

# Senate Bill 275

## Examining whether to merge TSPC into ODE

TSPC and ODE Report to the Legislature

December 2023



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## EXECUTIVE SUMMARY

### Examination

As directed by SB 275 (2023), the Oregon Department of Education (ODE) and the Teacher Standards and Practices Commission (TSPC) consulted with the Educator Advancement Council (EAC) to examine whether to merge TSPC into ODE. SB 275 outlined requirements to examine respective roles, methods for improved alignment and coordination, fee structures, benefits and drawbacks of a merger, and steps to implement a merger. This report outlines the learnings and findings from the examination conducted by the ODE, TSPC, and EAC team (Coordinating Team).

The work of TSPC supports K-12 educators from their initial adult learning through their careers in Oregon education. TSPC has three core functions: (1) approves Oregon educator preparation programs, (2) licenses and certifies teachers, administrators, and other personnel, and (3) conducts investigations and recommends actions when educators commit crimes or violate Standards for Competent and Ethical Performance.

ODE oversees the education of Oregon's public K-12 education system, protects student rights and data, develops policies and standards for districts, administers state and federal grants, and ensures districts are following best practices.

EAC<sup>1</sup> sets strategic priorities and builds systemwide capacity to meet the state's public educator professional development goals for educators to experience a seamless system of support throughout their careers, and to ensure that students experience high-quality and culturally responsive learning.

To examine roles and identify areas for improving alignment and coordination, our cross-agency mapped areas where TSPC, ODE, and EAC serve similar or adjacent functions along the educator continuum. While there were limited areas of redundancy in services, we surfaced several areas that could benefit from additional clarity, statutory alignment, addressing critical gaps, and integrating processes and roles. We also identified "bright spots" to serve as exemplars to inform future planning.

Learning from other states provided insights into the range of state professional educator standards board structures and licensure fee structures. The learning also reinforced the importance of teacher expertise and voice in decision-making and having a coherent statewide system of support to ensure students have equitable access to effective educators.

### Findings

We examined two scenarios. In Scenario 1, TSPC maintains its current status as an independent agency. In Scenario 2, TSPC merges as an office in ODE. In both scenarios, there are proposed improvements and alignment opportunities. These include:

- Deepening investments to improve TSPC's Key Performance Measures and educator services
- The TSPC Executive Director (or OTSP Assistant Superintendent) working more closely with ODE's Executive Team

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<sup>1</sup> The EAC is an intergovernmental council of directors that is supported administratively by ODE. Throughout this report, "EAC" refers both to the Council as well as the ODE staff that support the work of the Council.

- Co-developing a statewide educator effectiveness vision and framework
- Improving cross-agency collaboration and opportunities to better support educator preparation programs
- Safeguarding and maintaining investment in the Educator Data System (the e-licensure system replacement)

TSPC currently relies on educator licensure fees as its primary revenue source. The other licensing structures identified can be applied to both scenarios. They include limiting the allowable uses of licensure fees (i.e., fees only fund licensing and/or investigations service) and supplementing with general fund to cover costs of administration, technology, and/or educator preparation. Structures that decrease overall licensure revenue (i.e., extending the license renewal terms) should be offset with other funding to avoid further barriers to services or increasing licensure fees.

**Scenario 1: TSPC maintains its current status as an independent agency.** In Scenario 1, TSPC does not merge with ODE. It remains a stand-alone agency with considerations for improving services for Oregon’s educator workforce. There are no changes to TSPC’s current organizational or governance structure.

Benefits	Drawbacks
<ul style="list-style-type: none"> <li>● Maintains educator autonomy to regulate and prioritize standards and practices for educators</li> <li>● Minimizes service disruptions and merger costs</li> <li>● Maintains TSPC’s flexibility and adaptability as a small agency</li> </ul> <p><i>The following benefits are contingent on additional funding:</i></p> <ul style="list-style-type: none"> <li>● Able to make improvements to alignment and coordination without a merger</li> <li>● Directly funds educators supports while offsetting the burden of teachers bearing a significant responsibility for the services</li> </ul>	<ul style="list-style-type: none"> <li>● Risk of continuing reliance on fees, which has limited capacity for core services and resulted in teachers paying increased licensure fee</li> <li>● Risk of insufficient funding to improve alignment and coordination of roles, priorities, and resources in support of the educator workforce</li> <li>● Small agencies in state government experience some disadvantages in administrative services</li> <li>● Risk of existing barriers continuing to silo work efforts</li> </ul>

Implementation and Net Cost

- *Implementation* of the larger-scale budget and coordinating efforts would take effect in the 2025-2027 biennium, supported by additional planning. As soon as practicable, the TSPC Executive Director would begin meeting with the ODE Executive Team.
- The estimated *net personnel cost* for implementing Scenario 1 is \$0.9 million.

**Scenario 2: TSPC merges into ODE.** TSPC’s core functions remain situated together as the Office of Teacher Standards and Practices (OTSP). The Assistant Superintendent of OTSP reports to the ODE Director. The Commission remains an independent governing body responsible for sanctions for investigations, granting educator licenses, and education preparation accreditation.

In addition to the methods for improved service delivery in Scenario 1, Scenario 2 also proposes to establish workgroups to further align and integrate interconnected work identified in the examination.

Benefits	Drawbacks
<ul style="list-style-type: none"> <li>● TSPC Commission as an independent governing board safeguards educator authority</li> <li>● Provides more robust administrative services</li> <li>● Potentially results in fewer barriers for integration, organizationally aligning the work, and providing a coherent system of supports</li> </ul>	<ul style="list-style-type: none"> <li>● Potentially less educator input and autonomy</li> <li>● Risk of just moving the pieces without effectively improving the system</li> <li>● Financial impact and operational strain</li> <li>● Service disruptions and downtime during the transition</li> <li>● Complex integration of systems and workflow</li> <li>● Potentially decreases TSPC flexibility and adaptability</li> </ul>

### Implementation and Net Cost

- *Implementation* of the merger would take effect in the 2025-2027 biennium, supported by well-vetted project and change management plans. As soon as practicable, the TSPC Executive Director would begin working with the ODE Executive Team. In addition, work would begin at the cross-agency level to explore and develop a statewide educator effectiveness framework.
- The estimated *net personnel cost* of implementing the merger for Scenario 2 is \$1.9 million.

**Summary of Findings:** The Coordination Team examined data from program sources, policies, budgets, organizational structures, and operations. Insights were gathered from education partners across Oregon, industry experts, and education leaders in peer states. In total, we met with more than 120 people. (See [Appendix 1](#) for additional details on who was engaged.) The following key themes emerged from the data analysis and engagements:

- Define the problem we are trying to solve to enact changes for targeted improvements
- Properly fund and invest in TSPC to improve service delivery and coordination without raising licensure fees
- Create a coherent system of supports along the educator continuum
- Safeguard educator voice and autonomy
- Support Educator Preparation Providers' innovation and collaboration
- Allow time to design and implement this work thoroughly and thoughtfully

**Report limitations:** The scope of this examination is limited due to the timeframe and requirements established in SB 275. Further data collection and analysis would allow for a greater understanding of the benefits and drawbacks of an agency merger, as well as consideration of alternative methods for addressing current challenges. The following are areas for further examination and inquiry:

- Understanding current system challenges and opportunities for a statewide educator effectiveness system
- Deeper analysis needed to fully vet the merger to prevent unintended impacts

ODE and TSPC reaffirm their commitment to collaborative improvement, independent of the chosen scenario, with a shared goal of enhancing educational outcomes for Oregon students and educators.

## I. EXAMINATION

### Background, Purpose, and Context

Oregon’s licensed K-12 educators play a critical role in supporting students as they build essential skills to take their next steps beyond high school and, eventually, become part of the workforce. A well-equipped teacher in every classroom is one of the most important resources we can provide to students. This is not possible without a commitment to the recruitment, training, and retention of highly qualified teachers.

As directed by SB 275 (2023), the Department of Education and the Teacher Standards and Practices Commission consulted with the Educator Advancement Council (EAC) to examine whether to merge TSPC into ODE. This report provides a summary of the learnings from the examination and key findings.

To co-lead the effort, TSPC and ODE convened the Coordinating Team with leaders from TSPC, ODE, and EAC. The work was facilitated by a representative from the Region 16 Comprehensive Center. From October to December 2023, the team convened weekly to steer the project, make decisions, and contribute to the report's development. Team members further participated in focused work sessions, curated relevant content, and synthesized findings aligned with their roles and expertise. The Coordinating Team conducted a high-level examination of the required criteria outlined in the table below.

SB275 Requirement	Areas of High-Level Examination
Examine whether to merge the commission into the department.	Examined two scenarios: (1) TSPC remains an independent agency and (2) TSPC merges into ODE.
(a) identified the roles of the department, commission, and council in relation to supporting and overseeing the public education workforce of this state.	Considered roles related to the respective missions, visions, statutory authority, governing bodies, core functions, and who they serve. Then changes in those roles for each scenario were examined.
(b) identified methods for improving the alignment and coordination of the duties, functions, and powers of the department, commission, and council.	Mapped the statutory and core functional roles TSPC, ODE, and EAC have for serving educators along the education continuum.  Considered areas where TSPC, ODE, and EAC serve similar or adjacent functions along the continuum to determine areas for alignment and coordination. In examining those areas, we identified “bright spots” as well as areas that can benefit from additional clarity and integration of processes and roles.
(c) identified structures to decrease, or to prevent additional increases, in the fees charged for educator licensure.	Conducted a fiscal analysis that considered the impact of a merger, fee structures in other states, and options to improve <a href="#">TSPC’s Key Performance Measures (KPMs)</a> without impacting licensure fees.
(d) identified benefits and drawbacks of merging the commission into the department	Identified benefits and drawbacks with consideration for the impact on educators, alignment and coordination, system transitions, and costs.
(e) identified the steps necessary to implement the merger of the commission into the department.	Identified key steps for implementing each scenario examined.

