September 2022

EDUCATOR
ADVANCEMENT
COUNCIL

2022 OREGON EDUCATOR EQUITY REPORT

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OREGON EDUCATOR EQUITY ADVISORY GROUP 2020-2022 MEMBERS

Since 2014, the Oregon Educator Equity Advisory Group assisted the Chief Education Office and subsequently the Educator Advancement Council (EAC) in overseeing the annual Educator Equity Report. As a result of Senate Bill 182 (2017), which established the EAC, and significant investments by the state towards educator workforce support through the Student Success Act (House Bill 3427, 2019), the Advisory Group has seen its efforts amplified and has become a critical partner to the EAC, the HECC and TSPC in implementing programs that are accelerating the state's progress towards greater workforce diversity.

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and Diversity Educator Pathways Program Supervisor

Since the passage of the Minority Teacher Act in 1991, Oregon has made efforts to address the demographic gap between the state's public educator workforce and the students they serve. This legislative commitment, now spanning more than thirty years, recognizes that a diverse educator workforce that is reflective of students and communities, is one component of a high-quality education system that can meet the many and varied needs of students.

Research demonstrates that teachers and school leadership are the top two school-related influencers of student success, and that effective teachers have a significant impact on students' long term outcomes, including graduation rates, college attendance, and life earnings. Research also shows that racially and ethnically diverse educators positively influence all students, but in particular have a positive effect on academic success and wellbeing of racially and ethnically diverse students.

Over the last two years, school leaders, teachers, and staff have stepped up – navigating new and complex challenges – to provide the best education possible for students amidst an unprecedented global pandemic. Educators and students continue to experience exceptional disruptions to almost two years of academic learning, resulting in elevated pandemic-related instructional losses. Students who have been historically underserved in rural, suburban and urban public school systems were most affected by these disruptions in a variety of ways based on local context.

Prior to the pandemic, U.S. schools consistently struggled with teacher shortages, specifically in critical content areas such as math, science, and special education as well as access to well-prepared and experienced teachers who reflect the racial, ethnic and linguistic diversity of their students. The pandemic exacerbated these shortages, resulting in a crisis with educators leaving the field in unprecedented numbers, including teachers, administrators, and support staff. In particular, Black/African American and Hispanic/Latino educators, who were already severely underrepresented in the workforce, are leaving at higher rates. In Oregon, the impacts of teacher shortages include a greater number of students being taught by substitute teachers and teachers who are not certified in the area assigned to teach, and, in the most extreme cases, disruptive school closures. The transition back to in-person instruction also created untenable working conditions. Educators reported working longer hours, inadequate support to navigate these new realities from school and district administration, and a continued overall strain on their mental and physical health.

In 2017, Oregon took a significant step in creating and funding the Educator Advancement Council (EAC) to coordinate a statewide, systemic approach to continuously assessing needs, as well as coordinating priorities for services and resources to support Oregon educators. The Council, representing educators, leaders, and partners from across the P-20 education system, along with its state, Tribal, and local education agency partners, launched an integrated approach to accelerate outcomes for diversification of the educator workforce and the development of high quality, culturally competent educators in every classroom, where support is differentiated by local contexts.

As you will read in this report, there is much work to do in order to achieve the state's vision for a high-quality workforce that represents and serves the diverse communities and students of our state, particularly given the difficult social, economic, and health challenges of our time.

EXECUTIVE SUMMARY

The 2022 Educator Equity Report is the eighth report published by Oregon's state education agencies since 2015 on educator workforce diversification efforts in Oregon, in response to Oregon Revised Statute (ORS) 342.448, which requires reporting to the Oregon Legislature on progress made towards and recommendations for meeting the state's Educator Equity goal. Amendments to these policies in 2021 and 2022 mean that the report is now published once each biennium (Senate Bill 232, 2021) and is responsive to an expanded state goal for educator equity (House Bill 4031, 2022):

ORS 342.437. (1) As a result of this state's commitment to equality for the diverse peoples of this state, the goals of the state are that:

a) The percentage of diverse educators employed by a school district or an education service district reflects the percentage of diverse students in the public schools of this state or the percentage of diverse students in the district.

b) The percentage of diverse employees employed by the Department of Education reflects the percentage of diverse students in the public schools of this state.

In addition to required data on workforce diversity as outlined in statute, the report highlights:

A) An updated review of evidence-based practices for recruiting, preparing, supporting, and advancing high-quality culturally and linguistically diverse educators;

B) Progress made by the state to establish and implement statewide and regional structures for improving teaching and learning conditions for educators and students; and

C) Key recommendations for Oregon to achieve not just equality in the educator workforce, but a more ambitious goal of an equitable educator workforce rooted in a deepening understanding of the conditions impacting diverse educator recruitment, retention and career advancement.

Table 1. Summary of Most Recent Data Available and Changes from 2020 Report

SUMMARY OF DATA	NUMBER	PERCENT	% CHANGE FROM 2020 REPORT
Ethnically diverse students (2021-2022)	223,306	40.1%	+1.6%
Districts w/ 40% or higher ethnically diverse students (2021-2022)	39	19.7%	+2.5%
Ethnically and linguistically diverse students (2021-2022)	234,048	42.0%	+3.9%
Ethnically diverse candidates enrolled in teacher education (2020-2021)	1,288	31.9%	+9.0%
Ethnically diverse teacher preparation completers (2020-2021)	437	28.3%	+6.8%
Reciprocal teacher licensees who are ethnically diverse (2020-2021)	224	21.7%	+4.2%
Ethnically diverse principal and administrator candidates enrolled (2020-2021)	366	27.5%	+19.5%
All teachers employed (2021-2022)	32,840	--	+5.3%
Ethnically diverse teachers employed (2021-2022)	3,993	12.2%	+1.3%
Ethnically and linguistically diverse teachers employed (2021-2022)	4,230	12.9%	+1.2%
Ethnically diverse administrators employed (2021-2022)	332	12.8%	+0.9%
Ethnically and linguistically diverse administrators (2021-2022)	344	13.6%	+1.1%
Ethnically diverse guidance counselors (2021-2022)	299	17.6%	+2.2%
Ethnically diverse educational assistants (2021-2022)	3,339	22.3%	+2.0%

Source. ODE Fall Staff Position Collection and Oregon Teacher Standards and Practices Commission

Findings

The main finding of the report is that since the 2010-11 school year, the gap between teacher and student diversity is essentially unchanged. While the numbers of racially and ethnically diverse students and teachers continue to increase, **the rate at which the student population is growing is consistently the same or a higher rate than in the teacher population, meaning the demographic gap is not being closed.** The representation of racially and ethnically diverse educators in Oregon's workforce has increased by only 3.8% over the past 10 years. Teachers are the largest educator group and the least diverse, as compared to administrators, counselors, and educational assistants.

The number of teacher, principal, and administrator candidates enrolling in Oregon's preparation programs has continued to increase over the past four years, yet program completion has decreased in the same period. Despite overall declines in the number of program completers each year, racially and ethnically diverse candidates make up a larger percentage of completers in 2021 than they did in 2018, though Hispanic teacher candidates are the only group for which enrollment and program completion has increased substantially since 2018. There is evidence that diverse candidates still face barriers along educator career pathways, as demonstrated by the decreasing numbers of candidates at every milestone along the way to entering the field.

Between 2019 and 2022, on average, 17% of teacher positions became vacant each year, an indicator of teacher turnover or attrition from their positions. Black/African American teachers and Native Hawaiian/Pacific Islander teachers have the highest levels of attrition, while White and Asian educators have the lowest. In 2021, 61% of first-year teachers did not return to their position the following year.

Recommendations

Since 2015, Educator Equity Reports have proposed 56 recommendations made by the Oregon Educator Equity Advisory Group to improve efforts to recruit, train, and hire diverse educators. Most recommendations advocated for policies, funding, and changing practices to remove barriers to becoming a teacher, while others identified barriers impacting diverse educators from hiring practices, retention, and access to professional advancement opportunities. This report applies a systems change framework to assess the progress of the state's educator equity goal and strategies that are currently in operation in its recommendations to the Legislature.

WORKFORCE DIVERSITY
- The legislature should amend the statute (ORS.342.437) to include an educator equity goal that is comprehensive of culturally responsive practices and inclusive to racial demographics while increasing the number of high-quality and effective educators working with diverse student populations.

CAREER PATHWAYS AND PREPARATION
- In collaboration with the EAC, the HECC should issue Equity Plan guidance aligned to a comprehensive systems change framework rooted in equity and only approve state educator preparation programs (EPPs) Equity Plans that demonstrate multiple points of evidence of progress towards the elimination of disparity, disproportionality and predictability in program completion outcomes.

- The EAC and the HECC should align evidence-based guidance, support and monitoring for fiscal responsibility of EPP awarded grant funds.

- Educator preparation program approvals from TSPC should have an approved Equity Plan from the HECC.

- The legislature should amend the existing Educator Equity Plan statute (ORS.342.437) to (a) identify the programmatic factors impeding program completion, and (b) identity causal factors disaggregated by race and intersectionality to better understand faculty-designed learning experiences and how they are contributing to outcome data.

EDUCATOR CAREER AND PROFESSIONAL GROWTH OPPORTUNITIES
- The legislature should create long term commitments of time and resources that cross the biennium and align to research-based practices for implementation of high-quality professional growth.

- ODE should gather information from leaving educators to better understand the root causes of attrition in the state. Increase collaboration between TSPC, EAC, and ODE as TSPC develops a statewide longitudinal data system.

- The EAC should provide comprehensive professional learning guidance and support to continue building system-wide capacity for effective implementation of state and regional strategic initiatives, coordinate equitable funding resources aligned to research and evidence-based practice, and design sustainable state and regional learning organizations that are able to respond with real-time, flexible, differentiated supports.

SECTION 1: INTRODUCTION

The 2022 Educator Equity Report is the eighth report published by Oregon's state education agencies since 2015 on educator workforce diversification efforts in Oregon. This report is produced by the Educator Advancement Council (EAC) in partnership with the Oregon Teacher Standards and Practices Commission (TSPC), Oregon Department of Education (ODE), the Higher Education Coordinating Commission (HECC), and with guidance from the Oregon Educator Equity Advisory Group.

The Educator Equity Report is published in response to Oregon Revised Statute (ORS) 342.448, which requires reporting to the Oregon Legislature on progress made towards and recommendations for meeting the state's Educator Equity goal. Long time readers of the Educator Equity Reports will notice changes to this edition, as amendments to these policies in 2021 and 2022 mean that the report is now published once each biennium (Senate Bill 232, 2021) and is responsive to an expanded state goal for educator equity (House Bill 4031, 2022):

ORS 342.437. (1) As a result of this state's commitment to equality for the diverse peoples of this state, the goals of the state are that:

a) The percentage of diverse educators employed by a school district or an education service district reflects the percentage of diverse students in the public schools of this state or the percentage of diverse students in the district.

b) The percentage of diverse employees employed by the Department of Education reflects the percentage of diverse students in the public schools of this state.

In addition to required data on workforce diversity as outlined in statute, the report highlights:

A) An updated review of evidence-based practices for recruiting, preparing, supporting, and advancing culturally and linguistically diverse educators;

B) Progress made by the state to establish and implement statewide and regional structures for improving teaching and learning conditions for educators and students; and

C) Key recommendations for Oregon to achieve an equitable educator workforce rooted in a deepening understanding of the conditions impacting diverse educator recruitment, retention and career advancement.

Educator Advancement Council

Created in 2017 by the legislature, and in collaboration with local, state and tribal partners, the Educator Advancement Council (EAC) is an innovative partnership aimed at helping Oregon achieve high-quality, well-supported and culturally-responsive educators in every classroom (Senate Bill 182, 2017). Towards this goal, the EAC advises, invests in, and provides strategic leadership to statewide initiatives dedicated to creating the conditions for the empowerment, support, and diversification of Oregon's educator workforce. The EAC was created in response to recommendations outlined in the Governor's Council on Educator Advancement Report, in recognition that high-quality educator preparation and ongoing, effective professional learning and support for educators are critical variables to excellent teaching, improved student learning, and educator retention.

Figure 1. The Educator Advancement Council Supports Oregon's P-20 Education System with Council Directors from across the State.
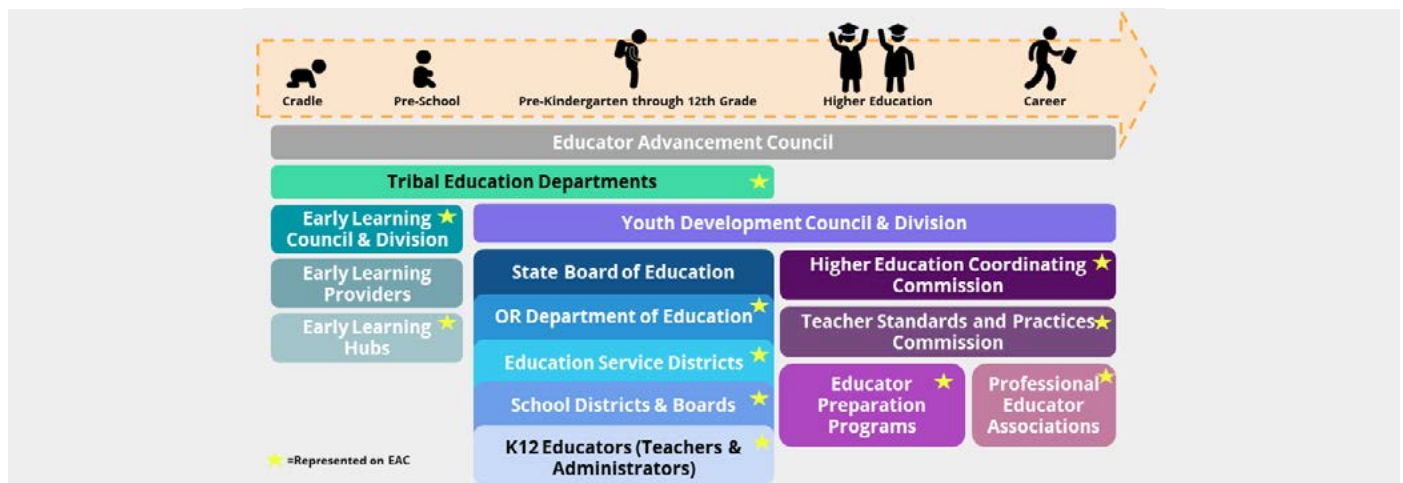
Source. The Educator Advancement Council. Note. Each star represents a current director seat on the Council.

The EAC uses a systemic approach to continuously assessing educators' needs as well as coordinating priorities for services and resources to support Oregon educators in all stages of the profession. Since 2018, in partnership with state and local education agency partners, professional organizations, as well as institutions of higher education, the EAC has begun building P-20 system-wide capacity to align, coordinate, and integrate educator preparation and professional learning efforts to ensure that educators experience a seamless system of support throughout their careers, and to ensure that students experience high-quality and culturally responsive learning, in particular students of color, students with disabilities, emerging bilingual students, and students navigating poverty, houselessness, and foster care.

Guiding these efforts is the Council, which is composed of 21 directors with a broad range of voices, experiences, and perspectives from across the educator career continuum. As a statewide Council, the EAC intentionally seeks directors representing urban, suburban, rural and remote educators. Additionally, the EAC strives to have a Council that is racially, ethnically, culturally and linguistically diverse and reflective of Oregon's educators and students. Directors advise on policy making, budgetary decisions, planning and vision setting of EAC initiatives, as well as upholding the Council's mission, vision, and values and actively employing the Oregon Department of Education Equity Lens. The Council is made up of four Standing Directors representing the Oregon Department of Education, the Oregon Early Learning Division (soon to be the Oregon Department of Early Learning and Care), the Oregon Teacher Standards and Practices Commission, and the Oregon Higher Education Coordinating Commission. The Council has 17 Rotating Directors who also serve as teachers, school building leaders, school and education service district superintendents, a school board member, early learning professional, educator preparation program leader, Tribal education leader, as well as representatives of philanthropic, non-profit, and community based education organizations.

The Educator Advancement Council June, 2022 Hybrid Meeting at the Higher Education Coordinating Commission Building

Source. Image courtesy of the Educator Advancement Council staff.

Oregon Educator Equity Advisory Group

Since 2014, the Oregon Educator Equity Advisory Group assisted the Chief Education Office (sunset in 2019) and subsequently the Educator Advancement Council (EAC) in overseeing the annual Educator Equity Report. Historically, the Advisory Group met regularly to advise on the gathering and reporting of annual data, learn about and inform expansion of efforts to diversify the educator workforce and advocate for needed changes in policy and practice.

Until 2018, the Advisory Group was the primary state level group focused on diversification of the state's educator workforce. As a result of Senate Bill 182 (2017), which established the EAC, and significant investments by the state towards educator workforce support through the Student Success Act (House Bill 3427, 2019), the Advisory Group has seen its efforts amplified and has become a critical partner to the EAC, the HECC and TSPC in implementing programs that are accelerating the state's progress towards greater workforce diversity.

As impacts of the pandemic and political, economic, and socio-cultural tensions were felt across Oregon in 2020 and 2021, the members of the Advisory Group continued to meet and reflect on how the group and the Educator Equity Report are advancing the vision of a thriving, diverse workforce. Transitions in state leadership, staff, and Advisory Group membership, as well as the shift to biennial production of the report, meant that the Group had an opportunity to revisit its charge and structure. These conversations cultivated a shared understanding that the Advisory Group would focus on the following priorities for the 2021-2022 year:

- Cultivate expertise to advocate and communicate across the state on topics impacting educator equity;

- Identify and develop a strategic role for the group to be aligned with the EAC and other state, regional, local work; and

- Maintain a nimble structure to respond to needs and changes.

In preparation for the 2022 Educator Equity Report, the Advisory Group began exploring a framework for educator equity that is rooted in systems change methodology based on *The Water of Systems Change* by John Kania, Mark Kramer, and Peter Senge (2018). The framework is discussed in Section 7: Summary and Recommendations to explain the recommendation process.

Contextualizing Diversity Terminology

According to the Oregon Department of Education, education equity is "The equitable implementation of policy, practices, procedures, and legislation that translates into resource allocation, education rigor, and opportunities for historically and currently marginalized youth, students, and families including civil rights protected classes. This means the restructuring and dismantling of systems and institutions that create the dichotomy of beneficiaries and the oppressed and

marginalized."[1] Equity is different than the idea of equality, which focuses on distributing the same amount of resources and opportunities to all. While this report uses language such as "racially, ethnically, and/or linguistically diverse," it is acknowledged that the language and terms used to describe race and ethnicity in the data do not represent the nuances and complexities of individuals' experiences, cultures, and identities. Moreover, the nomenclature used by social and government systems are incomplete and contentious, often due to the ways in which language and specific terminology shape policy and/or the allocation of funding. For the purpose of this report, data will be presented using reporting guidance as defined by the 2010 United States Census, ODE, and Oregon Revised Statute (ORS) 342.433 (known as the Educator Equity Act, passed in 2015). It is also important to recognize that TSPC, the HECC, and other state and local government offices may use different reporting guidance and therefore different terminology. Since the report synthesizes data and definitions from various sources, any variance in terminology should be attributed to the primary sources that are being referenced. In some cases, data labels have been modified to match Federal definitions to help readers look at data across sources.

The Educator Equity Act sets a state goal to increase the representation of racial, ethnic and linguistic groups who have historically been underrepresented in the state's educator workforce. While race, ethnicity, and language are just a few of the characteristics by which diversity can be measured, they are critically important in identifying and disrupting "the intersected, interlocking systems of marginalizing practices that compound to reproduce predictable advantage and disadvantage."[2] Student, educator and community wellbeing and success in Oregon continues to follow predictable patterns, most markedly by race, but also by other demographic characteristics such as geography, gender, ability, and income level. This edition of the Educator Equity Report attempts to draw attention to patterns of disparity, disproportionality, and predictability across various characteristics of diversity where possible. Together, disparity, disproportionality, and predictability serve as indicators to measure and assess equitable practices across multiple concepts, contexts, processes and systems. Rather than view each indicator in isolation of one another, they operate and function interdependently to inform progress or regression in decisions and practices that are working to create equitable outcomes.

IMPORTANT DEFINITIONS FOR THE 2022 EDUCATOR EQUITY REPORT

Diverse – (As defined in the Educator Equity Act, ORS 342.433) culturally or linguistically diverse characteristics of a person, including: (a) Origins in any of the black racial groups of Africa but is not Hispanic; (b) Hispanic culture or origin, regardless of race; (c) Origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent or the Pacific Islands; (d) Origins in any of the original peoples of North America, including American Indians or Alaskan Natives; or (e) A first language that is not English. *Note: The report draws from several preexisting data collections and research in the field. As such, variance in terminology is attributed to the primary sources that are being referenced.*

Educator - (As defined in the Educator Equity Act, ORS 342.433) a teacher or an administrator. *Note: While the Educator Equity Act provides a narrow definition of educator, the EAC and its partners use a more inclusive definition, so as to include any individuals supporting or providing instruction to students in early learning or K-12 settings. However, the report draws from several preexisting data collections and research in the field. As such, variance in terminology is attributed to the primary sources that are being referenced.*

Linguistically Diverse - The Oregon Department of Education identifies in their data collections anyone that reports "something other than English", "Not Reported", or "Undetermined" for their language of origin.

Ethnicity - This term is often linked with cultural expressions by individuals and/or groups, often through language, beliefs, nationality, and/or culture; these distinctions can be attributed to social and/or political factors. In most data used in this Report, Hispanic is the only ethnicity reported. The Oregon Department of Education reports individuals self-identified as multi-racial "Hispanic" and any other race or ethnicity as "Hispanic" in the data counts. People who identify their origin as Hispanic may be of any race.

Race - According to the U.S. Census, starting in 1997, the Office of Management and Budget required federal agencies to use a minimum of five race categories: White, Black or African American, American Indian or Alaska Native, Asian, and Native Hawaiian or Other Pacific Islander. For respondents unable to identify with any of these five race categories, OMB approved the Census Bureau's inclusion of a sixth category—Some Other Race. The racial categories included generally reflect a social definition of race recognized in this country and not an attempt to define race biologically, anthropologically, or genetically. In addition, it is recognized that the categories of race include racial and national origin or sociocultural groups.[3]

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1   ODE Office of Equity, Diversity and Inclusion: https://www.oregon.gov/ode/students-and-family/equity/Pages/default.aspx
2   Brinkley-Parker, S., Durant, T. L., Johnson, K. V., Taylor, K., Toe, J., Williams, L. (2022). *Humanity over comfort: How you confront systemic racism head on.* Thousand Oaks, CA: Corwin.
3   U.S. Census Bureau. (2022, March 1). *About the Topic of Race.* USCB. https://www.census.gov/topics/population/race/about.html

Since 2015, the state's reports on *educator equity* have sought to define, explain and understand equity and its impact on student outcomes. This review begins by briefly defining equity and establishing the impact of inequitable access to diverse educators on students. Since 2015, the legislature has requested this report to provide progress on the state's efforts to diversify the educator workforce to better support student achievement outcomes, and especially for diverse students. While there are many different ways to define equity and equitable conditions in schools, this report underscores the importance of working towards and achieving racial equity. "*Racial equity* is the condition that would be achieved if one's race identity no longer predicted how one thrives in school and in life."[4] It is the state's goal for every student to experience conditions in schools that support their academic success and well-being.

Measuring progress towards equity indicators across concepts, contexts, processes and systems can be achieved by examining outcomes for disparity, disproportionality, and predictability (DDP)[5]. *Disparity* describes great differences between two or more sets of phenomena. When great differences are identified in data, this is an indicator that further investigation into the data is warranted. *Disproportionality* describes the representation of specific groups or other points of evidence when compared to the expected norm, intention or expectation and is qualitatively or statistically concrete. *Predictability* in data, however, is descriptive of historical patterns connected to institutional/systemic practices. "The more DDP in a system, process, or practice, the less equitable and just the culture. The less DDP, the more equitable and just the culture."[6] Patterns in data are indicators of a shared mental model, which are conceptual frameworks consisting of generalizations and assumptions from which we understand the world and take action in it. Understanding mental models that hold patterns in place are key to changing predictability. According to Peter Senge, faulty mental models

lead to faulty decision making.[7] Looking at evidence of disparity, disproportionality, and predictability in education helps us to pinpoint more accurately the systemic causes of persistent inequities in our schools.

When it comes to student performance, teachers are estimated to have two to three times the effect on student learning than any other school factor including services, facilities, even leadership.[8] Research has also 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.[9]

Positive student outcomes have been shown to be related to recruiting, preparing, and retaining effective and high-quality educators. These effects on student outcomes are not just short-term; effective teachers have a significant impact on graduation rates, college attendance and life earnings.[10] In addition to preparing new high-quality teachers, equity for students also depends on preparing and sustaining current educators who are committed to advancing system-wide equity and access for students with and without disabilities from culturally, economically, and linguistically diverse backgrounds.[11] While rigorous evidence supports the many benefits for students of color if they have access to a teacher of color, access to educators of color are beneficial for every student. Facing the current conditions in the educator workforce, a re-conceptualization of racial diversity and representation is *needed*, as these are two of the *many* attributes that contribute to effective and high-quality educators.[12] Educator quality disproportionately impacts students of color, students from low-income backgrounds, students with disabilities, and students in rural and urban communities.

> *Racial equity* is the condition that would be achieved if one's race identity no longer predicted how one thrives in school and in life.

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4   Brinkley-Parker, S., Durant, T. L., Johnson, K. V., Taylor, K., Toe, J., Williams, L. (2022). *Humanity over comfort: How you confront systemic racism head on.* Thousand Oaks, CA: Corwin.

