

**Oregon Teacher Standards and Practices Commission**  
**2022 Annual Report to the Oregon State Legislature**  
**(HB 3351)**

### Introduction





In 2017, the Oregon State Legislature passed House Bill 3351 – Relating to the Teacher Standards and Practices Commission; creating new provisions and amending ORS 342.176. Section two of the bill, which took effect January 1, 2018, requires the TSPC executive director to submit an annual report related to the duties, powers, and functions of the Commission to appropriate state legislative committees and assemblies no later than July of every year. This report is submitted to the Oregon State Legislature in compliance with the passed legislation.

The Teacher Standards and Practices Commission (TSPC) was established in 1965 to maintain and improve performance in the education profession by approving teacher preparation programs offered by Oregon colleges and universities; by licensing teachers, administrators and other personnel employed in Oregon schools; and by taking disciplinary actions when educators commit crimes or violate Standards for Competent and Ethical Performance. The Commission developed a new strategic plan this past year. The updated mission of the commission is 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 Commission serves three primary functions in the State of Oregon: First, TSPC is the state’s professional licensure agency for professional educators in Oregon. Educators seeking employment in a public school, or charter school, in the State of Oregon must first obtain professional licensure through TSPC. Second, TSPC is authorized by the state to provide approval for colleges and universities seeking to offer educator preparation programs which lead to licensure through TSPC. And finally, TSPC establishes and enforces educator professional standards in the state. This report addresses all three of TSPC’s primary functions for the 2022 calendar year, specific to the requirements of the 2017 legislation.

### TSPC Professional Educator Licensure Reporting

#### 1) Report the number of teaching licenses and administrative licenses issued in 2022:

<b>LICENSES</b>														
Total count of all licenses issued.														
License Category	2022												Total	
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec		
Administrative	124	96	131	94	98	185	226	210	212	229	123	129	1,857	
Personnel Services	83	55	69	84	61	79	168	135	105	134	140	86	1,199	
School Nurse					1			1	1				3	
Teacher	1,856	1,757	1,729	1,521	1,446	2,045	2,884	2,153	1,740	1,975	2,180	2,214	23,500	
<b>Grand Total</b>	<b>2,063</b>	<b>1,908</b>	<b>1,929</b>	<b>1,699</b>	<b>1,606</b>	<b>2,309</b>	<b>3,278</b>	<b>2,499</b>	<b>2,058</b>	<b>2,338</b>	<b>2,443</b>	<b>2,429</b>	<b>26,559</b>	

INDIVIDUALS													
Count of distinct individuals who received one or more licenses.													
License Category	2022												Total
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	
Administrative	124	96	131	94	98	185	226	210	212	229	123	129	1,822
Personnel Services	83	55	69	84	61	79	168	135	105	134	140	86	1,178
School Nurse					1			1	1				3
Teacher	1,854	1,755	1,727	1,519	1,446	2,040	2,879	2,153	1,739	1,969	2,172	2,210	22,289
<b>Grand Total</b>	<b>2,041</b>	<b>1,891</b>	<b>1,910</b>	<b>1,687</b>	<b>1,587</b>	<b>2,271</b>	<b>3,253</b>	<b>2,475</b>	<b>2,045</b>	<b>2,304</b>	<b>2,421</b>	<b>2,415</b>	<b>24,813</b>

Agency Analysis:

These charts reflect the typical monthly workflow of the Agency Evaluation Staff. The bulk of candidates for teacher licensure from Oregon’s Educator Preparation Programs are recommended for licensure during the months of May, June, and July. Those applications are typically “complete” upon receipt, making issuing the license much quicker than a more complex application that requires additional documentation and in-depth analysis. The state saw the continued impact of COVID as districts continued to hire many teachers on emergency or restricted license. The applications received in early fall continued to be significantly higher than average. The Commission began issuing emergency substitute teacher licenses in late 2020. The application period for these licenses continued throughout 2022 and contributed to a dramatic increase of license applications received during the year. The monthly workflow in 2022 was similar to 2021, and even a bit greater for several months during the year.

