



November 2016

**CHIEF  
EDUCATION  
OFFICE**

Report from the Governor's Council  
on Educator Advancement

# Council on Educator Advancement

## Letter to Governor Kate Brown

November 18, 2016

The Honorable Kate Brown  
Governor  
State of Oregon  
State Capitol Building  
900 Court Street NE, 160  
Salem, OR 97301

Dear Governor Brown:

A high-quality education can unlock the potential of every Oregon student regardless of income, race, ability or home language. We know a love of learning, a belief in one's self, achievement in the classroom and full engagement with the world is inspired and nurtured in every student through great teaching.

Access to a well-rounded education for every student goes hand-in-hand with a caring, competent and culturally responsive educator in every classroom. It is this vision and your charge under Executive Order 16-08 that has guided the Governor's Council on Educator Advancement in developing the recommendations in this report. We reaffirm Oregon's commitment to every student through a comprehensive, systemic approach to provide needed support for educators serving in our schools and classrooms every day.

Representing Oregon's diversity and the leadership of accomplished teachers, school principals, community leaders, school district superintendents, and legislators, the Council commenced its deliberations in March 2016 examining key topics, research and data related to a well-supported education workforce with a focus on equity and fostering educator leadership in student learning.

In our recommendations, the Council makes clear the strategies we collectively agree are necessary and reasonable to achieve the key objectives of your Executive Order: to ensure open access and efficient delivery of high-quality professional learning to all Oregon educators; and to establish a coherent, transparent and accountable governance model to ensure this access and support for every educator.

The Council proposes an equitable and sustainable model to extend support across both rural and urban school districts, leveraging resources through a new partnership between public education agencies, institutions and non-profit partners with flexibility for local contexts and priorities. In so doing, the Council nonetheless recommends areas of sustained focus and support regardless of community or region, including mentoring for

every new teacher and new school principals, leveraging teacher leadership, professional learning alignment to high standards of practice, and culturally sustainable pedagogy to meet the needs of Oregon's diverse learners, to name a few. Taken together, all 10 recommendations and subsequent key actions outlined in the report provide for greater alignment of supports across all stages of an educator's career.

Council members recognize the breadth and depth of work that remains to move these recommendations from concept into practice. The Council stands ready to support these efforts through ongoing guidance by you, and through further engagement with Oregon's schools and communities. We are also prepared to provide ongoing, thoughtful oversight of actions to establish this new partnership to achieve your vision and in urgent support of one of Oregon's most valuable resources: our educators.

Sincerely,



The Honorable Betty Komp  
Oregon House of Representatives  
Co-Chair



Michele Oakes  
National Board Certified Teacher  
Co-Chair



Lindsey Capps  
Chief Education Officer

# REPORT FROM THE GOVERNOR'S COUNCIL ON EDUCATOR ADVANCEMENT

November 18, 2016

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# Executive Summary

A love of learning, a belief in one's self, enhanced achievement and full engagement with the world is inspired and nurtured in students through great teaching. Every day educators are called upon to unlock the potential of their students and help them succeed both in school and beyond. The recommendations in this report reaffirm Oregon's commitment to every student through a comprehensive, systemic approach to provide needed supports for educators serving in our schools and classrooms every day.

In recognition of the connection between high-quality, well-supported, and culturally responsive educators to student success, Governor Kate Brown issued Executive Order 16-08 creating the Governor's Council on Educator Advancement. The Governor charged the Council with considering how Oregon can: better leverage the expertise of teachers and school leaders; streamline resources and support from public and non-profit entities; and coordinate comprehensive support for educators. Appointed members included teachers, administrators, teacher preparation staff, policy makers, and community leaders who reflect Oregon's rich regional and racial diversity. Universal across all of the recommendations are four themes outlined below that are essential to policies or practices related to professional learning and educator advancement.

## Four Themes Essential to the Council's Recommendations



**Equity Focused** Driven by the Council's commitment to closing educational opportunity gaps for all students, recommendations were examined using Oregon's Equity Lens<sup>1</sup>. Council members affirmed all educators should be prepared and supported to create welcoming and inclusive learning environments, engage students and families, and address institutional

barriers or discriminatory practices that limit access for many students in Oregon's education system.



**A Seamless System** The Council members identified where fragmentation and silos could be eliminated and collaboration, efficiency, and effectiveness could be enhanced across educator preparation, licensing, employment and career advancement.



**Empowering Teacher Voice and Leadership** One of the hallmarks of a true profession is involvement of those within the profession in determining the actual work and conditions that surround it. The Council believes policies intended to impact teachers can and should be vetted and improved by those most likely to be impacted. Opportunities for teacher leadership help elevate

teaching as a desirable profession. Effective teachers afforded opportunities for teacher leadership are more likely to treat teaching as an attractive long-term career option. Effective teachers in leadership positions can help influence instructional practices in other classrooms to improve student learning.

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1 Oregon Equity Lens. (2016, March 16). Retrieved from [http://education.oregon.gov/wp-content/uploads/2016/07/Equity-Lens\\_CEdO\\_March\\_16\\_2016.pdf](http://education.oregon.gov/wp-content/uploads/2016/07/Equity-Lens_CEdO_March_16_2016.pdf)



**Time to Support Professional Learning** Research is clear that professional learning is most effective when it is job-embedded and sustained over time rather than being a solitary event. Professional learning paired with time transfer of learning via follow-up, study groups, coaching, and reflection is associated with stronger impacts on teachers and student learning<sup>2</sup>.

Research has also shown that teachers perceive professional learning as most effective when it is sustained over time<sup>3</sup>. That’s why high-performing countries have added job-embedded collaboration time for teachers to observe in each other’s classrooms to study teaching and work on common problems of practices<sup>4</sup>.

As a result of seven months of work, the Council on Educator Advancement reached consensus on 10 recommendations to Governor Kate Brown. These recommendations are seen as essential first steps to guide and oversee the current Network Fund for Quality Teaching and Learning and ultimately support Oregon’s educators, the individuals most likely to impact positive changes in student outcomes. Members recognized there will be barriers and challenges that need to be surmounted as the ideas in this report are moved from paper to practice and they emphasized an urgency to move forward deliberately and without haste in support of one of Oregon’s most valuable resources: our educators.

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- 2 Weiss, I. R., & Pasley J. D. (2006). *Scaling up instructional improvement through teacher professional development: Insights from the local systemic change initiative*. Philadelphia, PA: Consortium for Policy
  - 3 Garet, M., Porter, A., Desimone, L., Birman, B., & Yon, K.S. (2001). What makes professional development effective? Results from a national sample of teachers. *American Educational Research Journal*, 38(4).
  - 4 Darling-Hammond, L. (2010). *The flat world and education: How America’s commitment to equity will determine our future*. New York, NY: Teachers College Press.

## Council on Educator Advancement Recommendations

<b>1)</b> Create and deepen partnerships between Pre-Kindergarten services, districts, community colleges and universities to promote interest in the teaching profession, coordinate teacher and administrator preparation efforts, and share data sets needed to achieve a high-quality pool of licensed professionals.
<b>2)</b> Streamline career pathways into teaching and provide financial resources and supports to achieve an educator workforce in Oregon that is equity-driven and more reflective of Pre- Kindergarten-12 student demographics.
<b>3)</b> Support all novice teachers with induction and mentoring supports during their first two years.
<b>4)</b> Provide all novice school administrators with induction and mentoring supports during their first two years.
<b>5)</b> Require state and federally funded professional learning to be equity-driven, designed with practitioner involvement, and adhere to state adopted standards for professional learning.
<b>6)</b> Expand models statewide that engage teachers and administrators working together to design and implement professional learning to improve student outcomes.
<b>7)</b> Support a seamless system of professional learning linking Early Learning providers, including Early Learning Hubs, Head Start, Pre-Kindergarten programs, child-care providers, home visitors, and other early education services providers with the K-3 public school systems.
<b>8)</b> Ensure the voices of classroom teachers are included on a regular basis in decision-making regarding professional learning priorities, educator supports, and policies impacting teachers at the school, district, region, and state levels.
<b>9)</b> Create opportunities to develop, enhance, and recognize teacher leadership.
<b>10)</b> Establish a statewide Intergovernmental Coalition to coordinate and connect regional networks in support of professional learning priorities, blending of funding sources, and management of innovation funds.

## Introduction

Few professions involve the same level of complexity and decision-making required of educators on a daily basis. To do their jobs well requires not only a strong knowledge of content and skills, but also the desire and ability to consistently respond effectively to students who present differing social, emotional, economic, and learning needs. If we care about our children and youth and seek to improve their learning outcomes, we must attend to the needs of our educators.

Almost 45 percent of Oregon’s school-aged students’ families are struggling to make ends meet<sup>5</sup> while more than 20,000 students in 2014-15 experienced homelessness, almost a 9 percent increase from the prior year. Many of these students live in vehicles, tents, multi-family dwellings, and temporary living arrangements. They experience trauma resulting from neglect, abuse, and life in chronically chaotic environments in which basic needs (food, shelter, warmth, safety, etc.) are not consistently available.

### Terminology Used in this Report

“Educators” refers to teachers, administrators, and other professionals who are responsible for educating students.