5   Fuller, T. (2021). *Equity in Education* [Presentation]. Educator Advancement Council Retreat, Salem, Oregon. https://drive.google.com/file/d/17JfgK42z_g1joBe3SkT9bxV6yK7mF_97/view?usp=sharing

6   Fuller, T. (2021). *Equity in Education* [Presentation]. Educator Advancement Council Retreat, Salem, Oregon. https://drive.google.com/file/d/17JfgK42z_g1joBe3SkT9bxV6yK7mF_97/view?usp=sharing

7   Senge, P. M. (2006). *The fifth discipline: The art and practice of the learning organization*. Broadway Business.

8   Schweig, J. (2019). *Measuring teacher effectiveness*. RAND Corporation. https://www.rand.org/pubs/research_reports/RR4312z4.html

9   Chetty, R., Friedman, J. N., & Rockoff, J. E. (2014). Measuring the impacts of teachers II: Teacher value-added and student outcomes in adulthood. *American Economic Review*, 104(9), 2633-79.

10   Schweig, J. (2019). *Measuring teacher effectiveness*. RAND Corporation. https://www.rand.org/pubs/research_reports/RR4312z4.html

11   Kozleski, E.B., Proffitt, W.A. (2020). A journey towards equity and diversity in the educator workforce. *Teacher Education and Special Education*. 43(1), 63-84. https://doi:10.1177/0888406419882671

12   Gershenson, S., Hansen, M., & Lindsay, C.A. (2022). Prioritize educator diversity to address racial injustices. *The Brookings Institution*. https://www.brookings.edu/blog/how-we-rise/2022/02/28/prioritize-educator-diversity-to-address-racial-injustices/

The next section provides historical context to reexamine narratives about diversifying the educator workforce, particularly drawing attention to issues impacting recruitment and retention for diverse educators.

Reexamining Narratives to Diversify the Educator Workforce

Over the past three decades, educator diversity has only increased to 20% in the U.S., compared to more than 50% of students who identify as racially or ethnically diverse.[13] The limited presence of racially and ethnically diverse educators has historical roots in U.S. history, specifically due to Indian Boarding schools (1860s-1980s) and desegregation efforts following the *Brown v. Board of Education* (1954) decision; federal legislation and policy decisions of the past continue to affect the development of today's educator workforce.[14] Despite years of national and state efforts to increase educator diversity to achieve racial parity - that is, the number of diverse educators mirrors the number of diverse students - the racial and ethnic diversity of students in U.S. public schools continues to outpace educator diversity.

Narratives about the underrepresentation of educators of color reveal a lack of understanding of the root causes that affect national and state efforts to improve workforce diversification. Despite contemporary legislation and policy to increase and support diverse educators in public schools, the lack of understanding around the root causes of underrepresentation continue to undermine and impede these efforts. Root causes impacting retention for educators of color in today's education institutions include school climate and culture conditions such as "environments steeped with racial inequity and racism on both institutional and interpersonal levels" as well as racial and ethnic isolation.[15]

Educator quality disproportionately impacts students of color, students from low-income backgrounds, students with disabilities, and students in rural and urban communities.

These root causes of underrepresentation for educators in the profession are also the same root causes identified in underrepresentation in educator preparation programs, which have been proven to be correlated. For example, researchers argue it is important to examine closely the school-based experiences of Black male in-service teachers in order to "consider how teacher education programs might redesign preparation for Black male preservice teachers."[16] Additionally, schools can improve the conditions that many diverse educators experience by understanding historical perspectives of schooling for diverse populations.

Historical and current conditions in the field of education reflect many complexities to recruit more racially, ethnically and/or linguistically diverse candidates into education while simultaneously supporting and retaining current diverse educators. According to a report by the Albert Shanker Institute in 2015, "The most significant impediment to increasing the diversity of the teacher workforce is not found in the recruitment and hiring of minority teachers... Rather, the problem lies in attrition."[17] And despite decades of national efforts to reverse federal legislative and policy decisions that impeded progress to diversify the educator workforce, these efforts continue to be impeded by the culture and climate that diverse educators experience in educator preparation programs and the public schools.

NEW TEACHER INDUCTION OR MENTORSHIPS

Induction, or mentoring, for new teachers is often viewed as an extension or second tier of new teacher preparation, and involves extensive support and mentoring during their first and/or second year of teaching. The Black Teacher Project, a nonprofit based in Oakland, CA provides leadership training for new teachers around the country. Likewise, the Department of Education in California provides a two year credentialing system for teachers. The Massachusetts Department of Elementary and Secondary Education provides new teachers access to orientation, mentoring relationships, support teams, workshops and training for new teachers and their mentors. Arizona K-12 Center provides an induction and mentoring program, as well as an Arizona New Teacher Induction Network and professional learning specifically designed for new teachers.

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13   Gershenson, S., Hansen, M., & Lindsay, C.A. (2022). Prioritize educator diversity to address racial injustices. *The Brookings Institution*. https://www.brookings.edu/blog/how-we-rise/2022/02/28/prioritize-educator-diversity-to-address-racial-injustices/

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15   Kohli, R. (2019). Lessons for teacher education: The role of critical professional development in teacher of color retention. *Journal of Teacher Education*, 70(1), 39-50. https://journals.sagepub.com/doi/pdf/10.1177/0022487118767645

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Recruitment

Recruitment efforts to bring diverse aspiring educators into preparation programs and diverse new teachers to public schools have increased since the 1970s, however the percentage of diverse educators in the workforce remains essentially unchanged. Additionally, since 1990, the racial and ethnic diversity of the nation's 6.6 million teachers has increased, however these slight gains have not been commensurate with the continued rate of growth in student diversity.[18] Oregon's overall population, according to the 2020 census, was 62% White and 38% ethnically diverse.[19] The growth in diversity in Oregon is mainly among the under 18 or student population, rather than among adults.

Despite recruitment efforts of educator preparation programs and public schools, there are many reasons that contribute to the lack of substantive change in diversifying the educator workforce. For example, education as a career option is highly influenced by shifts in the economy, as demonstrated by the Great Recession where a devastated job market resulted in many preservice teachers unable to find a teaching position after graduation.[20] Teaching is also not viewed as a well-paid or well-supported profession, with few opportunities for educators to grow and advance in their careers. Yet, despite these challenges, whether becoming a teacher or starting as a new teacher, there are some signs of improvement. In Oregon, despite a decline in enrollment in the state's teacher preparation programs in 2019-20, the state is showing some signs of growth in diverse preservice teachers.

Educator preparation programs and public schools share similar goals and strategies when it comes to diversifying the educator workforce. The primary focus is to attract students and candidates to enter the profession through incentives, often scholarships or financial aid.

While there is substantial research supporting these kinds of recruitment strategies, a recent study found there is little evidence of how these strategies support long-term outcomes, especially if these efforts are impacted by high attrition rates for early career educators.[21]

Finally, it is clear that current educator shortage concerns are driving efforts towards recruitment, rather than addressing workforce conditions in K-12 public schools.[22] Research continues to highlight that recruitment strategies are not enough if retention strategies are not part of these efforts. From enrollment in an educator preparation program to being hired as a new educator, strategies must address the conditions that every educator will experience along their career continuum.

Retention

As previously discussed, efforts to recruit more diverse teachers are evident. Yet many of those teachers leave the profession long before they reach retirement, which has received national attention in light of teacher shortages. Recently, the federal response to educator shortages allocated significant resources - requesting a budget of almost $3 billion to support states' efforts - to recruiting, developing, and retaining highly qualified teachers. This year in June, Secretary Miguel Cardona outlined the Department of Education's vision for Supporting and Elevating the Teaching Profession which included specific focus on retention strategies:

- Supporting educators' professional development to ensure our nation's students are receiving high-quality education, and

- Investing in strategies to retain high-quality educators and keep them in the profession long-term.[23]

OPPORTUNITIES TO ADVANCE AND GROW IN EDUCATION

Teacher leadership opportunities are one strategy to mitigate teacher attrition. Over the past several years, many states have designed programs to support the professional growth of educators, including financial or other incentives. For example, the Department of Education in California identified one of the "root causes of disproportionate access to excellent teachers is poor teacher retention" and provided optional strategies for LEAs to follow for their equity plans. Additionally, Georgia's Governor School Leadership Academy - Teacher Leader Support Program offers teachers with five or more years of experience various opportunities for professional growth. In Maine, Teach to Lead®, is a collaborative state-wide effort to build leadership capacity that connects educators, policymakers, and school communities.

18   United States Census Bureau, Equal Employment Opportunity Tabulation, 2018.

19   U.S. Census Bureau. Oregon population 4.2 million in 2020, up 10.6% from 2010. https://www.census.gov/library/stories/state-by-state/oregon-population-change-between-census-decade.html#:~:text=Population%20(up%207.4%25%20to%20331.4,or%20More%20Races%2010.2%25).

20   Malatras, J., Gais, T., & Wagner, A. (2017). A background on potential teacher shortages in the US. Rockefeller Institute of Government. https://rockinst.org/issue-area/background-potential-teacher-shortages-us/

21   Smith, K. N. (2021). The North Carolina teaching fellows program: A case study of the use of forgivable loans in recruiting future STEM teachers. *Journal of Student Financial Aid,* 50(3). https://doi.org/10.55504/0884-9153.1730

22   Natanson, H. (2022). "Never seen it this bad": America faces catastrophic teacher shortage. *The Washington Post*. https://www.washingtonpost.com/education/2022/08/03/school-teacher-shortage/

23   U.S. Department of Education. Secretary Cardona lays out vision to support and elevate the teaching profession. *U.S. Department of Education*. https://www.ed.gov/news/press-releases/secretary-cardona-lays-out-vision-support-and-elevate-teaching-profession

While recruitment efforts have been given attention, little progress has been made in the *overall* numbers of diverse educators. Why is this happening? According to the Hechinger Report, between 1988 and 2018, the rate at which teachers of color were hired by the country's schools increased, yet on average those teachers left their positions sooner than White teachers in similar positions.[24] In the same report, one educator described the problem as a leaky bucket: "Recruitment is great. But if you don't keep them, it's like putting water in a bucket with holes in the bottom." They further explained that teachers of color leave because of poor working conditions in schools not because they are unhappy with teaching children. Working conditions add to three other consistent factors that affect teacher's decisions to stay in a position: what classes or school they are placed in, their preparation for the position they are teaching in, and the types of support that are provided, including administrative support.[25] States have designed new teacher induction or mentorship programs to address retention for early career educators as well as opportunities for mid- to late career educators to advance and grow in education.

Retention of diverse educators is a growing issue for public schools, yet even before attaining their first position, many aspiring teachers never complete their educator preparation programs. Title II requires reporting of enrollment and completion by teacher preparation programs across the nation. In 2019-20, the most recent academic year with available data, the number of teaching licensure program completers nationally was 25% less than the number of enrollees. The difference between the number of enrollees and completers that year was a staggering 448,528 prospective teachers.[26]

These numbers suggest that retention of teacher candidates in educator preparation is as salient for addressing the teacher shortage as retention in the teaching profession. While some teacher candidates may leave a licensure program for personal reasons, others may encounter systemic barriers. Teacher candidate retention is an issue of concern for Oregon educator preparation programs as well, and the most current data on this topic will be explored in Section 4 of this report.

In 2019-20, the most recent academic year with available data, the number of teaching licensure program completers nationally was 25% less than the number of enrollees. The difference between the number of enrollees and completers that year was a staggering 448,528 prospective teachers.

Summary

Racial equity is becoming a guiding principle in education as schools seek to achieve fair outcomes for every student despite historically and persistent conditions that create inequities. A focus on teacher effectiveness and identity to achieve racial equity is supported by research that shows that educator quality disproportionately impacts historically underserved students, and students benefit when they have access to teachers with diverse identities and experiences.[27] Despite years of national and state efforts to increase educator diversity in public schools, little progress has been made to narrow the gap between student diversity and teacher diversity. Recruitment strategies pursued by both educator preparation programs and schools often lack attention to the retention of diverse teachers once they have enrolled or hired them. National trends show that many educators of color leave much more often and sooner than their White counterparts. Thus, strategies to increase workforce diversity in the teaching profession must address the conditions that diverse educators experience at every step along their career continuum from enrollment in educator preparation to retirement.

24   Carr, S. (2022). Why we could soon lose even more Black teachers, *The Hechinger Report*, https://hechingerreport.org/why-we-could-soon-lose-even-more-black-teachers/

25   Redding C, Nguyen TD. (2020). Recent trends in the characteristics of new teachers, the schools in which they teach, and their turnover rates. *Teachers College Record*, 122(7), 1-36. doi:10.1177/016146812012200711

26   U.S. Department of Education. (2021). 2021 Title II report: *National teacher preparation data*. U.S. Department of Education. https://title2.ed.gov/Public/Home.aspx

27   Schweig, J. (2019). Measuring teacher effectiveness. *RAND Corporation*. https://www.rand.org/pubs/research_reports/RR4312z4.html

SECTION 3: WORKFORCE DIVERSITY

In 2015, the Oregon Legislature established a state goal that the percentage of diverse educators employed by a school district or an education service district reflects the percentage of diverse students in the public schools of this state or the percentage of diverse students in the district (ORS 342.437). Data on the state's educator workforce from the 2020-21 and 2021-22 school years shows a continuation of a consistent trend since 2015: representation of diverse educators statewide continues to increase only incrementally at varying rates across districts and by racial, ethnic, and linguistic groups. This trend is also consistent with national trends in workforce diversity, which show that the proportion of diverse educators nationwide has increased by just 8% since 1987-88.

2022 KEY FINDINGS

- *Teachers are the largest educator group and the least diverse, as compared to administrators, counselors, and educational assistants.*

- *Racial and ethnic diversity is highest among teachers with less than five years of experience.*

- *The representation of racially and ethnically diverse educators in Oregon's workforce has increased by only 3.8% over the past 10 years.*

- *The educator workforce is 85% white and 75% female, consistent with historic and national trends.*

WHO IS AN EDUCATOR?

Oregon's policies define "educator" in multiple ways. For example, the Educator Equity Act (ORS 342.433) defines educators as teachers or administrators, while the Educator Advancement Council (EAC) policy defines educators as teachers, administrators, and other professionals, including counselors, school psychologists, and school social workers, who are licensed by the Oregon Teacher Standards and Practices Commission (ORS 342.940). However, these definitions serve to make invisible the many critical support staff who contribute to the academic success and well-being of students in early learning and K-12 settings. The EAC and its partners recognize that a more inclusive definition of educators will help the state better identify challenges and find solutions for improving teaching and learning conditions. Where possible, this report reflects a more inclusive definition of educator, but much of the data cited does not. This is a focal area for future research and reporting.

Persisting Trends in Racial, Ethnic, and Linguistic Diversity among Educators and Students

Racially and ethnically diverse educators continue to be underrepresented in Oregon's educator workforce as compared to the K-12 student population. During the 2021-22 school year, Oregon's K-12 public educator workforce was made up of 52,110 administrators, teachers, counselors, and educational assistants. The workforce continues to overwhelmingly identify as white (85%) and female (75%), reflecting historical trends both nationally and within Oregon. Hispanic educators made up 9% of the workforce, Asian and Multi-Racial educators each made up 2% of the workforce, while Black and African American educators, American Indian and Alaska Native educators, and Pacific Islander educators each made up 1% or less of all educators (Figure 2). At the time of this report, data on languages spoken among educators was unavailable, though the data includes an indicator for educators who are ethnically or linguistically diverse (16.2% of all educators).

At the same time, 40% of the state's more than 550,000 students identified as racially or ethnically diverse, reflecting a continuing disparity between the representation of diverse educators and students (15% of all educators compared to 40% of students). The disparity is strongest among White and Hispanic educators, though with opposite results. White educators are overrepresented as compared to White students (85% of educators and 60% of students identified as White), while Hispanic educators are underrepresented as compared to Hispanic students (9% of educators and 25% of students identified as Hispanic). This pattern is also strong between Multi-Racial students and educators (2% of educators and 7% of students identified as Multi-Racial).

Figure 2. Racial and Ethnic Diversity Comparison of K-12 Staff and Students, 2021-22

	Staff	Students
American Indian/Alaskan Native	0.7%	1.2%
Asian	2.2%	4.1%
Black/African American	1.1%	2.4%
Hispanic	9.0%	24.7%
Multi-Racial	1.9%	7.0%
Native Hawaiian/Pacific Islander	0.3%	0.8%
White	84.7%	60.0%
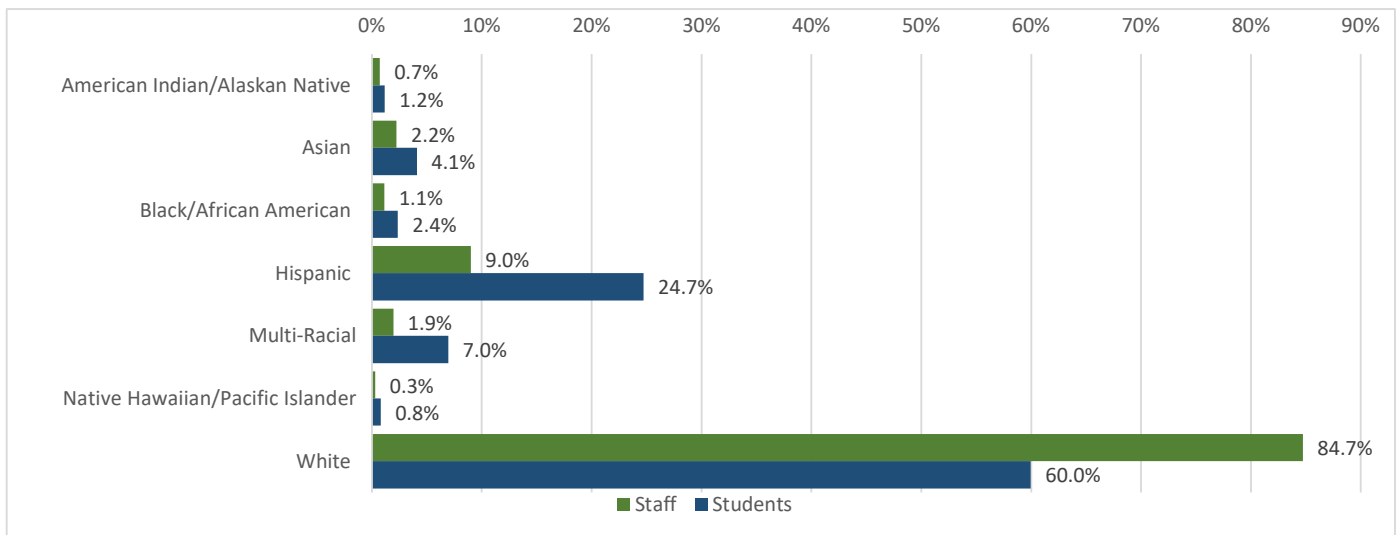
Source. Oregon Department of Education 2021 Staff Position Report and Fall Student Membership Report

"Initially, hiring more teachers of color may seem like the straightforward solution to addressing racial disparities. However, simply resolving to hire more diverse candidates will not address systemic problems. For example, it will not solve the challenge that college graduates of color have, on average, higher levels of student debt than White graduates, and that the low pay of starting teachers may be a particularly significant deterrent to teaching. Furthermore, hiring will not address the disproportionate attrition of teachers of color in their first years, or the detrimental effects of *Brown v. Board of Education* and subsequent policies that displaced Black educators through the "integration" and "standardization" of schooling and teacher licensure."

-Building a Diverse Educator Workforce

Since 2015, the Educator Equity Report has reported on the racial, ethnic, and linguistic diversity of the teacher workforce over time, as it is the largest group of educators. The most recent data follows a consistent trend - while racial and ethnic diversity continues to increase, growth in the student population is consistently at the same or a higher rate than in the teacher population, meaning the demographic gap is not being closed (Figure 3).

Figure 3. Oregon Student and Teacher Demographics Gap
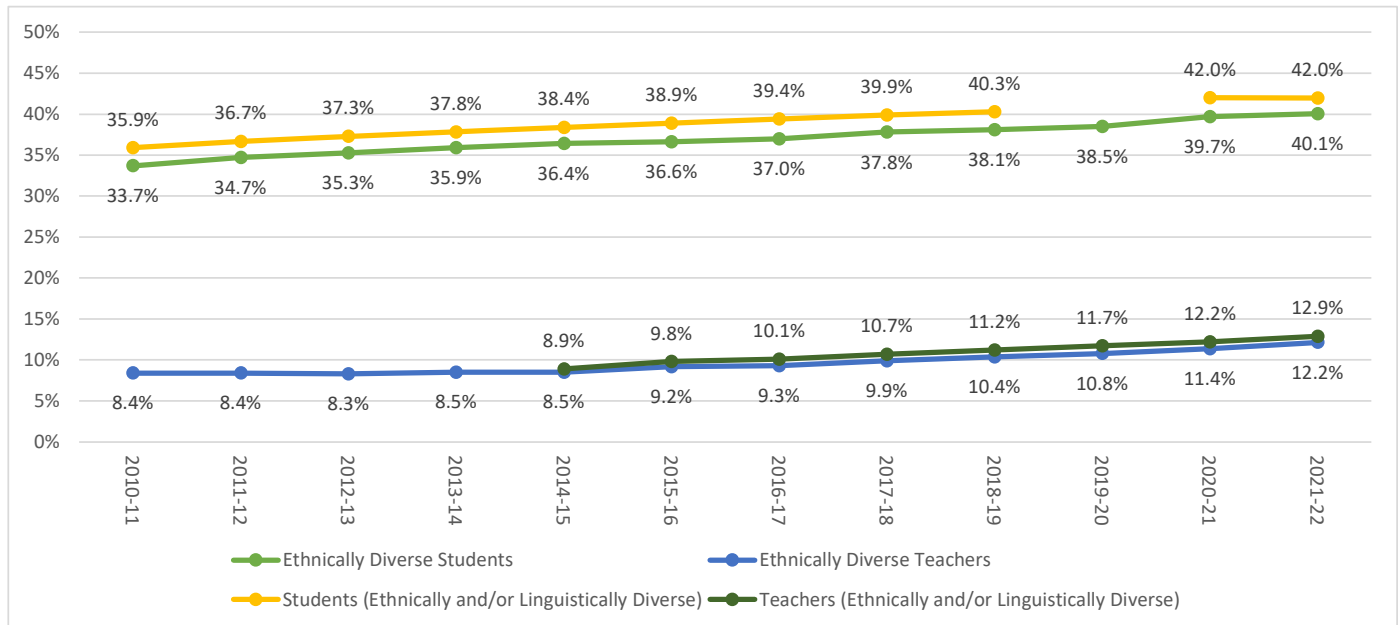
Sources. Fall Membership and Staff Position Collections. Note: In spring of the 2019-20 school year and fall of the 2020-21 school year, student data was not collected due to disruptions caused by the COVID-19 pandemic.

Progress on State Educator Diversity Goal Remains Unchanged

From 2010 to 2021, the ethnically diverse student population grew an average of 0.6% per year. The number of ethnically diverse teachers grew at an average rate of 0.3% per year during the same period. Prior to 2010, growth in the diverse teacher population was an average of 0.1% per year. While it may appear that the rate of growth in the teacher population is increasing, it is important to note that these miniscule changes represent less than 1%, well within the margin of error for reporting. **The main finding of the analysis of these numbers is that since the 2010-11 school year, the gap between teacher and student diversity is essentially unchanged.** Over the last four school years, the rate of growth of ethnically diverse teachers was the same as the rate of growth of ethnically diverse students (Table 2). Without a substantial increase in the number of diverse teachers, the demographic gap between teachers and students will not be closed (for more information, see figure 7).

Table 2. Increase in Ethnically Diverse Teachers in Oregon's Workforce from Prior Year

YEARLY DIFFERENCE IN THE PERCENTAGE OF:	18-19	19-20	20-21	21-22	OVERALL CHANGE
Ethnically diverse students	0.3%	0.4%	1.2%	0.4%	**2.3%**
Ethnically diverse teachers	0.5%	0.4%	0.6%	0.8%	**2.3%**

Source. Oregon Department of Education

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Student Access to Diverse Educators

Each year, the Educator Equity Report identifies school districts with student populations of 40% or higher racial and ethnic diversity.

Notably, four of the school districts with the highest percentage of diverse students are outside of the Portland Metro area (Table 3). As seen in Figure 4, student diversity continues to increase across rural, suburban, and urban areas in the state.

Figure 4. Districts with 40% or more Diverse Students
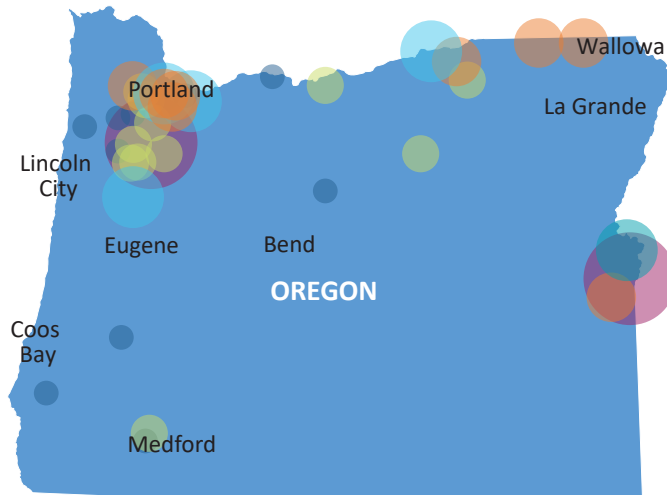
Source. Oregon Department of Education Student Fall Membership Report

Note. Colors and size of circles designate percentage of student diversity (Table 3). For example the largest circle, (purple) represents the school districts with 80% or higher of diverse students, and the smallest size (blue) represents 40% or higher of diverse students.

In addition to teachers, there are many other staff and personnel working with students in Oregon schools. Figure 5 shows the percentages of school staff, including teachers, administrators, counselors, and educational assistants.