**2) Report trends related to the number of licenses issued and types of licenses issued during 2022 as compared to earlier years:**

LICENSES																					
Total count of all licenses issued.																					
License Category	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total	Percentage of Change from Year to Year										
											2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022			
Administrative	1,264	1,251	1,185	1,246	1,338	1,630	1,349	1,510	1,857	7,914	-1.03%	-5.28%	5.15%	7.38%	21.82%	-17.24%	11.93%	22.98%			
Personnel Service	704	728	864	866	962	917	1,017	1,174	1,199	5,041	3.41%	18.68%	0.23%	11.09%	-4.68%	10.91%	15.44%	2.13%			
School Nurse	24	13	11	6	11	15	15	14	3	80	-45.83%	-15.38%	-45.45%	83.33%	36.36%	0.00%	-6.67%	-78.57%			
Teacher	16,061	18,034	19,682	20,487	17,503	14,767	15,161	19,067	23,500	106,534	12.28%	9.14%	4.09%	-14.57%	-15.63%	2.67%	25.76%	23.25%			
<b>Total</b>	<b>18,053</b>	<b>20,026</b>	<b>21,742</b>	<b>22,605</b>	<b>19,814</b>	<b>17,329</b>	<b>17,542</b>	<b>21,765</b>	<b>26,559</b>	<b>119,569</b>	<b>10.93%</b>	<b>8.57%</b>	<b>3.97%</b>	<b>-12.35%</b>	<b>-12.54%</b>	<b>1.23%</b>	<b>24.07%</b>	<b>22.03%</b>			

INDIVIDUALS																					
Count of distinct individuals who received one or more licenses.																					
License Category	2014	2015	2016	2017	2018	2019	2020	2021	2022	Total	Percentage of Change from Year to Year										
											2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022			
Administrative	1,111	1,109	1,040	1,096	1,196	1,620	1,336	1,499	1,822	7,172	-0.18%	-6.22%	5.38%	9.12%	35.45%	-17.53%	12.20%	21.55%			
Personnel Service	663	689	817	818	921	910	995	1,156	1,178	4,818	3.92%	18.58%	0.12%	12.59%	-1.19%	9.34%	16.18%	1.90%			
School Nurse	22	13	11	6	11	15	15	14	3	78	-40.91%	-15.38%	-45.45%	83.33%	36.36%	0.00%	-6.67%	-78.57%			
Teacher	15,797	17,687	19,247	19,755	16,942	14,503	14,843	18,598	22,289	103,931	11.96%	8.82%	2.64%	-14.24%	-14.40%	2.34%	25.30%	19.85%			
<b>Total</b>	<b>17,593</b>	<b>19,498</b>	<b>21,115</b>	<b>21,675</b>	<b>19,070</b>	<b>16,809</b>	<b>16,936</b>	<b>20,898</b>	<b>24,813</b>	<b>115,760</b>	<b>10.83%</b>	<b>8.29%</b>	<b>2.65%</b>	<b>-12.02%</b>	<b>-11.86%</b>	<b>0.76%</b>	<b>23.39%</b>	<b>18.73%</b>			

Agency Analysis:

It is important to note that these numbers reflect numbers of individuals holding licenses, but do not account for the employment status of those holding these licenses. The years 2019 and 2020 began to show a plateau of just under 17,000 educators receiving licenses (new or renewal). This number was down from the averages between 19,000 and 21,000 seen in the several years prior to that. In 2021, the number of distinct licenses issued and the number of



applicants receiving licenses were 4,223 and 3,962 more than 2020, respectively, largely due to the impact of COVID. The agency previously anticipated that the number of applications received in 2022 would either remain the same or perhaps decrease slightly from the previous year highs. However, continued challenges in the labor market for educators resulted in the agency issuing just under 4,000 more license applications than in 2021. The significantly increased applications received during these months (as much as 1/3 more than in previous years) resulted in significant backlogs in processing times. The provision of limited duration positions from the Legislature as part of HB 4030 (2022) allowed the agency to return to normal processing timelines in early 2023.