“Teachers” refers to licensed educators who serve as classroom instructors in schools.

“School Leaders” refers to principals, assistant principals, or other administrators responsible for the daily instructional leadership and managerial operations in a school building.

“Teacher Leaders” refers to teachers who may continue to teach students but who also have a role and influence that extends beyond their own classroom to others within the school and elsewhere.

“Professional Learning” refers to various types of professional development for educators that are sustained, collaborative, job-embedded, data-driven, and classroom-focused.

“Culturally Sustaining Pedagogy” refers to teaching that explores, honors, and sustains linguistic, literate and cultural pluralism of students and their families as part of the democratic nature of schooling.

“Equity” refers to raising the achievement of all students while narrowing the gaps between the highest and lowest performing students and eliminating racial predictability and disproportionality for student groups to occupy the highest and lowest achievement categories.

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5 Jiang, Y., Ekono, M., & C. (2016, February). Basic Facts about Low-Income Children. Retrieved from <http://www.nccp.org>. Whereas an estimated 21 percent of Oregon’s children live in families with incomes below the federal poverty threshold, most families need an income of twice the federal poverty threshold to make ends meet



Educators are often the first to recognize and respond to trauma students may experience. In addition to teaching content, teachers provide a safe context, value and support students' self-worth, and restore dignity by empowering students, providing choice, and building skills and self-efficacy.

Oregon needs to recruit, support and retain skilled educators, embracing and embodying a belief that all students can learn. Oregon's classrooms are becoming more racially, linguistically, culturally, and socioeconomically diverse each year. Educators need to connect and build relationships with students and their families. This involves reflecting on personal biases and viewing languages, literacies, and cultures that students and their families bring to school not as deficits but as assets necessary for success in a demographically changing country and global society. Educators must consistently examine school practices to recognize and correct institutional, systemic barriers and discriminatory practices that limit access for many students in the Oregon education system<sup>6</sup>.

Size and geographic location of school districts present additional equity factors that impact those in the education profession. In 2014-15, 58 percent of Oregon's school districts were categorized as small (between 1 and 999 students) while only 8 percent were considered large (7000+ students)<sup>7</sup>. Many of these small school districts are geographically remote from Oregon's most densely populated communities along the I-5 corridor, further challenging traditional modes of "drive-in" professional learning models and equitable access for all educators.

Student achievement does not improve just by making structural changes in education. The quality of a student's educational experience is directly related to the quality of our educators. Research has shown that students exposed to ineffective teachers for three years in a row suffer tremendous educational loss and have little chance to recover the years that have been lost<sup>8</sup>. These effects on school performance are not just short-term; effective teachers have a significant impact on graduation rates, college attendance, and life earnings<sup>9</sup>. This fall, the top priority resulting from the statewide Oregon Rising<sup>10</sup> survey indicated the need for "more and better supported teachers/staff in order to reduce class sizes and provide the individual support students need."

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6 Oregon Equity Lens. (2016, March 16). Retrieved from <http://education.oregon.gov>

7 Statewide Report Card 2014-15. (2015). Retrieved from <http://www.ode.state.or.us>

8 Barber, M., & Mourshed, M. (2007, September). How the world's best-performing school systems come out on top. Retrieved from <http://www.mckinsey.com>

9 Chetty, R., Friedman, J. N., & Rockoff, J. (2014). The Long Term Impacts of Teachers: Teacher Value-Added and Student Outcomes in Adulthood. *American Economic Review*.

10 Oregon Rising Quick Report. (2016). Retrieved from <http://oregon-rising.org>

## Supporting the Education Profession

We already know high-quality preparation and ongoing, effective professional learning and supports for educators are critical variables that translate into better student learning and higher achievement. These efforts also increase educator retention, enhance satisfaction with teaching and learning conditions, and improve public perception of the profession.

Earlier this year, Governor Brown charged the Council on Educator Advancement with providing her recommendations on how to ensure that Oregon educators have access to high-quality professional learning and supports by 1) leveraging the expertise of exemplary teachers and school leaders; and 2) streamlining resources, assistance, and support from federal, state, and non-profit partners. The nature of supports needed is informed by both educators' individual contexts and where the educators are within the stages of their careers as shown below (Figure 1).

**Figure 1.** Stages of an Educator's Career



## Oregon's History of Supporting Educators

Previous efforts have been undertaken over the past 10 years designed to enhance and support the education profession as shown in Figure 2.

**Figure 2.** Timeline of Key Policy Efforts Supporting Educators

*2007— House Bill 2574 established the Oregon Beginning Teacher and Administrator Mentorship Program.*

*2009— Senate Bill 443 charged the Oregon Department of Education with developing a professional development clearinghouse.*

*2010— House Bill 3619 created the Task Force on Education Career Preparation and Development around a proposed seamless system of professional learning and support beginning with career preparation and continuing through employment.*

*2011— SB 290 resulted in new, higher standards to guide and evaluate the practices of effective teachers and school leaders in public school throughout Oregon.*

*2012— Dr. Linda Darling Hammond, Professor of Education, Stanford University, was commissioned to analyze Oregon's opportunities for supporting educator quality.*

*2012— The Distinguished Educator Council convened by The Chalkboard Project issued five recommendations designed to support teachers and strengthen teaching.*

*2013— The Secretary of State issued an audit on teacher preparation programs.*

*2013— House Bill 3233 established the Network for Quality Teaching and Learning and the Network Fund for Quality Teaching and Learning.*

*2016— The Secretary of State issued an audit of the Teacher Standards and Practices Commission.*

*2014 and 2016— Teacher perceptions on teaching and learning conditions were gathered through the Teaching, Empowering, Leading, and Learning (TELL) surveys and focused on constructs including professional learning, instructional practices and support, teacher and school leadership, and use of time.*

*2016— The Chalkboard Project hosted a series of design forums to gather feedback aimed at advancing a shared vision of quality teaching and learning.*

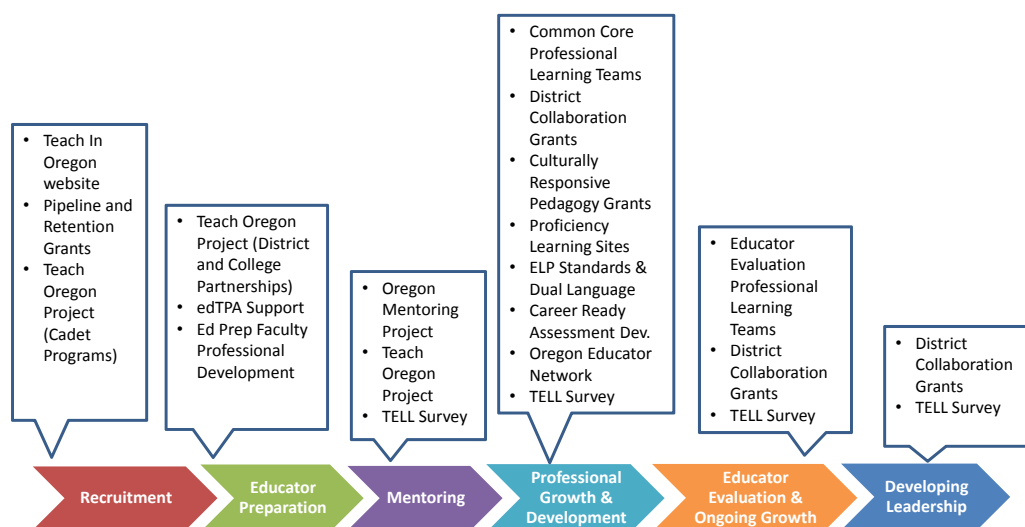
## The Network for Quality Teaching and Learning

The *Network for Quality Teaching and Learning* was originally established to ensure Oregon’s educators have the supports, mentoring, and professional learning needed in order to improve the quality of teaching and learning across Oregon. The Network was expected to:

- Support teachers and administrators through communities of effective practice that can improve student learning;
- Develop a culture of collaborative responsibility for advancing and supporting the profession of teaching that involves building-level educators, district leaders, education service districts, state agencies, professional associations, non-profit groups, and educator preparation programs and universities; and
- Strengthen recruitment, preparation, induction, advancement and support of educators (teachers, administrators, and counselors).

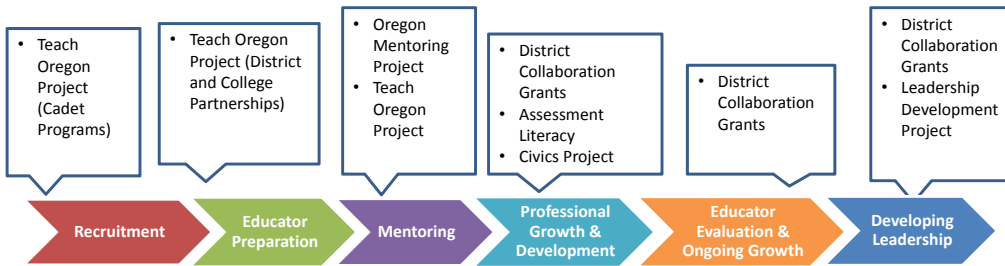
A dedicated appropriation was established by the Legislature known as the *Network for Quality Teaching and Learning Fund*. Figure 3 shows how funds were allocated during 2013-2015.