While state and district levels of diverse educators are indicative of progress towards the state's goal, it is difficult to measure the extent to which students are interacting with, and therefore receiving any benefits from, a more racially, ethnically, and linguistically diverse educator workforce.[28] For example, while a district's educator workforce may be 20% diverse, state reporting does not currently provide data that provides understanding how many students in the district are instructed or supported by those educators. It is possible that all of those educators are concentrated in one school, or are spread across 20 schools, therefore significantly altering any understanding of what that 20% really means for an individual student's access to diverse educators. While statewide school-level data was not available at the time of this report, this is an area for future investigation.

Table 3. Districts with 40% or more Diverse Students

INSTITUTION NAME	PERCENT DIVERSE STUDENTS
Woodburn SD 103	88.1%
Four Rivers Community School	81.0%
Umatilla SD 6R	74.8%
Jefferson County SD 509J	72.5%
Parkrose SD 3	70.8%
Reynolds SD 7	70.6%
Ontario SD 8C	69.9%
Nyssa SD 26	69.5%
Troy SD 54	66.7%
David Douglas SD 40	66.1%
Milton-Freewater Unified SD 7	64.6%
Multnomah ESD	63.0%
Forest Grove SD 15	62.1%
Centennial SD 28J	62.0%
Hermiston SD 8	61.3%
Morrow SD 1	59.6%
Oregon School for the Deaf	58.7%
North Marion SD 15	58.6%
Hillsboro SD 1J	58.5%
Salem-Keizer SD 24J	57.6%
Beaverton SD 48J	56.1%
Gervais SD 1	55.7%
Central SD 13J	53.1%
Stanfield SD 61	51.6%
Mt Angel SD 91	51.5%
North Wasco County SD 21	51.3%
Hood River County SD	49.6%
Phoenix-Talent SD 4	49.3%
Gresham-Barlow SD 10J	46.7%
Tigard-Tualatin SD 23J	46.6%
Powers SD 31	46.0%
Douglas ESD	44.4%
Portland SD 1J	44.4%
McMinnville SD 40	43.1%
Dayton SD 8	42.7%
North Clackamas SD 12	42.0%
Willamina SD 30J	40.9%
Black Butte SD 41	40.9%
STATEWIDE	40.0%

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28   Gist, C., Bristol, T. J., & Easton-Brooks, D. (2021, October). *The positive effect of Teachers of Color and Indigenous teachers.* In Educational Impact. https://pdkmembers.org/members_online/publications/archive/pdf/PDK_2021_SpecialIssue/PDK_SpecialIssue_2021_EdImpactBrief.pdf

Figure 5. Comparing Ethnically Diverse Students and School Staff, 2011-2021
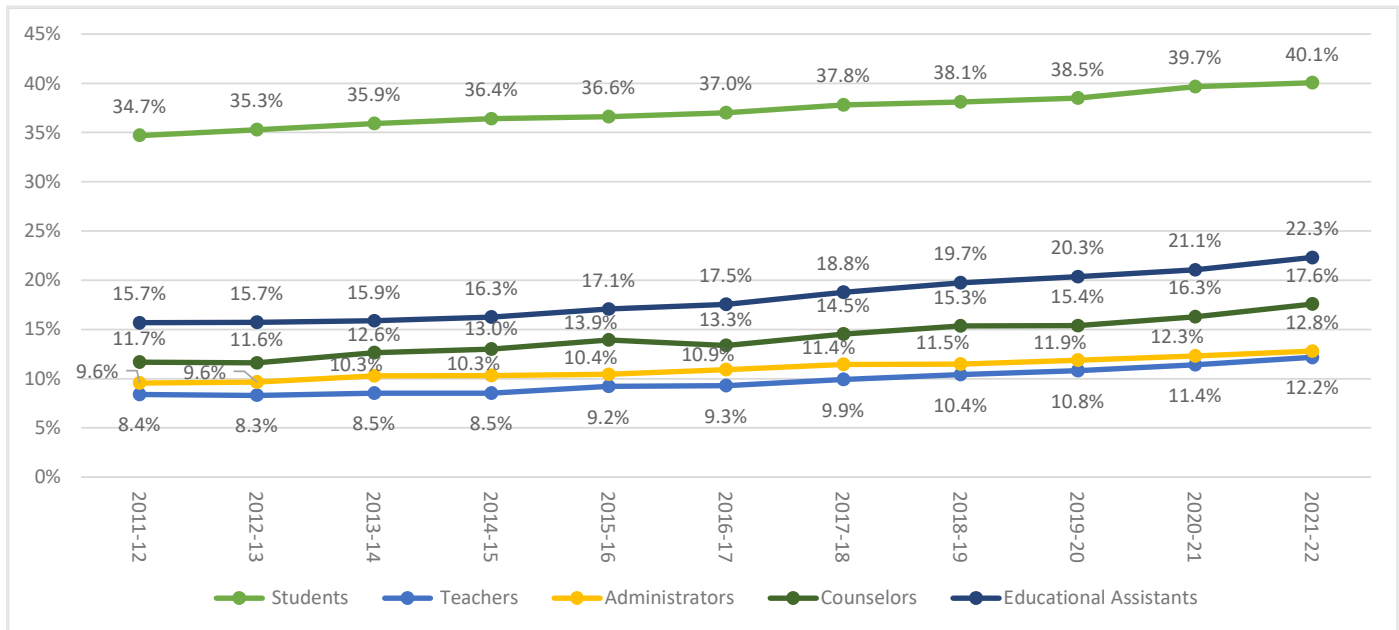
Source. Oregon Department of Education 2021 Staff Position Report

IF OREGON COULD CLOSE THE DIVERSITY GAP

In order to close the gap, more diverse educators need to be added to the workforce. If student levels were to be frozen at 2021 levels, Figure 6 shows the number of diverse educators needed to match the current student population. Student diversity in Oregon has increased year over year for at least the last 20 years and is forecasted to continue. And while the percentage of ethnically and linguistically diverse educators has also increased during this period, this increase has not mirrored the percent of student increase, leading to very little change in the ratio of diverse educators to students.

Figure 6. Number of Staff Positions Needed to Close the Diversity Gap Between Teachers and Students in 2021-22
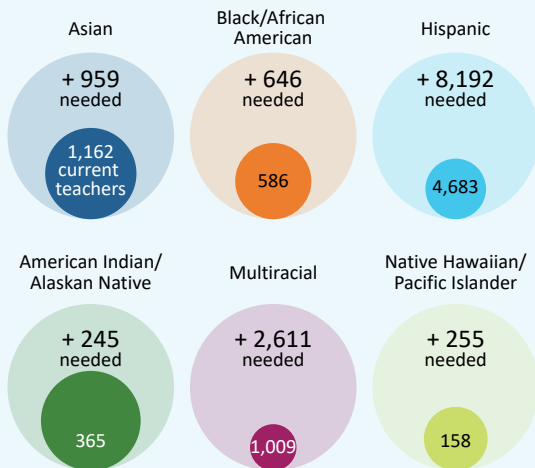
Source. Oregon Department of Education Student Fall Membership Report

Educator Workforce Demographics: Roles and Experience

There continues to be noticeable differences in racial and ethnic representation by educator role, which also largely reflect national and historic trends in workforce diversity. In the 2021-22 school year, educational assistants were the most diverse group, followed by counselors and administrators. Teachers were the least diverse group and make up the largest group in the workforce (63% of educators, Figure 5).

The educator workforce increased by 1,959 educators from 2020-21 to 2021-22, and representation of educators of color increased by close to 1% across all workforce roles represented in the data (administrators, teachers, counselors and educational assistants). This increase is consistent with prior years.

The U.S. Census Bureau estimates that the number of Hispanic, Multi-Racial, and Asian students in the United States will continue to increase through at least 2060, while the number of non-Hispanic White students will continue to decline, and other groups will remain stable (Demographic Turning Points for the United States: Population Projections 2020-2060).

Figure 7. Ethnically Diverse School Staff by Role, 2011-2022
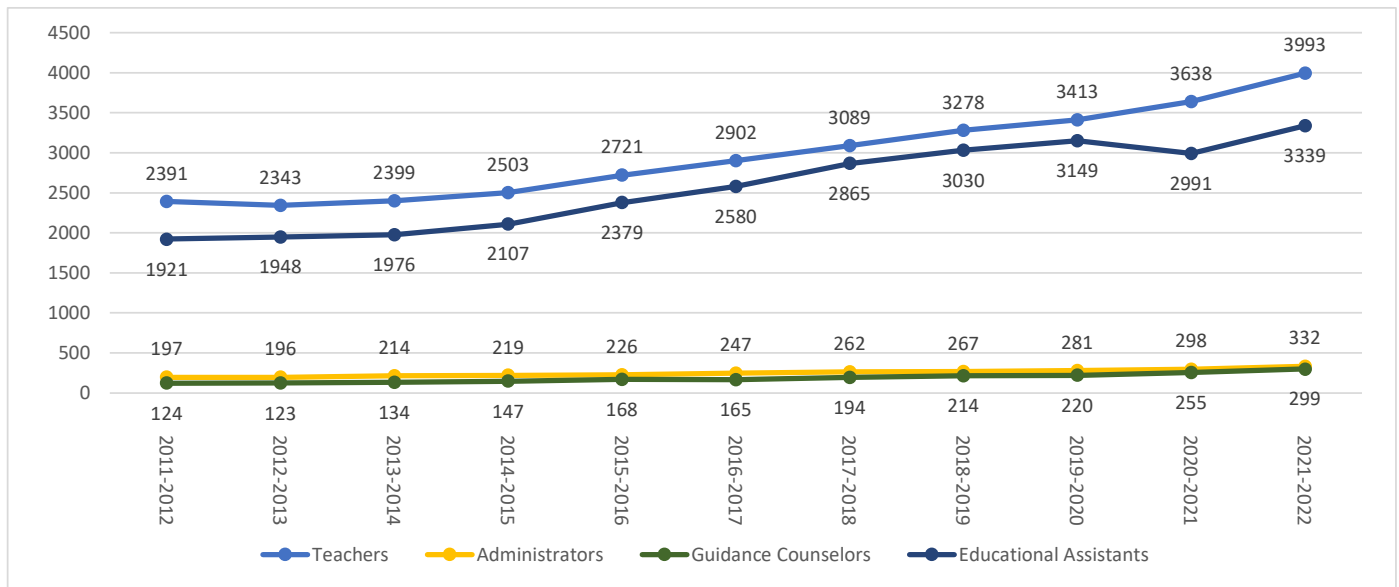
Source. Oregon Department of Education Staff Position Reports

When examining the workforce for ethnic and/or linguistic diversity, the largest proportion of diversity is within educational assistants, with 3,412 or nearly 23% categorized as ethnically and/or linguistically diverse (Figure 7). Within the other categories, 13.26% of administrators, 12.88% of teachers, and 18.33% of counselors are categorized as ethnically and/or linguistically diverse (Figure 8). However, this data set does not identify linguistically diverse by specific language(s); this information is needed for future reports to better understand educator linguistic diversity in the state.

GENDER DIVERSITY AMONG EDUCATORS

Educational assistants, counselors, and teachers are overwhelmingly female, mirroring national and historical trends; however, among administrators, 43.93% identify as male and 55.99% as female. Small percentages of educators who identify as non-binary are present in all categories, with the greatest representation among instructional assistants, at 0.19%. More information about gender diversity in Oregon's student population can be found in the Oregon Statewide Report Card for 2021-22.

Figure 8. Oregon's Educator Workforce by Race and/or Ethnicity, 2021-22
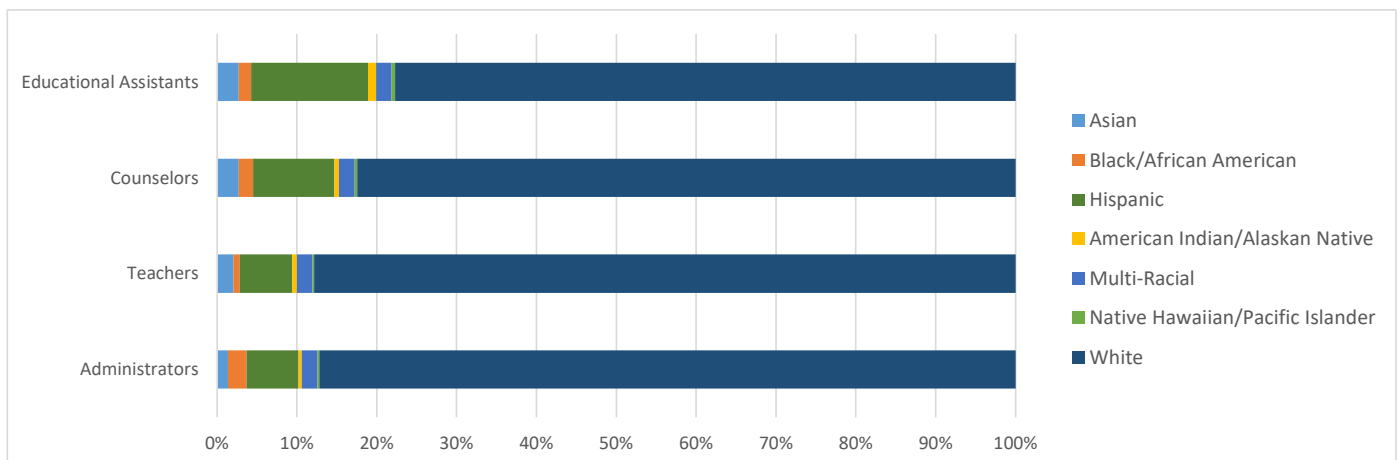
Source. Oregon Department of Education Staff Position Reports

Educational Assistants

Figure 9 shows changes to the population of Educational Assistants (EAs) across the state. While the numbers of EAs dropped sharply in 2020, the percentage of EAs who were racially and ethnically diverse continued to increase. The percentage of racially and ethnically diverse EAs has grown by about 1% per year since the 2013-14 school year.

Figure 9. Educational Assistants, 2011-2022
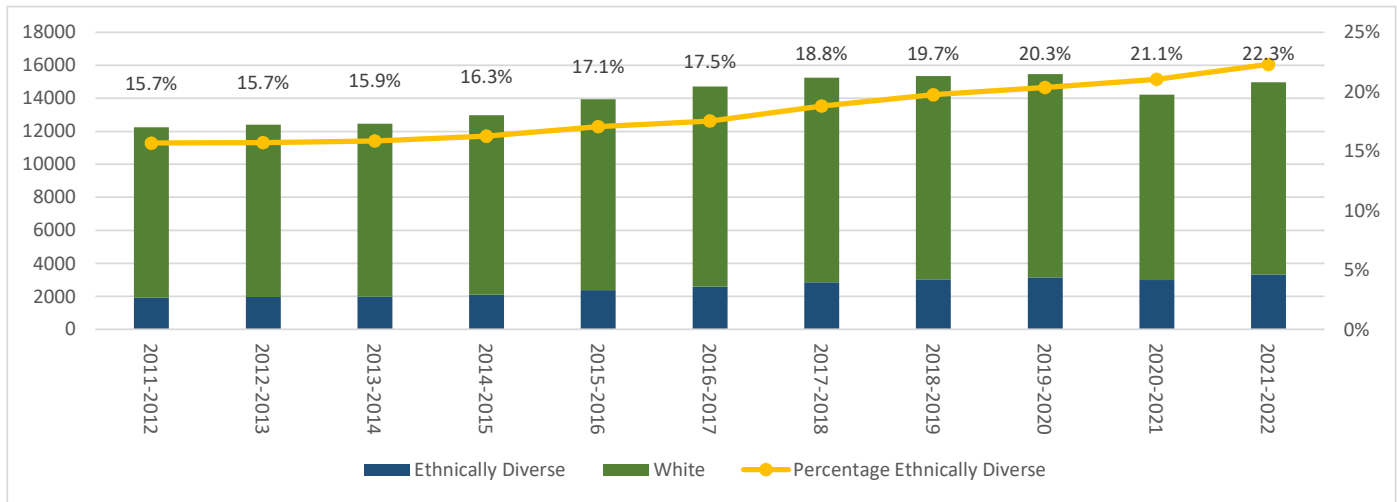
Source. Oregon Department of Education Staff Position Reports

Teachers

Racial and ethnic diversity is highest among teachers with fewer years of experience. Notably, there is a decline in diversity as years of experience increases (Figure 10). In the 2021-22 school year, the largest group in the workforce was teachers with less than one year of experience (7.3% of all teachers), and this group also had the highest representation of racially and ethnically diverse educators (20.6%).

Figure 10. Comparison of Years of Experience across Oregon Teachers
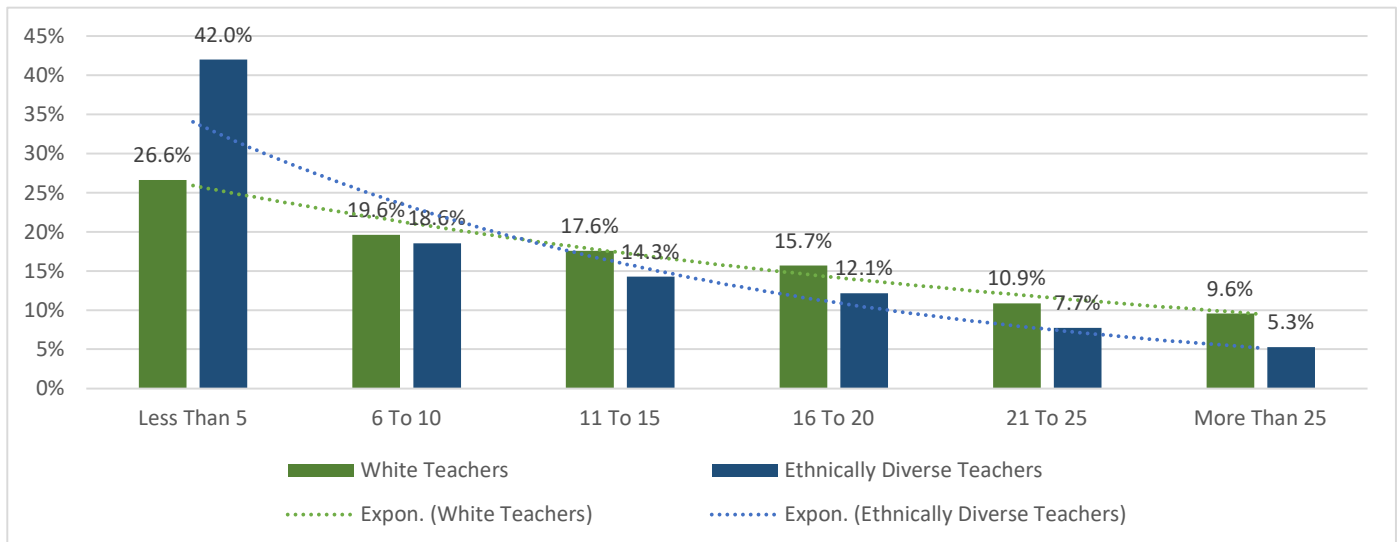
Source. Oregon Department of Education Staff Position Reports

The majority of racially and ethnically diverse teachers in the workforce have 10 or fewer years of experience (61%), while the majority of white teachers have more than 10 years of experience (54%). In other words, the majority of diverse teachers entered the workforce more recently than the majority of white teachers (Figure 11).

Figure 11. Comparison of Years of Experience: White Teachers and Race and/or Ethnicity Diverse Teachers
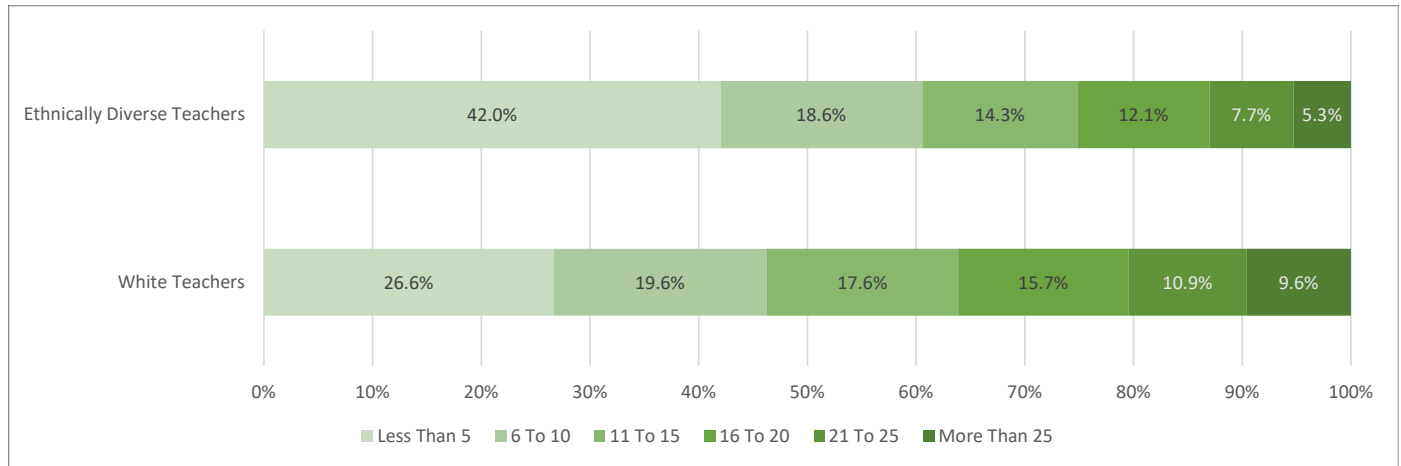
Source. Oregon Department of Education Staff Position Reports

The representation of racially and ethnically diverse teachers in this group has increased by 8 percentage points in the last ten years. In the 2010-11 school year, just 19% of teachers with 10 or fewer years of experience were racially and ethnically diverse, compared to 27% in the 2020-21 school year (Figure 12). This increase is not consistent across all years of experience; in all other five-year ranges, the increase was between 1 and 3%, confirming that this recent increase is driven by new racially and ethnically diverse teachers entering the profession. This finding is consistent with the state's focus on and increased investment to recruit new, diverse teachers into the workforce (See Section 4: Career Pathways and Preparation).

LACK OF DIVERSITY AMONG SPECIAL EDUCATION TEACHERS

While 87.84% of Oregon's teachers identified as White in 2021-22, among Special Education teachers that percentage was even greater at 89.54%. Only 1.23% of Oregon's special education teachers were Black, and only 0.77% are American Indian/ Alaska Native, yet 3% and 2% percent of Oregon special education students respectively were Black or American Indian/ Alaska Native. In 2021-22, 40% of Oregon's students receiving special education were ethnically diverse.
Source. 2021-22 Oregon IDEA Federal Report

Figure 12. Representation of Teachers of Color in the Workforce by Years of Experience
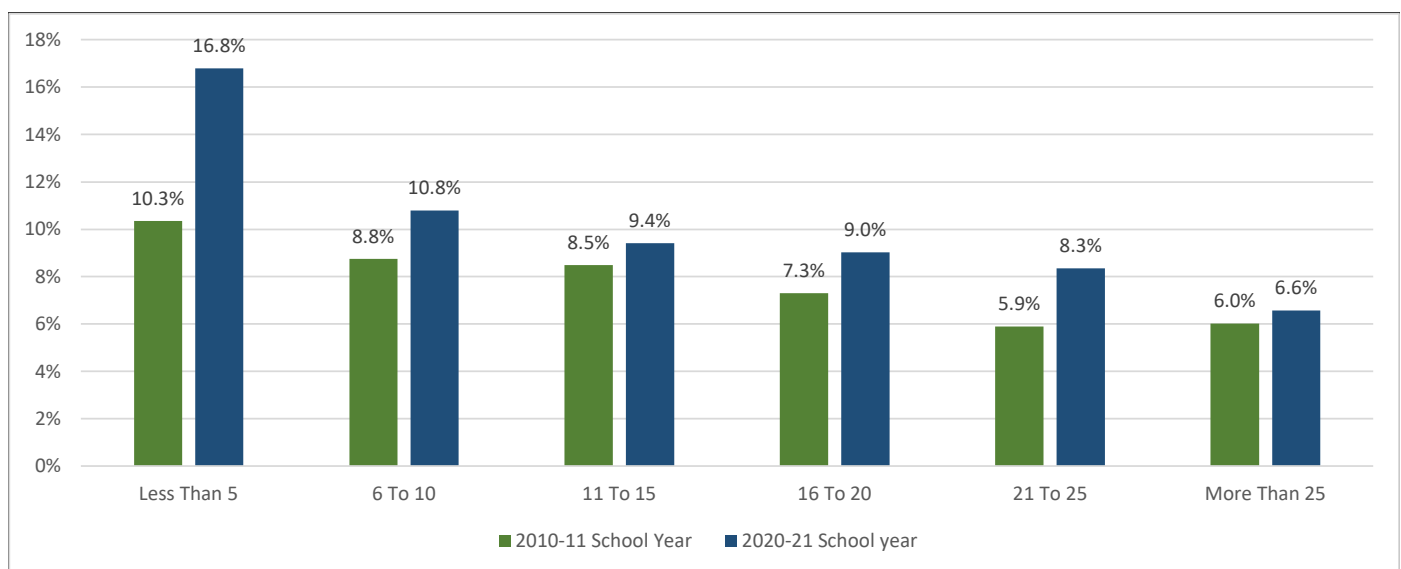
Source. Oregon Department of Education Staff Position Reports

Administrators

While the teacher data demonstrates that numbers of teachers decrease steadily over time, administrator data shows that most administrators have more experience, with the majority having between 8 and 30 years of experience. While the overall number of administrators has increased over the last 10 years, the percentage of racially and ethnically diverse administrators has not increased at the same rate (Figure 13).

