



*Prepared by
Legislative Policy and
Research Office*

**Education Workforce
Work Group**

**Report on Subgroup
Recommendations**

January 7, 2022

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SUMMARY

The Education Workforce Work Group (EWWG) first met on December 3, 2021. The work group split into eight subgroups, each of which met between December 10 and December 21. Each subgroup generated a list of policy recommendations for the upcoming short legislative session in 2022.

Recommendations

Table 1 is a summary of recommendations agreed to by subgroup members. While details of each subgroup's recommendations are included in the main body of the report, this section lists discrete recommendations and the subgroup(s) that support them.

Table 1: Subgroup Recommendations

Subgroup Name	Policy Recommendations for Short Session
Classified Staff	<ol style="list-style-type: none">1. Pay for any required licensure and training upon hire.2. Streamline background check procedures via hiring of additional staff at Oregon Department of Education (ODE) to process background checks.3. Hold benefits under contract when classified staff are temporarily reassigned to other duties (e.g., substitute).4. Conduct outreach campaign to reach marginalized communities as part of hiring process. Generally, follow best practices for job postings to ensure fair representation.5. Adopt a package to enhance compensation for classified staff, including a minimum \$17/hour base rate, cash incentives for hiring and retention, and offering health insurance to employees working at least six hours per day.
Ed Prep Pipeline	<ol style="list-style-type: none">1. Allow Student Success Act flexibility for school districts to invest in educator workforce development through supporting tuition, continuing benefits during student teaching, and other actions, as deemed appropriate, by the district. Perhaps even require some use of funding to build workforce.2. Allow instructional assistants, sponsored by their school district, to access Oregon Promise funding to pay for community college credits.3. Triple support for the Oregon Teacher Scholars program.4. Adjust Student Success and Completion model to include preparation of any licensed educator.5. Re-fund the Oregon Teacher Mentor program in ORS 329.788.6. Task a state agency with producing an annual Supply and Demand report in education.7. Provide educators with loan forgiveness, grants, and scholarships to pursue their degree and licensure, as well as help alleviate debt/financial burden.

Subgroup Name	Policy Recommendations for Short Session
Licensure/ Recruitment	<ol style="list-style-type: none"> 1. Provide funding to reduce or eliminate license fees. 2. Provide funding for school districts to offer incentives to attract retirees, former educators, or new educators to work in public schools. 3. Provide funding for a communications and outreach campaign to reach license holders who are not currently teaching. This effort would require collaboration among Teacher Standards and Practices Commission (TSPC), ODE, Educator Advancement Council (EAC), and would require resources for TSPC to review its data and reach out directly to licensees who are not currently teaching.
Paperwork/Meeting Reductions	None
Planning Time	<ol style="list-style-type: none"> 1. Request legislative funding for administrator training on flexible scheduling. Study the inclusion of recess in instructional time. 2. Request legislative funding for community-based organizations to provide enrichment in schools. 3. Request legislative funding for a study of the uses of assessment data in Oregon. 4. Allow flexibility for implementation of physical education time requirements.
Special Education	<ol style="list-style-type: none"> 1. Compensation package for teachers for work outside of their contract and for COVID-19 pandemic stress. 2. Add Special Education teachers to higher education Student Success and Completion Model (SSCM). 3. Incentivize Local Education Agency (LEA)/Educator Preparation Providers (EPP) partnership programs to build smoother pathways into special education positions. 4. Require and compensate shared/overlapping planning time for teachers and classified staff.
Substitutes	<ol style="list-style-type: none"> 1. Restore Public Employees Retirement System (PERS) to outsourced substitutes, with legislature providing funding to cover costs. 2. Modify ORS 342.610 to ensure substitutes are employees of the districts that employ them - with legislature providing funding to cover costs. 3. Raise substitute salaries to parity with contract teachers - with legislature providing funding to cover costs. 4. Require that long-term substitutes be paid the long-term rate from day one of a long-term assignment, and that districts do not reassign different subs every 10 days. 5. Provide funding for a statewide marketing campaign to attract new people to the profession. 6. Provide funding for signing or retention bonuses for substitutes.

Subgroup Name	Policy Recommendations for Short Session
	7. Provide funding for training time or fee waivers for substitutes' training.
Teacher Burnout	1. Provide funding for student and staff mental health, with consideration of the challenges and drawbacks of contracting this work. 2. Provide funding for increased compensation. In particular, ensure that teachers are compensated for lost planning time. Base allowable expenses for district grants on the recommendations outlined in Secretary Cardona's "Dear Colleague" letter .

