hub that has demonstrated the ability to provide stable organizational and operational structures to the satisfaction of the Department may provide its own operational and fiscal support. A backbone entity or Hub providing its own operational and fiscal support must:

- (a) Provide fiscal and operational management to ensure accountability and compliance with Department standards.
- (b) Maintain financial systems that meet state and federal auditing standards.

(c) Ensure that the Governance Council has the necessary information to make decisions, which includes, but is not limited to:

- (A) Providing accessible financial reports to the Governance Council; and
- (B) Conducting timely execution of fiscal documents needed to disburse funds.

(d) Maintaining transparency in all processes, including grantmaking and contracting, for any investment from the Department distributed to the entity for the operation and administration of the Hub.

(e) Being and remaining fiscally sound. A backbone entity should be an entity with the ability to fiscally support its core operations without funding from the Department to operate and administer Hub functions.

(f) Adhering to a “not to exceed” amount for administrative overhead costs set by the Department.

(g) Providing support for Hub functions for the full geographic region of the Hub, even if not the same as the backbone entity’s general or usual service region.

(2) Backbone entities or Hubs providing their own operational and fiscal support must establish and enforce conflict-of-interest policies for all staff, community partners, and any sub-grantees designed to prevent undue influence in funding or operational decisions.

(3) Backbone entities or Hubs providing their own operational and fiscal support may make use of Department funds for staffing only when proportional to the funded staff’s work on Hub functions and priorities. The Department will review and must approve funding models that divide staffing costs between Hub administration and other functions.

(4) If the Department determines that the grant agreement with the backbone entity will be terminated, whether voluntarily or involuntarily, it will issue a competitive Request for Application (RFA) within the affected Hub region. All applicants must fulfill the requirements of ORS 417.827 and other terms as outlined in the published Request for Application.

**Proposed Rule: 414-900-0110 Early Learning Hub Governance Structure *Last review/update: 2/21/25***

(1) Each Hub must have a Governance Council. The Governance Council is the autonomous body responsible for directing the administration of the grant agreement for the Early Learning Hub. The Governance Council is the decision-making body for the investments of Early Learning Hub funds. If the Hub utilizes a backbone entity for operational and organizational support, the Hub must do so as defined in 414-900-0100 and. The backbone entity may not make decisions regarding the investments of Early Learning Hub funds.

(a) Governance Councils must include representatives from the following sectors:

- (A) Health services,
- (B) Early learning and care services,
- (C) K-12 public education,
- (D) Human services,
- (E) Housing services,
- (F) Higher education and workforce development,
- (G) Business services.

(b) Governance Councils must include parent and caregiver representatives.

(c) For Grantees with a federally recognized Tribe (or Tribes) within their assigned region, a Governance Council position must be made available for a member of each Tribe in the region. Hubs must regularly offer each Tribe the opportunity for participation in the case of a vacant position for the Tribe.

(2) A Governance Council is the entity within the Hub structure that oversees the functions of the Hub. The Governance Council must:

- (a) Include a chair and a co-chair who will be responsible for duties as outlined in the grant agreement.
- (b) Approve strategic plans, budgets, and funding priorities.
- (c) Develop and adopt bylaws to govern the operation of the Hub.

(3) The Governance Council shall be governed by a set of bylaws.

- (a) The Governance Council must develop and adopt bylaws within 90 days of its establishment or restructuring.
- (b) The bylaws must include, but are not limited to:
  - (A) A clear statement of the Governance Council's purpose and authority,
  - (B) Membership composition, including sector representation requirements, term limits, and appointment or election procedures,
  - (C) Roles and responsibilities of officers, committees, and members,
  - (D) Procedures for conducting meetings, including frequency, quorum requirements, decision-making processes, and conflict resolution methods,
  - (E) A conflict of interest policy, including provisions for identifying, disclosing, and addressing potential conflicts,

- (F) Policies for public engagement and transparency, including mechanisms for community member engagement and dissemination of Council decisions,
- (G) A process for amending the bylaws,
- (H) Procedures for conflict mediation and resolution with the backbone entity, and
- (I) Procedures for dissolution or transition of the Council, if necessary.

(4) Meeting minutes from Governance Council meetings must be made available to the public on a website maintained by the Hub.

(5) The Governance Council must, in accordance with the procedures in its bylaws and following a vote, notify the Department if it has lost confidence in the Backbone entity's ability to perform any or all of its functions in accordance with these rules.

- (a) If the Governance Council votes to notify the Department of its desire to change the backbone entity for the Hub, the Governance Council must contact the Early Learning Hub Contract Administrator(s) for assistance and support in carrying out the backbone entity transition process.
- (b) Such notification must specify the basis for the lack of confidence, including specific lack of confidence in the Hub Director or specific personnel. Such notification may also recommend desired changes to address or remedy the lack of confidence.