Figure 13. Ethnically and Linguistically Diverse Administrators, 2011-2022
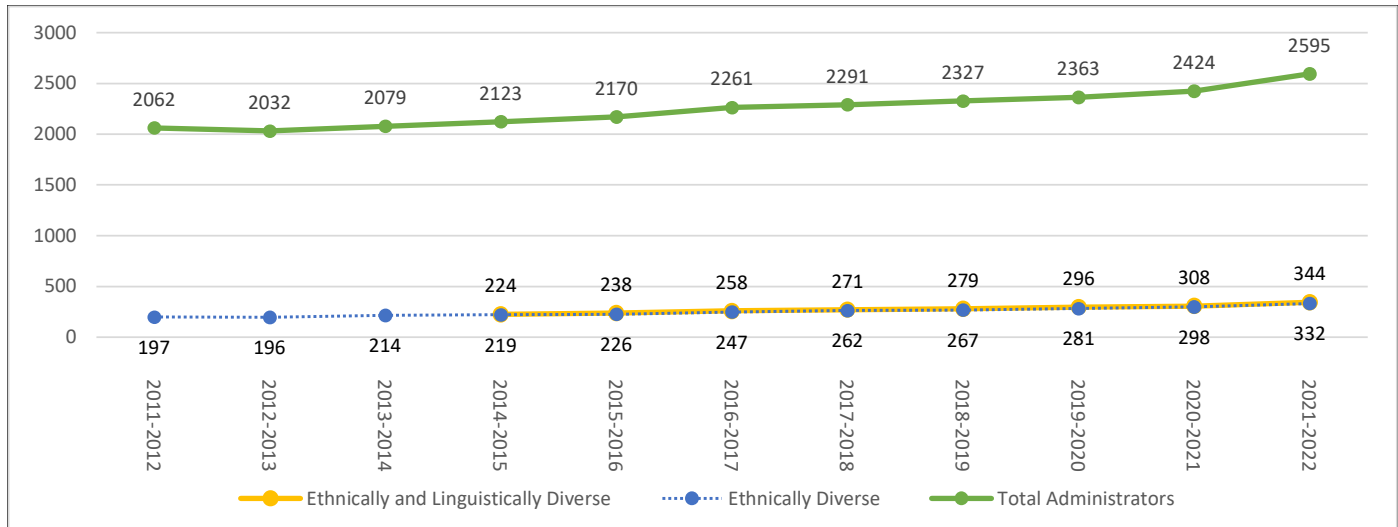
Source. Oregon Department of Education Staff Position Reports

Counselors

The number and percent of ethnically diverse counselors have also increased from about 12% to almost 18% since 2011, a change of about 6% (Table 4). This means that the rate of increase of diverse educators in counseling positions has increased faster than the rate of teachers.

Table 4. Ethnically Diverse Counselors, 2011-2022

	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022
Total	1,061	1,060	1,060	1,131	1,207	1,236	1,335	1,396	1,432	1,567	1,702
% Ethnically Diverse	11.7%	11.6%	12.6%	13.0%	13.9%	13.3%	14.5%	15.3%	15.4%	16.3%	17.6%

Source. Oregon Department of Education Staff Position Reports

Oregon Department of Education Employee Diversity

In 2022, the Oregon Department of Education (ODE), under Director Colt Gill, requested an amendment to the Educator Equity Act which added ODE to the list of entities whose staff demographics should be representative of the state's student population. The amendment was approved by the Oregon Legislature (House Bill 4031, 2022). This edition of the Educator Equity Report is the first to include data on ODE's employee demographics.

Under Director Gill's leadership, ODE has instituted hiring policies and practices that support the agency's commitment to better serving the state's diverse student body. Director Gill believes, "we cannot institute good policy if we do not have leadership and staff who deeply understand the lived experiences of our students."

When comparing racial and ethnic diversity of ODE's staff to the student population, a similar pattern emerges - there is overrepresentation of White staff (72% of ODE staff identify as White compared to 60% of students), and underrepresen-

tation of Hispanic or Latino staff (9% of ODE staff identify as Hispanic or Latino compared to 25% of students). However, a larger proportion of ODE staff identify as American Indian/Alaska Native, and Black/African American than in the student population. Additionally, Asian staff are represented at approximately the same rate as in the student population. Among the types of roles at ODE the largest category is professionals, where 121 of 553 employees (or 22%) identify as racially or ethnically diverse (Figure 14).

"We believe that our students greatly benefit from seeing people who may have similar experiences to them represented in the educational space, and the research demonstrates there is a powerful connection to engagement in the classroom. We believe there can also be a similar impact on the space we hold as the agency responsible for K-12 education in the state."

- Oregon Department of Education Director Colt Gill in Testimony on HB 4031

Figure 14. Oregon Department of Education Diversity Compared with Student Diversity
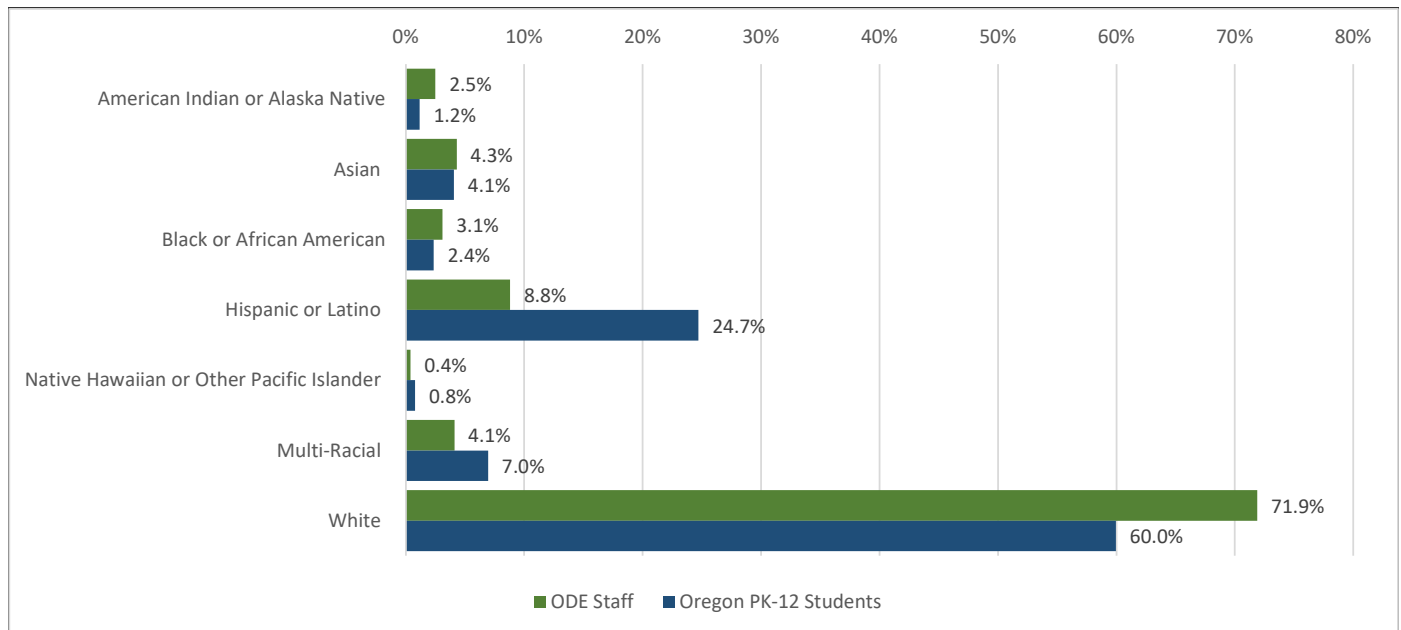
Source. Oregon Department of Education Staff Report. Note: 4.9% selected "I do not wish to answer".

Achieving a diverse workforce starts with ensuring aspiring educators have accessible and affordable pathways into educator careers, as well as providing high-quality training that prepares them to meet the diverse needs of Oregon's student population. As required by statute, the Educator Equity Report provides information pertaining to the state's educator preparation programs' enrollment and graduation rates, initial licensure rates, and recommendations for increasing the representation of diverse candidates in each of these stages of an educator's career.

2022 KEY FINDINGS

- *The number of teacher, principal, and administrator candidates enrolling in Oregon's preparation programs has continued to increase over the past four years, yet program completion has decreased in the same period.*
- *Despite overall declines in the number of program completers each year, racially and ethnically diverse candidates make up a larger percentage of completers in 2021 than they did in 2018, though Hispanic teacher candidates are the only group for which enrollment and program completion has increased significantly since 2018.*
- *Enrollment of female students continues to outnumber male students by almost three to one.*
- *Diverse candidates are not persisting along educator career pathways, as demonstrated by the decreasing numbers of candidates at every milestone along the way to entering the field.*

Figure 15. Identifying Areas Along the Educator Continuum Impacting Diverse Teachers

IN 2020-21, RACIALLY AND ETHNICALLY DIVERSE TEACHERS WERE:

32% of those who **enrolled** in a teacher education program

28% of those who **completed** a teacher education program

22% of those who **received** a Preliminary teaching license

12% of those who **taught** during the 2020-21 school year
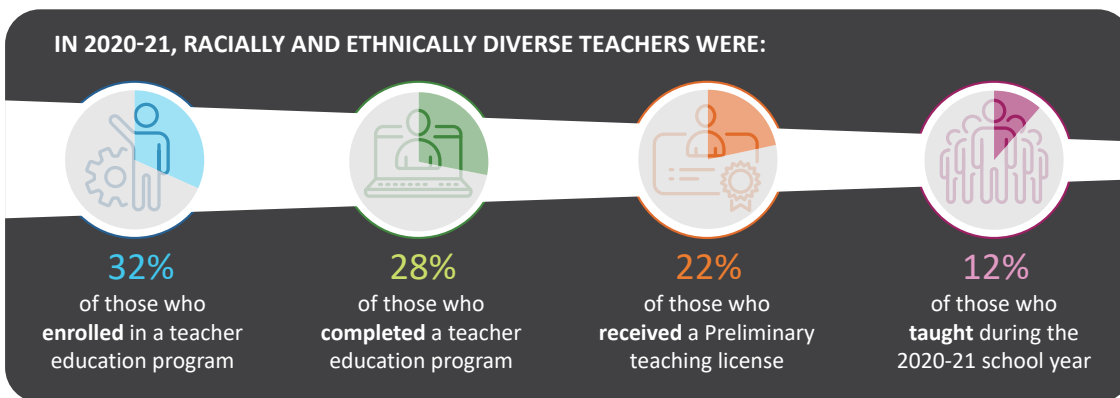
Source. This is data collected from Oregon Teacher Standards and Practices Commission and Oregon Department of Education

Data from 2020-21 shows that the state loses diverse teacher candidates at each stage of the career pathway to becoming an educator (Figure 15). This data does not track the same cohort of educators over time, but instead is a snapshot of the number of educators in each area in from the same year, 2020-21. Yet what is evident is that at each milestone towards employment, fewer and fewer diverse educators are present. Figure 15 identifies areas where diverse teachers experience multiple barriers before reaching the classroom, beginning with enrollment in an educator preparation program. These numbers suggest that a systemic and cross-agency approach to problem solving teacher and administrator diversity is needed. Concerted efforts are

needed to identify and remove challenges and support diverse teachers at every step of the way if we are to reach the goal of matching the diversity of the educator workforce to the diversity of students.

Preparing Oregon's Educators

In 2021, Oregon had seven public and eight private educator preparation programs approved by the Oregon Teacher Standards and Practices Commission to prepare teachers, administrators, school counselors, social workers, and psychologists for licensure.[29] These programs include undergraduate programs, post-baccalaureate licensure programs, and graduate programs that include licensure and an advanced degree. In addition, Oregon's community colleges are an important part of educator career pathways, providing foundational education courses for students seeking an undergraduate education degree as well as certificate programs for educational assistants.

The number of approved programs has decreased in recent years due to the closure of several private post-secondary institutions, and an increasing number of educators entering the workforce receive preparation at programs located out-of-state, including online and for-profit programs. Overall, the number of teacher, principal, and administrator candidates enrolling in Oregon's preparation programs has continued to increase over the past four years, while program completion has declined.

Efforts to recruit and prepare new candidates, and in particular diverse candidates, in educator preparation programs have increased across the state as a result of a growing awareness of the benefits of a diverse workforce, and largely in response to the recommendations of the Educator Equity Report over the last several years. Recent state investments, such as for Grow Your Own partnerships, have incentivized the development of career pathways for non-traditional students and for staff employed in school districts who wish to advance in their careers or pursue an educator license (see Section 6: State Investments Supporting the Educator Workforce). There are also a growing number of programs that aim to connect high school students to educator career pathways, such as through Career and Technical Education courses as well as dual enrollment opportunities. In the past two years, the Oregon Teacher Standards and Practices Commission (TSPC) has started to explore how the state might allow for licensure pathway programs, such as one located in a school district as opposed to a post-secondary institution, might meet the state standards. These efforts come as a result of the recognition that flexible, school-based preparation is often more accessible to non-traditional, adult students, particularly those already employed in school districts. See Section 6: State Investments Supporting the Educator Workforce for more information on how state investments are supporting increased access to and support for educator pathways.

In addition to multiple barriers diverse educators experience towards licensure, the lack of information on both teacher supply and regional demand is difficult to monitor. The past two years have created a sense of urgency across the state to improve recruiting, preparing, employing, and retaining educators as the impact of the pandemic on educator burnout has reached crisis levels. As a result, TSPC has been actively working to remedy the systemic barriers around licensure testing, identify the teacher supply and demand dynamics within the state, and is embarking on a project to develop and implement a statewide system that will support the work of the agency and provide access to educator data for analysis and reporting of key performance measures.

Enrollment and Completion of Diverse Educator Candidates

Although educator preparation program lengths vary, in the 2020-21 academic year, Oregon programs enrolled 5,368 teacher, principal, and administrator candidates, including 1,478 who identify as racially and ethnically diverse (28%). The majority of educators enrolled at Oregon's public and private institutions are seeking a Preliminary teaching license, with the private institutions preparing about two-thirds as many graduates as the public institutions (see Figure 16). Private institutions are preparing slightly more administrators than the public institutions.

Since 2018, enrollment and completion data indicates that although recruitment to educator preparation programs is strong, and schools are becoming more successful at attracting diverse candidates than in the past, programs are not successful in moving all enrolled students to program completion. While the COVID-19 pandemic has certainly had an impact, these trends were apparent prior to the pandemic, indicating that there continues to be areas of improvement for educator preparation programs and their partners to ensure that more candidates successfully complete programs and obtain licensure.

SUMMER BRIDGE TO TEACHING AT CHEMEKETA COMMUNITY COLLEGE

Over the past two years, 77 school district employees have enrolled in the Summer Bridge to Teaching, with a significant increase from last year (40). This increase may indicate that summer coursework is an important aspect to GYO teacher education programs. As well as greater participation by school districts. Fourteen school districts participated this year, compared with only seven last year, demonstrating that the GYO program met the intention of greater outreach serving school districts in the vicinity of the Chemeketa Community College district and Willamette Valley region. There were 41 from Salem/Keizer, 4 from Woodburn, 11 from McMinnville, 3 from Dallas, 1 from N. Marion, 4 from Canby, 2 from Newberg, 2 from North Clackamas, 1 from Santiam Canyon, 1 from Silver Falls, 1 from Polk, 1 from Tillamook, 1 from Corvallis, and 3 from Willamette ESD.

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29   This number reflects TSPC's list of approved providers (https://www.oregon.gov/tspc/EPP/Pages/Oregon-Approved-Programs.aspx). However, data provided on program enrollment and completion by Westat combines OSU and OSU-Cascades programs, and does not include Clackamas Community College.

TRIBAL NATIONS EDUCATOR COLLABORATIVE

In 2021, the EAC received Legislative approval and resources to design and launch a Tribal Nations Educator Collaborative, to directly support American Indian/ Alaska Native (AI/AN) student success through educator training programs and increasing the number of AI/AN identified teachers, paraprofessionals, and administrators employed in early learning, school districts, and post-secondary institutions.

Research from the Oregon Indian Education Association and the National Indian Education Association demonstrate that among school-related factors, competent and committed teachers have the greatest influence on AI/AN student achievement. Less than 1% of Oregon's teachers and administrators identify as AI/AN, and AI/AN educators are the only group that has not seen significant growth in Oregon over the last ten years. Throughout the United States, AI/AN communities are developing and implementing innovative strategies to recruit teachers for AI/AN students. However, we know that despite success in individual communities, there remains an acute need to train, hire, and retain effective teachers. Addressing such a challenge will require a coordinated effort that unites communities in a collective strategy to raise awareness of career opportunities and provide resources necessary. This requires that we recruit and retain committed teachers by supporting teachers' teaching programs and professional licensure that include coaching and mentoring so that they are successful in the classroom with their students.

In support of the state's goals outlined in the American Indian/ Alaska Native Student Success Plan, and in collaboration with the Office of Indian Education at ODE, in the 2021-2023 biennium, EAC staff began developing the state's first Tribal Nations Educator Collaborative to achieve the goals of (1) developing and growing staff and educators to support AI/AN student success and (2) increasing the number of AI/AN identified teachers, paraprofessionals, and administrators. Staff are focused on the following key actions:

- Fully funding and increasing the number of highly qualified American Indian/ Alaska Native teachers and administrators

- Create an American Indian/ Alaska Native educator network for current practicing educators to learn and share best practices

- Capture, communicate, and amplify key learnings and promising culturally responsive practices in education

- Support and emphasize the importance of Indigenous pedagogy

- Advocate for policy initiatives that center Tribal sovereignty and voice

- Convene state and national Tribal leaders, educators, and scholars to guide future efforts.

Figure 16. Program Completion by License and Institution Type, 2019-21
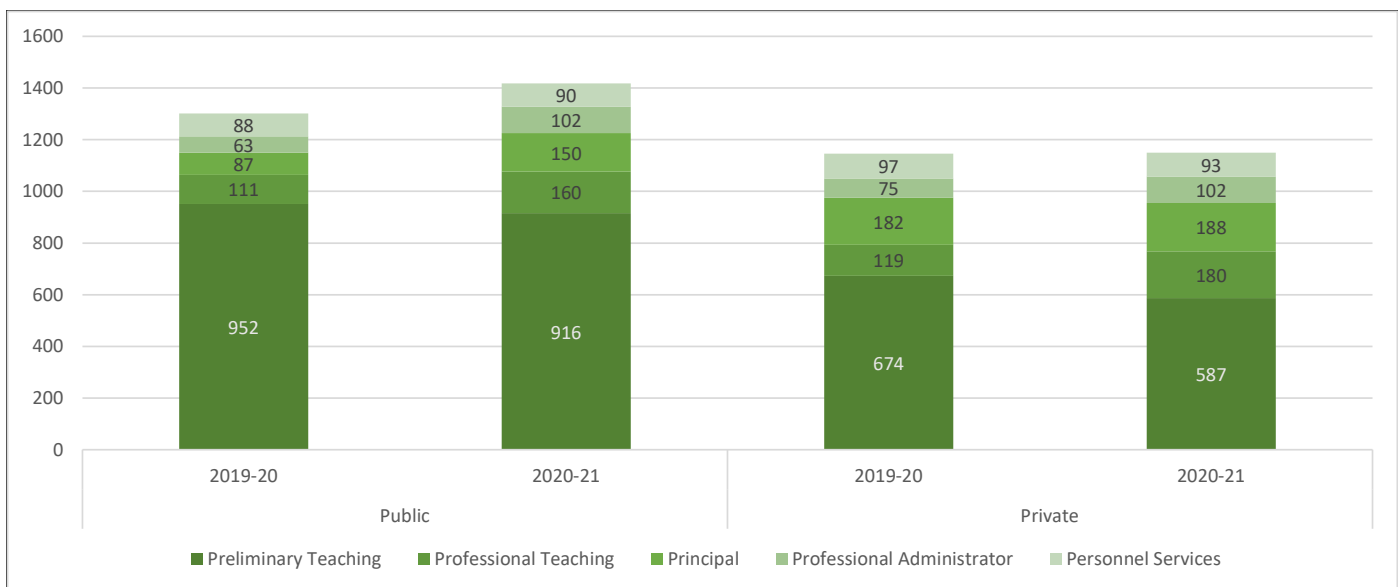
Source. Oregon Teacher Standards and Practices Commission/WESTAT

Teacher Preparation

Enrollment at Oregon's 15 teacher preparation programs totaled 4,037 students in 2021, up from 3,581 students in 2020 and almost double enrollment in 2018 (Figure 17). Enrollment among racially and ethnically diverse groups has continued to increase since 2018, reaching 32% of total enrollment in teacher preparation programs in 2021 as compared to 28% in 2020 (Figure 18). This increase is primarily driven by increased enrollment of Hispanic teacher candidates across both public and private universities (an increase of more than 200 students across the state from 2020 to 2021). Since 2018, enrollment of Black/ African American, Multi-Racial, and White teacher candidates has increased as well, while enrollment has remained stagnant or decreased for candidates who identify as American Indian/ Alaska Native, Asian, Native Hawaiian/ Pacific Islander, and other racial or ethnic groups. Enrollment of female students continues to outnumber male students by almost three to one, and the number of students identifying with another gender continues to increase since 2018, though this group consistently represents less than 1% of all candidates.

Figure 17. Enrollment in Public and Private Educator Preparation Programs by Race and/or Ethnicity, 2018-2021
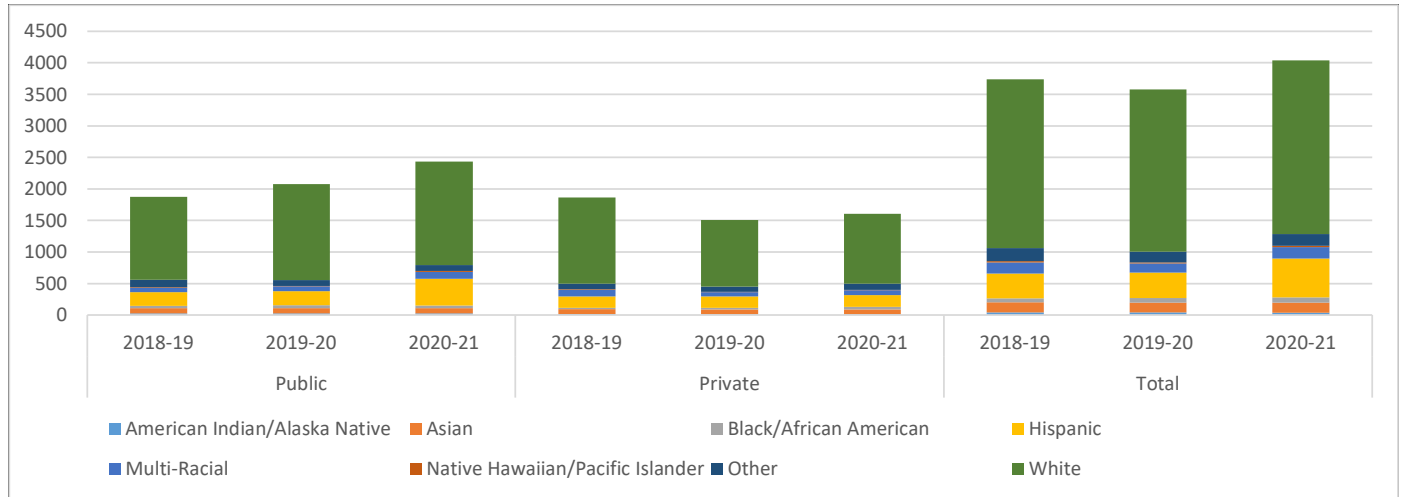
Source. Oregon Teacher Standards and Practices Commission/WESTAT

Figure 18. Diverse Teacher Candidate Enrollment by Race and/or Ethnicity
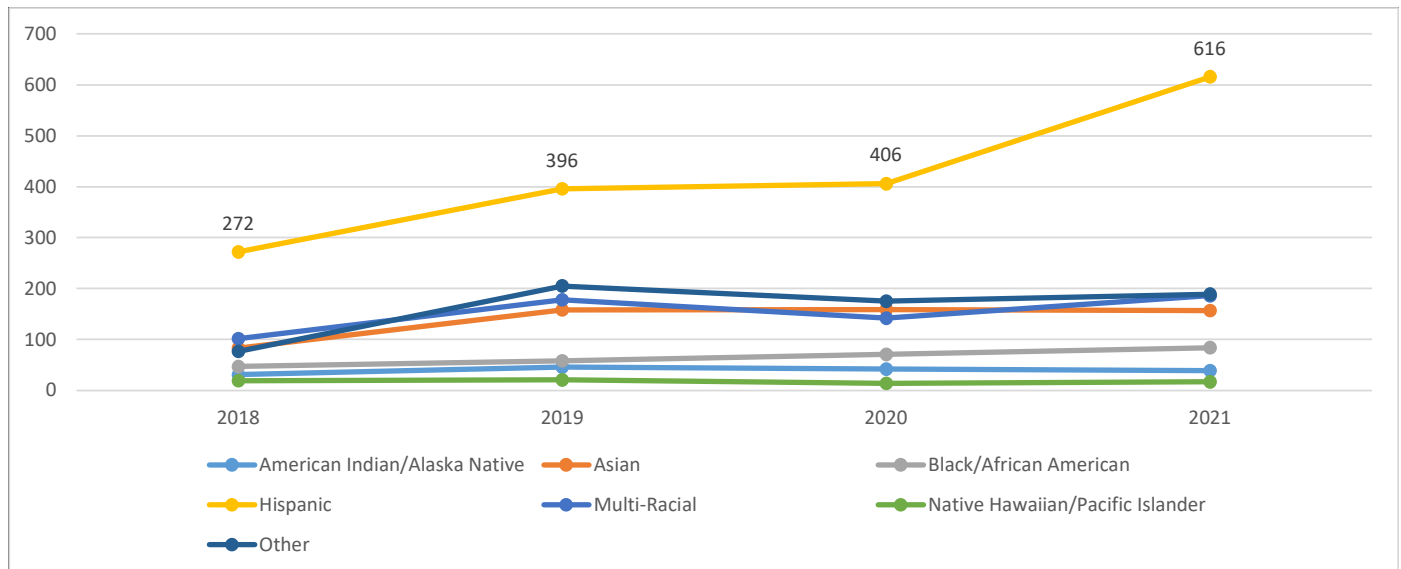
Source. Oregon Teacher Standards and Practices Commission/WESTAT

PANDEMIC-RELATED DECLINES IN ENROLLMENT AND COMPLETION IN 2020

In the 2019-2020 school year, enrollment in Oregon's teacher preparation programs dropped, mirroring a national trend of a dip in enrollment in teacher preparation programs in about half of US states during 2020 when many colleges and universities closed campuses and moved to distance learning. During the same period in the Western region, Washington, California, and Idaho saw increases in enrollment while Oregon and Montana saw decreases. In Oregon, this decrease was primarily driven by a drop in enrollment of White and Multi-Racial teacher candidates at private universities; enrollment at the public universities maintained a stable or upward trend. While enrollment in the 2020-21 school year recovered to higher than pre-pandemic numbers, program completion has steadily declined over the past four years, and has not rebounded post-pandemic, again mirroring a national trend of a decrease in the program completion rate of teacher candidates across 30 states.