Another trend that is important to notice from the data is the significant increase in administrator licenses issued. In addition to teacher shortages, Oregon is experiencing an increased demand for new principals and superintendents. The agency is in its third year administering the Oregon Administrator Scholars Program, which seeks to increase the preparation and employment of diverse school administrators across Oregon. To date, the program has provided more than \$3,000,000 in scholarships as well as individual and group activities to support the success of aspiring leaders. This year, the agency will continue analyzing the trend data to determine how the program has continued to the increased number of administrator licenses being issued.

It is challenging to predict what the next few years may bring in terms of the number of licenses issued. The continued challenges faced by public education, including a rather negative stigma of education within the media and political extremes may continue to thwart the interest of many to enter the teaching profession. Whether these influences can be countered by several initiatives to strengthen the teaching profession, such as recently adopted SB 283 (2023), is yet to be determined. Public skepticism of education may lead to continued enrollment challenges for school districts, further impacting the demand for educators. Given these continued challenges, it is difficult to predict what will happen in licensing over the next few years.

### TSPC Professional Practices (Discipline) Reporting

#### 1) Report trends related to licensure sanctions imposed during 2022 as compared to previous years:

Year	Number of Investigations Considered by the Commission	Number of Licensure Sanctions Imposed	Number of Informal Reprovals Issued	Number of Investigations Dismissed
2022	172	92 (53.5%)	33	102 (59.3%)
2021	202	61 (30.1%)	25	103 (51%)
2020	255	89 (35%)	22	175 (69%)
2019	250	90 (36%)	18	140 (56%)
2018	253	62 (25%)	25	166 (66%)
2017	236	87 (36%)	25	124 (52%)
2016	254	68 (27%)	23	163 (64%)
2015	308	79 (25%)	14	216 (70%)
2014	141	45 (32%)	9	87 (61%)
<b>Totals:</b>	2,071	673 (32%)	194	1,276 (62%)

#### Agency Analysis:

The Commission opened 201 new cases in 2022, which is 60 more than opened in 2021 and just under the 207 opened in 2020. Turnover in the investigations team also reduced the number of cases ultimately brought to the Commission in 2022. The decrease in cases received during the pandemic allowed agency staff to catch up and

further reduce its average case processing times. However, continued staffing changes (departures & leaves) as well as the prioritization of sexual abuse and conduct cases lowered the number of investigations brought forward to the Commission in 2022. We anticipate 2023 to show a significant increase over 2022 in complaints received and new cases opened.

Agency progress in these areas will hinge upon the agency's capacity to maintain staff levels within the Professional Practices Unit. It will also require continued collaboration with state legislators regarding ways to reduce the number of superfluous complaints TSPC receives requiring investigation. In 2023, the Legislature passed SB 218, which will ease the process by which agency investigators can receive law enforcement investigative reports and provides the executive director the opportunity to more readily dismiss cases with no jurisdiction or actionable charges. Agency staff will monitor the effect of these provisions on case investigation timelines.

### TSPC Higher Education Program Approval Reporting

- 1) Report a summary of activities occurring during 2022 related to educator preparation programs, including changes made to requirements for approved educator preparation providers, and the status of each educator preparation program in the state.**

The following is a summary of changes made to requirements for educator preparation programs and updates from the Program Approval Unit during the 2021 calendar year:

**National Accreditation:** ORS 342.147 requires all Oregon educator preparation providers (EPPs) to receive national accreditation by July 1, 2025. In 2020, the Commission formalized its partnership with the Association for Advancing Quality in Educator Preparation (AAQEP) as a second approved accreditor of Oregon's EPPs. As of November 2021, six EPPs had selected CAEP as their national accrediting body, and nine have selected AAQEP. As for achieving national accreditation status, as of December 2022, twelve of the fifteen current EPPs are either CAEP, AAQEP, or NCATE (prior to CAEP) accredited. All EPPs are currently on track to have national accreditation status determined by early 2024.