To examine whether to merge or not, we applied the criteria above to analyze two scenarios.

**Scenario 1: TSPC maintains its status as an independent agency.** This option includes recommendations for stronger alignment and coordination with ODE and EAC and improving service delivery.

**Scenario 2: TSPC merges into ODE and becomes the Office of Teacher Standards and Practices (OTSP) reporting to the ODE Director.** The new office maintains its core functions for educator preparation programs, professional practices, and licensure. The OTSP Assistant Superintendent reports to the ODE Director. Operational and administration functions transition to ODE. Specific TSPC programs are further integrated with EAC and ODE.

Our cross-agency coordinating team initially explored additional scenarios, such as more closely aligning and integrating roles and workflow between ODE, TSPC, and EAC. After careful consideration, we focused this analysis on the two scenarios. The short timeline for this report given the complexity and scope of the work was a key limiting factor.

- Analyzing partial merger options or considering scenarios with deeper workflow integration adds time and complexity to the analysis
- States have a broad and complex range of state-level authority, cultures, policies, and structures for licensure, educator preparation, and professional practices
- A statewide educator effectiveness vision and framework that effectively recruits, retains, and develops Oregon educators from high school pathways through advanced career will help inform a more nuanced analysis for systemic improvement

## Statutory Authority and Roles

### ODE, TSPC, and EAC Roles

Oregon has more than 1,200 public K-12 schools organized into 197 School Districts and 19 Education Service Districts. Over 100 of the schools are public charter schools. The schools and districts employ over 63,000 teachers, administrators, and other school and district staff.

ODE, TSPC, and EAC have designated governing bodies, representation, roles, and core functions in service to Oregon school systems and the educator workforce. They collectively serve Oregon educators<sup>2</sup> but in different capacities. The table below provides a high-level overview of their purpose, core functions, and the primary educators they serve to carry out this work.

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<sup>2</sup> Definitions of “educator” vary with the roles encompassing a range of positions. For this report, the term “educator” is broadly used to refer to professionals involved in the teaching and learning process. Where applicable, the report differentiates between licensed educators (e.g., teachers, administrators, and personnel services) and non-licensed educators (e.g., educational assistants, paraeducators, and other classified personnel who do not hold a license to teach but assist licensed educators).

	Teacher Standards & Practices (TSPC)	Oregon Department of Education (ODE)	Educator Advancement Council (EAC)
<b>Vision</b>	Enhance our ability to deliver our core services, while expanding our contributions to the development of a diverse educator community that meets the evolving needs of Oregon's schools, students and education professionals.	Every student will have access to and benefit from a world-class, well-rounded, and equitable educational system.	Oregon educators across the state are supported in engaging and teaching every child to help them realize their dreams.
<b>Mission</b>	To ensure Oregon schools have access to well-trained, effective, and accountable education professionals so all students have the opportunity to reach their full potential.	The Oregon Department of Education fosters equity and excellence for every learner through collaboration with educators, partners, and communities.	The EAC supports, strengthens, and diversifies Oregon's educator workforce through local, educator-led networks and statewide initiatives to provide the education every student deserves.
<b>Core Functions<sup>3</sup></b>	<p>Establishes, issues, reinstates, renews, and denies educator licensure and certifications</p> <p>Reviews and approves educator preparation programs and pathways</p> <p>Regulates standards for competent and ethical performance of educators, licensure, and educator preparation programs</p> <p>Evaluates complaints, investigates potential gross misconduct by Oregon educators, and recommends appropriate action to the Teachers and Standards Commission.</p>	<p>Oversees the education of Oregon's public K-12 education system, protects student rights and data, develops policies and standards for districts, administers state and federal grants, and ensures districts are following best practices</p> <p>Provides professional development, guidance, and technical support</p>	<p>Sets strategic priorities and builds systemwide capacity to meet the state's public educator professional learning and support goals</p> <p>Recommends priorities for and coordinates administration of the Educator Advancement Fund</p> <p>Coordinates regional educator networks (RENs)</p> <p>Collaborates with ODE, TSPC, DELC, and HECC to administer grant funding for professional development and scholarships</p>
<b>Oregon Educators Served</b>	<p>Licensed educators (e.g., teachers, administrators, and personnel services).</p> <p>Applicants (or interested applicants) for a TSPC license or registration and those enrolled in approved educator preparation programs</p>	<p>Licensed and non-licensed educators and staff in public school districts, ESDs, and charter schools</p> <p>Prospective and pre-service learners</p>	<p>Licensed and non-licensed educators in early learning, public school districts, ESDs, and charter schools</p> <p>Prospective and pre-service learners</p>

<sup>3</sup> The Core Functions represent core work related to SB275 and are not a full representation of roles and responsibilities



### Composition of Governing Bodies

In considering roles, it’s also important to understand the composition of the governing bodies. The table below summarizes the composition of the Commission, the State Board of Education, and the Council. Please see [Appendix 2](#) for a complete breakdown of the governing body membership compositions.

	Commission	State Board of Education	Council
<b>Term</b>	Three-year terms	Four-year terms	Standing Directors serve unlimited terms; Rotating Directors serve 2-year terms (may be renewed)
<b>Appointment</b>	Governor appointed, Senate confirmed	Governor appointed, Senate confirmed	Standing Directors appoint the Rotating Directors
<b>Member Composition</b>	<p>Seventeen members</p> <ul style="list-style-type: none"> <li>● 8 teachers</li> <li>● 2 school administrators</li> <li>● 2 superintendents</li> <li>● 2 members from educator preparation programs,</li> <li>● 1 school board member</li> <li>● 1 classified staff member</li> <li>● 1 additional member of the general public.</li> </ul> <p>At least one of the members must have demonstrated experience in special education.</p>	<p>Nine members</p> <ul style="list-style-type: none"> <li>● 1 from each congressional district</li> <li>● 1 practicing teacher</li> <li>● 1 classified staff member</li> </ul> <p>Two ex officio members</p>	<p>Twenty-one members</p> <p>4 Standing Directors from DELC, HECC, TSPC, and ODE</p> <p>17 Rotating Directors</p> <ul style="list-style-type: none"> <li>● 3 teachers</li> <li>● 3 educators</li> <li>● 1 school administrator</li> <li>● 2 superintendents</li> <li>● 1 school board member</li> <li>● 1 early learning professional</li> <li>● 1 member from an educator preparation program</li> <li>● 3 members from education-focused CBOs and nonprofits</li> <li>● 1 member from a federally recognized Tribe</li> </ul> <p>HB2283 added 1 classified staff member. Change to take effect in 2024</p> <p>The Council may appoint additional Rotating or Ex-Officio Directors</p>

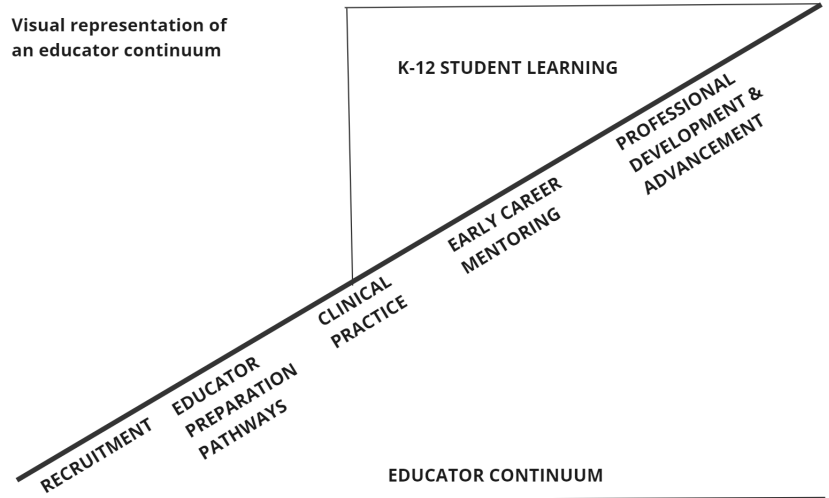
### Alignment and Coordination of Roles Across the Educator Continuum

The examination of roles, alignment, and coordination to oversee the education workforce are inextricably tied to “educator effectiveness” or ensuring that all students have equitable access to effective educators. The educator continuum for developing effective educators represents an interconnected system of growth and development from recruitment to advanced career. The learning and development along that continuum center on what students need to

know and be able to do in the classroom. Oregon supports key areas along the educator continuum, but it does not have a comprehensive educator effectiveness vision or framework with coherent and interconnected efforts.

Using this conceptual framework, we examined methods for improving alignment and coordination in two main steps.

**Step 1:** We mapped the core statutory and functional roles TSPC, ODE, and EAC have for serving educators along the continuum. Those *core functions* are documented in the table below. The table *does not represent* all of the agencies' functions, ongoing initiatives, projects, and collaborative relationships that support each partner in completing their work. The core functions for ODE, in particular, are represented at a very high level given the full scope of the department's responsibilities. (Please click [here](#) or click on the image for a larger view.)