Comparing enrollment and completion rates between public and private teacher preparation programs, it is clear that 2019-20 was particularly hard on private universities. Most of the falling enrollment and completion can be accounted for by looking at White teacher candidates at these programs. Many students in undergraduate teacher programs may have decided to delay enrollment rather than begin their college education during campus closures. If this is the case, these numbers would be expected to rebound; there is some evidence of this, but enrollment at private university programs in 2021 remains below 2018-19 levels.

Among teachers preparing for a Preliminary license, the most common endorsement is Elementary - Multiple Subjects, with 724 choosing this endorsement in 2020-21. The second most common was English to Speakers of Other Languages, with 246 during the same period, followed by 135 in Social Studies, 129 in Special Education: Generalist, and 126 in English Language Arts. A table listing all endorsements can be found in Appendix I: Multiple Measures Evaluated Candidates by Endorsement Area and Year, and currently this data is not disaggregated by the race and ethnicity of the educators, though it is an area for future investigation.

Despite growing numbers of teacher candidates enrolling in educator preparation programs, the number of candidates completing programs has declined overall since 2018 from 2,164 program completers to 1,545 in 2021 (Figure 19). However, racially and ethnically diverse candidates make up a larger percentage of completers in 2021 than they did in 2018, primarily driven by increasing numbers of Hispanic program completers. Among other racial and ethnic groups, the number of program completers has remained steady or declined since 2018. This overall decline is also driven by program completion rates at private universities, while at the public universities, completion rates have maintained an overall growth trend (Figure 20).

Figure 19. Teacher Preliminary Licensure Program Completion by Race and/or Ethnicity, 2018-2021
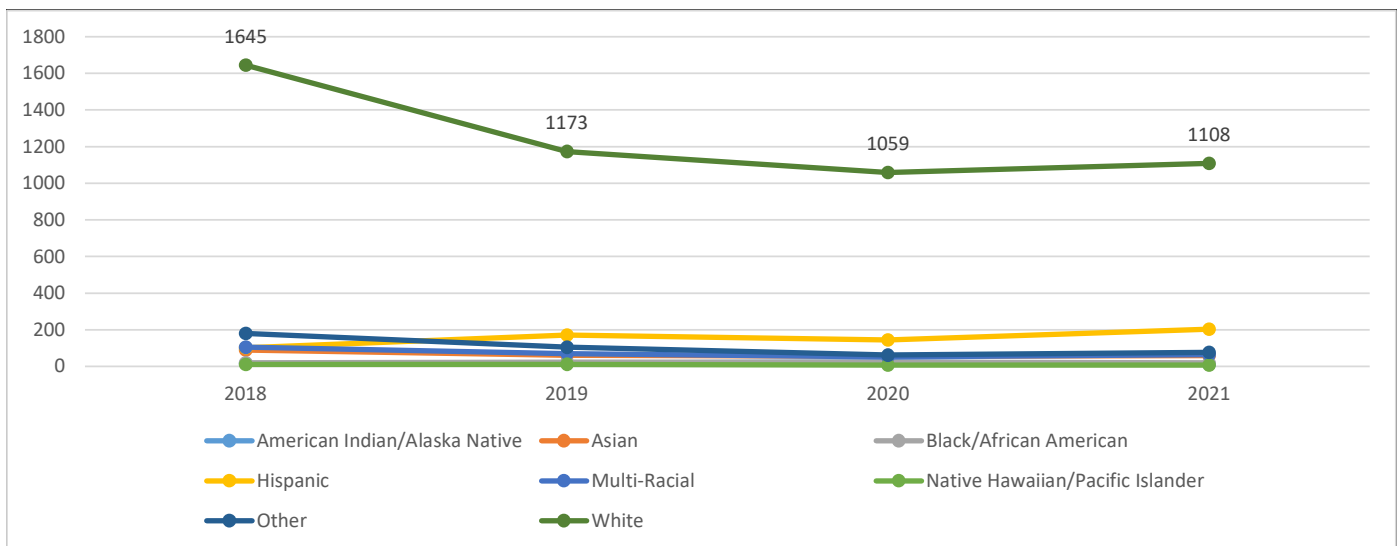
Source. Oregon Teacher Standards and Practice Commission/WESTAT

PUBLIC EDUCATOR PREPARATION PROGRAM EQUITY PLANS

Learning to Improve: Six Years of Educator Preparation Equity Plans

Since 2016, the state's six public educator preparation programs (EPPs) have been required to submit to the Higher Education Coordinating Commission (HECC) a biennial, institutional plan with specific goals, strategies and deadlines for the recruitment, admission, retention and graduation of diverse educators (ORS 342.447). In 2022, the EAC, in partnership with the HECC, funded a study by Education Northwest which aims to help the agencies understand the impact of Equity Plans on institutional efforts to recruit, develop, and graduate diverse educators. The study also aims to help the agencies identify how they can better implement the Equity Plans policy, including creating greater alignment between the agencies, and supporting institutions in developing knowledge and understanding of structural and institutional conditions that produce systemic inequities. In the fall of 2022, the agencies plan to launch a Community of Practice in support of this aim.

In light of data which suggests that enrollment of diverse candidates is improving while program completion is stagnating or decreasing, the EAC and HECC are focused on EPP efforts to retain teacher candidates that address program quality, meeting the state's goals, strategies, and activities that contribute to improving a program as measured by state and national standards for high-quality educator preparation programs for developing high-quality educators. There are many factors and conditions to provide high-quality programs, but all are related to the development of the educator candidates. This includes the instructional content and delivery (scope and sequence), quality of clinical experiences, assessments, academic supports, evaluation practices, etc. This focus on program quality is rooted in a systems change approach which recognizes that addressing institutional and structural practices impacting diverse educators are critical to eliminating disparity, disproportionality, and predictability in outcomes. All too often, efforts to improve access without addressing institutional practices (such as examining cohort structure, course content, etc.) perpetuate deficit-based mental models about individuals of color.

The EAC and HECC are interested not just in what EPPs label as goals and strategies to retain diverse educators in Oregon, but how evidence-based decisions inform their strategies as well as how these strategies will be assessed. Identifying and assessing evidence-based decisions also applies a systems change approach which recognizes that solutions must be chosen based on deep understanding of the problem that is being addressed, including its root causes.

To begin to answer this research question, Education Northwest conducted an analysis of EPP Equity Plans from 2020 to understand the extent to which EPPs had identified strategies that address program quality, and examine the type of evidence EPPs described as informing their selection of the strategies. Using guidance provided by the EAC, the Education Northwest team analyzed data provided in the 2020 Equity Plans to assess whether strategies were:

- Evidence based: "aligned to research-based practices for removing barriers for candidates of color program success." This can include local evidence of effectiveness collected by the EPP or research-based evidence from literature.

- Standards based: "evidence-based and targeted to address specific EPP standards-driven problems of practice."

- Culturally sustaining learning experiences: "prioritize and demonstrate high-quality learning experiences that cultivate culturally sustaining practices." These learning experiences can be in clinical or university settings.

- Responsive to district or local needs: "integrate and align to instructional priorities of local districts in reducing or eliminating disproportionality, disparity, and predictability (DDP) in student outcomes."

In their analysis, Education Northwest counted fifty ongoing activities described in 2020 Equity Plans, of which 42% (n = 21) did not provide enough evidence to meet any criteria described above. This means that for 42% of current activities, EPP equity plans do not describe why they selected the activity in the form of any supporting evidence, standards the activity was predicated on, a description of culturally sustaining learning experiences, or how the activity responded to local or district context to alleviate or eliminate disparities in diverse student outcomes. This does not mean these criteria were not part of EPP discussions, logic, and evidence. It means the discussion, logic, and evidence for these activities was not delineated in EPP equity plans.

This finding helps the HECC, EAC, as well as TSPC to assess the effectiveness of implementation for each EPP Equity Plan over the last six years, and establishes a baseline of evidence for state education agencies to provide better guidance and support to the legislatively required plans in order to improve diverse candidate retention, and ultimately employment.

Please see the 2022-2024 Equity Plans in Appendix G: 2022-2024 Public University Educator Preparation Program Equity Plans (Appendix G: 2022-2024 Public University Educator Preparation Program Equity Plans)

Figure 20. Program Completion in Public and Private Teacher Preparation Programs, 2018-2021
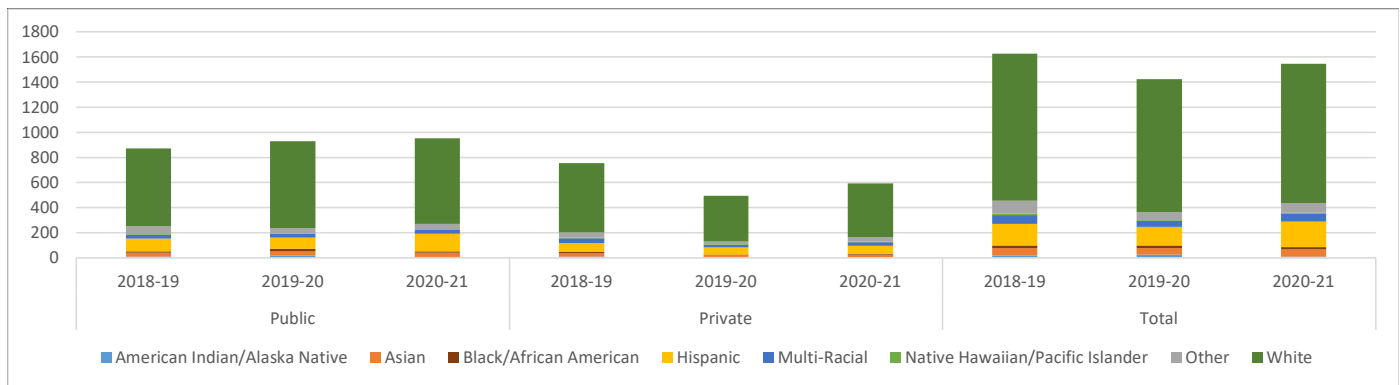
Source. Oregon Teacher Standards and Practice Commission/WESTAT

Large differences in the rate of enrollment and program completion may mean many teacher candidates are leaving their programs prior to graduation or are taking longer to complete their programs than expected. Since 2018, the difference between the number of candidates enrolling and completing is growing larger over time (Figure 21), due to both increasing enrollment and decreasing numbers of candidates completing programs each year. In 2018, this difference was only 545 students across all programs in the state. In 2021, though almost twice as many students enrolled, the number of candidates completing their program that year dropped, leading to a difference of 2,492 students.

Figure 21. Oregon Teacher Preparation Program Enrollment and Completion Trends, 2018-2021
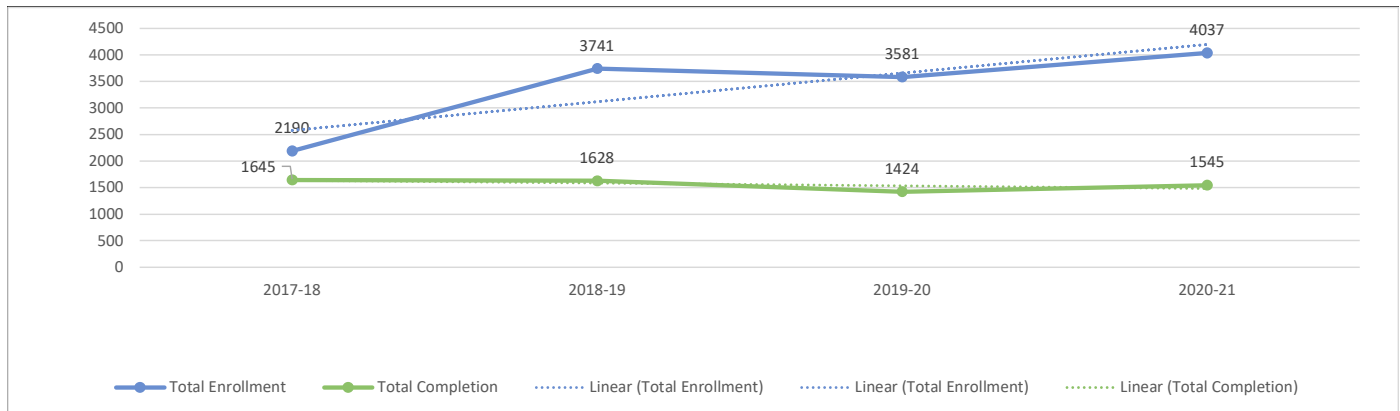
Source. Oregon Teacher Standards and Practices Commission/WESTAT

Figure 22. Comparing Teacher Enrollment and Program Completion Rates, 2018-2021
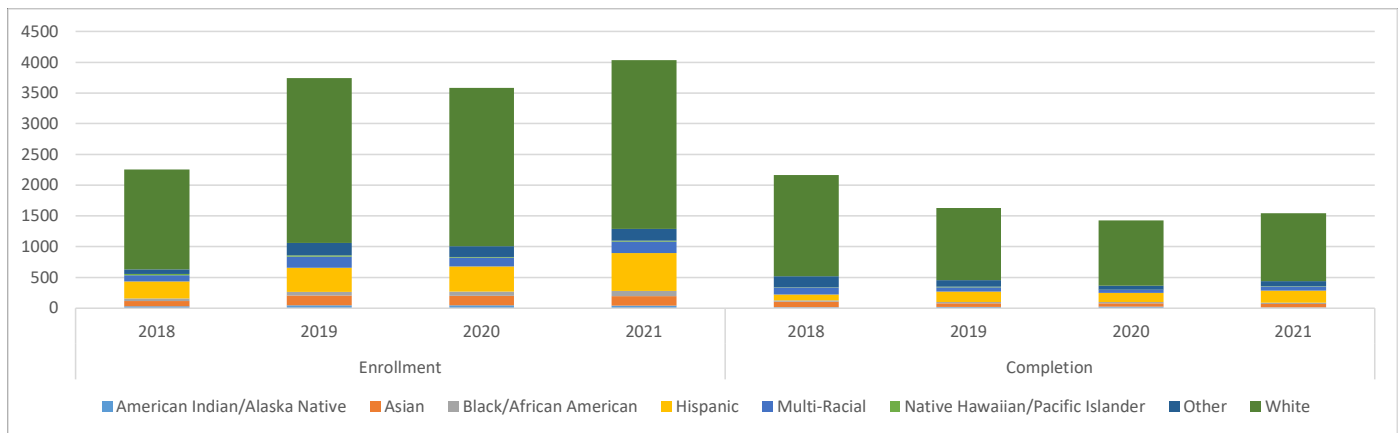
Source. Oregon Teacher Standards and Practices Commission/WESTAT

The decline in the number of candidates completing programs is a contributing factor to the workforce demands schools and districts currently face, though it is unclear from this dataset what accounts for this dramatic difference. Notably, this decline predates the onset of the pandemic, which is consistent with national trends in completion of teacher preparation programs. It may be a delayed effect because some programs are undergraduate and take four or five years to complete, while other programs are post-baccalaureate or graduate-level and take one to two years to complete. It may be that recruitment efforts to enroll more students were not followed up with retention efforts to help students persist to program completion, or that a growing number of students are taking longer to complete programs due to financial or other concerns. It may be that students find the programs lack the quality and relevance they expected to prepare them to enter an increasingly challenging profession. It may be the effects of school and university closures during the pandemic, the public controversy surrounding teaching and schools, or other factors related to these programs. This is an area for future investigation as more data is needed to better understand the factors affecting non-completion of candidates in educator preparation programs across the state.

Administrator Preparation

This section includes findings about educators pursuing initial licensure as a principal or district-level administrator by enrolling in a licensure program. Principals and administrators are referred to by two separate categories in this report, although in schools, the term administrator is often used to refer to both building leaders and district-level leaders. In the 2020-21 academic year, Oregon had six approved administrator preparation programs: four at private universities and two at public universities, with programs providing pathways to either principal or professional administrator licenses. The overall trend is that enrollment in educational leadership preparation programs has increased substantially since 2018, and enrollment among racially and ethnically diverse groups has also increased faster than the average since 2018, reaching 27% of total enrollment in 2021 as compared to 20% in 2020. The increase among diverse groups is primarily driven by enrollment of Hispanic principal candidates. In addition, the number of Asian, Black/African American, and Other/Not Specified administrator candidates also increased.

Table 5. Principal and Administrator Enrollment by Race and/or Ethnicity

	PRINCIPALS		ADMINISTRATORS	
	2019-20	2020-21	2019-20	2020-21
Hispanic/Latino	41	88	26	28
American Indian/Alaskan Native	0	2	1	3
Asian	5	16	5	2
Black/African American	5	15	6	7
Native Hawaiian/ Pacific Islander	1	4	1	0
White	463	651	500	314
Multi-Racial	18	20	5	5
Other/Not Specified	55	70	66	106
Total	588	866	610	465

Source. Oregon Teacher Standards and Practices Commission/WESTAT

Looking at differences between principal and administrator enrollment, a large decrease was seen in the number of White educators enrolled in administration preparation from 2019 to 2021, which stands in contrast to principal enrollment, which was very robust (Table 5).

White educators made up about 75% of principal enrollment in 2021. When looking at enrollment in principal preparation among racially and ethnically diverse educators, increases were seen in each group. The increase in Hispanic educators enrolled in preparation programs was more than double the number in 2019-20, and more than five times the number than enrolled in 2017. Growth was seen in every racial and/or ethnic category aside from American Indian/ Alaska Native, which has remained steady since 2017 (Figure 23).

Figure 23. Ethnically and Racially Diverse Principal Enrollment in Public and Private Preparation Programs, 2017-2021
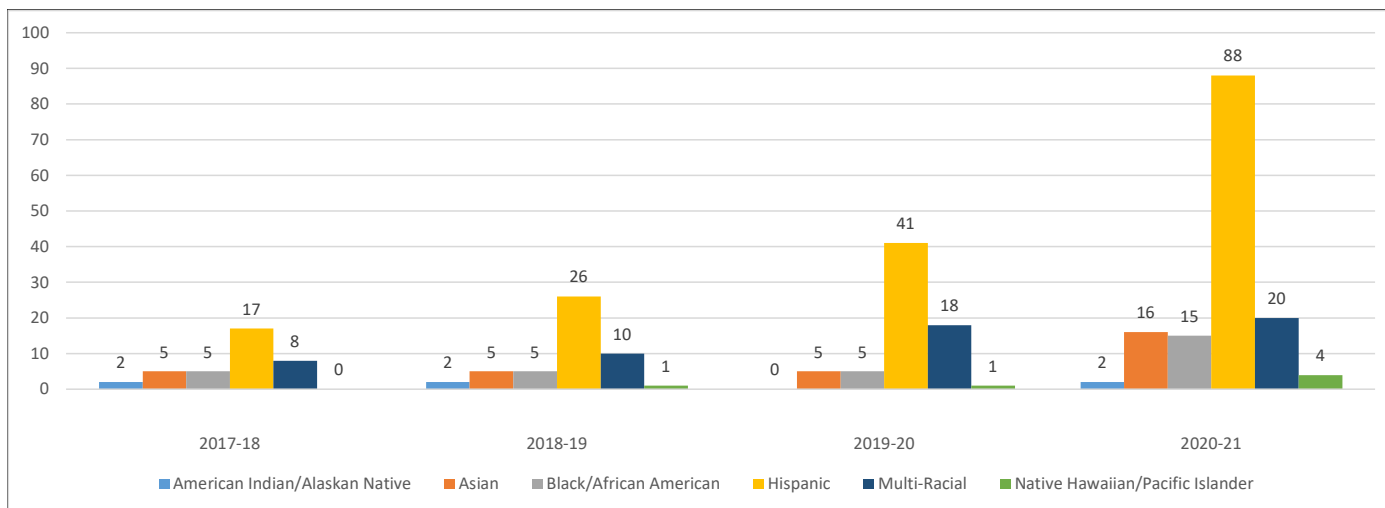
Source. Oregon Teacher Standards and Practices Commission/WESTAT

*Note.* White and Other/Not Specified racial and/or ethnic groups were not included in this chart in order to reveal greater detail in subgroups.

TRENDS IN GENDER DIVERSITY IN EDUCATION LEADERSHIP

Figure 24. Principal and Administrator Enrollment in Preparation Programs, by Gender, 2019-2021
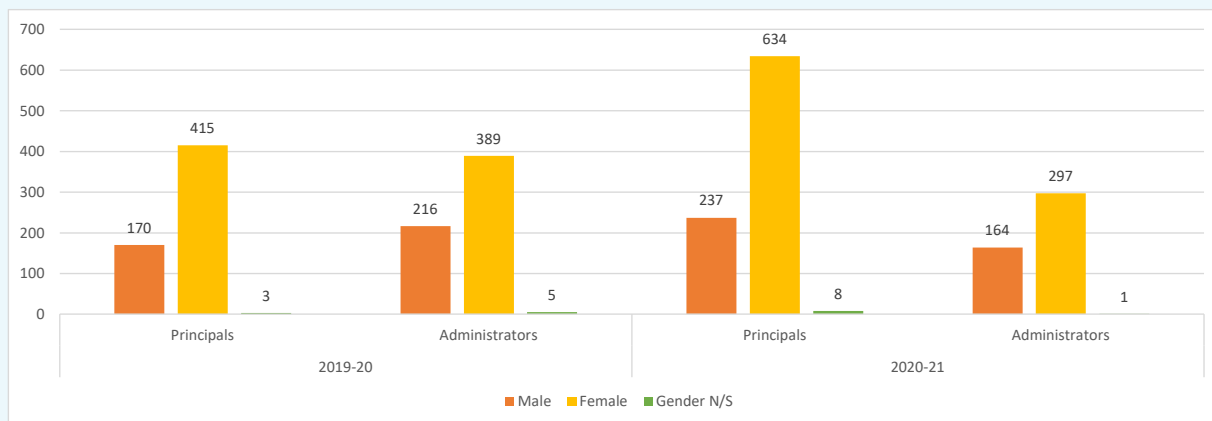
Historically, a majority of teaching positions have been filled by women, while a majority of school leadership positions, including superintendents, principals, and district administrators, have been filled by men. For example, a recent report highlighted that in 2021 75% of school superintendents in Oregon were male, and that women, particularly women of color, experience many barriers to pursuing and persisting as a superintendent in Oregon. Yet, in 2020-21, an increasing number of women pursued a pathway in school leadership (Figure 24). In particular, there was a large increase in the number of women enrolling in principal preparation programs, with 219 more women enrolled in these programs in 2020-21 than in the previous year. A small number of individuals chose not to specify gender, and while no conclusions can be drawn from the current information, the number of people selecting this option increased slightly from 2019 to 2021.

Source. Oregon Teacher Standards and Practices Commission/WESTAT

Enrolling in a principal or administrator program is a career milestone, but completing a preparation program requires a serious commitment of time and money for candidates who are also working educators. While program enrollment rates have been rising among principals and administrators, the number of educators completing their principal or administrator licensure program was still less than half of the number of enrollees in both 2019-20 and 2020-21 (Figure 25). This pattern holds steady even when looking back at data from the 2017-18 and 2018-19 school years.

Completion rates for racially and ethnically diverse principal candidates as compared to enrollment rates were actually stronger than the average for some groups (Figure 26). In 2019, seven Black/African American educators completed their principal licensure programs, while five enrolled in that same year, opposite of the overall trend. For Multi-Racial educators, 16 completed their program in 2019-20 and 18 enrolled that same year.

When looking at where diversity is strongest, more diverse principal candidates were completing their programs at private universities than at public universities, although there was growth in the number of enrollees at public universities from 2019-20 to 2020-21.