PROCESS

Participation

Table 2 shows the participation in each subgroup meeting.

Table 2: Participation in Subgroup Meetings

Subgroup Name	Participants	Meeting Date
Classified Staff	Bob Estabrook Morgan Allen Kirsten Plumeau Kristi Dille Trent Lutz	December 15 2:00 PM
Ed Prep Pipeline	Mark Girod Wayne Strickland Parasa Chanramy Emily McCaffrey	December 16 1:00 PM
Licensure/ Recruitment of Former Teachers	Elizabeth Keller Parasa Chanramy Rep. Neron	December 16 9:00 AM
Paperwork/Meeting Reductions	Kirsten Plumeau Amanda Manjarrez Emily Nazarov Anne Nesse Rep. Alonso Leon Rep. Neron	December 14 1:00 PM

Planning Time	Shara Mondragon Kimberly Matier Julia Kirkpatrick Trent Lutz Bob Estabrook Rep. Alonso Leon Rep. Neron	December 21 9:00 AM
Special Education	Ozzie Rose Christy Reese Dianna Hansen Mark Girod Kristin Rush Bob Estabrook Stacy Michaelson Morgan Allen Rep. Alonso Leon Rep. Neron	December 17 11:00 AM
Substitutes	Debbie Fery Leslie Polson Kristi Dille Wayne Strickland Elizabeth Keller Christy Reese Trent Lutz Morgan Allen Greg Burrill	December 13 4:00 PM
Teacher Burnout	Amanda Villagomez Randy Kamphaus Kristin Rush Jackee Duvall Richard Donovan Parasa Chanramy	December 17 10:00 AM

CLASSIFIED STAFF SUBGROUP

Problem Statement

In the current labor market, school districts cannot compete with other industries offering higher pay and better benefits for people with similar qualifications as those required for Oregon’s classified staff. The lack of classified staff in Oregon’s schools is causing widespread stress within the system.

Background

According to the Oregon Employment Department (OED), schools are currently competing for workers with a variety of other industries that may provide lower-stress or lower-risk environments. As other industries raise wages, Oregon’s schools are finding it difficult to compete.

During the summer of 2021, Oregon’s school districts reported over 1,820 job vacancies to the employment department, 85 percent of which required education beyond a high school diploma. Public education (including colleges and universities) comprises about half of all local government jobs in Oregon. In October 2021, local government employment was around 5.9 percent below its level in February 2020. In contrast, nonfarm employment in the rest of Oregon’s economy was 3.7 percent below its level in February 2020. In Oregon, local government hiring was approximately 5,400 jobs below its typical fall level in October 2021.

Policy Goal

In order to make classified staff positions more attractive to job seekers, Oregon’s statewide policies should assist school districts in competing for employees with other industries and should adequately reward classified staff for their dedication and hard work.

Table 3: Classified Staff Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Pay for any required licensure and training upon hire.	Yes	Unless resources are provided by the legislature, school district budgets would be stretched.	
Streamline background check procedures, perhaps via hiring of seasonal staff at ODE.	Yes	More information is needed from ODE as to the causes of delays.	

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Hold benefits under contract when classified staff are temporarily assigned to other duties.			
Conduct an outreach campaign to reach marginalized communities as part of the hiring process.	Yes		
Enact a funding package to enhance compensation for classified staff, including a minimum \$17/hour base rate, cash incentives for hiring and retention, and requiring health insurance be offered to employees working at least six hours per day.	Yes		

EDUCATOR PREPARATION PIPELINE SUBGROUP

Problem Statement

Oregon’s educator preparation pipeline does not adequately prepare sufficient educators, particularly educators of color, for the work they do in schools.

Background

According to the *2020 Educator Equity Report* prepared by the Educator Advancement Council, Oregon’s school districts employ over 30,000 educators. Just over 10 percent of those are teachers of color, while nearly 40 percent of Oregon’s students are students of color. Oregon has an overall three-year attrition rate for teachers of approximately 36 percent, with higher rates for teachers of color. Oregon’s approved educator preparation programs produced 1,628 completers in 2019, with public institutions providing 873 of those and private institutions providing 755. This is a significant decrease from the prior year, which saw 2,164 completers, with 1,273 from public institutions and 891 from private institutions. Additionally, the closure of Concordia University in 2021 and the closure of Willamette University’s School of Education in 2014 have negatively impacted Oregon’s educator preparation pipeline.