Primary Role	Core Roles Along the K-12 Educator Continuum							
	Educator Preparation Pathways (Pre-Service)			Clinical Experience		Career Advancement (In-Service)		
	High School Pathways (Teacher Cadet Programs)	Oregon Educator Preparation Programs	Other Educator Preparation Pathways	Educator Pre-service Clinical Experience	Educator Licensure and Certification	Early Career Mentorship	Professional Development & Advancement	Professional Practices
<b>TSPC</b> Approves educator preparation programs offered by Oregon colleges and universities. Responsible for licensure and certification of teachers, administrators, and other personnel employed in Oregon schools. Conducts investigations and recommends actions when educators commit crimes or violate Standards for Competent and Ethical Performance.	Emerging high school apprenticeship models	Reviews and approves educator preparation programs which meet the standards established by the Commission  Educator assessments and content alignment  Administers Admin Scholars Program  Wallace RECP: Principal Pipeline Initiative supporting PPS	Issues CTE educator licenses and certifications  Supports alternative pathway coordination and district/EPP partnerships  The Oregon Teaching Apprenticeship pathway through the Oregon Bureau of Labor and Industries	Investigates misconduct of pre-service educators  Recommends disciplinary actions to the Commission  Establishes Clinical Practices Standards for EPP approval	Establishes and reviews standards for licensure, endorsements, and/or specializations.  Issue, reinstate, renew, and deny teaching, personnel services, and administrator licenses or charter school registrations, and school nurse certificates  Collect licensure fees  Diversity Licensure Expense Reimbursement & Test Voucher Programs  Establishes Course-to-Endorsement Catalog with TSPC (for teacher assignments)	Emerging early career support for apprenticeship models	Renewal Requirements: Must complete Professional Development Units (Verification On Pause)  Licensure advancement: Must complete an Advanced Program	Investigates misconduct of licensed educators.  Recommends disciplinary actions to the Commission  Monitors for Proper Assignment of Licensed Educators  Establish and review professional standards  Background checks & fingerprinting (licensed staff and for placement in schools for practicum)
<b>Oregon Department of Education</b> Oversees the education of Oregon's public K-12 education system, protect student rights and data, develop policies and standards for districts, administer state and federal grants, ensure districts are following best practices.	CTE programs	Establishes K-12 instruction standards	Establishes K-12 instruction standards  Establishes standards and process for CTE educator preparation pathways	Establishes K-12 instruction standards	Establishes Course-to-Endorsement Catalog with TSPC (for teacher assignments)	Establishes K-12 instruction standards	Establishes K-12 instruction standards  Provides guidance, professional development, and technical support to K-12 staff (licensed and non-licensed)  Distributes federal and state funds to districts to support student success and professional development (when allowed).	Investigates allegations of sexual misconduct of NON-licensed Oregon public and private school employees, contractors, and volunteers.  Provides findings to the school districts  Investigates and protects students civil rights under federal and state law  Ensures student protections are upheld.  Background checks & fingerprinting (non-licensed staff)
<b>EAC</b> Sets strategic priorities and builds systemwide capacity to meet the state's public educator professional learning and support goals to ensure that educators experience a seamless system of support throughout their careers, and to ensure that students experience high quality and culturally responsive learning.	Grow Your Own Program Grants	Fiscal Support for Agency Equity Programs and Scholarships  Grow Your Own Program Grants	Grow Your Own Program Grants	Grow Your Own Program Grants	Fiscal Support for Agency Equity and Diversity Programs  Grow Your Own Program Grants	Novice Educator Mentorship Program  Regional Educator Networks  Grow Your Own Program Grants	Regional Educator Networks  Tribal Nations Educator Collaborative  Grow Your Own Program Grants	

**Step 2:**

After mapping the roles, we examined areas where TSPC, ODE, and EAC serve similar or adjacent functions along the continuum to determine areas for alignment and coordination. There were limited areas of redundancy in services. We surfaced the following areas that could benefit from additional clarity, statutory alignment, addressing critical gaps, and integrating processes and roles:

- Investigations
- Background Checks & Fingerprinting
- CTE licensure

- Proper Assignment of Educators
- Teacher Preparation Standards and Instruction Standards
- Professional Learning and Professional Development Units (for licensure renewal)
- Websites/Communications
- Equity/Diversification of the Educator Workforce
- Educator Recruitment/Supply/Shortages
- Clinical Practices and Teacher Mentorship
- Educator Data

We also identified “bright spots” with clear, well-coordinated, and integrated processes and roles. Two of those bright spots include (1) the development and implementation of the Social Emotional Learning (SEL) Framework (HB2166) and (2) the Equity Planning Cross-Agency Collaboration Example. (Please refer to [Appendix 3](#) for more information.)

Due to the examination's limited timeframe and scope, a thorough analysis of inputs and improvement areas along the educator continuum was not feasible. Extended data collection, coordinated efforts, and analysis are necessary to gain deeper insights and understanding for improvement.

## Other State Structures

### National Overview of Professional Educator Standards Board Structure<sup>4</sup>

The [2017 Professional Educator Standards Board \(PESB\) Report](#) provides a comprehensive view of the national landscape of boards “that have been established by the governing legislative policy body of a state or jurisdiction to regulate the essential functions of the education profession.... These boards are representative of the active licensure personnel in the state, educator preparation interests, and other education stakeholders.”

While the report does not reflect recent state statutory or structural changes, it is representative of the different structures across states. (The next PESB report is scheduled to be released in January 2024.) Data and supporting information for the tables below were sourced from the report and demonstrate the various approaches states have in doing this work.

State Board Type	Description	States
<b>Independent Professional Educator Standards Boards</b>	Independent and autonomous standards boards with authority for all or part of the following areas: professional licensure, licensure preparation program approval, and professional conduct standards.	<b>12</b>
<b>Semi-Independent Professional Standards Boards</b>	Boards share responsibility with the state’s Board of Education or the chief state school officer.	<b>7</b>

<sup>4</sup> Data in tables and supporting information for the National Overview section sourced from the [2017 Professional Educator Standards Board \(PESB\) Report](#).

<b>Advisory Professional Standards Boards</b>	Advisory standards boards make recommendations to the state Board of Education and/or the Chief State School Officer regarding educator policy.	<b>14</b>
<b>Do not have standards boards</b>	The responsibility for educator preparation, licensing, and discipline falls within the authority of one or more of the state’s departments of K-12 or higher education.	<b>18<sup>5</sup></b>

Some independent boards are responsible for all aspects of the professional educator profession including the approval of educator standards, licensure, programs and accreditation, and professional conduct, while other boards are responsible for portions of those responsibilities. A similar mix of responsibilities for semi-independent and advisory educator standards boards may be found across the nation.

Oregon’s Teacher Standards and Practices Commission (the Commission) is an independent board responsible for all of the responsibilities outlined in the table below.

Classification	Count of States	Licensure/ Certification Standards	Issue Licenses/ Certificates	Ed Program Approval or Accreditation Standards	Program Approval or Accreditation and Candidate Assessment	Professional Conduct Standards	Issue Sanctions on Licenses
<b>Independent</b>	<b>12</b>	10	9	9	9	12	11
<b>Semi-Independent</b>	<b>7</b>	5	5	4	4	4	4
<b>Advisory</b>	<b>14</b>	13	11	10	9	4	3
<b>Do not have</b>	<b>18</b>	N/A	N/A	N/A	N/A	N/A	N/A

**Learnings from State Interviews**

We conducted interviews with seven state leaders and experts in the field. The states included Kentucky which recently went through a merger, Massachusetts and Wisconsin which have focused educator effectiveness efforts, and Washington which is a peer state that also has an independent standards board. Field experts included leaders from PESBA who are focused on educator standards boards and Education First with expertise in implementing educator effectiveness systems with states. The interviews were 30 to 60 minutes with different foci. Their feedback was part of our examination. Key points are from three of those states and experts are summarized below.

**Kentucky:** Key functions of the Kentucky Professional Educator Standards Board (KPESB) recently merged with The Kentucky Department of Education (KDE). The change was due in part to a gubernatorial executive order. The merger reduced the checks and balances the KPESB provided and the safeguards from political changes. There were some reported administrative improvements and efficiencies. It also resulted in a series of changes in leadership and organizational structures that spanned from 2019 to 2021. The KPESB is charged with establishing standards for

<sup>5</sup> Includes the District of Columbia

performance, preparation programs and accreditation, assessments, certification, and discipline of educators; this work is carried out by the board's various divisions which are housed within the Kentucky Department of Education under the Office of Educator Licensure and Effectiveness.<sup>6</sup>

**Massachusetts:** The Massachusetts Department of Elementary and Secondary Education (MDESE) does not have a separate professional educator standards board. Their Office of Educator Effectiveness is housed within MDESE's Center for Instructional Support. Their mission is “to create conditions that support the preparation, development, and retention of a diverse and effective educator workforce so that all of our students thrive.” The office is responsible for educator preparation programs, induction and mentoring, and evaluation. The Director of Licensure reports to Budget but closely collaborates with the Educator Effectiveness Team. The Center for Instructional Support has additional groups focused on curriculum standards and instructional policy.<sup>7</sup> MDESE’s Director of Educator Effectiveness highlighted the coherence and intentional connections between pedagogy, instructional standards, educator preparation programs, licensure, and educator evaluation.<sup>8</sup> Similarly, the Principal we interviewed at **Education First** reinforced the importance of building coherence for evidence-based experiences we want our educators to have through an aligned vision. Developing effective educators doesn’t live in one agency, office, or division.<sup>9</sup>

**Professional Educator Standards Board Association (PESBA):** The team interviewed the former Executive Director of the Hawaii Teachers Standards Board who is now the Operational Director of PESBA. She stated the importance of an independent educator standards board to provide the necessary expertise and autonomy to maintain high standards for educators. This is similar to many other licensed professions (e.g., legal and medical) and important to establish and preserve elements of high-quality education. In particular, licensure, investigations, and EPPs are central to that work.<sup>10</sup> The idea is that independent agency models ensure educational representation in their decision making whereas in state department models decision-making may fall on elected officials or an appointed education official’s desk. This is a core and foundational concept reinforced in our interview with the Executive Director of the **Washington Public Education Standards Board**. It is also a key factor for establishing TSPC and other independent standards boards. (See [Appendix 4](#) for more information on the TSPC history.)