Figure 25. Comparing Enrollment and Completion Rates of Principal and Administrator Candidates in Initial Licensure Programs, 2019-21
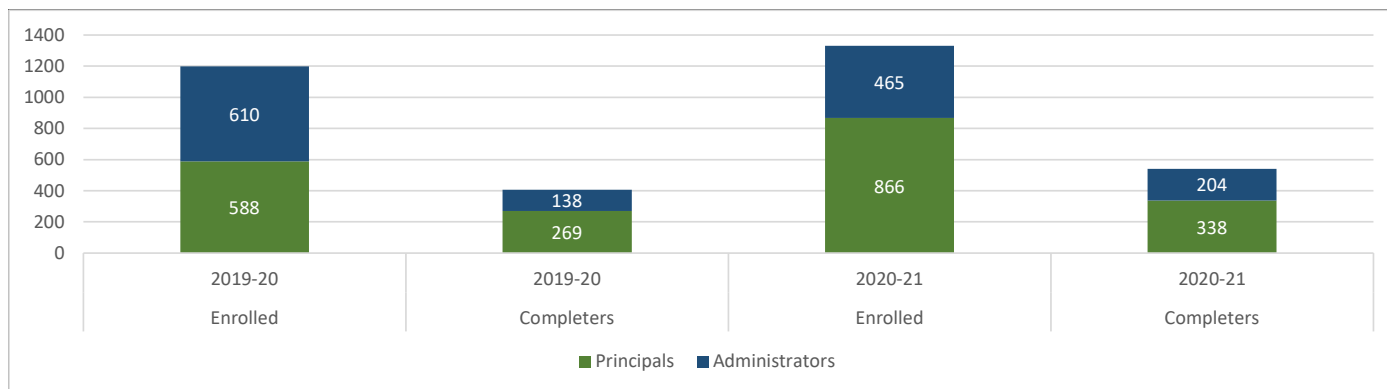
Source. Oregon Teacher Standards and Practices Commission/WESTAT

Figure 26. Completion Rate of Principals in Public and Private Licensure Programs, 2019-2021
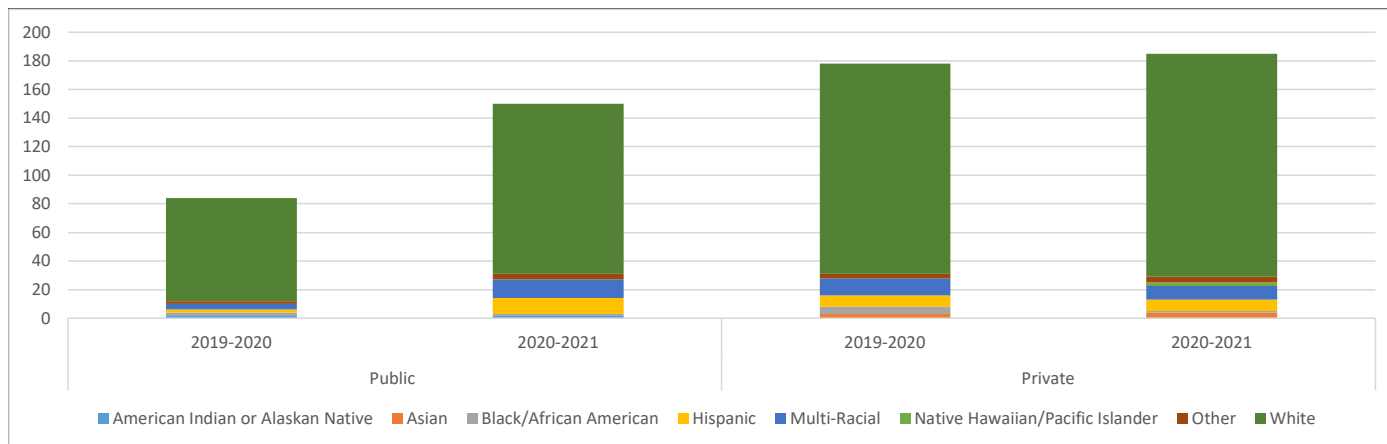
Source. Oregon Teacher Standards and Practices Commission/WESTAT

Many factors likely contribute to the gap between enrollment and completion for school leaders, yet study on how to address these issues has been limited. While pursuing an administrator or principal's license, educators may struggle to balance classwork and practical experience hours with professional duties, family, and other commitments. A full-time teacher may find it impossible to squeeze in required practicum hours without significant support from their school leaders. Teachers may have to take on a different role, i.e. a dean of students or teacher on special assignment (TOSA) position in order to be able to complete some of their practicum hours in the course of their regular duties. Licensure programs for principals and administrators also have varying lengths, and candidates do not always move through programs at a steady pace - some may "hit pause" on their licensure program if they deem it necessary. In addition, the cost of a program can present a barrier to many teachers. However, more principals complete their preparation programs at private than at public universities in Oregon, perhaps weighing the cost, location, and quality of programming.

Licensure and Employment of Diverse Educator Candidates

The Oregon Teacher Standards and Practices Commission (TSPC) gathers data on the number of teaching licenses issued each year. Because data is gathered through the eLicensing platform, TSPC cautions that there may be some discrepancies resulting in less than completely accurate reporting. For example, changes in policy due to the COVID-19 pandemic, including suspension of the Civil Rights Examination, may skew the numbers, because where a Reciprocal License would have been issued in the past, the applicant may have received a Preliminary License. However with the temporary changes, TSPC reports the number of applicants receiving a Preliminary teacher license instead of a Reciprocal License decreased from 4,119 in 2019-20 to 3,786 in 2020-21.

Racially and ethnically diverse teachers were approximately 22% of the teachers receiving a Preliminary license during both years (Table 6). Multi-Racial teachers made up a larger percentage of this group than in other stage of a teacher's career pathway, accounting for over 7% of the total teachers receiving a Preliminary license in 2021 (Figure 27).

Table 6. Preliminary Teaching Licenses Issued in 2019-20 and 2020-21

Race and/or Ethnicity	2019-2020		2020-2021	
	Percent	Number	Percent	Number
Asian	3.0%	124	3.3%	124
Black/African American	1.0%	41	0.8%	29
Hispanic	5.7%	236	5.5%	207
Multi-Racial	7.9%	325	7.2%	274
American Indian/Alaska Native	0.5%	19	0.6%	21
Not Specified	2.3%	95	2.6%	98
Other	1.7%	72	1.8%	68
Native Hawaiian/Pacific Islander	0.2%	9	0.3%	12
White	77.6%	3,198	78.0%	2,953
Total		4,119		3,786

Source. Oregon Teacher Standards and Practices Commission

Figure 27. Preliminary Teaching Licenses Issued to Racially and Ethnically Diverse Teachers, 2019-20 and 2020-21
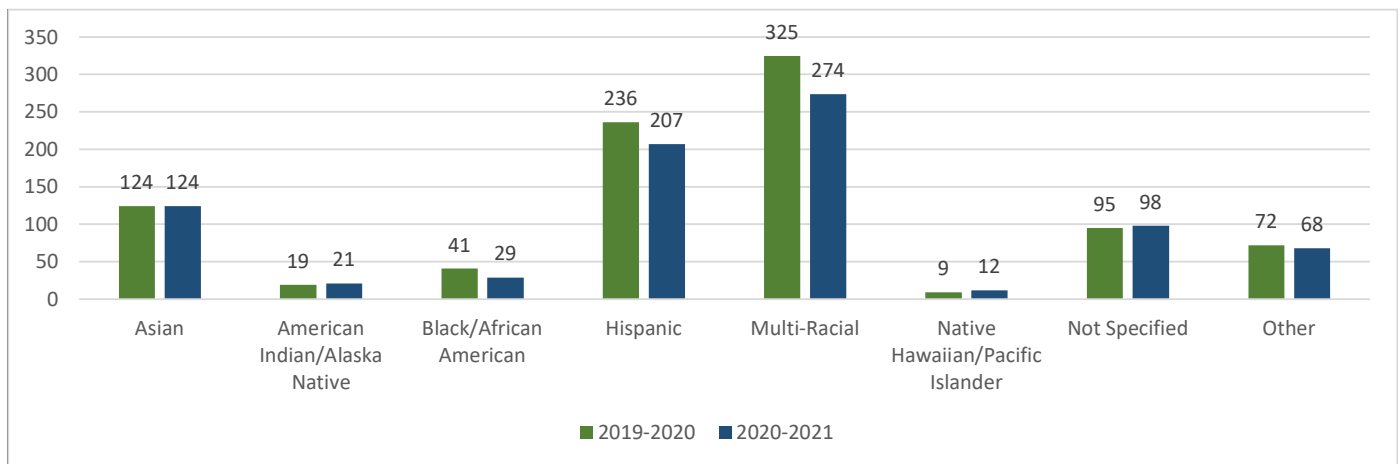
Source. Oregon Teacher Standards and Practices Commission

The TSPC issues a Reciprocal Teaching License to individuals with out-of-state teaching licenses to temporarily teach in an Oregon public school for one year while they pursue an Oregon Preliminary or Professional Teaching License. Candidates must:

- Hold a valid and active non-provisional teaching license from another state;

- Have never held and Oregon educator license, charter school registration or completed an Oregon Educator preparation program;

- Hold a bachelor's degree or higher (regionally accredited or foreign equivalent);

- Have completed an approved out-of-state teacher preparation program (official verification of completion is required); and

- Pass a criminal background clearance, including fingerprinting, if necessary.

Reciprocal licenses were issued to 686 teachers who completed an educator preparation program in other states in 2019-20 (Table 7). In 2020-21, 1,031 of these licenses were issued, an increase of 345, with 21.7% of those going to racially and ethnically diverse teachers, a similar proportion to those who completed teacher preparation in-state and received Preliminary licenses.

Table 7. Reciprocal Teaching Licenses Issued in 2019-20 and 2020-21

	2019-2020		2020-2021	
Race and/or Ethnicity	Percent	Number	Percent	Number
Asian	2.6%	18	3.1%	32
Black/African American	1.0%	7	0.8%	8
Hispanic	5.1%	35	4.1%	42
Multi-Racial	7.3%	50	7.7%	79
American Indian/ Alaska Native	0.6%	4	0.6%	6
Not Specified	5.4%	37	3.6%	37
Other	1.3%	9	1.6%	17
Native Hawaiian/Pacific Islander	0.3%	2	0.3%	3
White	76.4%	524	78.3%	807
Total		686		1,031

Source. Oregon Teacher Standards and Practices Commission

The TSPC also issues several provisional licenses for regular and substitute PK-12 teaching assignments; these licenses require district sponsorship. The Restricted Teaching License has the most rigorous requirements of the provisional license options and is valid for one school year. Candidates seeking this license must provide evidence that they have completed substantial preparation or work experience in the subject area for which they are requesting licensure. In addition, this license is eligible for up to two renewals when the candidate can demonstrate evidence of admission and enrollment into a Commission-approved educator preparation program for the first renewal and completion of at least 50 percent of the preparation program before the second renewal. Congruent with the Preliminary Teaching License requirements, the Restricted Teaching License and the Restricted Substitute License require a bachelor's degree and evidence of meeting requirements for content knowledge in U.S. and Oregon civil rights and professional ethics. Educators with a Restricted Substitute License do not need to complete preparation requirements to be eligible for initial or renewed licensure; however, the Commission limits the number of days these teachers can work on any single, consecutive assignment, making this license more restrictive for placement within

districts. The Emergency Teaching License allows more flexibility for placement within the district as long as the district can demonstrate that urgent circumstances exist that merit the issuance of this license. For example, the district has a need that will extend beyond ten days and cannot find a more suitable educator for the position. By design, the Emergency Teaching License is for short-term licensure only. It may not continue once the emergency has been remedied. In some cases, but not all, these emergency licensed educators do not intend to enter a preparation program or become a teacher.

Table 8 shows the TSPC issued more Restricted Substitute Teaching Licenses than the other two provisional licenses, indicating a need to fill short-term vacancies or absences. In addition, the number of Restricted Teaching Licenses increased during these periods, showing that there were an increasing number of educators working in the field while balancing the requirements of educator preparation programming and other personal and professional responsibilities.

Table 8. Emergency and Restricted Teaching and Substitute Licenses Issued in 2019-20 and 2020-21

Race and/or Ethnicity	2019-20			2020-21		
	Emergency Teaching	Restricted Substitute Teaching	Restricted Teaching	Emergency Teaching	Restricted Substitute Teaching	Restricted Teaching
Asian	5	24	5	4	15	7
Black/African American	2	7	8	0	8	14
Hispanic	20	27	70	25	26	98
Multi-Racial	9	72	27	17	54	48
American Indian/ Alaska Native	2	9	2	1	5	4
Not Specified	1	31	10	5	26	4
Other	6	22	8	8	12	5
Native Hawaiian/Pacific Islander	0	5	1	0	0	0
White	98	879	324	118	557	352
Total	143	1076	455	179	703	532

Source. Oregon Teacher Standards and Practice Commission

Note. Different data sources in this report use different labels for race and ethnicity. Labels have been modified to match Federal definitions for consistency.

SECTION 5: EDUCATOR CAREER AND PROFESSIONAL GROWTH OPPORTUNITIES

There is growing national and local recognition that efforts to diversify the educator workforce will continue to stagnate if educators do not have supportive, collaborative, and flexible working conditions in which they can meet the needs of every student. Retention, meaning educators stay in their jobs or advance in their careers, is paramount to building the capacity of the educator workforce and to ensuring that students and educators experience high quality, well-supported, and culturally responsive teaching and learning environments. However, Oregon's schools and districts struggle to provide the kind of environments in which educators, in particular diverse educators, can thrive.

2022 KEY FINDINGS

- *Between 2019 and 2022, on average, 17% of teacher positions became vacant each year, an indicator of teacher turnover or attrition from their positions.*

- *Black/African American teachers and Native Hawaiian/Pacific Islander teachers have the highest levels of attrition, while White and Asian educators have the lowest, mirroring trends in high school non-completion rates.*

- *In 2021, 61% of first-year teachers did not return to their position the following year.*

- *Oregon lacks a comprehensive framework to measure workforce conditions impacting educator retention.*

Black teachers leave the field at higher rates than teachers in other racial and/or ethnic groups, which has continued to be a current trend during the pandemic.[30]

Educator Retention in Oregon

Decades of research on educator job satisfaction and working conditions suggest there are many factors which affect educators' decisions to stay in their jobs, or in the field as a whole, but many of these conditions are not currently measured or tracked statewide in Oregon. Attrition, or the number of educators not returning to their positions for the following year, is an indicator of the quality of working conditions, though it alone cannot explain why educators leave the profession.

In Oregon, statewide data is only available on attrition rates for teachers, which is frequently measured over a three year span to better account for changes that occur only in one year, such as new school openings. In 2022, the statewide average for three-year attrition was 17%, meaning on average, over three years, 17% of teacher positions were vacated and needed to be filled.[31] This is consistent with the national average, but data on average attrition across the state in prior years was not available at the time of this report, so it is not clear if attrition has increased statewide amidst the pandemic. There is significant anecdotal and experiential evidence from school district leaders and educators themselves suggesting that this rate has increased, particularly in the last two years (See OEA report).

Looking across racial and/or ethnic categories, Black/African American teachers and Native Hawaiian/Pacific Islander teachers have the highest levels of attrition while White and Asian educators have the lowest (Figure 28). This mirrors trends in the student population where Black/African American and Native Hawaiian/Pacific Islander students, along with American Indian/ Alaska Native students, have the highest high school non-completion rates. This suggests that similar factors documented in research that affect non-completion rates, such as school culture, climate, and sense of belonging, may also impact teachers. Interestingly, the pattern of predictability did not hold for American Indian/ Alaska Native teachers, suggesting that a mitigating factor may be helping keep these teachers in the profession.

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30   Barmore, P. (2021, May). *Black teachers ground down by racial fatigue in a year like no other.* The Hechinger Report. https://hechingerreport.org/black-teachers-ground-down-by-racial-battle-fatigue-after-a-year-like-no-other/

31   There are significant limitations to consider when understanding attrition rates provided in this report. This percentage is based on the number of teachers returning and the number of teachers not returning to their positions for the following school year. It does not differentiate between teachers who switch to a different position within the same school, district, or elsewhere, and teachers who leave the profession all together.

Figure 28. 3-Year Average Attrition Rate, Teachers by Demographic Groups, 2019-2022

Group	Rate
American Indian/Alaska Native	17%
American Indian/Alaska Native, female	18%
American Indian/Alaska Native, male	15%
Asian	16%
Asian, female	19%
Asian, male	11%
Average	17%
Black/African American	20%
Black/African American, female	17%
Black/African American, male	24%
Ethnically Diverse non-binary	29%
Female	18%
Hispanic	17%
Hispanic, female	18%
Hispanic, male	16%
Male	16%
Multi-Racial	17%
Multi-Racial, female	18%
Multi-Racial, male	16%
Native Hawaiian/Pacific Islander	20%
Native Hawaiian/Pacific Islander, female	22%
Native Hawaiian/Pacific Islander, male	19%
Non-binary	23%
White	16%
White, female	17%
White, male	16%

Source. Oregon Department of Education Staff Position Report. Note. Non-binary educators, while present in this analysis, were not reported separately because the small number of these educators fell within data suppression guidelines.

Digging further into the data, the three year rate of attrition for Black male teachers was 24% in the period of 2019-22. When comparing this rate to other male teachers and breaking down those three years, it is clear that although the rate of Hispanic, Asian, and White teachers also rose, the rate of Black male teachers leaving the profession significantly increased in 2021-22 as compared to other male teachers (Figure 29).

Figure 29. Comparison of Attrition Rates for Male Teachers, 2019-2022
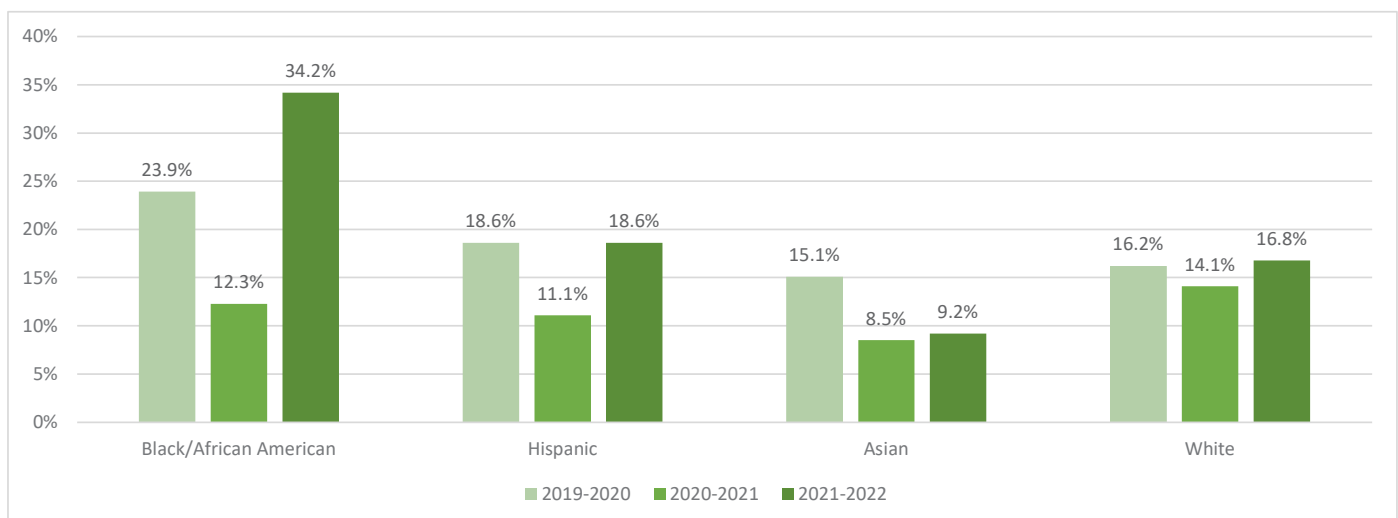
Source. Oregon Department of Education Staff Position Report

Attrition for First Year Teachers

In 2021, 61% of first-year teachers did not return to their positions for the following year, a significantly higher proportion than educators with more years of experience (Figure 30). This is also a higher rate than in the previous three school years (Figure 31).

Figure 30. First year Teacher Attrition 2021-2022
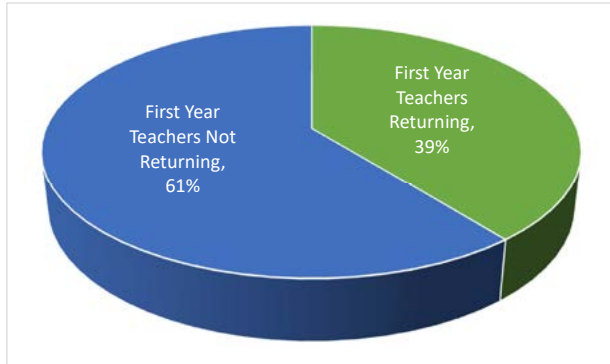
Source. Oregon Department of Education 2021 Staff Position Report

WHY TEACHERS LEAVE

Although there are many reasons why educators leave the field, three consistent factors include where they are placed to teach, preparation prior to teaching, and the types of support teachers are provided. Redding and Nguyen conducted a longitudinal study to better understand new teacher attrition compared to experienced teacher attrition over a decade of data.[32] While it is often reported that new teachers leave the field at higher rates than experienced teachers, this study confirmed this has been a consistent trend since 2000. Researchers also found new teachers leaving the field reported feeling less prepared to enter the classroom as well as receiving less supportive communication from their administrators and less likely to be assigned to a mentor. While efforts to diversify the educator workforce have slightly increased the number of diverse educators entering the field, retaining them continues to be a persistent challenge.

Figure 31. First Year Teacher Attrition, 2019-2022
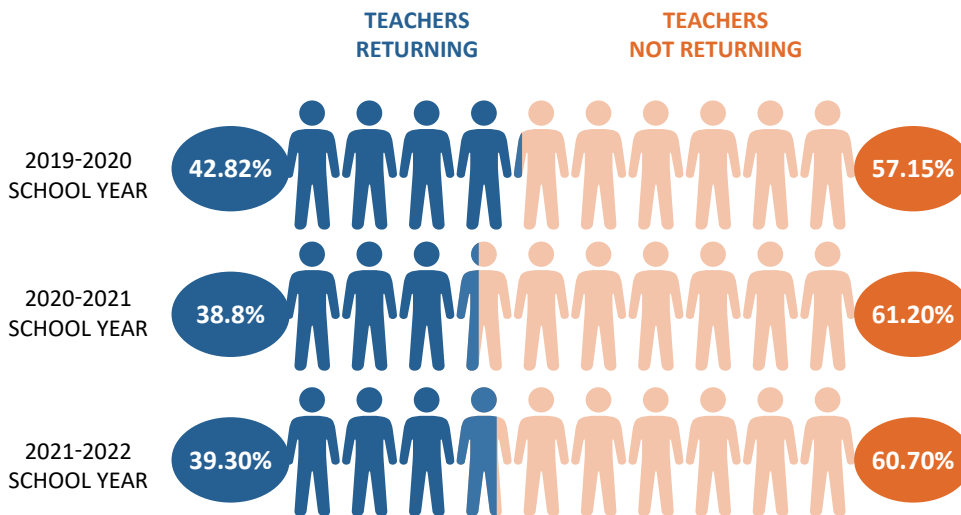
Source. Oregon Department of Education 2021 Staff Position Report

Among ethnically diverse first year teachers, attrition in 2021-22 was highest among American Indian/ Alaska Native teachers, with almost 83% not returning to their position the following year, followed closely by Black/African American and Asian teachers (Figure 32). The lowest rate of attrition was seen among Hispanic and Multi-Racial first year teachers, with over 50% remaining in their current positions.

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32   Redding C, Nguyen TD. (2020) Recent Trends in the Characteristics of New Teachers, the Schools in Which They Teach, and Their Turnover Rates. *Teachers College Record*. 2020;122(7):1-36. doi:10.1177/016146812012200711

Figure 32. First Year Teacher Attrition in 2021-2022 by Race and Ethnicity
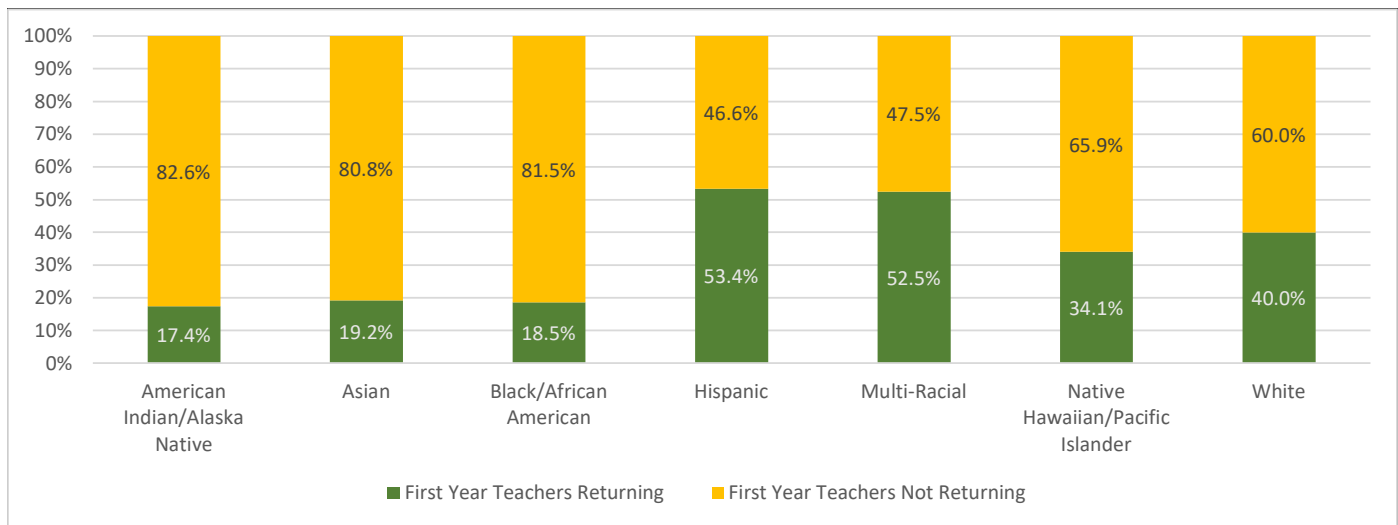
Source. Oregon Department of Education 2021 Staff Position Report

Evidence Based Indicators to Assess Workforce Conditions

To better understand attrition rates and trends across the state, other indicators can be measured to assess the working conditions and experiences of diverse educators. In prior years, the Educator Equity Report has summarized much of the research on best practices and provided examples of programs or initiatives that are showing some signs of early success. However, the state lacks a comprehensive method to monitor, measure, and scale best practices for educator retention and career advancement.

In 2019, the Educator Equity Report drew attention to the Council of Chief State School Officers (CCSSO) call to action, called A Vision and Guidance for a Diverse and Learner-Ready Teacher Workforce. This guidance calls on state education agencies to implement a comprehensive approach, using multifaceted and reinforcing strategies to create the conditions in which educators and students can thrive. It also describes what students and educators would experience in a diverse and learner-ready workforce. These "look-fors" are indicators of success (pages 43-44).

