

# Open Education Resources (OER) Fiscal Year (FY) 2026 Legislative Report



## GAA, Article III, Rider 41, 89th Texas Legislature 2025

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As required by the General Appropriations Act: “The Commissioner shall annually submit a report by September 1 to the Governor, Lieutenant Governor, the Speaker of the House, the Legislative Budget Board, and the presiding officers of the standing committees of the legislature with primary jurisdiction over public education. The report shall include information on the number and type of open education resource instructional materials developed the use of those materials by school district and open-enrollment charter schools and plans for assessing the effectiveness of those materials.”

### OER Program Overview

#### What are Open Education Resource instructional materials?

Texas Education Code Sec. 31.002 (1-b) defines “Open education resource instructional material” as “teaching, learning, and research resources that reside in the public domain or have been released under an intellectual property license that allows for free use, reuse, modification, and sharing with others, including full courses, course materials, modules, textbooks, streaming videos, tests, software, and any other tools, materials, or techniques used to support access to knowledge.”

Sec. 31.002 goes on to delineate “Full subject tier-one instructional materials” vs “Partial subject tier-one instructional materials” vs “Supplemental instructional materials.”

#### Number and Type of Products

In prior years, Texas Education Agency (TEA) made available certain open education resource instructional materials on a pilot basis. Under HB 1605 (88R), TEA was required to develop new OER instructional materials and submit those materials to the State Board of Education (SBOE) for review and approval. As of August 2026, TEA has made available several open education resource instructional materials which have been reviewed and approved by the SBOE:

Partial Subject Tier-One Instructional Materials (8 sets of materials):

- Bluebonnet Learning K–3 Foundational Skills (English and Spanish):
  - Kinder, Grade 1, Grade 2, and Grade 3

Full Subject Tier-One Instructional Materials (31 sets of materials):

- Bluebonnet Learning K–5 Reading Language Arts (English and Spanish):
  - Kinder, Grade 1, Grade 2, Grade 3, Grade 4, and Grade 5
- Bluebonnet Learning K–5 Math (English and Spanish):
  - Kinder, Grade 1, Grade 2, Grade 3, Grade 4, and Grade 5
- Bluebonnet Learning Secondary Mathematics:
  - Grade 6 (English and Spanish)
  - Grade 7, Grade 8, Algebra I, Algebra II, and Geometry

**Each set of Bluebonnet Learning materials is a comprehensive tier-one instructional materials print package of both teacher- and student-facing materials, including, but not limited to:**

- Printed Program and Implementation Guide
- Printed Teacher Guides (including student formative and unit assessments)
- Printed Student Activity Workbook Consumables
- Printed Student Readers (Foundational Skills)
- Printed Spelling Cards (Foundational Skills)
- Printed Big Books (Foundational Skills)
- Printed Supplemental Kits (Foundational Skills)
- Printed Image Cards (Reading Language Arts (RLA))
- Printed Trade Book Collections (RLA)
- Printed Additional Days School Year (ADSY) Units (for K–5 Math)
- Classroom Hands-On Kits (for K–5 Math)

Printed copies of Bluebonnet materials are provided to school districts that place orders via the EMAT ordering system.

- Bluebonnet materials in print format are less expensive than comparable materials created by private-sector publishing companies.
  - For example, given pricing information for school year (SY) 2026–27 in EMAT, Bluebonnet Learning RLA, grade 2 materials for a new adoption are nearly half the expense when compared to another leading program also approved by the SBOE and approximately \$500 cheaper per classroom than the next lowest-priced materials option approved by the SBOE over a 4-year usage cycle.
- Beyond these underlying cost savings for the taxpayer, school systems have the option of using a \$20 per student statutory funding subsidy to cover Bluebonnet print costs each year, from TEC Sec. 48.308.

Bluebonnet materials are also available as a free download (in PDF form) to allow for self-print. The accessible PDFs are found at the [Bluebonnet Learning Portal](#), and are also available for parents, families and community members to view as an added layer of transparency.

## **OER Product Usage**

### **First Year Usage**

619 school systems implemented at least one of the Bluebonnet Learning instructional materials sets during the 2025–26 school year. This count of school systems was determined by examining EMAT orders where the order included a volume consistent with more than 75% of the student enrollment count in the district in the relevant grades, with the order placed prior to October 1, 2025.

## First Year Outcomes

Bluebonnet districts on average saw better year-over-year achievement change than non-Bluebonnet districts in Texas. Specifically, the percentage of students who meet grade level in the relevant grades of Bluebonnet adoption in reading or math for Spring 2026 STAAR assessments versus Spring 2025 STAAR assessments, compared to the same year over year change in non-Bluebonnet districts, are as follows:

- K–5 Math: 0.6 percentage points better
- Secondary Math: 0.6 percentage points better
- K–5 RLA: 0.2 percentage points better

Of note, Bluebonnet adopters in 2025-26 who had previously used the pilot version of open education resource instructional materials in the given grade band and subject in the prior year saw bigger gains:

- K–5 Math: 2.6 percentage points better
- Secondary Math: 0.7 percentage points better
- K–5 RLA: 0.7 percentage points better

Statewide, 72 school systems using Bluebonnet earned an “A” rating in 2025–26. Of those, 26 had a rating below an “A” the previous year.

## Additional OER Development

Texas Education Code Sec. 31.071 requires TEA to ensure the availability of additional open education resource instructional material for school districts. In addition to the materials already made available, TEC Sec. 31.071(b-2)(1)(A) requires English language arts materials in grades 6-8, TEC Sec. 31.071(b-2)(1)(B) requires prekindergarten materials, and TEC Sec. 31.071(b-2)(C) requires a set of cross-curricular materials in K-5. TEA has begun development processes for those materials. The SBOE has adopted new advanced math courses in grades 6 and 7, and as required by statute, TEA has begun development of materials for those courses as well.