#### Licensure Fee Structures from States Interviewed

States have a range of licensure structures and allowable costs for licensure fees. The table below highlights the different fees and fee structures in the states we interviewed. While many of the states allocate general fund to supplement costs, those approaches also vary significantly. The specific use of the general fund will take additional time to verify in state budget details and statutes.

State	In-State Teacher Licensure Fees	Notes on Fee Structures
<a href="#">MA</a>	\$100 for first license (five-year) \$100 for renewal (five-year)	The fees fund licensure services
<a href="#">KY</a>	\$85 for first license (five-year)	The fees fund licensure and professional practices services

<sup>6</sup> Kentucky Department of Education Organizational Chart, [KDE website](#). December 2023

<sup>7</sup> Sourced from the MDESE website: <https://www.doe.mass.edu/edeffectiveness/>

<sup>8</sup> Interview with Director of Educator Effectiveness, MDESE. November 2023.

<sup>9</sup> Interview with Principal of Education First. December 2024

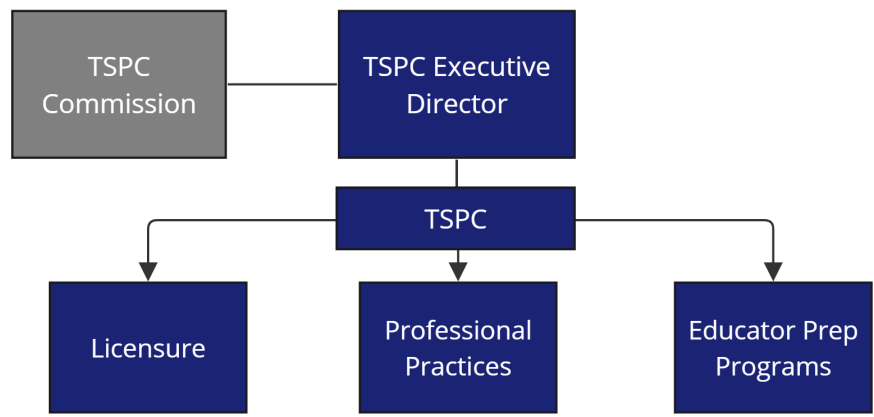
<sup>10</sup> Interview with Operational Director of PESBA, a Special Committee of NASDTEC. November 2023.

	\$85 for renewal (five-year)	
<a href="#">WA</a>	\$93 for first license (five-year) \$81 for renewal (five-year)	The fees fund licensure services
<a href="#">IA</a>	\$160 for first license (two-year) \$95 for renewal (five-year)	The fees fund licensure and professional practices services
<a href="#">WI</a>	\$125 for first license (three-year) Option to apply for a lifetime educator license (\$125 one-time with \$45 for background check every five years)	The fees fund licensure services The transition to lifetime licensure decreases revenue and also removes a periodic evaluation of an educator’s proficiency in licensure standards. To address these two issues, WI is doing the following: <ul style="list-style-type: none"> <li>● Implementing an educator effectiveness framework and evaluation system</li> <li>● Providing \$80 per licensed educator to districts. The Department of Education then charges districts \$80 per educator to cover certain costs associated with educator effectiveness evaluations and supports.</li> </ul>
<a href="#">OR</a>	\$182 for first license (three-year) \$182 for renewal (prelim teaching - three-year; prof teaching - five year)	The fees fund licensure, professional practices (background checks and investigations), and educator preparation services within the agency

## II. SCENARIO 1

### Overview of Scenario 1: TSPC Maintains Status as an Independent Agency

In Scenario 1, TSPC does not merge with ODE. It remains a stand-alone agency with considerations for improving services for Oregon’s educator workforce.



Administrative and operational work absorbed by staff with some key functions outsourced to DAS

In this scenario, there are:

- No changes to TSPC’s current organizational or governance structure
- Proposed investments and efficiencies to improve [TSPC’s Key Performance Measures](#) (See [Appendix 5](#) for more

information on the KPMs and supporting data.)

- Proposed steps to improve cross-agency alignment and coordination of services

## Findings

SB275 Criteria	Findings
Changes in Roles	No changes to statutory authority for the agencies or governing bodies
Methods for Improved Alignment & Coordination	<p>Implement improvements to more effectively align and coordinate work across the educator continuum. Following are proposed improvements:</p> <ul style="list-style-type: none"> <li>• Deepen investment to improve TSPC’s Key Performance Measures (KPMs) and organization processes and procedures centering on improved systems, customer service, and internal collaboration</li> <li>• TSPC Executive Director to begin meeting with ODE’s Executive Team</li> <li>• Invest in a statewide effort with education organizations and partners to co-develop a statewide educator effectiveness vision and framework</li> <li>• Improve cross-agency collaboration and opportunities to more effectively support educator preparation program innovation to respond to local needs, align standards, and coordinate supports</li> <li>• Explore options for coordinating governance and policy between governing boards</li> <li>• Continue general fund investment to procure and implement the Educator Data System (the e-licensure system replacement). The system is designed to improve efficiencies, user experience, and access to educator data.</li> </ul>
Structures to Decrease or Prevent Increases in Licensure Fees	<p>TSPC core functions (licensing, investigations, and educator preparation) rely on educator licensing fees as their primary revenue source. <b><i>Any structure to decrease licensing fees will need to consider the net fiscal impact of the change to avoid further barriers to services.</i></b></p> <p>The following structures can be combined, where applicable, for multiple cost offsets.</p> <p>The structures to decrease or prevent increases in licensure fees while improving service delivery.</p> <ul style="list-style-type: none"> <li>• Limit licensure <b>fees to only fund licensure and professional practices</b>. Allocate general fund to cover costs of educator preparation pathways and administrative/operational functions.</li> <li>• Limit licensure <b>fees to only fund licensure</b>. Allocate general funds to cover educator preparation pathways, professional practices, and administrative/operational functions.</li> <li>• Provide general fund to offset technology and data system add-on fees, such as the \$10 portal provider fee and the \$5 license systems fee.</li> </ul> <p>Note: Any general fund may be provided directly to TSPC or indirectly through a pass-through payment from districts or other agencies, such as ODE and HECC. Pass-through payments may result in delayed implementation until intended funding reaches TSPC at the beginning of each biennium.</p> <p>Following are structures to decrease or prevent increases in licensure fees that must have other funds to offset and prevent exacerbating service delivery barriers.</p> <ul style="list-style-type: none"> <li>• Extend the license term for renewal (i.e., extend preliminary teacher license renewal term from 3 to 5 years or extend restricted teacher license renewal term from 1 to 2 years).</li> <li>• Implement an effective eLicensing system, creating lower demand for staffing related to</li> </ul>

	<p>issuing licenses and communicating with licensees, educator preparation programs, districts, and ESDs.</p>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>● <b>Maintains educator autonomy to regulate and prioritize</b> standards and practices for educators through the independent status of TSPC as an agency and the Commission as the governing body             <ul style="list-style-type: none"> <li>○ Maintains checks and balances on decision-making with the TSPC Executive Director reporting to the Commission</li> <li>○ Ensures teachers’ voices are elevated</li> </ul> </li> <li>● <b>Minimizes service disruptions and merger costs</b> to change the system. System changes are complex and take considerable time to implement</li> <li>● <b>Maintains flexibility and adaptability capacity.</b> TSPC’s size and flat organizational structure allow it to make decisions, set priorities, and respond to legislative initiatives fairly quickly.</li> </ul> <p>The following benefits are <i>contingent</i> on additional funding:</p> <ul style="list-style-type: none"> <li>● Capitalizes on abilities to <b>make improvements to alignment and coordination without a merger</b> (e.g., the TSPC Executive Director working more closely with ODE’s Executive Team)</li> <li>● Capitalizes on <b>directly funding support of educators</b>. General funds could be provided to TSPC and alleviate the burden of teachers bearing a significant responsibility of funding the essential services provided to the educator workforce</li> </ul>
<p><b>Drawbacks</b></p>	<ul style="list-style-type: none"> <li>● <b>Risk of continuing reliance on fees</b>, which has limited capacity for core services and resulted in teachers paying increased licensure fees and TSPC having limited resources and staff support to meet KPMs and other needs</li> <li>● <b>Risk of insufficient funding to improve alignment and coordination</b> of roles, priorities, and resources in support of the educator workforce. This would continue to silo areas for coordination, including educator licensing, investigations, professional development, position assignments, educator preparation, classroom instruction, and recruitment and retention strategies, preventing meaningful progress on a statewide educator effectiveness framework</li> <li>● Small agencies in state government experience some <b>disadvantages in administrative services</b> such as HR, IT, Finance, etc.</li> <li>● Risk of the <b>existing barriers continuing</b> to silo work efforts for serving the educator workforce</li> </ul>
<p><b>Steps to Implement</b></p>	<ul style="list-style-type: none"> <li>● Implement proposed investments to improve TSPC’s Key Performance Measures in the 2025-2027 biennium.</li> <li>● Continue to implement steps to improve efficiencies, such as the Educator Data System (the new e-licensure system)</li> <li>● Working in consultation with EAC, have a cross-agency effort with HECC, TSPC, ODE, and representatives from educator preparation programs, school districts, and ESDs to make recommendations for Oregon to develop a statewide educator effectiveness vision and framework</li> <li>● As soon as practicable, the TSPC Executive Director and, where appropriate the TSPC Executive Team, attends the regularly scheduled ODE Executive Team meetings and other applicable forums.</li> </ul>



## Fiscal Impact

Personnel investments necessary for TSPC to meet their Key Performance Measures are included in the below fiscal analysis of Scenario 1. These investments are essential for the success of either structural scenario and would come in addition to LAB funding at the Continuing Service Level.