Since the 2019 report, the EAC as a partnership between the state's education agencies, local education agencies, post-secondary institutions, and Tribal and non-profit partners provides an opportunity for the state to enact the comprehensive approach described in the CCSSO guidance. Prior efforts, as described in previous Reports, have been disjointed and siloed. While much of the data presented in this report suggests that recruitment efforts are showing some positive results, these efforts alone will not address the root causes of educator dissatisfaction and attrition, which are caused by poor working conditions. The state must create a framework and success indicators for measuring the extent to which efforts to improve workforce diversity are addressing root causes of attrition. Although data on these conditions is limited in Oregon, there is evidence that these efforts are beginning to reach educators in regions throughout the state. In particular, recent strategies have focused on providing access to high quality, professional learning opportunities and support for career advancement.

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WHAT SUCCESS LOOKS LIKE: THE STUDENT EXPERIENCE

If we had a diverse and learner-ready teacher workforce, each student would experience teaching and learning in classrooms led by teachers from diverse ethnic, racial, and cultural backgrounds. White students would have opportunities to learn from teachers of color and students of color would have opportunities to learn from teachers who reflect their ethno-racial identity throughout their PK12 schooling experiences.

If we had a diverse and learner-ready teacher workforce, students would experience;

- Access to highly trained and qualified teachers who hold them to high expectations, support their self-esteem, challenge them in ways that motivate and inspire them to learn independently and seek new knowledge, and believe in their success.
- Teaching and learning as an opportunity to become their best selves as learners, teachers of others, and informed citizens and consumers.
- Meaningful access to grade-level content, advanced courses and programs, and curriculum and materials that reflect cultures and histories of all different kinds of people and helps them build a stronger sense of belonging to both their school and wider community.
- Open-ended discussions, facilitated by multiple points of views and unique experiences.
- Feeling seen, heard, valued, safe, respected, cared for, and accepted regardless of their race, gender, ethnicity, socio-economic status, mental/physical ability.
- Teachers, principals, and other educational professionals that reflect different cultures, histories, and identities and who model cultural awareness and inclusion.
- Teachers who support their social and emotional learning
- Learning opportunities that connect their experiences and backgrounds to content in ways that value their cultures and create safe spaces for them to engage in healthy dialogue about diversity.
- Opportunities to participate in extracurricular programs, including school clubs, student council, band/music, sports, and more as equal members of the whole school community.
- Restorative disciplinary practices that give them opportunities to work with teachers and school leaders to learn from mistakes and develop social and emotional skills.

Source. A Vision and Guidance for a Diverse and Learner-Ready Teacher Workforce

WHAT SUCCESS LOOKS LIKE: THE TEACHER EXPERIENCE

If we had a diverse and learner-ready teacher workforce, each teacher would enter the profession having demonstrated the knowledge, skills, and dispositions necessary to practice and deliver culturally responsive instruction to each student. Teachers would be empowered to improve outcomes for all students, regardless of their background. Throughout the course of their teaching career, each teacher would have access to meaningful professional learning opportunities to develop and grow their culturally responsive practice. Teachers would be teaching and learning in schools where their colleagues (teachers, principals, and professional staff) come from ethnically, culturally, and racially diverse backgrounds and reflect the diversity of students in their school, district, and state. With a more diverse, equitable, and supportive environment, and with greater access to tools necessary to be successful, more teachers would be retained in the profession and continue to develop their careers.

If we had a diverse and learner-ready teacher workforce, teachers would experience;

- A diverse educator workforce (teachers, school, and district leaders) that include peers who share similar background and life experiences.
- A diverse group of teachers within each school working as members of a team, sharing their knowledge and skills, and contributing to the ongoing development of an inclusive school culture that is responsive to each student.
- An inclusive school culture where each teacher feels included, supported, and valued regardless of race and ethnicity.
- Ownership and agency in identifying, developing, using, and sharing curricula and pedagogy that resonates with their perspectives, background, and vision for educating students.
- A community of professionals who work together to plan instructional programs that promote continuity and support equitable learning experiences for all students.
- An environment where teachers observe one another in the classroom, engage in pedagogical discussions, and collaborate to improve their teaching methods and explore new instructional strategies, particularly with an aim of strengthening culturally responsive practices.
- A safe work environment where their diverse perspectives, skill sets, and passions are welcomed.
- Equitable working conditions where teachers are not expected to do more or less just because of their race or ethnicity.
- A career that offers a professional salary comparable to that of other professions requiring a college degree or similar, complex skill set.
- Greater opportunities to advance and grow through a rewarding career in education.
- A system that provides them with the tools to be effective and drive outcomes for a diverse group of students, including students from different races and ethnicities.
- A drive to address implicit bias in the classroom and recognize the potential in every student.
- A variety of meaningful professional learning opportunities, specifically those that:

  - Encourage and support exploration of their own biases and how they surface in their teaching practice;
  - Develop their skills and capacity for choosing and using culturally responsive curriculum and material; and
  - Grow their skills and practice for supporting their students' social and emotional learning.

Source. A Vision and Guidance for a Diverse and Learner-Ready Teacher Workforce

Current Needs for High-Quality Professional Learning and Support for Career Advancement

Decades of research suggest that two of the primary factors impacting educator retention is access to high-quality professional learning and opportunities for career advancement. Beyond professional development opportunities, there is extensive research demonstrating teacher leadership training has a positive effect on retention, especially for teachers with five or more years of experience[33], including diverse teachers.[34] Research also has found positive correlations between teacher leadership and students' academic achievement, specifically in improvements to instruction and curriculum.[35] Amidst ongoing impacts of the pandemic, there is growing recognition that strategies for retention must address root causes contributing to staff shortages, particularly in high needs areas that have been difficult to fill even prior to the pandemic. The pandemic has also elevated the need for more support for new and current educators, substitutes, paraprofessionals, and instructional assistants, who want access to high-quality professional learning that allows them to adapt to changing conditions in order to better serve Oregon's students.

The EAC, representing leaders from across the state's education system and educators across the career continuum, is collaborating with partners to align, coordinate, and integrate educator preparation and professional learning efforts to ensure that educators experience a seamless system of support throughout their careers, and to ensure that students experience high-quality and culturally responsive learning. In 2022, the EAC will begin to develop high quality, customized professional learning structures and supports that not only produce accelerated results for students, but also scale those promising practices across the regions and state. The EAC is also working to develop a measurement and reporting system through which it can continuously assess needs as well as coordinate the distribution of resources. Such an approach must articulate evidence-based measures for adult learning, impact on professional practice, and cost effectiveness in developing culturally proficient practices for pre-service and in-service educators, from which the EAC will build an effective fiscal model for allocating resources to meet diverse regional needs. While no such model exists completely, the EAC is drawing on education, systems change, and adult learning research to design such a system and will work with experts from across the relevant disciplines to develop and test tools for measuring and reporting on:

- Capacity building efforts across initiatives and by region;

- Growth and impact of equity competencies (by local context) to eliminate disparity, disproportionality, and predictability in adult and student outcomes, as well as;

- Successful practices that lead to acceleration of outcomes for the development of culturally competent educators in every classroom.

Suspending Professional Development Requirements for Educators

During the 2022 Legislative session, legislators recognized the heavy burden that the Covid-19 pandemic caused to Oregon's K-12 schools. House Bill (HB) 4030, which addressed educator recruitment and retention, gave the Oregon Teacher Standards and Practices Commission (TSPC) authority to suspend the verification of Professional Development Units (PDUs) required for educators to renew or reinstate most licenses. The intent of this provision[36] was not for educators to discontinue seeking out and applying Professional Development to their work. As a temporary measure, the suspension is intended to reduce a barrier caused by Covid-19 and the extreme educator shortages across the state. The Commission, the public and Oregon's students demand high standards for licensed educator's professional learning, whether the learning activity results in the completion of PDUs for purposes of license renewal. Furthermore, TSPC recognizes the importance continued education has on educational systems and the direct work happening with students. This suspension is effective from January 1, 2022 through December 31, 2023.

In addition to suspending PDU requirements to renew or reinstate most licenses, TSPC determined that the creation of an Emergency Substitute License might provide some relief in schools requiring the services of a licensed substitute. This new license type was filed as a temporary rule with the Oregon Secretary of State on September 28, 2021 and will expire on March 29, 2022.

33   Shuls, J. V., Flores, J. M. (2020). Improving Teacher Retention through Support and Development. *Journal of Educational Leadership and Policy Studies*, 4(1). https://files.eric.ed.gov/fulltext/EJ1282763.pdf

34   Wenner, J. A. and Campbell, T. (2017). The Theoretical and Empirical Basis of Teacher Leadership: A Review of the Literature. *Review of Educational Research*, 87(1), pp.134-171. https://doi.org/10.3102%2F0034654316653478

35   Shen, J., Wu, H., Reeves, P., Zheng, Y., Ryan, L., and Anderson, D. (2020). The association between teacher leadership and student achievement: A meta-analysis. *Educational Research Review*, 31. doi.org/10.1016/j.edurev.2020.100357

36   Emergency Provisions for TSPC, HB 4030, 2022.

MEYER MEMORIAL TRUST SUPPORTING DIVERSE EDUCATORS

In addition to local, regional and state efforts to address retention and provide opportunities to better understand what diverse educators are experiencing in their work environments, Meyer Memorial Trust hosted the Oregon Collective Summit in February 2022 where over 125 educators and pre-service teachers from around the state attended virtually. Since 2018, this annual conference has invited educators across the state to participate, even holding the event virtually during the pandemic. The 2022 Summit featured 24 speakers and several breakout sessions, participants engaged in conversations from elevating student voice and leadership, to teaching climate change in the context of Indigenous history. Educators also shared personal experiences affecting them in their current work conditions, such as lack of mentors or pathways as the only teacher of color in schools, exhaustion from "code switching" in multiple spaces during the school day, and isolation from other educators who share similar or familiar cultural and/or linguistic backgrounds. Such experiences highlight the importance of retention efforts and refining strategies that best retain and support educators.

A growing focus of the state's education agencies is to ensure aspiring educators have accessible and affordable pathways into educator careers, as well as provide high-quality training and ongoing support that prepares them to meet the diverse needs of Oregon's student population. Over the past five years, Oregon has committed to a variety of statewide policies and funding initiatives to support these efforts, and has increased its financial commitment to encourage racially, ethnically, and linguistically diverse educators to enter into and succeed in the workforce. Since the publication of the 2020 Educator Equity Report, work had just begun on many of the objectives and strategies outlined in the state's plan, and many of these initiatives are still in the early stages of implementation as a result of pandemic-related delays and challenges. While all of these state investments are in planning and development phases, they provide promising opportunities to not only develop a more diverse workforce, but to eliminate persistent disparities in educational outcomes for Oregon's underserved students.

With the passage of the 2019 Student Success Act, the Legislature provided the Oregon Department of Education and the EAC with over $30 million each biennium to establish and develop programs which support the recruitment, training, and retention of educators, as well as improve the diversity of the educator workforce. The Legislature also provided funds in 2021 through HB 2166 to the Oregon Teacher Standards and Practices Commission (TSPC). The agencies are funding the following state initiatives focused on improving access to and preparation for educator careers.

Oregon Teacher and Administrator Scholars Programs

Based on recommendations from the Oregon Educator Equity Advisory Group, the Legislature created the Oregon Teacher Scholars Program (OTSP) in 2017 in order to reduce financial barriers for racially, ethnically, and linguistically diverse educator candidates pursuing an education degree at an in-state educator preparation program (ORS 348.295). In 2020, the EAC more than doubled the state's investment in the program with resources from the 2019 Student Success Act. In partnership with TSPC, funding was also directed towards establishing a similar scholarship program for aspiring diverse administrator candidates, now called the Oregon Administrator Scholars Program (OASP). Scholarship recipients in both of the programs can receive up to $10,000 each academic year, for up to two academic years. To date, OTSP has awarded over 450 scholarships to aspiring diverse teachers, and OASP has awarded scholarships to 228 diverse educators pursuing an administrative license. Recipients of the OASP award are employed in 50 different school districts and educational service districts across the state. More information about the Oregon Teachers and Administrators Scholars Programs is available on the EAC website (https://eac.ode.state.or.us/).

> "I believe it is crucial for students to see themselves represented in their educational and professional spheres and know that they can be anything they choose, as long as they are willing to work hard for it. These funds are crucial in my ability to pursue my MS in Education and focus primarily on my studies. Thank you so much for helping me to achieve my goal in becoming a high school Biology teacher."
>
> *- Oregon Teacher Scholar, 2021-22*

SUPPORT FOR DIVERSE TEACHER AND ADMINISTRATOR CANDADIDATES

Scholarships are specifically made available to candidates during their student teaching period, as it often has hidden costs above university tuition and fees, such as the need for additional childcare or transportation, professional development, and teaching resources. OTSP assists students both on traditional pathways to licensure as well as those who are working in other positions in schools, such as educational assistants, to become teachers. Scholars also receive employment and networking opportunities, as well as professional development resources as they enter into their teaching career.

Based on an OEEAG recommendation in 2018, the Oregon Administrator Scholars Program was designed to scale similar and successful practices of the OTSP, embedding networking opportunities for scholars, as well as providing additional mentoring and support when applying to administrator positions. In its second year, OASP hosted its first summit, Leading for Change, which had over 80 attendees. OASP also partnered with the Oregon Association of Latino Administrators (OALA), resulting in 20 scholars participating in the OALA Protégé Cohort. Next year, in partnership with the Coalition of School Administrators, OASP will have 13 scholars enrolled in the Aspiring Superintendents program.

> *"This scholarship came at a time when I was at a career crossroads. I thought I may not be able to pursue career advancement or educational pursuits."*
>
> *- Oregon Administrator Scholar, 2021-22*

REFINING THE STRATEGY

Now entering its sixth year, OTSP has undergone several changes since 2017 in response to participant needs and to align with other educator workforce initiatives:

- The program expanded its availability so that scholars can benefit from a full two-year award
- Eligibility criteria was clarified from linguistically diverse to heritage speakers of a language other than English; this expanded the scholarship to students whose home language was not English but who were not fully bilingual.
- In response to rising tuition costs, the award increased from $5,000 a year to $10,000 per year starting the 2020-21 academic year.
- The minimum credit requirement was changed to part-time enrollment, as universities define this differently.
- A second fall award window and a spring award window were instituted to fully release funds when the maximum number of qualifying applicants has not been reached. For the first time since 2018, the total number of applications equaled the available awards in 2022.
- To provide more opportunities for scholars to receive funding during the start of a summer educator preparation program, students can now apply before the March 1st Office of Student Access and Completion deadline even if they are not yet admitted to a program.

Figure 33. Race, Ethnicity, and Linguistic Diversity of Oregon Teacher Scholars, 2018-2022
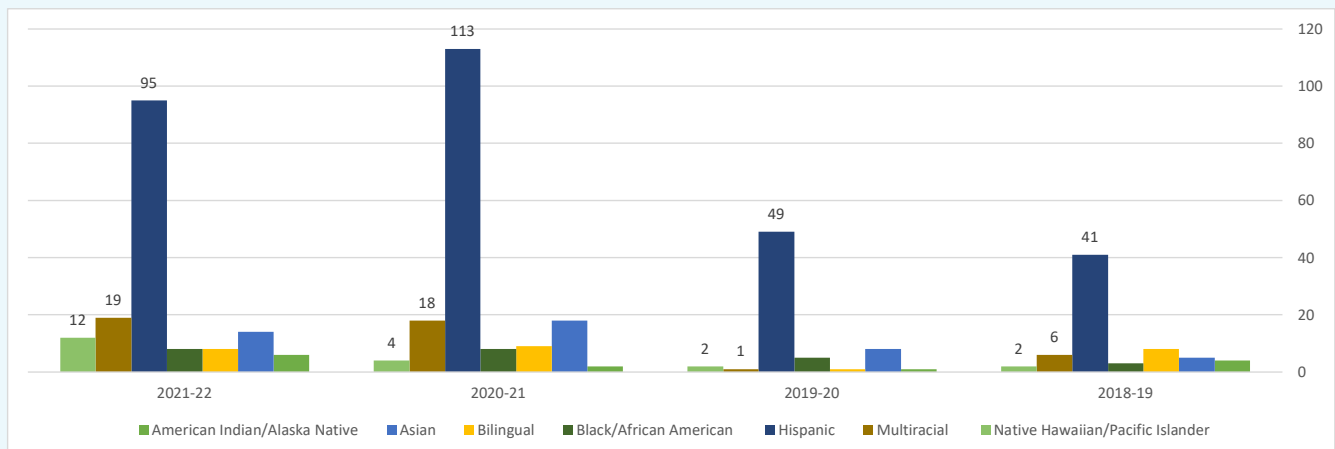
Source. The Higher Education Coordinating Commission.

Figure 34. Oregon Administrator Scholar Demographics, 2021-2022
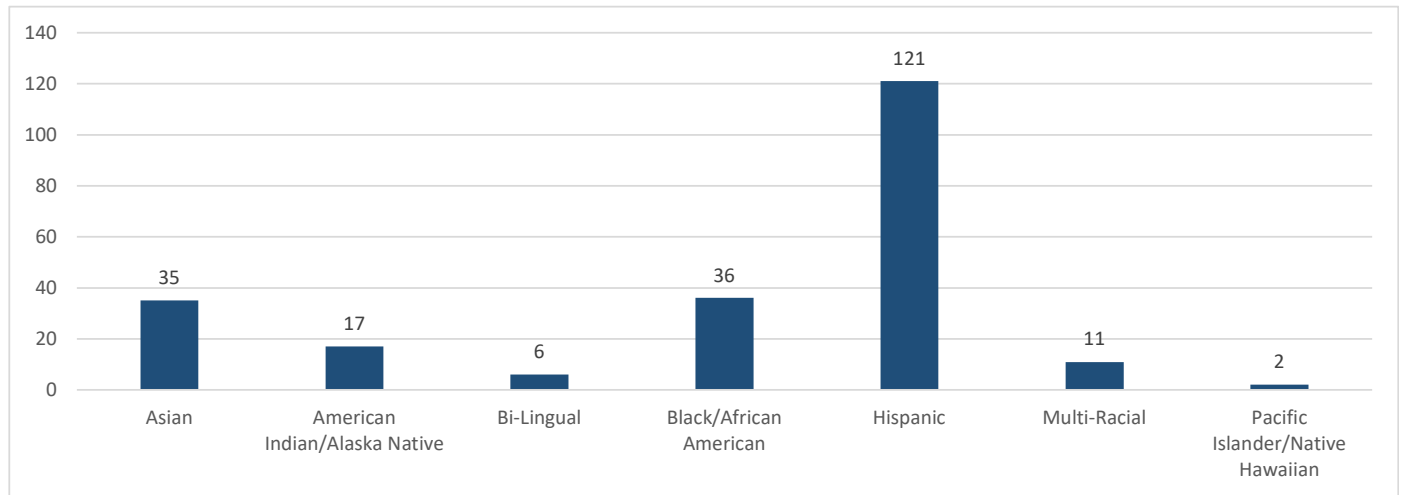
Source. Oregon Teacher Practices and Standards Commission

LOOKING FORWARD

Since OTSP was created five years ago, the landscape of resources and supports has shifted as a result of increased state investment and collaboration across education preparation programs, state agencies, school districts, and partners. As a result, OTSP and OASP program staff are working to build stronger partnerships between districts and postsecondary institutions working to recruit and prepare educators, particularly in communities serving the most racially and linguistically diverse students, as well as designing and implementing a comprehensive program for career and scholarship support across the educator career continuum. Staff are also exploring options to expand scholarships for candidates pursuing school personnel licensure, and opportunities for better integration of program service delivery in the overall vision, mission, and goals for diversification of the state's educator workforce. There is also a significant need for the programs to gather data regarding the scholars' job search, job placement, and career advancement as they move into teaching and administrative positions, which will allow for better understanding of the barriers faced by diverse candidates.

"I am the first in my family to attend college. My plans are to finish out the year and move back to my hometown to become a third grade teacher in the same school district that gave me my love and passion for education."

- Oregon Teacher Scholar, 2021-22

"It seems like yesterday when I started the administration program. Today is my last class and this challenge was achieved thanks to people like you who help others fulfill their dreams. I also want to inform you that I applied for a position in my district. Your name will be in my next story of how this immigrant managed to overcome all obstacles."

- Oregon Administrator Scholar, 2021-22

REDUCING BARRIERS TO LICENSURE

In partnership with EAC, and with funding provided by the 2019 Student Success Act, TSPC provides financial assistance to racially, ethnically, and linguistically diverse educators for expenses related to the cost of becoming licensed. Since February 2021, TSPC has reimbursed over 1,200 educators through the Diversity Reimbursement program, totaling more than $270,000 by the end of the 2021-22 fiscal year. For more information about this program, please visit the TSPC website.

Multiple Measures/Assessments

In 2019, TSPC presented its first draft of the Oregon Multiple Measures (MMs) Assessment Options, which provide a framework for competency-based assessment of teacher candidate content knowledge expertise and performance readiness. Results on pass/fail rates for racially, ethnically, and linguistically diverse teachers have been the focus of much research. Rather than using a single data point to determine readiness, the use of multiple indicators and sources of evidence to determine teacher readiness, is a method for addressing disparities in pass rates. Appendix H: First Attempt Pass Rates for Years 2018-2021 (Racially and/or Ethnically Identified Group) shows the first attempt pass rates for racially and ethnically diverse teaching candidates in Oregon seeking elementary and/or social science endorsements for program years beginning 2018 and ending 2021. Between 36%-46% of these candidates did not pass the first attempt of these subject area tests in the specified years (see Appendix H: First Attempt Pass Rates for Years 2018-2021 (Racially and/or Ethnically Identified Group)).

For the past two years, the number of preliminary teaching candidates who utilized MMs to demonstrate either content knowledge or performance readiness has increased from 76 in 2019-20 to 136 in 2020-21. More than 60% of candidates evaluated using MMs were seeking an Elementary Endorsement (see Appendix I: Multiple Measures Evaluated Candidates by Endorsement Area and Year). As of June 2022, the Commission approved the first set of modifications to create better alignment to the 2021 Oregon Social Science standards, the integration of Ethnic Studies requirements for specific endorsements holders, and options for those seeking dual-language specializations. Given these changes and additional emerging options, TSPC anticipates an increase in teacher candidates opting to use MMs over the next several years.

Standards for Nontraditional Educator Preparation

Across the country, nontraditional pathways to educator licensure are becoming increasingly common as higher education costs climb and workforce shortages continue. Though defined differently across the literature and field, nontraditional educator preparation programs can be inclusive of "any program that deviates in any respect from the "traditional" model of university-based graduate teacher prep: the program may be offered by a non-profit or for-profit rather than a university. Or it may be offered by a university as a non-degree program operating side-by-side with the university's traditional degree-granting program."[37] In Oregon, all public and private educator preparation programs offer traditional models.

In 2021, the Oregon Legislature provided resources to TSPC to develop standards for nontraditional preparation pathways to licensure in an effort to increase access to educator careers for those of culturally, linguistically, and socioeconomically diverse backgrounds. TSPC began this work in 2021, with the development of new, nontraditional licensure frameworks that maintain rigorous preparation standards towards broadening the potential pool of qualified applicants beyond that provided by traditional career pathways. TSPC, in partnership with the EAC, will support interested entities in the development of new pathway programs aligned to nontraditional frameworks, evaluate and ensure accountability of programs to framework rules and TSPC standards, and report to legislators and partners on framework performance.

Public Educator Preparation Programs' Equity Plans

Since 2016, Oregon's public educator preparation programs have prepared institutional plans for improving the enrollment and graduation of racially, ethnically, and linguistically diverse educator candidates, in accordance with ORS 342.447. The plans are submitted each biennium for approval to the Higher Education Coordinating Commission (HECC), and in June 2022, the HECC approved 2022-2024 Educator Equity Plans (Appendix G: 2022-2024 Public University Educator Preparation Program Equity Plans) for each of these public educator preparation programs: Eastern Oregon University, Portland State University, Oregon State University, Southern Oregon University, University of Oregon, and Western Oregon University.

In 2020, the EAC provided resources from the Student Success Act to support the implementation of the strategies described in the university plans; these funds were the first to be provided to the programs to support their plans. Programs used the funds to implement activities intended to support the recruitment and retention of diverse candidates, such as hiring staff (in student services, advising, recruitment, and graduate assistant roles), providing direct financial support to diverse candidates, funding student affinity or advisory groups, and providing opportunities for professional development to faculty and staff.

In 2022, in addition to continued funding, the HECC and the EAC are supporting the launch of a Community of Practice (COP) for leadership teams from the six public educator preparation programs in order to further develop institutional capacity to address structural and institutional conditions that produce systemic inequities, as well as plan and implement future Educator Equity Plans. HECC and the EAC selected a team at Education Northwest to facilitate the COP and conduct an evaluation to understand how educator preparation programs build their culture of evidence around strategies, practices, and policies supporting recruitment, preparation, and retention of diverse educator candidates. The evaluation will document changes in institutional capacity and structure that support a growing pool of racially, ethnically, and linguistically diverse candidates and ultimately, educators in the field.

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37   National Council on Teacher Quality. (n.d.). What makes teacher prep "traditional" or "non-traditional"? National Council on Teacher Quality. https://www.nctq.org/ dmsView/NCTQ_-_What_Makes_Teacher_Prep_Tradi- tional_or_Non_Traditional

The HECC and the EAC, as well as the Oregon Teacher Standards and Practices Commission (TSPC) have also begun meeting regularly to improve alignment and integration of this project across the agencies, and to inform TSPC's program standards work. These conversations have illuminated a need for the Equity Plans, their approval process, and the associated funding to align to educator preparation program standards so as to reduce duplicative reporting and reinforce program efforts to meet state and national standards for equity and cultural competency. This work has resulted in an increased focus on identifying program quality improvements that address root causes of diverse educator attrition from programs and educator careers.