**Figure 3.** 2013-15 Network Fund Investments



In 2015-17, the Legislature appropriated less funding for a fewer number of Network investments as illustrated in Figure 4 that still spanned across stages of an educator's career.

**Figure 4.** 2015-17 Network Fund Investments



Now in its third year of implementation, the Network for Quality Teaching and Learning has provided funding for educator mentoring, educator preparation, professional learning, and career advancement. However, current levels of funding and competitive grant award processes have been inadequate in supporting all educators in Oregon. Practitioner voice and leadership have not been fully maximized. A re-examination of the Network structure, funding, metrics of success, and leverage of resources has become necessary to achieve:

- Greater alignment across preparation, induction, and ongoing professional learning;
- Empowerment of teacher voice and leadership;
- A more equitable and sustainable funding mechanism to distribute funds across both rural and urban school districts sensitive to local contexts and priorities;
- Leveraging of expertise of teachers and administrators – and resources of local, regional, non-profit, and philanthropic organizations – to maximize on-the-ground supports for Oregon educators;
- Centralized coordination and quality assurance with partner input across all Network projects and supports such as the Oregon Educator Network, TELL Oregon Survey, and the Teach in Oregon website; and
- A systemic approach to continuously assess needs and coordinate future priorities for resources to support Oregon educators and ultimately, student learning.

## Charge of the Governor’s Executive Order

Earlier this year, the Governor’s Council on Educator Advancement was charged with coordinating supports for educators and making recommendations to the Governor related to the Network on Quality Teaching and Learning focused on how best to:

- Provide access and efficient delivery of high-quality culturally sustaining professional learning to all Oregon educators by:
  - Leveraging the expertise of exemplary teachers and school leaders;
  - Streamlining resources, assistance and support from federal, state and non-profit partners;
  - Coordinating comprehensive support to deliver excellence in teaching and learning, enhance Oregon’s ability to elevate the educator profession and advance teacher and school leadership; and
  - Developing a coherent, transparent and accountable governance model for programs and practices designed to support educators.

The Council on Educator Advancement was formed as an advisory body to the Governor. A broad call for members commenced in January and resulted in more than 200 nominations. Governor Brown prioritized the inclusion of currently practicing educators in addition to individuals with expertise in the direct provision and support of high-quality preparation and professional learning for teacher and administrators, including those focusing on equity and culturally responsive teaching. Seventeen members (Appendix B) were appointed to the Council on Educator Advancement including five teachers, three principals, four superintendents, and five institutional and community leaders. Two legislators and four leaders from three state agencies were appointed as ex-officio members. Membership came from both rural and urban communities, representing geographically diverse areas of the state and included individuals in positions familiar with the needs and challenges around this work. The Council met monthly starting in April. See Appendix C for more details on the Council’s process and resources reviewed by Council members.

# The Council's Recommendations

As a result of their collaborative work, the Council on Educator Advancement reached consensus on 10 recommendations to Governor Brown. These recommendations are seen as the first step in an ongoing process that will ultimately continue under the purview of a new governance structure. Each recommendation is accompanied by suggested key actions for consideration by the ensuing governance structure. In some cases, examples or compelling evidence are provided to support a recommendation. Recommendations are coded to reflect the most relevant stage impacted by a recommendation within an educator's career and the most compelling theme(s) that drove the development of each recommendation. Pervasive across all of the recommendations are four themes outlined in Figure 5 that are essential to policies or practices related to professional learning and educator advancement.

**Figure 5.** Overarching Themes Essential to Professional Learning and Educator Advancement

**Equity Focused** Driven by the commitment of the Governor and the Council to closing educational opportunity gaps for all students, recommendations were examined using Oregon's Equity Lens. Council members affirmed all educators should be prepared and supported to create welcoming and inclusive learning environments, engage students and families, and address institutional barriers or discriminatory practices that limit access for many students in the Oregon education system.



**A Seamless System** The Council members identified where fragmentation and silos could be eliminated and collaboration, efficiency, and effectiveness could be enhanced across educator preparation, licensing, employment and career advancement.



**Empowering Teacher Voice and Leadership** One of the hallmarks of a true profession is involvement of those within the profession in determining the actual work and conditions that surround it. The Council believes policies intended to effect teachers can and should be vetted and improved by those most likely to be impacted. Opportunities for teacher leadership help elevate teaching as a desirable profession. Effective teachers afforded opportunities for teacher leadership are more likely to treat teaching as an attractive long-term career option. Effective teachers in leadership positions help influence instructional practices in other classrooms to improve student learning.



**Time to Support Professional Learning** The research is clear that professional learning is most effective when it is job-embedded and sustained over time rather than being a solitary event. Professional learning paired with time transfer of learning via follow-up, study groups, coaching, and reflection is associated with stronger impacts



on teachers and student learning<sup>11</sup>. Research has also shown that teachers perceive professional learning as most effective when it is sustained over time<sup>12</sup>. That's why high-performing countries have added job-embedded collaboration time for teachers to observe in each other's classrooms to study teaching and work on common problems of practices<sup>13</sup>.

### Compelling Example:

**High school students in Medford can earn 15 free credits of college-level coursework in a Pre-Education Pathway along with an "Intent to Employ" letter from the district guaranteeing a job in the district upon successful completion of a preparation program and an earned teaching license. Southern Oregon University then offers free tuition to a two-year Master of Arts in Teaching program and a paid internship through a residency program in Medford.**

### Preservice Educators



*The Governor's Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon's ability to build a more diverse educator workforce that mirrors Oregon's student demographics and supports the development of culturally responsive educators.*

### Recommendation 1

Create and deepen partnerships between Pre-Kindergarten services, districts, community colleges and universities to promote interest in the teaching profession, coordinate teacher and administrator preparation efforts and share data sets needed to achieve a high quality pool of licensed professionals.

High-quality teachers and effective administrators are key drivers to success in student learning. Thus, the preparation of educators is critical. Oregon legislation passed in 2015 now requires all 17 of Oregon educator preparation programs to earn national accreditation through the Council for the Accreditation of Educator Preparation (CAEP) as a means of documenting that educator programs prepare new teachers to know their subjects, understand their students, and receive clinical training that helps teachers enter the classroom ready to teach effectively.

Strong preparation programs require strong partnerships with schools and districts that provide clinical placements where candidates work with skilled role models who model equity-driven practices. They help recruit future teachers and share data and feedback to help continuously improve preparation. New federal guidelines recently released require new reporting by states about program effectiveness to drive continuous improvement by facilitating ongoing feedback among programs, prospective teachers, schools and

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- 11 Weiss, I. R., & Pasley J. D. (2006). *Scaling up instructional improvement through teacher professional development: Insights from the local systemic change initiative*. Philadelphia, PA: Consortium for Policy Research in Education.
  - 12 Garet, M., Porter, A., Desimone, L., Birman, B., & Yon, K.S. (2001). What makes professional development effective? Results from a national sample of teachers. *American Educational Research Journal*, 38(4).
  - 13 Darling-Hammond, L. (2010). *The flat world and education: How America's commitment to equity will determine our future*. New York, NY: Teachers College Press.



districts, states and the public<sup>14</sup>. These partnerships also improve the way in which schools/districts interview, hire, place and provide a strong start for graduates entering their first teaching or administrative jobs. This type of cross-sector collaboration requires staffing and coordination across district and university practices and calendars.

### **Key Action**

- Identify the promising attributes and outcomes of effective district/preparation program partnerships as guidelines to resource additional partnerships.

**Why?** Oregon's educator preparation programs require more sophisticated partnerships with districts that involve time and shared resources. The national Council for the Accreditation of Educator Preparation expects programs to work closely together with their school district partners to determine the values and expectations of program development, implementation, assessment, and continuous improvement, as well as the division of responsibilities among the various partnership stakeholders. For example the need for following candidates after they graduate and are employed poses a significant shared responsibility related to data keeping and reporting.

**How?** Several district and educator preparation partnerships funded by the Network are now mature enough to provide preliminary insights into what clinical practice variables play a contributing role in teacher success early in their careers. The Council recommends that the ensuing governing body analyze the results of existing partnerships to help develop strong district/university agreements and signal the importance of seamless systems for educator recruitment, preparation, hiring, and follow up.

**“Our students and teachers have benefited from the co-teaching model as a way to improve student learning and help novice and experienced teachers grow together. We love how the program focuses on bridging best practices and authentic learning into our teacher preparation efforts.”**

Olga Cobb, Principal  
Chavez Elementary School  
Salem-Keizer Public Schools

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14 Education Department Releases Final Teacher Preparation Regulations. (2016, October 12). Retrieved from <http://www.ed.gov>

## Preservice Educators



### Recommendation 2

Streamline career pathways into teaching and provide financial resources and supports to achieve an educator workforce in Oregon that is equity-driven and more reflective of Pre-K-12 student demographics.