Policy Goal

This subgroup’s goal is to increase the number and diversity of teacher candidates completing educator preparation programs, entering the teaching profession, and continuing as educators throughout their careers.

Table 4: Educator Preparation Pipeline Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Increase funding for the Statewide Education Initiatives Account for investment in educator workforce development through supporting tuition, continuing benefits during student teaching, and other actions, as deemed appropriate, by the district.	Yes	Requires a legislative appropriation.	This effort could take place through the Educator Advancement Council's regional networks, Education Service Districts (ESDs), or district grow-your-own programs.
Allow instructional assistants (IAs), sponsored by their school district, to access Oregon Promise funding to pay for community college credits.	Yes		A community college degree would allow IAs to access Oregon Teacher Scholars support, building a bridge into degree completion and licensure for culturally and linguistically diverse paraprofessionals.
Triple support for the Oregon Teacher Scholars program.	Yes	An appropriation would be required.	
Adjust Student Success and Completion model to include preparation of any licensed educator.	Possibly	An appropriation may be required.	This would encourage the public universities to take educator preparation and innovations seriously.
Provide funding for mentorship: Either by funding the Oregon Teacher Mentor program in ORS 329.788 , Regional Educator Networks, through ESDs, or through local district programs.	Yes	An appropriation would be required.	More people will choose education if they know they will have support in those critical early years, and fewer new teachers would leave. Mentoring (particularly culturally and linguistically specific mentoring) is an effective investment.
Task a state agency with producing an annual Supply and	Yes	An appropriation would be required.	Oregon lacks clear and accurate information about needs. Our last statewide

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Demand report in education.			supply and demand report was more than a decade ago.
Provide educators with loan forgiveness, grants, and scholarships to pursue their degree and licensure, as well as help alleviate debt/financial burden.	Yes	Districts can use Elementary and Secondary School Emergency Relief Fund (ESSER) money for this purpose, but an appropriation would likely also be required.	

LICENSURE AND RECRUITMENT SUBGROUP

Problem Statement

In the current labor market, school districts cannot compete with other industries offering higher pay, better working conditions, and better benefits for people with similar qualifications as required for Oregon’s educators. The number of vacant positions in Oregon’s schools is causing widespread stress within the system.

Background

The Teacher Standards and Practices Commission reports a total of 190,000 educator profiles in its system. Of those 190,000, 66,000 hold active teaching licenses. However, current employment figures indicate that only about 34,000 teachers are working in Oregon’s schools.

Policy Goal

This subgroup’s goal is to increase the number of both new and existing licensees working in Oregon’s schools, and to make public school employment more attractive to job seekers.

Table 5: Licensure and Recruitment Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Provide funding to reduce or eliminate license fees.	Yes	The legislature would need to provide funding for TSPC’s day-to-day operations if license fees are reduced or eliminated.	Fees are a barrier, both to new licensees and renewers. TSPC requires districts to cover the fees for emergency substitute licenses, but not for other types of licenses
Provide funding for school districts to offer incentives to attract retirees, former educators, or new educators.	Yes	The legislature would need to provide funding for this purpose.	Districts may use ESSER funds to address workforce shortages.
Provide funding for a communications and outreach campaign to reach license holders who are not currently teaching.	Yes	The legislature would need to provide funding for this purpose.	This effort would require collaboration among TSPC, ODE, and EAC, and would require resources for TSPC to review its data and reach out directly to licensees who are not currently teaching.

PAPERWORK AND MEETING REDUCTIONS SUBGROUP

This subgroup met and determined that many paperwork and meeting requirements are determined at the local level. The subgroup therefore chose not to forward any statewide policy proposals to the larger work group for consideration in the 2022 legislative session.

PLANNING TIME SUBGROUP

Problem Statement

Due to decreased staffing throughout Oregon’s schools, including teachers, classified staff, and substitutes, many teachers are losing their planning periods in order to cover classrooms when their colleagues take time off.

Background

As a result of lost planning time, teachers in Portland have requested that Portland Public Schools institute a schedule in which every Friday would be an asynchronous day for high school students, while students in kindergarten through eighth grade would have one early-release or late-start day each week. Additionally, the Reynolds school district moved to distance learning for three weeks so that educators could increase the planning time needed to confront student disciplinary issues. Districts throughout the state are adding non-contact days in which students stay home in order to provide increased planning time for teachers.

Anecdotal evidence from committee testimony, news coverage, and social media indicates that many parents and district leaders may not agree with proposals that reduce students' time spent in-person at their schools.