**Proposed Rule: 414-900-0000 Early Learning Hub Director Role *Last review/update: 2/21/25***

Each Hub must have designated Hub Director(s) who focuses on centering equity and addressing the needs of the region's priority populations. The Hub Director(s) is the conduit, connector, and systems capacity builder of the Early Learning Hub. The Hub Director(s) leads strategies, communication and alignment in coordination with the Governance Council.

- (1) In partnership with the Governance Council, the Early Learning Hub Director must administer the functions of the Hub as outlined in Oregon Administrative Rule 414-900-0015 and the grant agreement. The Hub Director(s) must:
  - (a) Work in close partnership with the backbone entity to ensure the financial transparency and accountability of the Hub's operations; and
  - (b) Maintain a clear and comprehensive understanding of how the Department provided funds are allocated and spent, as outlined in the grant agreement.
- (2) While the Hub Director(s) is employed by the backbone entity for administrative purposes, their role and responsibilities are distinct in that they provide leadership, coordination, and oversight of the Hub's strategic initiatives and community engagement efforts. The Hub Director(s) role, while different region to region, must include:
  - (a) Engaging with the backbone-entity to facilitate operations and fiscal support for the Hub,
  - (b) Developing a budget for the Hub and managing fiscal responsibilities.

- (c) Communicating priorities on behalf of the Governance Council; and
- (d) Serving as a liaison to the Department, which includes but is not limited to:
  - (A) Engaging in meetings convened by the Department,
  - (B) Attending technical assistance/peer learning opportunities as convened by the Department,
  - (C) Staying apprised of Department policies, initiatives, updates and equity goals, and
  - (D) Ensuring the Governance Council is up to date on Department policies.
- (e) Leading regional alignment and coordination of early learning systems as follows:
  - (A) Creating a shared vision for the regional early childhood system.
  - (B) Engaging cross-sector and community partners.
  - (C) Engaging in system-focused problem-solving and action.
  - (D) Engaging in continuous learning and improvement of regional early childhood system plans.
  - (E) Facilitating strategic convening of sector and community partners.
- (f) Ensuring alignment with Raise Up Oregon and other state priorities.
- (g) Monitoring the effectiveness and equity of Hub operations.

**Proposed Rule: 414-900-0500 Data Collection and Reporting**      *Last review/update: 2/21/25*

Early Learning Hubs must collect and assess data in accordance with the standards established by the Department, as outlined in the grant agreement, and Hubs must ensure the accuracy, reliability, and validity of the data.

- (1) Data collection must be conducted using approved tools and systems that align with the requirements specified in the Hub grant agreement. The Department shall provide a template for data reporting to grant recipients.
- (2) Hubs must safeguard the confidentiality of family and child-level data compiled or submitted to the Department in accordance with all applicable laws, regulations, policies, procedures, and guidance.
- (3) Hubs must utilize data for reporting, analysis, and decision-making to enhance system effectiveness and drive outcomes for children and families as outlined in Oregon Administrative Rule, 414-900-0015.

**414-900-0510 Administration of Early Learning Kindergarten Readiness Partnership and Innovation Program**      *Last review/update: 2/21/25*

The Early Learning Kindergarten Readiness Partnership and Innovation Program (KPI) is established by ORS 336.101. KPI funds are invested by Early Learning Hubs to support access to and continuity of services that provide supportive transitions for families, particularly priority populations and priority geographic areas. Through innovative programming and partnerships, Early Learning Hubs must utilize KPI funding to coordinate regional efforts that address disparities and promote equity in P-3 services.

(1) Hubs must invest KPI funding to increase the connection between early learning, K-12, and other regional sectors to support a successful transition into kindergarten. KPI funding must be used to:

- (a) Invest in innovative or promising strategies for early learning, K-12, and other sectors across the state and build a body of evidence that Oregon can use to create stronger alignment between its early learning and K-12 education systems.
- (b) Engage families of children who are prenatal through five years of age in being partners in the learning and development of their children. Provide opportunities for families to connect with early learning, school, district and community resources.
- (c) Promote community and school partnerships and innovations that result in improvements in family and children's well-being and success in school including access to early literacy resources and programs

(4) As recipients of KPI funds, Hubs must report KPI data to the Department and evaluating agencies as outlined in the grant agreement. The report must include:

- (a) Outputs or activities related to implementation of the early learning and K-12 partnership strategy.
- (b) Impact of outputs or activities on children and their families.
- (c) Impact of outputs or activities on the attitudes, behaviors, or instructional practices of early childhood educators and kindergarten teachers.

(2) Funds received for the administration of KPI must be separately accounted for and may be used only to provide funding for the purposes described in the grant agreement.

**Statutory/Other Authority:** ORS 336.101 & ORS 336.104

ORS 336.104

ef. 7-7-14

ef. 1-15-14 thru 7-13-14