### Scenario 1: No Changes to TSPC Organizational Structure

Incremental personnel costs for TSPC to improve service delivery and meet KPMs are outlined in the table below.

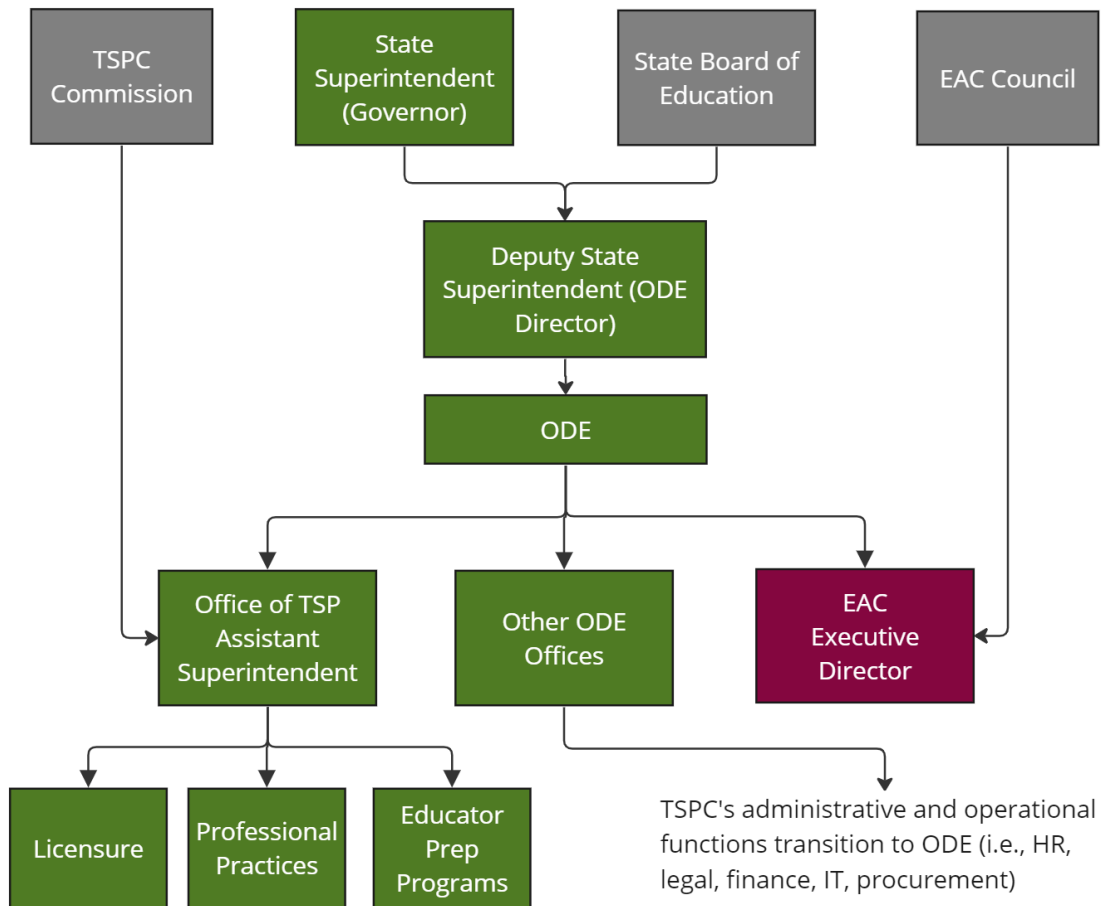
Class Title	Work Title	Total Cost
Customer Service Representative	Public Service Representative 4	\$112,127
Customer Service Representative	Public Service Representative 4	\$112,127
Investigator	Investigator 2	\$124,951
Investigator	Investigator 2	\$124,951
Legal Liaison	Investigator 3	\$125,568
Supervisor	Business Operations Supervisor 2	\$201,332
Administrative Assistant	Administrative Specialist 2	\$112,120
<b>Total</b>		<b>\$913,176</b>

The estimated net personnel costs for implementing Scenario 1 is \$913,176.

## III. SCENARIO 2

### Overview of Scenario 2: TSPC merges as an office into ODE

In Scenario 2, TSPC core functions remain situated together as the Office of Teacher Standards and Practices (OTSP) in ODE. This scenario also highlights key areas for improved alignment and coordination of services for Oregon’s educator workforce. Some of the areas for improvement mirror Scenario 1, because they can happen whether or not TSPC merges with ODE.



In this scenario:

- TSPC becomes the Office of Teacher Standards and Practices (OTSP)<sup>11</sup> in ODE with the core functions intact
- EAC remains as a division of ODE
- TSPC and DAS administrative and operational functions (i.e., HR, legal, finance, IT, communications, procurement) transition to ODE
- There are proposed investments and efficiencies to improve [TSPC's Key Performance Measures](#) (See [Appendix 5](#) for more information on the KPMs and supporting data.)
- There are proposed improvements for cross-agency alignment and coordination
- The TSPC Commission remains an *independent* professional educator standards board responsible for:
  - Sanctions for investigations
  - Granting licenses for educators
  - Educator preparation accreditation
  - Administrative rules for the above
- The authority to appoint the OTSP Assistant Superintendent moves to the ODE Director (serves at the pleasure of the ODE Director). This is a change from the TSPC Commission appointing the TSPC Executive Director.
- Any change in governance or agency responsibility to occur in the 2025-2027 biennium, supported by a more in-depth policy and budget analysis, change management plan, and additional learning around policy, practice, and

<sup>11</sup> OTSP is one option for a name. Another office name to consider is Office of Educator Standards and Practices (OESP), which reflects the full range of educators served.

systems.

## Findings

SB275 Criteria	Findings
<p><b>Changes in Roles</b></p>	<p>The TSPC Executive Director becomes the OTSP Assistant Superintendent in ODE, reporting to the ODE Director.</p> <p>Administrative and operational work (e.g., HR, IT, Legal, Finance, Procurement, and Budget) transitions to ODE. This includes work absorbed by TSPC staff and contracted to the Department of Administrative Services (DAS).</p>
<p><b>Methods for Improved Alignment &amp; Coordination</b></p>	<p>Implement improvements to more effectively align and coordinate work across the educator continuum.</p> <p>Following are proposed improvements that mirror Scenario 1:</p> <ul style="list-style-type: none"> <li>● Deepen investment to improve TSPC’s Key Performance Measures (KPMs) and organization processes and procedures centering on improved systems, customer service, and internal collaboration</li> <li>● Invest in a statewide effort with education organizations and partners to co-develop a statewide educator effectiveness vision and framework</li> <li>● Improve cross-agency collaboration and opportunities to more effectively support educator preparation program innovation to respond to local needs, align standards, and coordinate supports.</li> <li>● Explore options for coordinating governance and policy between governing boards</li> <li>● Safeguard and maintain investment in the Educator Data System (the e-licensure system replacement) as a priority. The system is designed to improve efficiencies, user experience, and access to educator data.</li> </ul> <p>Other proposed improvements:</p> <ul style="list-style-type: none"> <li>● OTSP Assistant Superintendent fully participates as a member of ODE’s Executive Leadership Team</li> <li>● Establish ODE and EAC internal workgroups to further align processes and tools for shared functions, such as investigation, CTE licensure, supporting educator preparation programs, communications, and data collection and reporting</li> </ul>
<p><b>Structures to Decrease or Prevent Increases in Licensure Fees</b></p>	<p>TSPC core functions rely on educator licensing fees as its primary revenue source. Any structure to decrease licensing fees will need to consider the net fiscal impact of the change to avoid further barriers to services.</p> <p>The following structures can be combined, where applicable, for multiple cost offsets. Structures to decrease or prevent increases in licensure fees while improving service delivery.</p> <ul style="list-style-type: none"> <li>● Limit licensure fees to only fund <b>licensure and professional practices</b>. Allocate general fund to cover the costs of educator preparation pathways.</li> <li>● Limit licensure fees to only fund the <b>licensure</b>. Allocate general fund to cover educator preparation pathways and professional practices.</li> </ul>