#### Compelling Evidence:

**Less than 1 in 10 public school teachers in our state —9.2 percent—are individuals of color compared to one third—36.6 percent of our public school students. Four school districts have a gap of more than 60 percentage points between the racial/ethnic diversity of student and that of teachers.**

2016 Oregon  
Educator Equity Report

Educators of color enhance the education of all students. A more diverse educator workforce brings needed perspectives that help other educators strengthen culturally sensitive teaching practices most effective with today's student populations. Education Secretary John B. King stated it this way:

**“We have strong evidence that students of color benefit from having teachers and leaders who look like them as role models and also benefit from the classroom dynamics that diversity creates. But it is also important for our white students to see teachers of color in leadership roles in their classrooms and communities<sup>15</sup>.”**

However, there are still sizable barriers that students must surmount. Although all K-12 teachers in Oregon are required to earn the minimum of a bachelor's degree, many enroll first in a community college where tuition costs are lower, there is more diversity in the student body, and they are able to stay closer to their home communities. Candidates then need an articulated pathway to transfer to a university offering an undergraduate or graduate level educator preparation program. In addition to the tuition costs of these programs, candidates incur costs for certification tests and have little to no wage earning ability while student teaching.

#### Key Action

- Expand partnerships between districts and postsecondary institutions working together locally to recruit and prepare teachers especially in communities serving the most racially and linguistically diverse students.

**Why?** Initial interest and recruitment in the teaching profession can start early in an individual's own education, often as a result of volunteer experiences in schools, camps or after school programs. As Oregon seeks to increase the diversity of its educator workforce, it should look to its graduating high school students (31 percent of whom were identified as students of color in the 2014-15 five-year graduation cohort) as well as educational assistants employed in schools.

<sup>15</sup> United States Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service. (2016). *The State of Racial Diversity in the Educator Workforce*.

We also know that a growing number of teacher candidates, particularly those from first generation families or those who work as educational assistants (many of whom are multi-lingual and bi-cultural), typically start their postsecondary education at a community college and then transfer to a university-based educator preparation program.

**How?** In well-designed high school career pathway programs, students enroll in introductory education courses, resulting in college credits that transfer to community college or four year education programs. When community colleges and universities partner with the school or district to plan articulated coursework, they reduce cost and time for candidates as they transfer into an education program.

**Key Action**

- Provide scholarships and supports for culturally and linguistically diverse individuals who are passionate about education and equity.

**Why?** At the same time that education preparation program costs have increased, salaries for teachers trail 17 percent behind those of other college graduates<sup>16</sup>. Even with the help of PELL and Oregon Opportunity grants, new teachers graduate from their programs and start their careers with debt easily ranging from \$20,000 to \$50,000.

**How?** Service scholarships or loan forgiveness programs can help attract and increase the number of culturally and linguistically diverse teachers available for hire. Figure 6 shows an example of how a two-year state scholarship could be leveraged in combination with PELL Grants, Oregon Opportunity Grants, and Oregon Promise (if applicable) to dramatically reduce student debt, especially when combined with university scholarships.

**Figure 6.** Potential Financial Assistance Mechanism for Teacher Candidates



**Key Action**

- Use outreach mentors in district/higher education partnerships to assist candidates, especially first-generation in college or historically underserved students, in progressing along a streamlined career pathway to becoming an educator.

**Why?** Beyond financial resources, systemic changes within postsecondary institutions and districts are still needed to identify and remove barriers for candidates and create a welcoming and supportive environment.

**How?** “Cultural navigators” can help connect candidates with academic/social emotional/cultural supports and help them navigate obstacles along the path to licensure and employment.

**Compelling Evidence:**

**“I started my degree at Chemeketa two years ago [when] there was less guidance and no tuition help. I started taking Education classes with the new bilingual teacher, and she had so much information about which classes I needed and a really clear path for me to reach my goal.”**

Lori Cruz, Student  
Chemeketa Community College  
Bilingual Education Program

<sup>16</sup> Allegretto, S.A. and Mishel, L. (2016). The teacher pay gap is wider than ever. Washington, DC: Economic Policy Institute. Retrieved from <http://www.epi.org/files/pdf/110964.pdf>

## Compelling Evidence:

**In 2015-16, it was estimated that less than a third of Oregon's first and second year teachers received support from the Oregon Mentoring Project.**

Oregon Mentor  
Program Fast Facts

Oregon Department of Education

### Novice Teachers



*The Governor's Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon's ability to retain effective teachers*

### Recommendation 3

Support all novice teachers with induction and mentoring supports during their first two years.

**Why?** The work of teachers is done largely in isolation from colleagues, putting new teachers at risk for struggling and potentially leaving the profession. Research on the effects of induction programs for beginning teachers that include support, guidance, and orientation has shown demonstrable effects on teacher commitment and retention, teacher classroom instructional practices, and student achievement<sup>17</sup>.

Although not all novice teachers need the same levels of support, the Council views mentoring as part of an effective induction model. As such they reviewed data on Oregon's Mentor Program, noting that funding levels have not kept pace with the number of new teachers in our state. For example, a third of Oregon's first-year teachers employed in 2015-16 worked at high poverty schools. However, only 36 percent of the state's high poverty schools received state mentoring funding -- leaving the majority of these new teachers without support. Furthermore, the distribution of mentoring funds through competitive grants has often precluded participation by all districts.

**How?** The Council discussed ways to achieve its goal for providing all novice teachers and administrators with induction and support including:

- Ensuring that mentees are coached on equity-driven practices modeled by mentors;
- Organizing regional mentor training/support using teacher leaders and partners and the Oregon Mentoring Framework;
- Moving away from a competitive grant model for the Oregon Mentor Project; and
- Using a shared resource model for induction that leverages use of Title II funding or other district resources to supplement state funds.

### Key Action

- Council members recommended that the ensuing governance structure think strategically about how best to leverage resources to support teachers new to the profession. This includes using the Equity Lens to determine how resources can be distributed in ways that address local needs and avoid further disparities based on racial/linguistic diversity, socio-economic levels, and geographic location.

<sup>17</sup> Ingersoll, R. and Strong, M. (2011). "The Impact of Induction and Mentoring Programs on Beginning Teachers: A Critical Review of the Research." *Review of Education Research*, 81(2), 201-233.

## Novice Administrators



*The Governor's Executive Order 16-08 charged the Council with developing recommendations that provide an integrated system of supports that span the career of an educator.*

### **Recommendation 4**

Provide all novice school administrators with induction and mentoring supports during their first two years.

On a 2016 Oregon survey of teaching and learning conditions, almost a third of the 15,000+ teachers respondents identified school leadership as the largest factor contributing to their willingness to keep teaching at their school sites<sup>18</sup>.

Similar to teachers who are new to the profession, novice school administrators have needs for support and professional learning that are attuned to their individual contexts. In addition to their relationships with the staff in their school sites, they have a unique school-district connection best supported when districts provide capacity-building support<sup>19</sup>. Due to the variety of administrative roles in education, induction for administrators must be customized to address the various types of administrators including: Supervisors/Directors, Special Education Administrators, School Business Administrators, Principals/Assistant Principals, and Superintendents/Assistant Superintendents.

**Why?** Support for new administrators can take many forms. It could include district-level orientation, creation of a support team, provision of a formal mentor or a professional learning plan customized for the individual administrator. In a nationwide survey commissioned by the Wallace Foundation of more than 1,000 principals, mentoring was viewed as the most helpful of seven different forms of professional learning<sup>20</sup>. Although not limited to novice administrators, 35 percent of the 2,000+ principals responding to the 2016 TELL Oregon survey indicated that insufficient resources are available to principals to participate in professional learning opportunities. In addition, administrators of color and those working in high poverty schools as well as small, remote and rural districts face additional challenges in their work.

18 TELL Oregon Survey Results (2016). Retrieved from <https://telloregon.org/results/report/395/131241>

19 Goldring, E., Porter, A. C., Murphy, J., Elliott, S. N., & Cravens, X. (2007). Assessing learning-centered leadership: Connections to research, professional standards, and current practices. Retrieved from <http://www.wallacefoundation.org/>

20 Darling-Hammond, L., LaPointe, M., Meyerson, D., Orr, M. T., & Cohen, C. (2007). Preparing School Leaders for a Changing World: Lessons from Exemplary Leadership Development Programs. Stanford, CA: Stanford University, Stanford Educational Leadership Institute.

### **Compelling Examples:**

**The Confederation of School Administrators (COSA) offers a New Principal Academy to provide leadership focused professional learning. The Oregon Association of Latino Administrator in partnership with COSA provides support and mentoring for Latino Administrators as well Latino educators who aspire to become administrators in the State of Oregon.**

**In 2015, the Chalkboard Project launched a small pilot program called Leading for Learning in partnership with the Center for Educational Leadership (CEL) to enhance superintendents and central office staffs' ability to support principals as well as increase and retain a diverse pipeline of principal preparation candidates including people of color, women, and other individuals from historically underrepresented groups. The program includes a partnership with administrator preparation programs at Portland State University and Concordia University Chicago run in conjunction with the COSA to focus on providing the same knowledge and skills to a new generation of principals.**

In 2014-15, only 47 new principals and superintendents received a state-funded mentor. Of the 141 new principals and superintendents represented in Oregon Mentor Program applications for 2015-16, only half of them were in districts that ultimately received funding and the majority of Oregon's 197 districts did not even submit proposals.