**Registered Apprenticeship Program Development:** In part due to funding provided by HB 4030 (2022), TSPC was able to engage the Bureau of Labor and Industries, school districts, EPPs and other parties in the development of a registered teaching apprenticeship program. HB 4030 funding supported the hiring of a licensure pathways specialist who led the apprenticeship development efforts. By the end of 2022, the agency had developed a competency-based pathway allowing school classified employees, career changers, and others an opportunity to learn while employed in schools. The model will be submitted for approval by BOLI and the Commission in 2023, with the plan to approve the first pilot programs in Fall 2023. More information on the apprenticeship program status as of the end of 2022 can be found [here](#).

**COVID Response Plan for Educator Preparation:** TSPC temporarily suspended several rules related to educator preparation and provided flexibility in others as a response to the 2020 COVID-19 pandemic. While flexibility provisions began in 2020, they were continued into 2021 and 2022 primarily with the upsurge in Delta and Omicron variants and lingering effects on the statewide availability of licensed educators willing to work in schools. Specific provisions which have continued in 2022, include:

- Suspension of the Civil Rights test, with online modules to meet requirements completed in early 2023;
- Continued suspension of the requirement to verify continuing professional development requirements upon license renewal.

The other major COVID related change in October 2021 was the initiation of the Emergency Substitute Teaching license. The license allows school districts to sponsor individuals who may not have a bachelor degree to substitute so long as the licensee was provided targeted support from the district. At the end of 2021, the agency had received approximately 450 applications for the license, and staff had just began processing license applications. The

Commission continued offering the emergency licenses during 2022 and will implement a more permanent solution for supporting the ranks of substitutes during 2023.

**Multiple Measures:** In [June 2019](#), the Commission adopted *A Multiple Measures Approach to Demonstrating Content Knowledge*. The Commission's Multiple Measures (MMs) work grew out of efforts to address stakeholder concerns about barriers that licensing exams seemed to pose to culturally and linguistically diverse candidates wishing to become Oregon educators. TSPC continues to refine and grow the multiple ways in which candidates can demonstrate content knowledge and teaching skills. During the 2022-2023 school year, approximately 10% of teacher education program completers demonstrated competency utilizing options other than the traditional testing.

With continued support from the Educator Advancement Council, the agency will continue to evaluate the MMs options available to teaching candidates. In doing this important work, the MMs Workgroup and other stakeholders have identified additional barriers that need to be addressed and emerging standards that are not aligned with current rules.

**Oregon Administrator Scholars Program:** The successful Oregon Administrator Scholars Program (OASP) continues in the 2021-2023 biennium with support from the Educator Advancement Council (EAC). In 2021, TSPC had adopted permanent related to the OASP and rules and began accepting applications for the OASP. Through the early fall 2021 application period, TSPC was able to provide \$10,000 scholarships to 153 diverse educators seeking to enter school or district level administration. The program also provides a network for scholars that includes book studies, and career support. By the end of 2022, 275 educators had received scholarships for a total disbursement of over \$2.75 million.

**Diversity Licensure Expense Reimbursement Program:** In 2019, the Oregon Legislature, through Student Success Act funding to the EAC, authorized TSPC to mitigate costs associated with TSPC licensure and assessments for racially, ethnically, and/or linguistically diverse licensure candidates, as well as current racially, ethnically, and/or linguistically diverse teachers, administrators, and/or personnel service providers renewing licenses or adding endorsements or specializations to their licenses. Initial funding for this program ran from July 1, 2020, to June 30, 2021, and has continued in the 2022 and 2023 school years. From the program's inception in December 2020 through December 2022, the agency has processed over 1710 reimbursements for a total of \$651,067. Further information on program statistics, including demographic and regional distribution of program recipients can be found [here](#).

- 2) **Report a summary of placement of students in educator preparation programs, completion rates for students in educator preparation programs, and recommendations for improving teacher preparation programs.**

Enrollment and Completer data reflected below are as reported by the EPP to the federal government as part of the 2022 Title II reporting requirement (reflecting data from the 2020-2021 academic year).