	<ul style="list-style-type: none"> <li>● Allocate general fund to cover:             <ul style="list-style-type: none"> <li>○ The Office of Teacher Standards and Practices (OTSP) Assistant Superintendent</li> <li>○ Administrative/operational functions assumed by ODE</li> <li>○ Technology and data systems that currently have add-on fees, such as the \$10 portal provider fee and the \$5 license systems fee.</li> </ul> </li> </ul> <p>Structures to decrease or prevent increases in licensure fees must have other funds to offset and prevent exacerbating service delivery barriers.</p> <ul style="list-style-type: none"> <li>● Extend the license term for renewal (i.e., extend preliminary teacher license renewal term from 3 to 5 years or extend a provisional license renewal term from 1 to 2 years)</li> <li>● Implement an effective eLicensing system, creating lower demand for staffing related to issuing licenses and communicating with licensees, educator preparation programs, districts, and ESD's.</li> </ul>
<p><b>Benefits</b></p>	<ul style="list-style-type: none"> <li>● ODE would provide <b>more robust administrative and operational services</b> and expertise. Includes work in HR, IT, legislative policy, project management, and finance</li> <li>● Maintains the <b>TSPC Commission as an independent governing board to safeguard educator authority</b> for licensure, professional practices, and educator preparation programs.</li> <li>● Potentially results in <b>fewer barriers to integration, organizationally aligning and providing a coherent system of supports</b> for the educator workforce.</li> </ul>
<p><b>Drawbacks</b></p>	<ul style="list-style-type: none"> <li>● <b>Potentially less educator input and autonomy</b> without TSPC as an independent agency managing the work and the executive director reporting to the Commission</li> <li>● <b>Risk of just moving the pieces</b> without effectively improving clarity, statutory alignment, addressing critical gaps, and integrating processes and roles.</li> <li>● <b>Financial impact and operational strain.</b> Mergers involve significant costs and implementation time. Inadequate or unsustainable funding from the legislature for the merger poses a potential risk of additional strain on OTSP's functions and ODE operations.</li> <li>● <b>Service disruptions and downtime during the transition</b> would increase the TSPC backlog. A merger would redirect focus from core services to integrating cultures, business objectives, and internal operations.</li> <li>● <b>Workflow integration.</b> Combining system processes, workflows, and roles requires time, careful planning, and effective project management. TSPC and ODE operate on different IT platforms and objectives. Integration challenges can impact current ODE operations.</li> <li>● <b>Potentially decreases TSPC flexibility and adaptability capacity.</b> TSPC's current size and flat organizational structure allow it to make decisions, set priorities, and respond to legislative initiatives fairly quickly.</li> </ul>
<p><b>Steps to Implement</b></p>	<ul style="list-style-type: none"> <li>● Make the merger effective for the 2025-2027 biennium. Prior to that time:             <ul style="list-style-type: none"> <li>○ Develop necessary project and change management plans to implement the merger</li> <li>○ Conduct a full review of statutes and incorporate changes into ODE Legislative Concepts (LCs) and Policy Option Packages (POPs)</li> <li>○ Conduct a full budget review and incorporate changes in ODE POPs and the Agency Requested Budget. Includes steps to implement proposed investments to improve TSPC's Key Performance Measures in the 2025-2027 biennium.</li> </ul> </li> <li>● Safeguard and prioritize the implementation of the Educator Data System (the new e-licensure system)</li> <li>● Working in consultation with EAC, have a cross-agency effort with HECC, ODE (including OTSP), and representatives from educator preparation programs, school districts, and ESDs to make</li> </ul>

	<p>recommendations for Oregon to develop a statewide educator effectiveness vision and framework</p> <ul style="list-style-type: none"> <li>As soon as practicable, the TSPC Executive Director and, where appropriate the TSPC Executive Team, attends the regularly scheduled ODE Executive Team meetings and other applicable forums.</li> </ul>
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## Fiscal Impact

Personnel investments necessary for OTSP as an office within ODE to meet their Key Performance Measures are included in the below fiscal analysis. These mirror Scenario 1 requests. Additional personnel investments are needed for ODE administrative and operational services, including HR, IT, and Finance, with some cost offsets.

Incremental personnel costs for Scenario 2 TSPC are outlined in the table below.

Class Title	Work Title (Optional - given by program)	Total Cost
Accounting Tech	Accounting Tech 2	\$191,125
Accountant 2	Accountant 2	\$243,266
Financial Analyst 2	Budget Analyst 2	\$243,266
Human Resources Analyst 3	HR Business Partner	\$276,688
Human Resources Analyst 2	HR Recruiter	\$249,275
Information Systems Specialist 4	Help Desk Analyst	\$234,469
Operations Policy Analyst 4	Legislative Coordinator	\$308,016
Education Program Administrator 2	Assistant Superintendent, Office of TSP	\$470,789
<b>Subtotal</b>		<b>\$2,216,894</b>
<i>OTSP Incremental Personnel Costs (mirrors Scenario 1)</i>		<i>\$913,176</i>
<b>Total</b>		<b>\$3,130,070</b>

### Cost offsets

TSPC Current Government Services	Total Cost
Facilities Leasing Expense	\$428,605
DAS Shared Services	\$232,534
TSPC Executive Director	\$543,565

	\$1,204,704
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The estimated net personnel cost for Scenario 2 is \$1,925,366. (Incremental cost of \$3,130,070 less \$1,204,704 in cost offsets.)

## IV. SUMMARY OF FINDINGS

### Analysis and Engagement Themes

This report was developed through a collaborative partnership between ODE and TSPC and in consultation with EAC. The team synthesized data from program sources, policies, budgets, organizational structures, and operations. Additionally, insights were gathered through interviews, focus groups, and community engagement sessions with participants from across Oregon, industry experts, and education leaders in peer states. In total, we met with more than 120 people. (See [Appendix 1](#) for additional details on who was engaged.)

Through the examination, key themes emerged and were used to inform the findings for the scenarios examined.

- **Define the problem:** People frequently expressed difficulty analyzing the benefits and drawbacks of merging without a clearly defined problem or focus on what the merger was meant to address. Partners expressed concern about not knowing what problem we are trying to fix in doing this work. We heard statements like, “It’s difficult to talk about improvements with a merger when we don’t have a clearly defined problem, ” and “It’s unclear what we might be trying to solve”, and therefore, it is unclear whether changes will result in improvement in the targeted problem area.
- **Properly fund and invest in TSPC:** In both scenarios, there was compelling evidence with consistent reinforcement from partners and KPM and trend data (see [Appendix 5](#)) to better fund TSPC’s work. This included improving service delivery without raising licensure fees.
- **Create a coherent system of supports along the educator continuum.** This is a broad theme reinforcing the need for improved clarity and alignment of roles, coordination of services, and a shared vision for supporting the educator workforce. Areas cited included professional development, monitoring and managing accountability, data exchange, educator and student standards, and related workflow to support better outcomes for students, teachers, and partners. It also included reducing silos within and across agencies for integration and interconnected services.
- **Safeguard educator voice and autonomy.** Any changes should ensure educator authority, voice, and expertise are represented in regulating and prioritizing the work of professional standards and practices. Should there be a merger, it is important to have checks and balances for decision-making that include educators.
- **Support Educator Preparation Providers’ innovation and collaboration.** Representatives from Oregon higher education emphasized the need to allow flexibility and funding for innovation and better collaboration across agencies. This included three key areas for Oregon to (1) consider requirements that provide EPPs with more flexibility to be innovative and responsive to local needs, (2) improve cross-agency clarity and alignment of standards for developing educators, and (3) coordinate support across partner agencies.

- **Allow time to do this work thoroughly and thoughtfully.** Have a plan that addresses impacts on quality and coordination of services, State of Oregon finances, redundancies, and overall efficiency. If there is a merger, it should be supported by a well-developed transition plan.

## Other Considerations and Limitations

The scope of this examination is limited due to the timeframe and requirements established in SB 275. Further data collection and analysis would allow for a greater understanding of the benefits and drawbacks of an agency merger, as well as consideration of alternative methods for addressing current challenges. The following are areas for further examination and inquiry.

### Understanding current system challenges and opportunities for a statewide educator effectiveness system

This examination surfaced several areas for improvement that are outside the current scope, but point to root causes of current system challenges. Further examination of these challenges may lead to different or better defined solutions that result in more effective and sustainable improvement. For example, the study did not closely examine other state or local educational partner roles in supporting the educator continuum or the conditions in which the organizations are operating, such as policy constraints, funding instability, and staff capacity. The effect could be that there is a missed opportunity for better coordination of resources and services to support the recruitment, retention, and effectiveness of Oregon educators. A more comprehensive examination of the multiple organizations within the system serving the educator workforce may be necessary.

### Deeper analysis is needed to fully vet the merger to prevent unintended impacts

A change of this scope (with wide-ranging impacts on organizational structure, workflows, and governance) may have downstream impacts that have not yet been examined. For example, merging to create operational efficiencies and cost reduction may result in reduced service delivery or barriers to improvement. Furthermore, the examination did not include a deep analysis of processes that would be impacted by a merger. Deeper insights may lead to different or more precise findings. To minimize the risk of unintended impacts consider completing a process analysis including how each agency supports work along an educator effectiveness continuum and identifying areas that would support reducing barriers to coordination and alignment.

## The Path Forward

The report outlines two scenarios, each presenting proposed elements supported by community engagement themes, insights from other states, and identified areas for improvement. It highlights varied licensure fee structures as examples of sustainable funding and underscores the risks of insufficient funding for critical functions to serve Oregon educators.

ODE and TSPC reaffirm their commitment to collaborative improvement, independent of the chosen scenario, with a shared goal of enhancing educational outcomes for Oregon students and educators.

## APPENDICES

## Appendix 1: Engagements and Interviews Conducted

Over two months, the Coordinating Team conducted interviews, focus groups, and community engagement sessions with participants from across Oregon as well as industry experts and education leaders in peer states. In total, we met with more than 120 people. Please find a summary of the education partners represented in our examination.