**How?** The unique needs of building and district administrators warrant attention at each stage of an administrator's career continuum. As echoed in this report's recommendations pertaining to recruitment, preparation, and professional learning, the voices of administrators are key in determining what their needs are and what types of support are most useful.

Many of the same delivery ideas discussed by the Council in Recommendation 3 to improve induction and support for teachers new to the profession apply for administrators as well:

- Consider other forms of support that may be appropriate for administrators and their individual context;
- Ensure all new administrators are coached on equity driven practices;
- Use a shared resource model for induction that leverages use of Title II funding or other district resources to supplement state funds received; and
- Organize regional training/support using experienced leaders and partners.

**Key Action**

- Council members recommended the ensuing governance structure think strategically about how best to leverage resources to support administrators new to the profession. This includes using the Equity Lens to determine how resources can be locally distributed in ways that address needs and avoid further disparities based on racial/linguistic diversity, poverty levels, and geographic location.

Professional  
Educators

Continued  
Professional  
Growth



*The Governor's Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon's ability to:*

- *Provide access and efficient delivery of high-quality culturally sustaining professional learning to all Oregon educators;*
- *Leverage the expertise of exemplary teachers and school leaders;*
- *Strengthen and enhance existing evidence-based practices that improve student achievement;*
- *Promote collaboration by developing and supporting professional development opportunities for teachers in schools and districts to learn from each other*

### **Recommendation 5**

Require network and federal funds for professional learning to be equity-driven, designed with practitioner involvement, and adhere to state adopted standards for professional learning.

The goal of professional learning is to improve classroom practice and ultimately improve student learning. Professional learning and a commitment to continuous improvement are at the heart of educator advancement and are hallmarks of a strong teaching profession.

**Why?** As Oregon educators seek knowledge, skills, practices, and dispositions they need to help all students perform at higher levels, we must make sure that opportunities for professional learning are ongoing, embedded, connected to practice, aligned to school and districts goals, and collaborative. These characteristics are reflected in Learning Forward Standards for Professional Learning<sup>21</sup>. The Council recommends these standards be used to improve the quality of professional learning offered in Oregon. The standards can be used to set policy, organize, provide, facilitate, manage, monitor, and evaluate professional learning to increase educator effectiveness and results for all students.

Although the Teacher Standards and Practices Commission holds educators accountable to align their Professional Development Units (PDUs) for licensure renewal to nationally recognized Learning Forward Standards, the linkage between professional learning opportunities in Oregon and the standards themselves need to be strengthened.

#### **Key Actions:**

- Learning Forward Standards for Professional Learning are already embedded in the definition of professional learning within the new Every Student Succeeds Act (ESSA). Use of these standards tied to state and federal funding for professional learning could be used to guide development, facilitation, implementation, and evaluation of professional learning in Oregon.

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<sup>21</sup> Standards for Professional Learning. (2013). Retrieved from <http://www.learningforward.org/>

- Develop common language regarding “accomplished teaching” and “culturally responsive and culturally sustaining teaching practices” used consistently within professional learning and spanning each stage of an educator’s career;
- Coordinate existing equity-focused state work groups’ plans and efforts to identify common language and agreement on what constitutes quality professional learning that supports culturally sustaining teaching practices; and
- Prioritize professional learning and partnerships with community organizations and programs that are addressing culturally relevant and sustaining teaching practices.

**Why?** A common language and understanding of what accomplished and culturally sustaining teaching practices look like should be consistent through initial preparation programs, mentoring, and ongoing professional learning opportunities.

Culturally sustaining teaching practices<sup>22</sup> that relate to and incorporate cultures and languages are more likely to support student achievement, encourage better engagement with students’ identity and heritage, and promote pluralism. A number of state work groups<sup>23</sup> have already developed plans to improve outcomes for Oregon’s historically underserved students that all call for focused statewide professional learning focused on curriculum, pedagogy and practices that help ensure *all* students are knowledgeable and prepared for an ever-changing, global society.

**How?** The Council discussed the need to convene a team of school-based practitioners, educator preparation faculty, and community-based organizations to guide the development, improvement, and accountability of culturally responsive and sustaining curriculum, pedagogy and practices by:

- Working with partners to ensure necessary capacity is developed, as well as common understanding of language, terms, and practices;
- Identify a professional learning framework inclusive of topics needing to be shared statewide across the continuum;
- Supporting Teachers on Special Assignment, professional learning facilitators, administrators, and education preparation faculty to model culturally sustaining practices;
- Developing a strategy for recognizing exemplary programs to encourage others to replicate successes; and
- Developing success metrics and sharing annual progress reports.

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22 Paris, D. (2012). Culturally sustaining pedagogy: A needed change in stance, terminology, and practice. *Educational Researcher*, 41(3), 93-97.

23 Plans referenced include: The Oregon American Indian / Alaska Native Education State Plan, The African American Student Success Plan, The English Learners State Strategic Plan, and Oregon’s Federal Plan for Equitable Access to Excellent Educators.



Professional Educators

Continued Growth



The Governor's Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon's ability to:

- Provide access and efficient delivery of high-quality culturally sustaining professional learning to all Oregon educators;
- Leverage the expertise of exemplary teachers and school leaders;
- Strengthen and enhance existing evidence-based practices that improve student achievement;
- Promote collaboration by developing and supporting professional development opportunities for teachers in schools and districts to learn from each other

## Recommendation 6

Expand models statewide that engage teachers and administrators working together to design and implement professional learning to improve student outcomes.

**“Continuous reflection of one’s practice with dedicated time and training” in an educational setting vests employees closest to the work done with students with the shared responsibility to decide how that work is to be done.”**

Stafford Boyd,  
Director of Professional  
Development  
Newberg Public Schools

Nearly 30 Oregon schools districts have engaged in multi-year changes through CLASS and District Collaboration Grants that have opened the door for greater teacher voice and leadership regarding relevant and targeted professional learning opportunities. Participants in these sites report culture changes that enable schools and districts to make system change and to align resources that support improvement of student outcomes.

### Key Actions

- Maintain and increase support for high quality professional learning based on district readiness, commitment to improvement processes, rooted in shared leadership and teacher voice, and agreement from partners and providers; and
- Target state resources to fund and support job-embedded professional learning that includes time for teachers to collaborate together and improve practices.

**Why?** The 2016 TELL Oregon survey showed that only 50 percent of 16,600 Oregon teachers perceived professional learning as differentiated to meet the needs of individual teachers.

Professional learning is more impactful when teachers are included in decision making to identify professional learning priorities, necessary time and support for enacting new practice and reflective processes that lead to continuous improvement.

**How?** More districts can build upon the success of collaborative leadership models in Oregon that have been successful by involving teachers and district administrators in defining professional learning responsive to local educators’ needs, including those in rural and remote areas. Use of Title II A and other Title funding sources could also be better leveraged to ensure that teacher voice and time for collaboration is enhanced. Partners including statewide Education Service Districts, teacher educators, professional organizations and other partners can be useful partners in this work.



**Compelling Evidence:**

- **As non-traditional students, Early Childhood educators are often working full-time providing childcare, making it difficult to attend day classes.**
- **College tuition is often not affordable due to the low wages typical for this profession.**
- **College institutions and systems present challenges that make it difficult to create seamless pathways for these students, including lack of articulation agreements that support transfer of credits.**

*The Governor’s Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon’s ability to:*

- *Enhance a culture of leadership and collaborative responsibility for learning and advancing the profession of teaching.*

**Recommendation 7**

Support a seamless system of professional learning linking Early Learning providers, including Early Learning Hubs, Head Start, Pre- Kindergarten programs, childcare providers, home visitors and other early education services providers with the K-3 public school systems.

The first eight years of life are a crucial, delicate and complex time for children and their families that set the stage for much of a child’s success as they continue through schooling. Early Childhood educators and K-3 educators working together can improve outcomes for children and help create a more seamless system experienced by children and their families. Developing a professional learning continuum that includes Early Childhood educators is an important step towards improving student success at the third-grade level.

**Why?** The Council believes an effective professional learning continuum leverages the expertise and learning needs of both Early Childhood educators and K-3 educators. They noted that the early learning educator workforce is more diverse than the K-12 educator workforce and can share valuable cultural knowledge with K-12 educators.

**How?** The process of becoming an Early Childhood teacher differs from K-12 teacher licensure. Focused efforts on recruitment, cost, quality preparation, mentoring and ongoing professional learning for Early Childhood educators are even more critical given notable differences in work and salary schedules for both groups of professionals.

**Key Actions**

- Streamline pathways for Early Childhood educators that lead to career advancement.
- Continue to monitor Early Learning educators’ needs that can be supported by a more seamless system of professional learning and educator supports;
- Ensure Early Childhood educators new to school-based sites are provided the same mentoring and support provided to K-3 teachers at the site;
- Establish partnerships with community organizations and programs that can support the pathways for educators, nurture culturally responsive practices and connect educators with families; and
- Partner with the Early Learning Council to strengthen professional development supports for the early learning workforce.