Policy Goal

This subgroup's goal is to provide resources that can be used to provide increased planning time for teachers while maintaining students' access to in-person learning.

Table 6: Planning Time Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Funding package for administrators' training on flexible scheduling.	Yes	Would require a legislative appropriation.	Study whether or not recess should be included in instructional time.
Fund a program like the summer learning model employed in 2021 to have community-based organizations (CBOs) provide increased enrichment offerings in schools, allowing teachers to have increased planning time without reducing student instructional time.	Yes	Availability of CBOs around the state may make this challenging for rural districts. The quality and skill of providers matters, and they must be held to a high standard.	Would require quality standards for programs seeking funding, and a state agency to oversee the grants and ensure the quality of programming offered.
Explore uses of assessment data.	Yes	Would require a legislative appropriation to fund a study.	
Create flexibility on specific time-based requirements, such as physical education.	No		

SPECIAL EDUCATION SUBGROUP

Problem Statement

Due to decreased staffing throughout Oregon's schools, including teachers, classified staff, and substitutes, some Oregon schools or education service districts are limiting the amount of classroom time available to students enrolled in special education.

Background

According to Oregon's employment department, schools are currently competing for workers with a variety of other industries that may provide lower-stress or lower-risk environments. As other industries raise wages, Oregon's schools and partner special education programs are finding it difficult to compete.

During the summer of 2021, Oregon's school districts reported over 1,820 job vacancies to the employment department, 85 percent of which required education beyond a high school diploma. Public education (including colleges and universities) comprises about half of all local government jobs in Oregon. In October 2021, local government employment was around 5.9 percent below its level in February 2020. In contrast, nonfarm employment in the rest of Oregon's economy was 3.7 percent below its level in February 2020. In Oregon, local government hiring was approximately 5,400 jobs below its typical fall level in October 2021.

Moreover, the Teacher Standards and Practices Commission (TSPC) reports a total of 190,000 educator profiles in its system. Of those 190,000, 66,000 hold active teaching licenses. However, current employment figures indicate that only about 34,000 teachers are working in Oregon's schools.

Anecdotal evidence from committee testimony and social media indicates that special education is one of the areas impacted most by the current shortages of education staff, and that students enrolled in special education often did not receive the educational services to which they are entitled during comprehensive distance learning, putting many students academically behind where they would be if they had access to their educational services during the spring of 2020 and the 2020-2021 school year.

Policy Goal

This subgroup's goal is to provide resources that can be used to improve staffing levels in special education and educational outcomes for students enrolled in special education.

Table 7: Special Education Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
<p>Compensate teachers for work outside of their contract and for COVID-19 pandemic stress.</p> <ul style="list-style-type: none"> • Additional pay (substitute rate) when teachers need to cover classes during their prep/lunch • Additional pay (stipend) for teachers when their program needs to function understaffed • Stimulus check for educators due to stressful circumstances 	Yes	Would require a legislative appropriation.	<p>Possible use of reserve fund for this purpose.</p> <p>Compensation should be long-term conversation as well as short-term. Any amount given as a retention bonus should be meaningful.</p> <p>Time may be more important to teachers than money.</p> <p>Legislature would need to direct use of additional funding.</p>
Add SpEd teachers to SSCM funding model for public universities.	Possibly	May require additional appropriations to higher education institutions. May not yield results very quickly.	
Incentivize LEA/EPP partnership programs to build smoother pathways into SpEd positions.	Yes	Would require a legislative appropriation.	Potentially funding student teaching with students on emergency teaching licenses for high-need areas such as special education.
Require and compensate for shared planning/overlapping time for classified and certified staff.	Yes	Would require a legislative appropriation.	

SUBSTITUTES WORKFORCE SUBGROUP

Problem Statement

A lack of substitute teachers is having a profound effect on Oregon's public schools, causing teachers to lose planning periods and leading to widespread stress and burnout among Oregon's education workforce. Elements of state law have led to a decline in the attractiveness of substitute teaching in Oregon.

Background

While some substitute teachers hold regular teaching licenses, Oregon's Teacher Standards and Practices Commission (TSPC) has established two types of substitute licenses:

- The substitute license, valid for three years, issued to individuals who hold a bachelor's degree and who have also completed an approved educator preparation program.
- The restricted substitute license, valid for one year, issued to individuals who hold a bachelor's degree but who have not completed an approved educator preparation program.

In addition, to provide for additional substitutes and to combat the current workforce shortage, TSPC issued a temporary rule on October 1, 2021 allowing for emergency substitute licenses for any individual over the age of 18, whether or not they hold a bachelor's degree. This rule expires on March 29, 2022.