### Community Engagement Sessions

The Coordinating Team co-hosted three community engagement sessions on November 28, 29, and 30. In addition to ODE, TSPC, and EAC staff supporting the engagements, there were over 40 confirmed education partners representing the following:

- Teachers
- School district Superintendents, administrators, and human resource leaders
- ESD Superintendents, administrators, and teachers
- Representatives from:
  - The EAC Council
  - The TSPC Commission
  - Oregon Education Association
  - Oregon School Boards Association
  - The Higher Education Coordinating Commission
  - The Oregon Legislature
  - Public and Private Educator Preparation Programs
  - Oregon Alliance of Independent Colleges and Universities
  - Oregon Association for Career and Technical Education

Additionally, there was broad geographic representation from across Oregon.

### Interviews with State and Field Experts

Seven 30 to 60 minute interviews were conducted with state leaders and experts in the field.

#### States Interviewed

- Kentucky and Iowa which recently went through mergers
- Massachusetts and Wisconsin which have focused educator effectiveness efforts
- Washington which has an independent standards board

#### Field Experts Represented

- Professional Educator Standards Board Association, a Special Committee of NASDTEC, which represents professional educator standards boards nationally
- Education First with expertise in implementing educator effectiveness systems with states

### Feedback Sessions with Governing Bodies

- Presentation with feedback to the TSPC Commission
- Presentation with feedback to the EAC Council

### Interview and Feedback Session with Agency Representation



In addition to ongoing collaboration between TSPC and ODE in consultation with EAC, there were also dedicated opportunities for feedback and learning. These opportunities included:

- Interviews with each TSPC director, a project manager, and Interim Executive Director
- Four presentations with feedback from about 20 staff representing each TSPC team, including the Licensing team, Professional Practices team, and Educator Preparation Pathways team
- Interviews with eleven ODE leaders representing the Director's Office, the Chief of Staff, Office of Teaching Learning and Assessment, Office of Education Innovation and Improvement, and the Office of Finance and Information Technology
- Interview with Educator Advancement Council Interim Executive Director and Chief of Policy and Systems

## Appendix 2: Governing Board Composition

### The Teachers Standards & Practices Commission Membership

The Teacher Standards Practices Commission consists of 17 members appointed by the Governor for a term of three years, subject to confirmation by the Senate. Members must include the following representation:

- Four elementary teachers
- Four middle or senior high school teachers,
- One elementary school administrator,
- One middle or senior high school administrator,
- One school district superintendent, and
- One education service district superintendent.
- Two members represent approved teacher education institutions in Oregon as follows: one member from a public education preparation program and one member from a private education preparation provider.
- One member of a district school board
- One member who is employed as classified staff at a public school or for an education service district
- One member of the public

One of the 17 Commissioners must hold special education licensure or have demonstrated knowledge or experience in special education.

### The State Board of Education Membership

The State Board of Education consists of nine members, appointed by the Governor for a term of four years, subject to the confirmation by the Senate. Members must include the following representation:

- One member from each congressional district
- Three members from the state at large. Of those:
  - One member must be engaged in teaching as a licensed teacher in Oregon
  - One member must be engaged as a classified staff member in a public school or ESD in Oregon

There are an additional two who are ex officio members

- The State Treasurer, or the designee of the State Treasurer
- The Secretary of State, or the designee of the Secretary of State

### The Educator Advancement Council Membership

The Council consists of 21 Directors. Four are Standing Directors who serve unlimited terms at the pleasure of their agencies. The remaining 17 are appointed by the Standing Directors and serve two-year terms.

The Council is made up of four Standing Directors who represent the following state agencies:

- The Oregon Department of Education (ODE)
- The Oregon Department of Early Learning and Care (DELIC)
- The Oregon Teacher Standards and Practices Commission (TSPC)
- The Oregon Higher Education Coordinating Commission (HECC)

The 17 Rotating Directors represent:

- Practicing teacher at a public elementary school
- Practicing teacher at a public middle school

- Practicing teacher at a public high school
- Practicing educator at a public K12 school
- Practicing educator at a public K12 school
- Practicing educator at a public K12 school
- Practicing administrator at a public K12 school
- Practicing Superintendent at an Oregon Education Service District
- Practicing Superintendent at an Oregon School District
- Practicing Board Member at an Oregon School District
- Practicing provider or professional in Early learning
- Representative of a Professional education association
- Representative of a Postsecondary institution educator preparation program
- Representative of an education-focused nonprofit organization,
- Representative of an education-focused philanthropic organization,
- Representative of a federally recognized Tribe of this state
- Representative of an education and equity-focused community-based organization representing families and students

Additional members:

- The EAC may appoint additional Rotating or Ex-Officio Directors, subject to the requirement in the Intergovernmental Agreement
- HB 3383 added the requirement to have “a classified staff in a public school or for an education service district” as a Rotating Director. This change will take effect in 2024.

## Appendix 3: Bright Spots for Coordination and Alignment of Core Functions

In examining current practices, we identified bright spots, where strong alignment and collaboration between TSPC, ODE, and EAC are resulting in strong alignment and coordination. The Social Emotional Learning (SEL) Framework and the Equity Planning Cross-Agency Collaboration are described below and are models to consider in designing improved processes and practices.

### **Social Emotional Learning (SEL) Framework (HB2166) Example**

A notable example of strong coordination and alignment between TSPC and ODE is the development of the SEL Framework as required by HB2166, which directs ODE, in consultation with the Early Learning Division and TSPC, to convene an advisory group to propose social-emotional learning standards and a framework for K-12 students in Oregon public schools. ODE and TSPC intentionally designed the process to create coherence and alignment from educator preparation through K-12 student learning. The teams focused on (1) defining student learning, (2) defining what educators needed to know and do to teach students, and (3) creating a clear map and process to connect learning from educator preparation to student learning in the classroom.

Within this collaboration, ODE was the project coordinator, as stipulated by HB2166, with a specific focus on crafting student content and academic standards. Concurrently, TSPC concentrated on defining educator preparation program standards to develop the competencies necessary to effectively implement the identified student learning objectives. In addition to the Advisory Group meetings, ODE and TSPC had regular check-ins, spent time upfront co-designing the project plan and processes, and established shared outcomes for the work. Both agencies also had access to the respective frameworks and standards being concurrently developed, fostering transparency and collaboration.

The process successfully established a shared vision and led to TSPC and ODE adopting a coherent SEL framework instead of different frameworks for students and educators. They mapped the educator pathway from educator preparation programs through implementation in K-12 schools and then connected those to the EPP faculty and leadership development needs. During the implementation in school districts, ODE and TSPC have assisted district and school leaders by delineating the SEL adult learning standards incorporated into new teachers' Educator Preparation Programs (EPPs) allowing them to recommend professional learning priorities based on specific entry points of teachers. They can identify what learning their incoming teachers have, so districts can prioritize the teacher professional development needs.

### **Equity Planning Cross-Agency Collaboration Example**

Since 2016, the state's six public educator preparation programs (EPPs) are required to submit to the Higher Education Coordinating Commission (HECC) a biennial, institutional plan with specific goals, strategies, and deadlines for the recruitment, admission, retention and graduation of diverse educators (ORS 342.447). In 2021, with funding from the Student Success Act, staff at HECC, TSPC, and EAC began meeting regularly to better align criteria and improve support provided to the EPPs on the development and implementation of their institutional plans in light of data that suggested enrollment of diverse candidates was improving while program completion was stagnating or decreasing.

The cross-agency collaboration aimed to align reporting requirements and improve agency responsiveness to the needs of EPPs, as well as address institutional or operational barriers. In order to support the collaborative work, each agency needed to identify and better understand the roles and responsibilities of their partners.

Education Northwest (EdNW) facilitated a series of alignment conversations between the HECC, EAC, and TSPC. Staff identified specific responsibilities for each organization, discussed the expected outcomes of each organization, and categorized outcomes (e.g., short-term, mid-term, and long-term). Through this process, staff developed a shared understanding and improved coordination of agency roles and responsibilities in support of the EPPs to meet the state's educator workforce and equity planning goals (see table below). As a result, the agencies have revised criteria and are coordinating a community of practice focused on supporting institutions in developing knowledge and understanding of structural and institutional conditions that produce systemic inequities.

*Roles in Educator Equity Plan Process<sup>12</sup>*

HECC	TSPC	EAC
Issues Equity Plan guidance aligned to EAC policy goals to EPPs	Reviews HECC guidance document for alignment to program practice standards	Provides direction to HECC about the Equity Plan guidance
Reviews and provides feedback to EPPs on Educator Equity Plans	Analyzes the Equity Plans to identify licensure and programming barriers	Fiscal responsibility to award and monitor funds – stewards of the grant funds
Only approves Equity Plans with evidence of progress towards identified goals and/or planning to implement changes to improve program effectiveness; engages contractor to provide support through community of practice for EPPs	Ensures approved programs are meeting state standards for equity	Reports on the progress of the EPPs to the Governor's Cabinet, the EAC Council
Communicates to the Deans and their teams and sets agenda and expectations for quarterly Deans meetings	Sets and communicates program/ licensure rules and standards for equity and reducing barriers in these areas	Convenes and facilitates conversations with HECC and TSPC and any approved vendor related to improving educator equity plan outcomes

<sup>12</sup> Source: HECC, EAC, and TSPC 2023 Cross agency collaboration process

## Appendix 4: TSPC Historical Context

The 1970s saw a growing movement to elevate teaching as a profession. Teachers worked to gain greater influence over accreditation bodies at national and state levels. As part of this effort, teacher groups advocated for clearer standards for teacher certification and professional development, forming professional organizations and bodies focused on developing and maintaining high standards within the teaching profession. In response, the Commission was established in the 1970s as an autonomous board to support Oregon's efforts to elevate teaching as a profession on par with medical and legal professions, according to Dr. James Wallace (1977).