## Leadership Roles



*The Governor's Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon's ability to:*

- *Enhance a culture of leadership and collaborative responsibility for learning and advancing the profession of teaching*
- *Retain effective teachers by providing enhanced leadership opportunities*

### **Recommendation 8**

Ensure the voices of classroom teachers are included on a regular basis in decision-making regarding professional learning priorities, educator supports, and policies impacting teachers at school, district, region, and state levels.

Teachers have front-line knowledge of classroom issues and the culture of schools, and they understand the support they need to do their jobs well; thus, teacher voice and leadership are critical for defining the supports and professional learning provided to educators. The Hunt-Kean Leadership Fellows, Educators 4 Excellence, Teach Plus, VIVA Teachers, and the National Network of Teachers of the Year are all national teacher voice organizations shaping policy that serve as models. Within Oregon, teachers are providing their leadership on policy issues through such groups as the Deputy Superintendent's Teacher Advisory Council, Teacher Standards and Practices Commission, the Oregon Education Association Center for Great Public Schools, Chalkboard's Distinguished Educator Council, and consortiums for each of Oregon's educator preparation programs.

### **Key Action**

- Create a means by which teachers and other educators have the time to meet on a regular and meaningful basis with local and state-level policymakers and regional partnership leaders on non-student contact time to share input and feedback on issues relevant to educators.

Regardless of the process used to become teacher leaders, Council members stressed the importance of schools and districts leveraging teacher voice and leadership. They encouraged state agencies and policy-makers to use designated professional learning days to engage with teachers to share input and feedback on issues relevant to educators and to reduce the barriers of time, cost, and distance.

**“A wise educator once told me, ‘Getting to the table is hard. Being at the table is harder.’ Key stakeholders must recognize that teacher voice is crucial when discussing, voting on, and creating policy for the state. Once we omit all barriers that prevent teachers from being present at the “table” it is then we will see the needed change that our schools, students, and communities need and deserve.”**

Marty Perez,  
High School Teacher  
Portland Public Schools

**“It is important to have multiple career pathways for teachers to advance their professional learning and leadership skills. When we grow our own leaders, the impact on teaching and learning is great. We influence the current and next generation of educators and positively impact student learning.”**

Michele Oakes,  
Mentor Program Coordinator  
Bend-LaPine Schools

Continued  
Professional  
Growth

Leadership  
Roles



*The Governor’s Executive Order 16-08 charged the Council with developing recommendations that enhance Oregon’s ability to:*

- *Enhance a culture of leadership and collaborative responsibility for learning and advancing the profession of teaching*
- *Retain effective teachers by providing enhanced leadership opportunities*

### **Recommendation 9**

Create opportunities to develop, enhance, and recognize teacher leadership.

**Why?** Teacher leaders can assume a wide range of roles to support school improvement and student success. Some of these roles are formal assignments such as Teacher-on-Special-Assignment (TOSA) or mentors for new teachers or student teachers while other roles are more informal. Generation Y teachers seek out opportunities for career advancement and variance in their careers. Many teachers do not want to become administrators. They want to teach and are seeking leadership roles in which they can continue to influence classroom practice. Teacher leaders can help turn isolated islands of practice into system-wide improvement as they work as mentors, facilitate professional learning, and help shape policy and practice.

**How?** In order to enhance a culture of leadership and retain effective educators, the Council believes it is critical to create the right conditions to support teacher leaders to develop and to provide opportunities for leadership at the school, district, or state level. Districts can help by systematically identifying ways in which teachers leaders are recognized, involved in decision making roles, afforded opportunities to use their leadership skills to improve teaching and learning practices, and compensated accordingly.

In 2015 the Teacher Standards and Practices Commission created a new voluntary teacher leader licensure issued to teachers who have demonstrated exceptional leadership in the school environment, education profession and larger community, while consistently advancing student growth and achievement. Districts have the chance to recognize the new license on salary ladders and designate roles for teachers earning this new teacher leader designation.

Some states have promoted National Board certification as a highly effective means of recognizing teaching excellence and helping advance teachers' on salary schedules. Currently Oregon has an estimated 300 National Board Certified Teachers (NBCT) with no state level support or incentive. Washington offers incentives and support and has more than 17,000 NBCTs who have produced gains of up to 1.5 months of additional learning<sup>24</sup>. Although more than 30 districts in Oregon are offering some type of support or incentive, these resources vary widely and are often considered extraneous when budgets are reduced.

### **Key Actions**

- There are numerous references made to teacher leadership in the Every Student Succeeds Act (ESSA), offering an opportunity for school systems to channel federal funds into teacher leadership and to think about staffing schools differently.
- State funding could help teachers pursue National Board certification as one means of career advancement.

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<sup>24</sup> Cowan, J. and Goldhaber, D. (2015). National Board Certification and Teacher Effectiveness: Evidence from Washington State. Seattle, WA: University of Washington.

## Governance



*The Governor’s Executive Order 16-08 stipulated that the Council develop a coherent, transparent, and accountable governance model for programs and practices outlined in ORS 342.950 (the Network) and the associated fund outlined in ORS 342.953 (the Network for Quality Teaching and Learning Fund (“Network Fund”).*

### Recommendation 10

Establish a statewide Intergovernmental Coalition to coordinate and connect regional networks in support of professional learning priorities, blending of funding sources and management of innovation funds..

#### Compelling Evidence:

**One of the original intents of the Network for Quality Teaching and Learning was to help identify and scale-up effective educator practices statewide that improve student outcomes by strengthening instruction. To do so, there must be an enhanced mechanism that systematically “mines” what works related to support for educators both from funded activities and other related efforts across the state. However, the lack of human and financial capacity to research across efforts has limited the Network’s ability to identify promising practices, define the contribution of each investment to improved teacher quality, make refinements of practice, advise recipients on how to implement practices with fidelity, and scale what worked.**

The Governor’s Executive Order charged the Council to re-examine the Network structure and develop a more equitable and sustainable funding mechanism to distribute funds across both rural and urban school districts sensitive to local contexts and priorities. This “backbone structure” can fulfill the desired functions of coordination, alignment, accountability, and quality assurance/support across the Network.

**Why?** When the Network for Quality Teaching and Learning was formed in 2013, the law outlined the purposes of the Network and also described how funding would be distributed to accomplish the stated purposes. Significant investments were made by the Legislature in 2013 and again in 2015 to the Network for Quality Teaching and Learning Fund. In some cases, such as mentoring, funding was distributed through competitive grants that put grantees in competition with their peers for resources, required use of valuable district resources to develop proposals and manage grants with a short duration, and limited funding opportunities for districts lacking the bandwidth to write grant proposals.

The legislatively appropriated Network Fund has supported discrete projects managed separately, leading to missed opportunities for sharing and leveraging synergy across projects and across recipients. Furthermore, districts and education service districts already engaged in local work to support educators who did not receive funding feel disconnected to the efforts of the Network.

Network funding has been based on allocations from the Legislature resulting in short two-year grant periods that underestimate the necessary time needed to launch and implement projects and then compel projects to report prematurely on results. Finally, some priorities for Network funds shifted from the 2013-15 biennium to the 2015-17 biennium, limiting sustained efforts to learn from implementation. Several Council members recommended that the emerging governance model carefully consider ways in which levels of readiness, local needs, and practitioner input would help drive funding distribution.

**How?** Oregon statute provides for the formation of intergovernmental cooperative agreements between local governments (ORS 190.010) and between local governments/ public agencies and state agencies (ORS 190.110), which can include school districts, education service districts, and public higher education institutions<sup>25</sup>. This type of intergovernmental agreement (IGA) can be used to form an intergovernmental coalition, which has the same set of powers than any of its individual partner governments have. Council members also learned that paragraph 5 of ORS 190.010 allows a group of public agencies to create a new governmental entity, governed by a Board or Commission, to deliver a service to the public and that the Board or commission can include nonprofit and private stakeholders as Board or Commission members with the agreement describing the roles, functions and governance of the new organization.

Figure 7 begins to illustrate a vision of how a new governance model could be operationalized. A state level Educator Advancement Intergovernmental Coalition would be appointed with membership representing Early Childhood educators, school-based educators, state agency designees, partners with educator resources to leverage, and liaisons from nine to ten Regional Educator Networks (REN) that together blanket the entire state.