Enrollment and Completer data reflects the number of students enrolled within the educator preparation programs at each institution, and the number of completers out of the same programs.

<b>Educator Preparation Provider's Name</b>	<b>2021 Enrollment Numbers</b>	<b>2021 Completer Numbers</b>	<b>State Recognition Status</b>
COSA-Concordia (University of Chicago)	Data Not Available	Data Not Available	Approved Through September 30, 2025
Corban University	111	36	Approved Through December 31, 2028
Eastern Oregon University	242	114	Approved Through June 30, 2028

George Fox University	461	183	Approved Through December 31, 2028
Lewis & Clark College	111	45	Approved Through December 31, 2026
Linfield College	117	26	Approved Through December 31, 2028
Bushnell University (Formerly, Northwest Christian University)	96	30	Approved Through October 31, 2024
Oregon State University	421	205	Approved Through December 31, 2023
Pacific University	388	190	Approved Through June 30, 2029
Portland State University	589	216	Approved Through December 1, 2023
Southern Oregon University	138	61	Approved Through December 31, 2024
University of Oregon	299	131	Approved Through June 30, 2028
University of Portland	203	70	Approved Through June 30, 2027
Warner Pacific University	116	13	Approved Through December 31, 2028
Western Oregon University	745	225	Approved Through December 31, 2023

TSPC recommendations for improving teacher education programs:

Continued efforts to further diversify the educator workforce have been front-and-center in many of the discussions for improvement within teacher education programs. EPPs are continuing efforts and experiencing success in recruiting and completing ethnically and linguistically diverse candidates. Nonetheless, more needs to be done for the educator workforce to mirror Oregon's diverse student population. Begun through HB 2166 (2021), and further supported by HB 4030 (2022), the Commission has nearly completed its programming and assessment measures for a registered teaching apprenticeship program. Funding for the continuation of two pathways specialists and registered apprenticeship programs was provided in the 2023-2025 adopted agency budget and SB 283 (2023) respectively.

The Commission also believes that reducing barriers to entry into the education workforce requires providing financial assistance and social supports to culturally and linguistically diverse candidates, as well as continuing to address inequities in current licensing practices. For the 2023-2025 biennium, TSPC recommended the continuation of the Oregon Administrator Scholars Program, the license and assessment fee support program, and the multiple-measures research through support from the EAC as valuable tools.

Agency Analysis:

In its recently completed [2022-2027 Strategic Plan](#), TSPC recommitted to the priority of preparing the highly qualified educators that Oregon schools deserve and demand. Specific activities related to this primary objective are to:

- Coordinate with partner agencies and schools to prioritize state and local goals for educator equity and diversity advancement,
- Support policies and programs to encourage historically under-represented community members to join the education profession—and support their success in the field,

- Ensure our own organization achieves the same equity and diversity goals as the education system at-large, and
- Assess the impact of equity and diversity efforts to determine the most effective approaches and optimize outcomes.

The 2022 calendar year saw the continued significant changes and flexibility in preparation program options and candidate assistance. Nonetheless, the state's current capacity to prepare the number of school counselors, psychologists, and social workers that are needed to meet the expectations of the Student Success Act and the increased social emotional supports our K-12 students need to be successful remains disquieting. We recommend continued exploration of unique, innovative pathways to educator licensure in these fields.

### TSPC Rule Change Summary and Implementation of Statutes for 2022

During the 2022 year, the Commission executed the following significant rule changes and other efforts related to implementing statutes:

In 2022, TSPC filed several Permanent Administrative Orders that amended administrative rules related to licensure requirements and assessments, educator preparation program standards, and Oregon Administrator Scholars Program provisions. Table 1 summarizes the amended rules.

TSPC also filed six Temporary Administrative Orders that adopted, amended, or suspended administrative rules to meet changing and temporary circumstances such as licensing requirements under the pandemic, educator diversity programs under the Student Success Act, and verification of continuing education. Table 2 below gives the details on each rule that was filed and the reasoning behind proceeding with the temporary rule process in that case.