Dr. Wallace emphasized that the Commission, established by the state, plays a critical role in promoting teaching by providing teacher representation, autonomy, and expertise in overseeing teaching, [administration, and personnel services] through professional standards, licensure, and educator preparation program standards. In 1973, the Commission was given the authority to do so when it was separated from the State Board of Education. Wallace (1982) stated that the *independent agency model*, which includes a governor-appointed board of public members and a range of educational representatives, makes "the education, certification, and discipline of school professionals both more democratic and more effective."

Since the 1970s, the Commission has continued to operate in the same autonomous capacity, working alongside other education agencies and partnerships to ensure that Oregon schools have access to well-trained, effective, and accountable education professionals so that all students have the opportunity to achieve their full potential.

TSPC is now dedicated to ensuring that the experiences and voices of teachers are captured as they move through the various teacher pipeline programs.

## Appendix 5: Key Performance Measures (KPMs) and Supporting Data

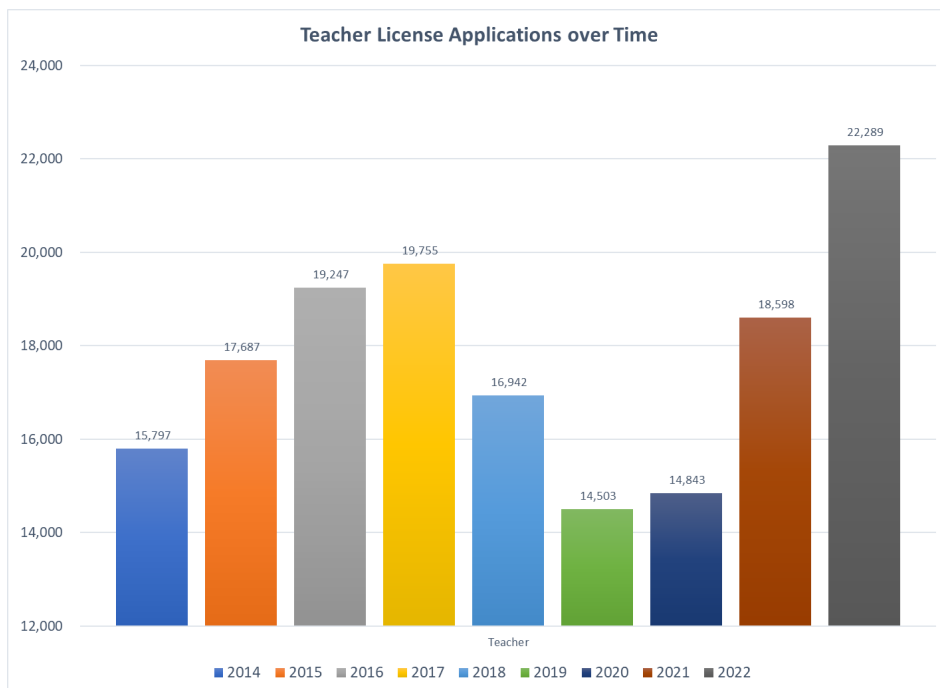
TSPC has five KPMs they monitor. ([TSPC KPM Report 10-02-23 \(most recent\)](#))

1. Email Customer Service - Percent of emails responded to within 3 days
2. Applicant Customer Service - Percent of license applications initially processed within 30 days
3. Investigation Speed - Percent of investigated cases resolved in 180 days (unless pending in another forum)
4. Program Approval Customer Service - Percentage of new program and major modification proposals processed within 30 days of formal submission to the Commission
5. Customer Service - Percent of customers rating their satisfaction with the agency's customer service as "good" or "excellent" overall customer service, timeliness, accuracy, helpfulness, expertise, and availability of information

### TSPC Data Trends

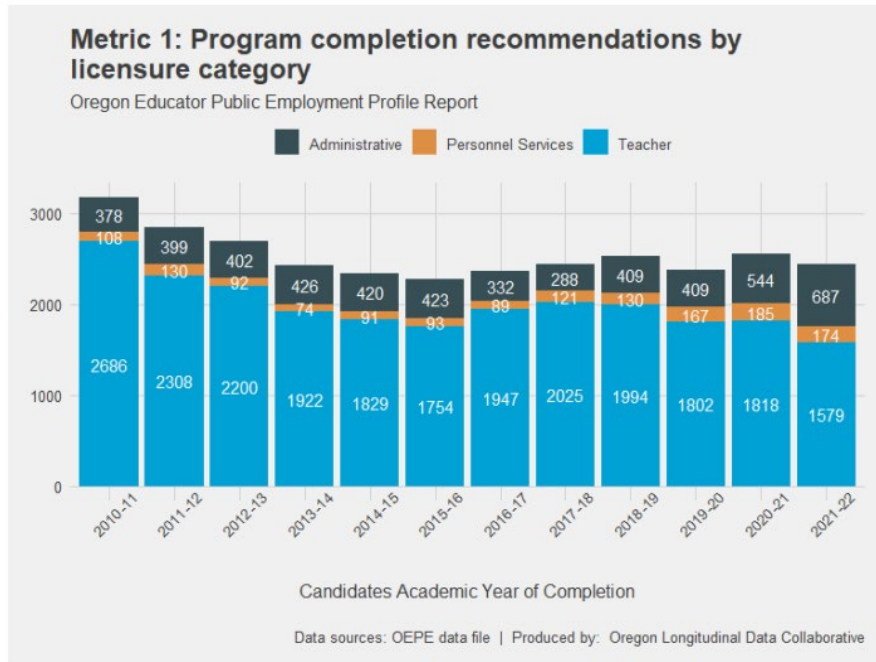
In addition to the KPMs, we analyzed data trends for licensure and educator preparation program enrollment.

TSPC Teacher License Application Trends: The Teacher License Applications Over Time graph reflects the annual applications by year. Although applications decreased at the time of the pandemic, we now see applications shooting up to their highest level in over 8 years. The two limited-duration positions the team was given last biennium were not renewed, thus making it more difficult to keep pace with the workload and the needs of applicants and districts.



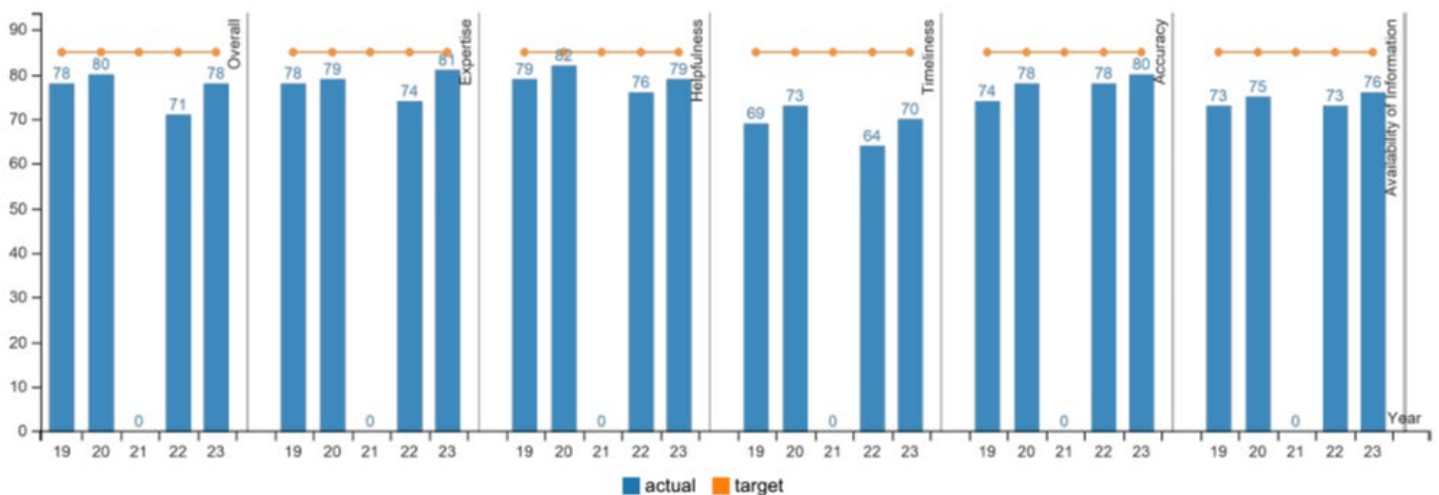
Educator Program Completion: Reviewing educator program completion over time in Oregon, we find an overall decline in the last decade. About 1100 fewer teacher candidates were recommended for licensure in 2021-22 than in 2010-11.

This is a 41% decline in teaching candidates. We do not see similar concerns in administrator licensure. In fact, recommended administrator candidate numbers have almost doubled during the same time period.



**ODE Comparison Data for TSPC KPMs**

ODE Customer Service KPM: ODE monitors six KPMs. Five are student focus indicators and one is the customer service rating, similar to TSPCs. (KPM for Customer Service - Percentage of customers rating the agency's customer service as "good" or "excellent"). Overall, 78% of ODE customers rated ODE's service as "good" or "excellent".



Additional data can be found in the [ODE KPM Report 9-25-23 \(most recent\)](#).

ODE Investigations of Sexual Misconduct: The ODE caseload data on investigations of sexual misconduct is included below. While not a direct comparison because of the different nature of the investigations, this is an indicator of overall trends in complaints impacting ODE caseload. ODE investigates allegations of sexual misconduct of NON-licensed Oregon public and private school ODE employees, contractors, and volunteers. There has been an increase in reports of



sexual misconduct since 2020. Based on ODE’s existing staffing and caseload, the agency is not currently able to meet the targeted 90 day time period for these investigations.

### ODE Caseload