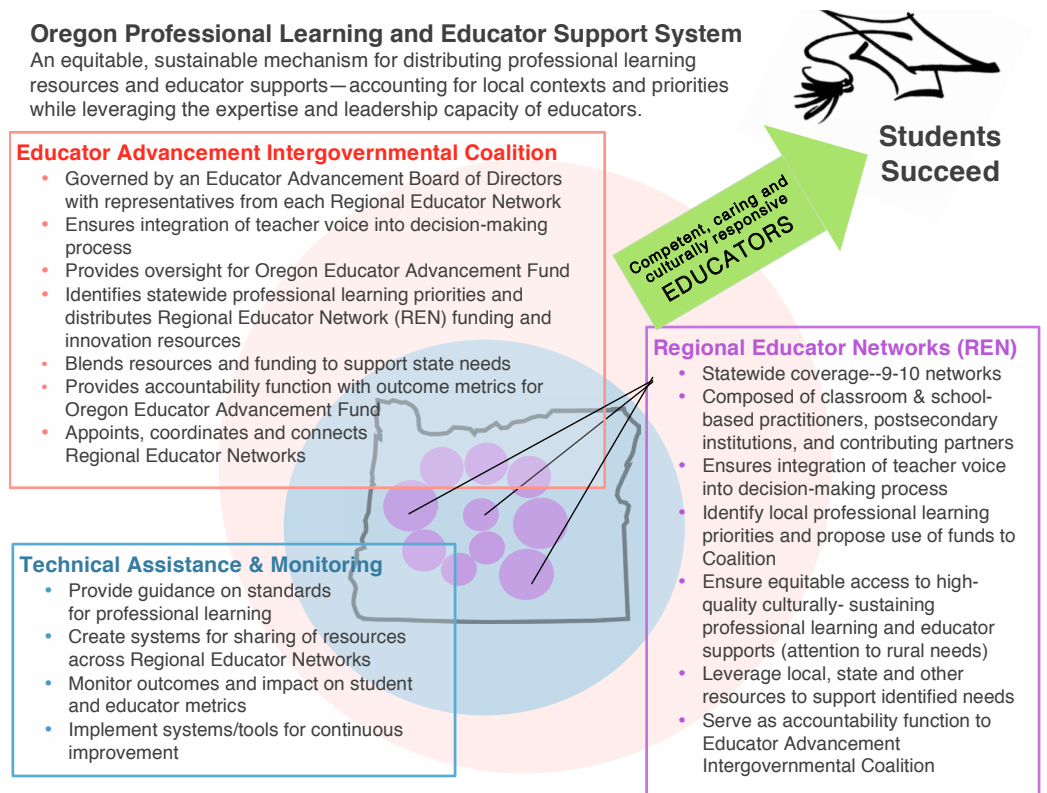
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25 Singer, L. and Johnson, J. (2016). Options for a Governance Framework for the Oregon Network for Quality Teaching & Learning. Portland, OR: National Policy Consensus Center.

**Figure 7.** A System for Regional Professional Learning and Educator Supports

“Districts typically use Title II funds to support independent professional development initiatives and programs. I would encourage districts leaders to think about tapping available federal funds across titles as well as local funding to support a fully coordinated learning system.”

Stephanie Hirsch,  
Executive Director of  
Learning Forward



These regional networks, whose members and governance structure would be approved by the Coalition, would be charged to identify local professional learning priorities, ensure equitable access to funds, coordinate delivery efforts, and ensure accountability for funding. Each REN would include postsecondary partners, non-profits, local community-based organizations, early learning educators, and a member majority of school-based practitioners from different areas and levels of education and reflective of regional Pre-K through 12 demographics.

The Coalition would leverage Educator Advancement (Network) funding, maximize regional resources, non-profit funding, external grants, and relevant federal resources to fund each REN’s plan for professional learning and supports via a noncompetitive and equitable planning model every two years. Each Network would respond to any identified statewide priorities such as mentoring, identify local educator needs using tools such as the Oregon TELL Survey, and include requests for innovation funds when available to implement new experimental design.

RENs would collaborate to identify ways to provide professional learning for remote and rural communities and leverage better use of technology and tools that expand access and keep costs low. Professional learning that increases educator effectiveness



and results for all students applies research on change and sustains support for implementation of professional learning for long-term change. With support from state agencies, the Coalition would monitor educator teaching and learning conditions and connect communities of practice within and across the RENs to support continuous improvement and sharing of promising practices.

An Intergovernmental Coalition developed through an intergovernmental agreement is appealing to the Council as it emphasizes the collaborative nature intended for building comprehensive supports; can be designed to fit the specific needs identified; allows different agencies and organizations to work together in the delivery of service; can utilize an advisory committee to provide policy direction; does not require legislative action; and is relatively easy to form. Given the importance of working in partnership to make decisions and deliver services, the Council was advised to build a collaborative system into each component of the governance framework.

**Professional learning increases educator effectiveness and results for all students, particularly when it applies research on improvement science and sustains support for implementation of professional learning for long-term change.**

## Next Steps

Council members recognize the breadth and depth of work that remains to move these recommendations from paper to practice. Council members stand ready to support the Coalition's efforts to plan for smooth transitions that minimize gaps of service and support for educators. Members have already committed additional time beyond the original timeframe of the Council's charge to:

- Assist with engagement processes to gather input on the recommendations from stakeholders across the state;
- Further develop details related to implementation of the proposed governance model; and
- Share identified suggestions extending beyond this report with appropriate partners.

### Key Action

- Retain the Council on Educator Advancement to guide initial launch and implementation of the governance model.

In making these recommendations to the Governor, Council members conveyed the need for the Coalition to be intentional in vetting their actions and decisions to ensure fidelity to the Governor's original Executive Order and the themes outlined in this report. The Council emphasized an urgency in implementing the recommendations in this report in support of one of Oregon's most valuable resources: our educators.

# APPENDIX A: EXECUTIVE ORDER 16-08

## Office of the Governor State of Oregon



### EXECUTIVE ORDER NO. 16-08

#### GOVERNOR'S COUNCIL ON EDUCATOR ADVANCEMENT

Every Oregon student deserves a caring, competent, and culturally responsive educator in the classroom. A diverse, well-supported educator workforce is critical to ensuring that every Oregon student graduates high school with a plan for his or her future.

High-quality preparation and ongoing, effective professional development and supports for teachers and school leaders translates into better student learning and higher achievement.

Educators want and deserve specialized professional learning and ongoing support, more than current levels of federal, state, and local systems are designed to deliver. And building an effective system of professional development and support requires us to empower, connect, and tap into the expertise of current classroom teachers and leaders across the state.

New, higher standards were established in 2011 to guide and evaluate the practices of effective teachers and school leaders in public schools throughout Oregon. In 2013, the Legislature redoubled our State's commitment to advance the education profession by actively investing in and supporting excellence in teaching and learning.

A dedicated appropriation was established by the Legislature to foster a statewide umbrella of support across professional development for teachers and school leaders, known as the *Network for Quality Teaching and Learning* ("Network"). Now in its third year of implementation, a re-examination of the *Network* structure, funding, metrics of success, and leverage of resources has become necessary to address these demands:

- Greater alignment across preparation, induction, and ongoing professional development.
- A more equitable and sustainable funding mechanism to distribute funds across both rural and urban school districts sensitive to local contexts and priorities.
- Leveraging of expertise of teachers and administrators -- and resources of local, regional, non-profit, and philanthropic organizations -- to maximize on-the-ground supports for Oregon educators.
- Centralized coordination and quality assurance with partner input across all *Network* projects and supports such as the *Oregon Educator Network*, *TELL Oregon Survey*, and *TeachInOregon* website.





**EXECUTIVE ORDER NO. 16-08**  
**PAGE TWO**

- A systemic approach to continuously assess needs and coordinate future priorities for resources to support Oregon educators.
- A research consortium across education agencies and institutions to analyze and identify promising practices that explain improved teacher quality and student outcomes over time.

**NOW THEREFORE, IT IS HEREBY DIRECTED AND ORDERED:**

1. The Governor's Council on Educator Advancement ("Council") is hereby established.
2. The Council shall consist of no fewer than fifteen (15) members appointed by the Governor including:
  - a. Six or more licensed/certified educators currently practicing in Oregon public schools;
  - b. Representatives from education institutions, non-profits, professional and philanthropic organizations with expertise in the direct provision and support of high-quality preparation and professional learning for teachers and administrators, including equity and cultural competency.
  - c. Representatives of the public at-large.
3. Additional members of the Council shall include:
  - a. One member of the Oregon State Senate designated by the Senate President;
  - b. One member of the Oregon House of Representatives designated by the Speaker of the House;
  - c. The Chief Education Officer;
  - d. The Deputy Superintendent of Public Instruction;
  - e. The Executive Director of the Teachers Standards and Practices Commission;
  - f. The Early Learning System Director.
4. The Governor shall appoint the chair of the Council, who shall provide leadership and direction of the Council. The chair shall establish an agenda, work plan, and timeline for the Council. The chair may appoint and approve the creation of subcommittees of the Council. The chair may, on behalf of the Governor, convene additional advisory committees for purposes of informing Council findings and recommendations.





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PAGE THREE

5. The charge of the Council is to coordinate comprehensive support to deliver excellence in teaching and learning, and enhance Oregon's ability to elevate the educator profession and advance teacher and school leadership, including:

- a. Enhancing a culture of leadership and collaborative responsibility for learning and advancing the profession of teaching;
- b. Strengthening and enhancing existing evidence-based practices that improve student achievement;
- c. Attracting and retaining capable and promising new teachers by offering sustained professional mentoring;
- d. Retaining effective teachers by providing enhanced leadership opportunities;
- e. Promoting collaboration by developing and supporting professional development opportunities for teachers in schools and districts to learn from each other;
- f. Building a more diverse educator workforce that mirrors Oregon's student demographics and supporting the development of culturally responsive educators; and
- g. Using data on teaching and learning conditions to determine the impact of *Network* and identify where changes, resources, and supports are most needed.