**Table 1:** Permanent rules adopted, amended or repealed in 2022.

Filing #	Description of Rulemaking	Action taken	Rule numbers
TSPC 14-2022	<i>Permanent Administrative Order</i> Teacher candidate content knowledge assessment expanded to include Multiple Measures. <i>Filed: 10/20/2022</i>	Adopted	
		Amended	584-220-0015, 584-225-0065, 584-420-0310, 584-420-0345, 584-420-0420, 584-420-0425, 584-420-0490
		Repealed	None
TSPC 16-2022	<i>Permanent Administrative Order</i> Amends rules to allow for nontraditional pathways to teacher licensure. <i>Filed: 10/20/2022</i>	Adopted	None
		Amended	584-400-0020, 584-400-0120, 584-400-0140, 584-400-0145, 584-400-0150, 584-400-0160
		Repealed	None

Filing #	Description of Rulemaking	Action taken	Rule numbers
TSPC 15- 2022	<i>Permanent Administrative Order</i> OASP Residency Temporary Rule made permanent. <i>Filed: 10/20/2022</i>	Adopted	None
		Amended	584-235-0205, 584-235-0215, 584-235-0225
		Repealed	None
TSPC 17- 2022	<i>Permanent Administrative Order</i> Amends Social Studies endorsement to allow ethnic studies as part of a qualifying curriculum. <i>Filed: 10/20/2022</i>	Adopted	None
		Amended	584-220-0170
		Repealed	None

**Table 2:** Temporary Rule Adoptions and Amendments in 2022

<b>Filed Date</b>	03/01/2022
<b>Description</b>	Amends Social Studies endorsement to allow ethnic studies as part of a qualifying curriculum.
<b>Action taken</b>	584-220-0170 Amend
<b>Need Statement</b>	New Oregon standards for social studies include ethnic studies as a key component. To meet the standards, EPPs must be able to include ethnic studies in their curriculum yet current rules would not allow them to meet the coursework requirements.
<b>Explanation</b>	Without this amendment, teacher candidates would incur significant cost and delays, representing a significant barrier to entering the workforce. This temporary rule allows EPPs to adapt their curricula while allowing TSPC time for more comprehensive rule review for the Social Studies endorsement.
<b>Filed Date</b>	03/01/2022
<b>Description</b>	Amends definition of residency for the Oregon Administrator Scholarship Program.
<b>Action taken</b>	584-235-0205 Amend
<b>Need Statement</b>	A temporary rule is required to allow current applicants and those applying for the next school year to qualify for the scholarship.
<b>Explanation</b>	Without this rule, current students cannot live outside Oregon and still qualify for the scholarship. Potential scholarship recipients in School Administrator programs may, due to living expenses and other exigencies, reside in a bordering state while attending an EPP program in Oregon. These students are just as dedicated to serving the Oregon educational community as those living within Oregon and as deserving of a scholarship. This rule changes the residency requirements to meet Commission concerns while lowering barriers for diverse school administrator candidates.
<b>Filed Date</b>	03/28/2022
<b>Description</b>	Suspension of PDU Reporting Requirements
<b>Action taken</b>	584-255-005 Adopt 584-255-0005 (Temporary; TSPC 6-2022) Suspend
<b>Need Statement</b>	2022 House Bill 4030 directs TSPC to suspend or reduce PDU reporting requirements for applications submitted 1/01/2022 through 12/31/2023.
<b>Explanation</b>	Without these rules, the Commission cannot comply with the legislation. This suspension removes barriers to licensing and is sorely needed due to the exigencies caused by the pandemic on licensees. Failure to suspend the rules will result in fewer teachers available to fill classrooms, harming their careers and seriously damaging the education of Oregon's children.
<b>Filed Date</b>	04/19/2022