According to TSPC, in December 2019, Oregon had 8,290 substitute license holders. By November 2021, that number had dropped to 4,738. Since the implementation of the emergency substitute license temporary rule, TSPC has seen around 700 sponsorship requests from districts seeking to employ applicants under that license.

Statutes relating to substitute pay are in [ORS 342.610](#). While some Oregon school districts participate in collective bargaining with their substitutes, other districts have outsourced substitute teachers to private temporary staffing agencies. The substitutes who work for those agencies are considered employees of those agencies, and not of the districts in which they teach.

Policy Goal

This subgroup's goal is to make substitute teaching a more attractive option for job seekers. To this end, Oregon's statewide policies should ensure adequate compensation and benefits, access to public service loan forgiveness for all employees working in public schools, and improved working conditions for substitute teachers.

Table 8: Substitutes Workforce Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Modify ORS 342.610 to require that substitute teachers be employees of the districts in which they work.	Yes	This policy change would cause a fiscal impact on school districts unless sufficient resources are provided by the legislature to cover the increased costs to districts.	This change would restore eligibility for both PERS and public service loan forgiveness programs.
Increase the salaries listed in ORS 342.610 to provide parity with contract teachers.	Yes	This policy change would cause a fiscal impact on school districts unless sufficient resources are provided by the legislature to cover the increased costs to districts.	
Require school districts to pay the long-term substitute rate for any long-term job and prohibit the practice of reassigning substitutes every 10 days in order to pay the lower rate.	Yes	This would cause a fiscal impact on school districts unless enough funding is provided by the legislature to cover the increased costs to districts.	
Ensure that substitute teachers are paid for their training time and do not have to pay training fees to the school districts that employ them.	Yes	This would cause a fiscal impact on school districts unless sufficient resources are provided by the legislature to cover the increased costs to districts.	
Fund a marketing campaign to encourage former teachers and substitutes to return to the educator workforce as substitutes.	Yes	This would require a legislative appropriation.	
Offer statewide sign-on bonuses for substitute teachers in order to discourage wealthy districts from luring substitute teachers away from less affluent districts and increase the statewide workforce as a whole.	Yes	This would require a legislative appropriation.	

TEACHER BURNOUT SUBGROUP

Problem Statement

Due to decreased staffing throughout Oregon's schools, including teachers, classified staff, and substitutes, Oregon's schools are requiring educators to cover more classes and/or larger classes than they would in a typical school year. The added work is leading to an increased level of burnout, which may cause a significant number of Oregon's educators to leave the profession.

Background

According to Oregon's employment department, schools are currently competing for workers with a variety of other industries that may provide lower-stress or lower-risk environments. As other industries raise wages, Oregon's schools are finding it difficult to compete.

During the summer of 2021, Oregon's school districts reported over 1,820 job vacancies to the employment department, 85 percent of which required education beyond a high school diploma. Public education (including colleges and universities) comprises about half of all local government jobs in Oregon. In October 2021, local government employment was around 5.9 percent below its level in February 2020. In contrast, nonfarm employment in the rest of Oregon's economy was 3.7 percent below its level in February 2020. In Oregon, local government hiring was approximately 5,400 jobs below its typical fall level in October 2021.

Moreover, the Teacher Standards and Practices Commission reports a total of 190,000 educator profiles in its system. Of those 190,000, 66,000 hold active teaching licenses. However, current employment figures indicate that only about 34,000 teachers are working in Oregon's schools.

Anecdotal evidence from committee testimony and social media indicates a high level of dissatisfaction with current working conditions in schools, including the amount of teaching required and students' readiness to learn.

Policy Goal

This subgroup's goal is to provide resources that can be used to improve the mental health of staff and students, and to reward educators for the added work they have undertaken this school year in hope that they will not leave the profession.

Table 9: Teacher Burnout Subgroup Proposals for 2022

Brief Description of Proposal	Potential Fiscal Impact?	Potential Concerns	Notes
Provide funding for student and staff mental health.	Yes	A legislative appropriation would be required.	The shortage of mental health providers and the impact of widespread contracting may hinder districts' ability to provide increased mental health supports, even if funding is made available.
Provide funding for increased compensation.	Yes	A legislative appropriation would be required.	In particular, ensure that teachers are compensated for lost planning time. Base allowable expenses for district grants on the recommendations outlined in Secretary Cardona's "Dear Colleague" letter .