6. The Council shall develop recommendations for ensuring the open access and efficient delivery of professional learning to all Oregon educators by 1) leveraging the expertise of exemplary teachers and school leaders; and 2) streamlining resources, assistance, and support from federal, state, and non-profit partners.

7. Based on these goals, the Council shall develop a coherent, transparent, and accountable governance model for programs and practices outlined in ORS 342.950 (the *Network*) and the associated fund outlined in ORS 342.953 (the *Network for Quality Teaching and Learning Fund* ("Network Fund")), with a focus on fostering:

- a. An integrated system of supports that spans the career of an educator;
- b. A connected educator network that maximizes teacher voice and engagement and diminishes the impact of isolated programs;





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PAGE FOUR

- c. A mechanism for analyzing and sharing of practices that improve student outcomes and improve teaching and learning conditions;
  - d. Sustainable funding for *Network* priorities that adapts to districts' local priorities for educator support, assures adherence to state benchmarks of best practice, minimizes disparities between rural and urban areas, and reduces reliance on competitive grant funding;
  - e. Common outcomes and coordination of reporting on impact across the *Network*; and
  - f. Innovation and responsiveness to the changing needs of educators.
8. A quorum for Council meetings shall consist of a majority of the appointed members.
9. The Council shall report written findings and recommendations to the Governor on or before September 1, 2016.
10. The Chief Education Office and Oregon Department of Education shall provide staff support to the Council. All other state agencies shall provide assistance to the Council upon request.
11. Council members are not entitled to reimbursement of expenses or per diem provided in ORS 292.495.



Office of the Governor  
State of Oregon



EXECUTIVE ORDER NO. 16-08  
PAGE FIVE

12. This Order shall rescind and supersede Executive Order No. 16-03.
13. This Order shall remain in effect until recommendations of the Council are considered and acted upon by the Oregon Legislature, unless the Governor requests that the Council's work continue beyond that time.

Done at Salem, Oregon, this 29<sup>th</sup> day of March, 2016.



Handwritten signature of Kate Brown in blue ink.

Kate Brown  
GOVERNOR

ATTEST:

Handwritten signature of Jeanne P. Atkins in blue ink.

Jeanne P. Atkins  
SECRETARY OF STATE



## APPENDIX B: COUNCIL ON EDUCATOR ADVANCEMENT MEMBERS

### Voting Members

**Paul Andrews**, Deputy Superintendent,  
High Desert ESD

**Ana Gomez**, Juntos Program Coordinator,  
Oregon State University

**Karen Green**, Teacher, Ashland SD

**Don Grotting**, Superintendent,  
Beaverton School District

**Randy Hitz**, Dean, Graduate School of  
Education, Portland State University

**Nanette Lehman**, Intermediate  
School Principal, Baker SD

**Michele Oakes**, Mentor Program  
Coordinator, Bend-La Pine SD

**Marty Perez**, Teacher, Portland Public Schools

**Christy Perry**, Superintendent, Salem-Keizer SD

**Martha Richards**, Executive Director,  
James F. and Marion L. Miller

**George Russell**, Past Co-Chair, Oregon  
Coalition for Educational Equity

**Jenna Schadler**, Teacher/ELD  
Specialist, North Clackamas SD

**Laura Scruggs**, Teacher/Coordinator, Springfield SD

**Heidi Sipe**, Superintendent, Umatilla SD

**Carmen Urbina**, Oregon Center for  
Educational Equity, University of Oregon

**Colleen Works**, Assistant Principal, Corvallis SD

**Matt Yoshioka**, Elementary School Administrator/  
Curriculum & Instruction Director, Pendleton SD

## Non-Voting Members

**Lindsey Capps**, Chief Education Officer

**Representative Betty Komp**, District 22

**Senator Arnie Roblan**, District 5

**Salam Noor**, Deputy Superintendent of Public Instruction, Oregon Department of Education

**Megan Irwin**, Early Learning System Director, Oregon Department of Education (April-July)

**David Mandell**, Acting Early Learning System Director, Oregon Department of Education (July- present)

**Victoria Baines Chamberlain**, Executive Director, Teacher Standards and Practices Commission (April-June)

**Monica Beane**, Executive Director, Teacher Standards and Practices Commission (July-present)

## Key Staff

**Matthew Eide**, Senior Advisor, Education Northwest

**Lindsay Moussa**, Executive Assistant, Chief Education Office

**Hilda Rosselli**, College and Career Readiness and Educator Advancement Director, Chief Education Office



## APPENDIX C: GOVERNOR'S COUNCIL ON EDUCATOR ADVANCEMENT WORK PROCESS

The Council met monthly starting in April 2016. Members studied the history, intent, and current scope of the Network for Quality Teaching and Learning as well as related legislation that has been designed to support educators.

Led by a skilled facilitator, the Council adopted operating norms, timelines, and prompts to vet ideas using the Equity Lens. The Council tracked the journey of an imaginary Oregon educator from first professional aspirations through preparation, hiring, mentoring, evaluation, and career advancement and gained insight from educators.

The Council members examined and compared results of the 2014 and 2016 TELL surveys in which more than 18,000 school-based practitioners in Oregon rated teaching and learning conditions related to professional learning, instructional practices and support, use of time, and both teacher and school leadership. They met with leaders from the Washington Center for Strengthening the Teaching Profession to learn how Washington supports student achievement through a focus on teaching excellence and opportunities for teacher leadership development. They examined a variety of governance models researched by the National Policy Consensus Center at Portland State University and identified the most applicable governance elements for their recommendations to Governor Brown.

Working in teams, Council members studied and proposed needed actions on:

- Oregon's current mentoring model for new educators,
- National standards for professional learning,
- Models used by states to support culturally responsive teaching,
- Professional Learning resources and access models,
- Lessons learned from collaborative leadership models in Oregon,
- National standards for what accomplished teachers should know and be able to do,
- Oregon's progress in recruiting, preparing, hiring and retaining a more diverse educator workforce, and
- Early learning professionals' opportunities and needs

Throughout the process, the Council used a strategic framework created and revised through consensus to help identify categories of recommendations used to structure discussion, identify learning needs, and guide recommendations. The Council members mapped their recommendations across four crosscutting goals deemed reflective of the Executive Order:

- Elevate teaching as a respected profession
- Provide quality professional learning
- Enhance culturally sustainable pedagogy and practices
- Foster educator leadership

Three community listening sessions were held during the Council's recommendation development stage followed by partner engagement conversations held after initial recommendations had been proposed.

Resources provided to the Council members included both national and state research and reports as well as details from previously Network funded initiatives as listed below:

- Strengthening Educator Effectiveness, Lessons Learned from the Teacher Incentive Fund. December 2015. Authors: Chalkboard Project and Education Northwest.
- Key Elements of a Statewide System for Quality Teaching and Learning. Author: Chalkboard Project.
- Chalkboard Design Sessions Executive Summary. March 2016. Author: Chalkboard Project.
- Equity Lens. Author: Oregon Education Investment Board.
- 2015 Oregon Educator Equity Report. July 2015. Author: Chief Education Office.
- Teachin.Oregon.gov Flyer. October 2015. Author: Chief Education Office.
- House Bill 3619 Report to the 2011. December 2010. Author: HB 3619 Task Force on Education Career Preparation and Development.
- 2008-2016 Legislative Mentoring Update. December 2015. Author: Oregon Department of Education.
- Mentoring by the Numbers. September 2015. Author: Oregon Department of Education.
- Oregon Mentoring Program Standards. Author: Oregon Department of Education.
- Oregon's Equitable Access to Educator Plan. November 2015. Author: Oregon Department of Education.
- Fast Facts Mentoring Retention 2. December 2015. Author: Center for Educator Preparedness & Effectiveness.
- Fast Facts Ethnicity Updated. March 2016. Author: Center for Educator Preparedness & Effectiveness.
- Student Achievement #1. November 2015. Author: Center for Educator Preparedness & Effectiveness.
- State Policy Review: New Educator Induction Oregon. 2016. Author: New Teacher Center.
- High Quality Mentoring & Induction Practices. Author: New Teacher Center.

- A Consortium Approach to High Quality Teacher Induction. Author: New Teacher Center.
- Support From The Start A 50-State Review of Policies on New Education Induction and Mentoring. March 2016. Author: New Teacher Center
- 2014 TELL Oregon Survey Research Brief. Spring 2014. Author: New Teacher Center.
- Report for TELL Oregon 2016. Author: New Teacher Center.
- Supporting New Teachers: What Do We Know About Effective State Induction Policies? May 2014. Authors: Amy Potemski and Lauren Matlach with American Institutes for Research.
- Estimated Costs of Teacher Turnover in Oregon Using Two Methodologies. May 2010. Author: ECONorthwest.
- Moving from Compliance to Agency: What Teachers Need to Make Professional Learning Work. 2016. Authors: National Commission on Teaching & America's Future and Learning Forward.
- Options for a Governance Framework for the Oregon Network for Quality Teaching and Learning. April 2016. Author: National Policy Consensus Center, Hatfield School of Government, Portland State University.