<b>Description</b>	Establishes the Emergency Substitute Teaching License.
<b>Action taken</b>	584-210-0155 Adopt
<b>Need Statement</b>	The Emergency Substitute License is created in response to severe staffing shortages reported by Oregon school districts, education service districts, and charter schools due to circumstances caused by COVID-19. The Emergency Substitute Teaching License is a license that permits a qualified individual to substitute teach in a sponsoring prekindergarten through grade 12 Oregon public school district, education service district, or charter school assignment.
<b>Explanation</b>	Adopting the license will help to alleviate the significant substitute teacher shortage in Oregon. School districts all over Oregon have insisted the previous temporary rule gave them a crucial tool that made the difference between being open and having to send kids home. Although the pandemic may be abating, the Commission believes the districts still need this tool for the coming hiring period. Without additional teachers, classes will be combined to unacceptable levels or not offered at all, inflicting irreparable harm on schoolchildren. These rules significantly expand the pool of potential teachers districts may use to address the most critical shortages and give them desperately needed tools to fill openings that cannot be filled in any other way.
<b>Filed Date</b>	11/07/2022
<b>Description</b>	Establishes the Emergency Substitute Teaching License.
<b>Action taken</b>	584-210-0155 Adopt
<b>Need Statement</b>	The Emergency Substitute License is created in response to severe staffing shortages reported by Oregon school districts, education service districts, and charter schools due to circumstances caused by COVID-19 and its aftermath. The Emergency Substitute Teaching License is a license that permits a qualified individual to substitute teach in a sponsoring prekindergarten through grade 12 Oregon public school district, education service district, or charter school assignment.
<b>Explanation</b>	Adopting the license will help to alleviate the significant substitute teacher shortage in Oregon. School districts all over Oregon have insisted the previous temporary rule gave them a crucial tool that made the difference between being open and having to send kids home. Although the pandemic may be abating, the Commission believes the districts still need this tool for the coming hiring period. Without additional teachers, classes will be combined to unacceptable levels or not offered at all, inflicting irreparable harm on schoolchildren. These rules significantly expand the pool of potential teachers districts may use to address the most critical shortages and give them desperately needed tools to fill openings that cannot be filled in any other way.
<b>Filed Date</b>	11/21/2022
<b>Description</b>	Establishes the Emergency Substitute Teaching License.
<b>Action taken</b>	584-210-0153 Adopt
<b>Need Statement</b>	The Emergency Substitute License is created in response to severe staffing shortages reported by Oregon school districts, education service districts, and charter schools due to circumstances caused by COVID-19 and its aftermath. The Emergency Substitute Teaching License is a license that permits a qualified individual to substitute teach in a sponsoring prekindergarten through grade 12 Oregon public school district, education service district, or charter school assignment.
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### Conclusion

The impact of COVID-19 continued throughout 2022. Record numbers of applications received during many months of the year were primarily bolstered by continued reliance upon Emergency Substitute Teacher and Restricted Teaching Licenses. The agency believes that while COVID-19 accelerated the challenges of the educator workforce, the state should consider the current trends in the demand for licensed and diverse educators as part of the new normal. The reality of the conditions of the workforce makes the efforts of licensure barrier reduction activities and the development of nontraditional pathways, such as apprenticeships, even more crucial to supporting schools and the students they serve. The agency expects to continue its efforts to address the workforce shortage throughout 2023 and the 2023-2025 biennium.

While agency barrier reduction activities have provided a significant impact on diversifying the educator workforce, these advantages continue to come at a cost. The agency continues to rely primarily on application fees to sustain its operations. Increasing payroll and state service expenses require the agency to either continuously raise application fees or reduce services to our educators. Neither of these are responses are encouraging at a time when Oregon is seeking to increase, diversify, and retain its professional educator workforce. The Commission strongly encourages the Legislature to appropriately fund an agency whose mission is to provide improved customer service to educators while leading the effort to improve the capacity of our education system to meet current and future needs.

Respectfully submitted:

Oregon Teacher Standards and Practices Commission

By: Anthony J. Rosilez, Ph.D., J.D.  
Executive Director