Grow Your Own Partnerships

There is a growing, national research base that suggests that "Grow-Your-Own" (GYO) educator partnerships present opportunities to address educator shortages, recruitment and retention issues, and educator diversity by engaging in a variety of strategies that aim to develop educators in their local communities. GYO partnerships most often exist between school districts and post-secondary institutions for the purpose of creating accessible and affordable pathways into educator careers, particularly for individuals who already serve and are connected to a particular district or region. GYO participants are often community members, volunteers, or employees of school districts who are looking to begin or advance in their career, either through pursuing further education or obtaining an educator or administrator license. GYOs also provide an opportunity for education system partners to align and integrate culturally responsive educator preparation and support across the stages of an educator's career.

Figure 35. Grow Your Own Programs in Oregon

Source. Educator Advancement Council

In early 2021, the EAC began funding 27 GYO partnerships with resources provided by the Student Success Act towards the following objectives:

- Promote interest in the educator profession, coordinate culturally responsive educator preparation, development, and advancement efforts, as well as share data needed to achieve a diverse, high-quality pool of professionals;

- Build affordable, regional career pathways into education, including access for adult students, to achieve a workforce that is culturally responsive and reflective of P-12 student demographics; and

Support novice educators through induction and mentorship programs focused on culturally responsive curricula, instruction practices, and learning environments that support every student to be successful.

The 27 GYO programs are funded through grants to 10 education service districts, seven school districts, five community colleges, and five universities across the state. Grantees have more than 150 partners, including tribal governments, culturally-specific community organizations, and rural communities. Twelve of the GYO programs served adult candidates only. Twelve programs served both high schoolers and adults. Three programs served populations including college students. Among the 21 programs that included this information to varying degrees of specificity in their reports, about 771 candidates were served.

The majority of candidates served were adults, including classified school district employees, paraeducators, and community members (with a reported 408 served). The next most served population was high school students (with a reported 203 served). A less served population included recent high school graduates and college students (with a reported 7 served).

> Grow your own (GYO) programs are designed to recruit, prepare, and place community members to become teachers through partnerships between educator preparation programs, school districts or local educational agencies, and community-based organizations.
>
> - Conra D. Gist[38]

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38   Gist, C., Bristol, T. J., & Easton-Brooks, D. (2021, October). The positive effect of Teachers of Color and Indigenous teachers. *Educational Impact*. http://nepc.colorado.edu/publica- tion/grow your own

The most common solutions and activities GYO programs implemented were:

- Scholarships/financial assistance to candidates for tuition, books, technology, etc.

- Mentorship and coaching for candidates

- Marketing and outreach to expose potential candidates to teaching and recruit them to programs

- Relationship-building with program partners and advisors

- Workshops and institutes to provide exposure to and information on teaching

- Curriculum development

- Professional learning for teacher candidates and/or supporting teachers and staff

Programs reported that the most represented demographic among racially, ethnically, or linguistically diverse candidates served was Latinx, followed by Black/African American, Bira-cial and/or Multi-Racial, Asian/Pacific Islanders and American Indian/ Indigenous/ First Peoples/ Alaska Native candidates. Programs also reported that a large number of the bilingual and multilingual candidates spoke Spanish; other languages spoken included American Sign Language, Arabic, Chinese, Kurdish, Somali, Tamil, and Telugu.

ENCOURAGING HIGH SCHOOL STUDENTS TO BECOME TEACHERS

Since 2014, the Oregon Teacher Program in Eastern Oregon has provided opportunities for high school students to be dual enrolled in education courses at Eastern Oregon University (EOU). One of the foundational events that students participate in is the annual Research Symposium. The Spring Symposium provides an opportunity for high school students to complete research projects on topics of interest in education and present findings to their school and community, as well as present at EOU during the Symposium along with undergraduate education majors. This year 39 students from five partner high schools, Hermiston, Milton Freewater, Ontario, Pendleton, and Umatilla, presented their research projects.

Source. Photo courtsey of Tawnya Lubbes.

Table 9. 2020-22 Grow Your Own Programs Receiving State Funding

GRANTEE	PROGRAM NAME
Blue Mountain Community College	BMCC GYO Pathway and BMCC 2-Teach Institute
Chemeketa Community College	Chemeketa Grow Your Own Teacher Pathway Partnership
Clackamas Community College	Clackamas Diverse Educator Program at CCC
Clackamas Education Service District	Clackamas Diverse Educator Program (CDEP)
Columbia Gorge Community College	GYO CGCC-OSU Hood River Partner Pathway
David Douglas School District	DDSD GYO Program
Douglas Education Service District	Teach Umpqua
Eastern Oregon University	The Oregon Teacher Pathway Program
Greater Albany Public Schools	Teacher Development Scholarship Program (TDSP)
High Desert Education Service District	Central Oregon Consortium
Jefferson County School District	Jefferson County School District 509J Grow Your Own Program
Klamath Community College	Developing Future Teachers of the Klamath Region
Lane Education Service District	Lane County Equity Consortium
Lincoln County School District	5 Rural Teacher Pathway Project
Multnomah Education Service District	Multnomah Diverse Educators Pathway
NW Regional Education Service District	Diverse Educator Pathways Program
Oregon State University	Clinically-based Elementary Education MAT GYO Pathway for Diverse Teacher Candidates
Portland Community College	Teacher Connect
Portland Public Schools	Portland Regional Educator Learning Hub
Portland State University	Bilingual Teacher Preparation
South Coast Education Service District	South Coast Educator Pathway Program
Southern Oregon Education Service District	Southern Oregon Grow Your Own program
Three Rivers School District	TRSD Grow Your Own Scholarship
University of Oregon	The Sapsik'ʷałá Program's Grow Your Own Future Teachers Project
Wallowa Education Service District	Teach Rural Oregon
Western Oregon University	Project SEED (Sustaining Educator Excellence through Diversity)
Willamette Education Service District	Promoting Aspiring Teachers in the Willamette Valley

Source. Educator Advancement Council

Educator Support, Advancement and Workforce Conditions

The state has made several recent investments in efforts to improve teaching and learning conditions that impact diverse educator employment, retention, and advancement. There is growing awareness that educators must be provided with ongoing support and development to ensure they are successful and able to not only stay in their jobs, but to advance in their careers. In 2017, the Legislature allocated more than $40 million each biennium to the EAC to support efforts to improve teaching and learning conditions, and in 2021 approved the use of resources for launching a new Tribal Nations Educator Collaborative.

In 2022, amidst the crisis-level educator workforce shortages, the Legislature provided a short-term infusion of funds through HB 4030 to support school districts, education service districts, and education staff recruitment and retention efforts across the state. The Oregon Department of Education and the EAC partnered to provide guidance to districts on how to leverage short-term funding to address root causes of workforce shortages, using an equity lens and with engagement of staff most impacted. While these efforts are just beginning, the state intends to continue to provide support and learn alongside districts over the next year to inform future investments in this area.

Coordinating a Regional Approach to Improving Teaching and Learning Conditions

In recognition of the diversity of Oregon's communities and students, Senate Bill 182 directs the EAC to coordinate a regional approach to improving teaching and learning conditions across the state. In 2019, the EAC established ten Regional Educator Networks (RENs), each guided by a coordinating body representative of the region (Figure 36). RENs promote an equitable and sustainable model for educator support, leveraging resources through partnership between public education agencies, institutions and non-profit partners with flexibility for local contexts and priorities. Through statute, RENs are directed to:

- Enhance a culture of leadership and collaborative responsibility that elevates and advances the teaching profession among professionals employed by early learning services, schools serving students in kindergarten through grade 12, education service districts, educator preparation providers, nonprofit organizations, professional associations and community-based organizations.

- Enhance access for educators to high-quality professional learning that supports culturally responsive practices; is guided by the needs of educators served by the educator network; maximizes collaborative leadership among teachers and administrators; and reflects professional learning standards.

- Strengthen and enhance existing evidence-based practices that improve student achievement and that reflect changing students' needs and demographics.

- Improve the recruitment, preparation, induction and support of educators at each stage of the educators' careers.

- Enhance leadership and career advancement opportunities for teachers and increase the perspectives of teachers in identifying priorities for funding educator professional learning and educator supports.

Figure 36. The Regional Educator Networks
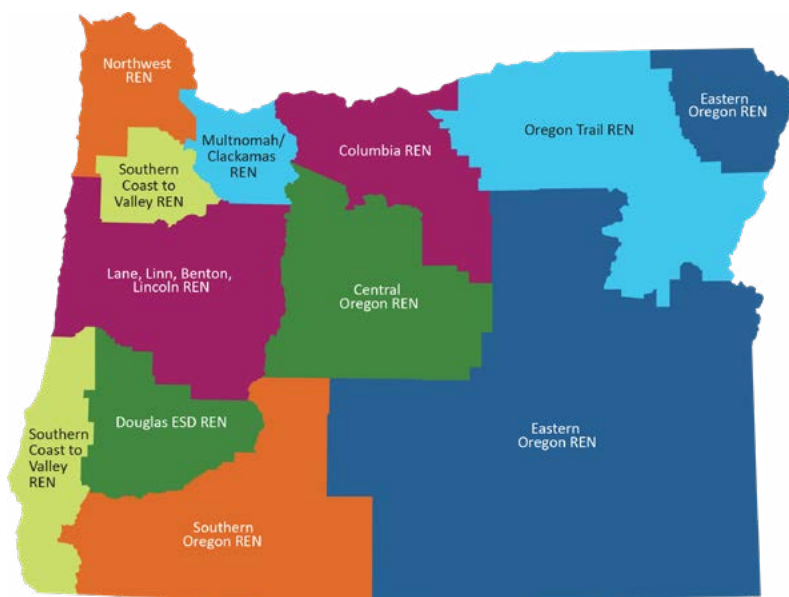
Region A – Northwest Regional ESD REN (NWREN)

Region B – Clackamas ESD and Multnomah ESD; Educator Advancement Partnership (MCREN)

Region C – Lane ESD and Linn Benton Lincoln, ESD REN (WREN)

Region D – Willamette ESD and South Coast ESD REN (SC2V REN)

Region E – Douglas ESD REN (DREN)

Region F – Southern Oregon REN (SOREN)

Region G – Eastern Oregon REN (EREN)

Region H – High Desert ESD (COREN)

Region I – Columbia REN (CREN)

Region J – Oregon Trail REN (OTREN)

Source. Educator Advancement Council

Figure 37. REN Improvement AIMs for 2020-23

Source. Image provided by Ten02 Consulting.

Each REN established a Coordinating Body, which included at least 51 percent practicing educators. The Coordinating Body is responsible for advising on resource allocation and providing multiple perspectives to inform identified problems of practice. There are over 250 people who served as Coordinating Body members across the ten RENs. Each coordinating body drives the work forward by identifying regional needs based on educator input, then developing theories of change and AIM statements (Figure 37). These AIM statements are measurable goals that the RENs work towards and are required to develop a two-year plan to guide their work.

- Updates to the REN AIM, driver diagram, and/or measures
- Review, approval, or creation of change ideas
- Budget review or approval

Elevating the voices of educators of color. RENs have increasingly created structures and mechanisms to center the voices of educators of color in their region, including intentional recruitment of educators of color to design teams, coordinating bodies, and leadership opportunities. Listening sessions, empathy interviews, equity protocols, and intentional conversations were also described as strategies for centering the voices of educators of color.

Future Directions

Since their inception the RENs have grown in human capital from 10 REN Coordinators to a collective staff of 54. Positions ranging from improvement coaches to data specialists, to equity coaches have enabled every region to start the process of implementing, reflecting, and revising their original driver diagrams and better achieve their AIMs. Innovation that centers local context alongside communities, students, and families in order to reimagine culturally sustaining school systems that can grow, diversify, and improve outcomes for students takes time.

Moving forward, critical foundational knowledge and skills need to continue to be developed to successfully enact a systemic approach to continuously assess the needs of PK-12 educators through the infrastructure of the Regional Educator Networks. Continued, ongoing, and embedded support is needed for building the collective capacity of REN, ESD, and district staff members engaged in this work.

It is essential to create a robust data measurement system to assist educators in the examination of this work. With such a system, RENs will be able to uncover what is working, where, why, and for whom, and clearly identify what work can be replicated or modified to help other school systems with similar goals. By scaling up, RENs will have an even greater positive impact on school communities across the state with the spread of effective, collaborative learning processes, and change ideas.

SECTION 7: SUMMARY AND RECOMMENDATIONS

In 2021, the Educators Equity Act was amended through SB232 to further refine the reporting requirements on progress made towards the state's goal for educator workforce diversity in the Educator Equity Report. Presented in this year's report are:

- A summary of the most recent racial, ethnic, and linguistic diversity data collected on the educator workforce, including: candidates enrolled in and completing public approved educator preparation programs; candidates receiving Oregon teaching or administrative licenses; newly employed and educators already employed in the public schools.

- A summary of the public universities' educator preparation programs plans for recruitment, admission, retention and graduation of diverse educators.

- A review of best practices in Oregon and other states for recruiting, hiring and retaining diverse educators; additional data is needed to provide a more thorough understanding of how Oregon's practices and strategies are impacting these areas.

In addition to these requirements, the new changes in statute **include a review of the state's educator diversity goal**, including:

- determination of the need for additional related state goals;

- progress made by the state toward meeting the goal;

- and any other additional related state goals;

- recommendations;

- and a long-term plan for meeting the goal and any other additional related state goals.

In 1991, Oregon passed the Minority Teacher Act which established the state's educator diversity goal (ORS.342.437), the percentage of diverse educators employed by a school district or an education service district reflects the percentage of diverse students in the public schools of this state or the district. Not until 2013 or 2015 did the state pass legislation to track the progress of the state's goal in the Educator Equity Report (ORS 342.448) as well as require public universities to create equity plans with goals, strategies, and deadlines to recruit, hire, and retain diverse educators (See Appendix A).

Since 2015, Educator Equity Reports have proposed 56 recommendations made by the Oregon Educator Equity Advisory Group to improve efforts to recruit, train, and hire diverse educators. Many of these recommendations advocated for policies, funding, and changing practices to remove barriers to becoming a teacher. Other recommendations identified barriers impacting diverse educators within hiring practices as well as long term retention issues and the lack of access to professional advancement opportunities. Despite these recommendations, the findings presented in this report show that the state continues to make only incremental progress. To better understand how the current state strategies are functioning, this report will apply a systems change framework to assess the progress of the state's educator equity goal and the subsequent strategies that are currently in operation in its recommendations to the Legislature.

Systems Change Framework

Systems change uses an interdisciplinary approach to understand how different parts of the system relate to each other, how they work and evolve over time, and identify what outcomes they produce. Systems change seeks to understand and solve complex problems by understanding these problems require sustained and long term commitments.

This report applies an analysis to the 2022 recommendations based on The Water of Systems Change by John Kania, Mark Kramer, and Peter Senge that identifies six conditions organized across three levels of change that are interdependent: *Structural Change, Relational Change*, and *Transformative Change* (see Figure 38). While each of the six conditions can be independently defined, measured, and targeted for change, they also interact with one another and can be mutually reinforcing or counteracting. Shifts in system conditions are more likely to be sustained when working at all three levels of change. According to Senge, "systems thinking is a discipline for seeing wholes. It is a framework for seeing interrelationships rather than things, for seeing patterns of change rather than static snapshots."[39]

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39   Senge, P. M. (2006). *The fifth discipline: The art and practice of the learning organization*. Broadway Business.

Figure 38. The Water of Systems Change Framework
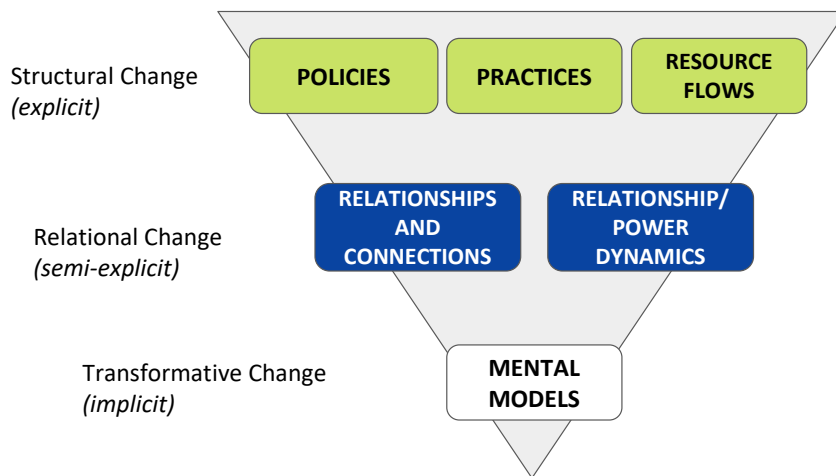
Source. FSG, The Water for Systems Change

Structural Change identifies three conditions - policies, practices, and resource flows - which are the most visible changes that can be seen in a system. Policies include government and institutional rules that guide or direct decisions to meet desired goals or outcomes. Practices are the activities of the institutions and their networks to improve progress. Resource flows include how assets, such as money, people, knowledge, and information, are allocated and distributed to meet goals or outcomes.

Relational Change includes two conditions that are semi-explicit, meaning sometimes visible, sometimes not. These include relationships and connections and power dynamics. The quality of the types of relationships and connections depends on the conditions of communication between individuals in the system, and in particular, the quality of relationships between individuals with different histories, lived experiences and viewpoints. Power dynamics refers to the distribution of decision-making power and authority, as well as formal and informal influences among individuals and other organizations.

Transformative Change requires examination of the most implicit, or least visible, condition within a system. This condition is termed a mental model and describes beliefs and assumptions that influence how we make decisions. According to Kania, et al., "mental models are foundational drivers of activity in any system." Mental models are an important discipline to understand if systems are to adapt and transform successfully in complex environments because they shape the meaning we apply to data and events. As the foundational driver of activity in any system, the greatest challenge with mental models is when they are faulty or inaccurate. Testing the validity of mental models and the assumptions underpinning them becomes critical for transforming outcomes. Unless stakeholders can learn to work effectively at this more implicit level of change, changes at other levels of the system will be temporary or incomplete.

The next section identifies key findings addressing progress towards the state's goals for workforce diversity, career pathways and preparation, and educator career and professional growth. Findings are analyzed using the three levels of the systems change framework. As required by statute, this report provides recommendations for the coordination and cooperation of the state's education agencies to provide guidance and support to regional and local agencies and partners in order to initiate the system changes needed to transform the current system.

According to Senge, "systems thinking is a discipline for seeing wholes. It is a framework for seeing interrelationships rather than things, for seeing patterns of change rather than static snapshots."

Recommendations

WORKFORCE DIVERSITY: SYSTEM ANALYSIS
Workforce diversity refers to the demographic composition of the educator workforce. The state's educator diversity goal (ORS.342.437), states that the percentage of diverse educators employed by a school district or an education service district should reflect the percentage of diverse students in the public schools of this state or the district. This section provides an analysis of systems change related to the state's progress on the educator diversity goal as well as recommendations to amend the statute.

STRUCTURAL ANALYSIS
Oregon's educator workforce is 85% white, consistent with historic and national trends. According to the U.S. Census Bureau, in 2020 Oregonians were 62% White and 38% ethnically diverse.[40] Based on the key findings in Section 3, from 2010 to 2021 the number of racially and ethnically diverse educators in Oregon's workforce has increased by only

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40   U.S. Census Bureau. Oregon Population 4.2 Million in 2020, Up 10.6% From 2010. https://www.census.gov/library/stories/state-by-state/oregon-population-change-between-census-decade.html#:~:text=Population%20(up%207.4%25%20to%20331.4,or%20More%20Races%2010.2%25).

3.8%, while the gap between teacher and student diversity is essentially unchanged. Racially and ethnically diverse educators continue to be underrepresented in Oregon's educator workforce as compared to the K-12 student population, with 15% of all educators are ethnically and racially diverse, compared to 40% of students. At the national level, over the past three decades, educator diversity has increased to almost 20%, compared to more than 50% of students who identify as racially or ethnically diverse.[41]

STRUCTURAL IMPLICATIONS

At the *structural level,* despite the state's policies and resource flows to support practices and activities to achieve the educator diversity goal, racial, ethnic and/or linguistic parity of diverse educators to students is not being achieved. Since the inception of the Educator Equity Report in 2015, findings continue to show that diversity increases in the educator workforce are not enough to close the diversity gap between educators and Oregon's K-12 students. Changes to teacher diversity have remained stagnant, growing less than 1% over the last three years. Therefore, a multi-variable approach is needed where the emphasis on creating equitable school systems requires a goal of representation in conjunction with ensuring high-quality educators who are culturally competent in every classroom and school.

ANALYSIS FOR RELATIONAL CHANGE

As a state, we are not connecting qualitative data to required legislative reporting. This gives the state an underrepresented and incomplete view of what is happening in the system and why. When trying to solve an issue such as shortages in educator diversity, it is necessary to understand the system in which the challenge or problem is situated. Without having multiple sources of data across the six conditions of systems change, there is insufficient means to make statements of implication specific to findings in this report. However, there is historical data to make inferences about the relational implications on Oregon's goal and practices.

IMPLICATIONS FOR RELATIONAL CHANGE

At the *relational level*, there is evidence of improvement in outcomes for some racial demographic groups. For others, there is stagnation and regression. It is unclear why this phenomenon exists due to restrictions in the types of data sources typically collected for this report; however, it is evident that current data only looks at one level of the system. An example of this type of phenomenon is demonstrated when analyzing disaggregated data for disparity, disproportionality, and predictability in outcomes. When evaluating by racial group and intersectionalities, it is noted that attrition for Black male educators is disparate from other racial groups and identities. We could make historical inferences regarding this phenomenon and the mental models generally held about Black males, but this report does not have adequate data to draw conclusions.

ANALYSIS FOR TRANSFORMATIONAL CHANGE

Legislative policy directs state education agencies and the public educator preparation programs to improve upon state equity goals by focusing strategies to increase racial demographic representation. The underlying assumption of this approach is that it is the root cause for disparity, disproportionality and predictability in underrepresentation in the education workforce; however, the lack of improvement over the last 10 years indicates that this is a faulty assumption. Additionally, the persisting patterns of disparity, disproportionality and predictability also indicate that there is a shared belief around diversity that may be rooted in implicit biases that have historical narratives about people of color.

IMPLICATIONS FOR TRANSFORMATIONAL CHANGE

To move towards *transformational change* necessitates testing the validity of mental models and the assumptions underpinning disparity, disproportionality and predictability. Specifically, the state's educator diversity goal does little to address the historic and current conditions leading to disproportionality, disparity, and predictability in outcomes for students and educators, because the legislative approach is looking at only one level of system change.

Workforce Diversity: Systems Recommendation

ISSUE/BARRIER	RECOMMENDED ACTIONS
Changes to teacher diversity have remained stagnant, growing less than 1% over the last three years. A multi-variable approach is needed where the emphasis on creating equitable school systems requires a goal of representation in conjunction with ensuring high-quality educators who are culturally competent in every classroom and school.	The legislature should amend the statute (ORS.342.437) to include an educator equity goal that is comprehensive of culturally responsive practices and inclusive to racial demographics while increasing the number of high-quality and effective educators working with diverse student populations.

41   Gershenson, S., Hansen, M., & Lindsay, C.A. (2022, February 28). Prioritize educator diversity to address racial injustices. *The Brookings Institution*. https://www. brookings.edu/blog/how-we-rise/2022/02/28/prioritize-educator-diversity-to-address-racial-injustices/

Career Pathways and Preparation: Systems Analysis

The area of career pathways and preparation describes the training and education needed to become a licensed working educator in Oregon's public schools. This includes programs to prepare licensed educators as well as programs for educational assistants. This section provides an analysis of systems change related to career pathways and preparation as well as recommendations for increasing the number of diverse educators along the career continuum.

STRUCTURAL ANALYSIS

Since the 2015 Report, the OEEAG has identified barriers for diverse students enrolling in educator preparation programs. Primarily, barriers such as program admission requirements, the transfer process from community college to four-year programs, and tuition and licensure costs have been identified as impeding the state's efforts to meet the goals outlined in this report. Efforts to address these barriers have resulted in the creation of the Oregon Teacher Scholar Program (see recommendations in the 2017 Report) as well as its expansion (see recommendations in the 2020 Report), and provided a similar scholarship for administrators through the Oregon Administrator Scholar Program (see recommendations in the 2018 Report).

In Oregon, the number of teacher, principal, and administrator candidates enrolling in Oregon's preparation programs has continued to increase over the past four years, while program completion has decreased. In 2019-20, teacher program completion in Oregon for all candidates was 40% less than enrollment, and administrator/principal program completion was 33% less. Diverse candidates are not persisting along educator career pathways; Hispanic teacher candidates are the only diverse group for which enrollment and program completion has increased substantially since 2018. Whereas nationally, in 2019-20, the most recent academic year with available data, the number of teaching licensure program completers for all candidates was 25% less than the number of enrollees.[42]

In Oregon, during 2020-21, racially and ethnically diverse teachers were:

- 32% of those who enrolled in teacher education
- 28% of those who completed a teacher education program
- 22% of those who received a preliminary teaching license
- 12% of those who taught during the 2020-21 school year

The state loses diverse teacher candidates at each stage of the career pathway to becoming an educator.

STRUCTURAL IMPLICATIONS

Policy implementation at the local level continues to focus on one level of system change. Based on a comparative analysis to the nation's efforts, the rate of educator completion in Oregon is greatly disparate to national data. However, when thinking about the structural changes made, we see less disparity when comparing diverse candidates to the overall population. This is mainly due to increases in completion for one racial group in particular, which suggests that a more differentiated and culturally responsive approach is needed to ensure that each racial and ethnic group has what they need to be successful in program completion. To effectively accomplish this approach requires a better understanding of the interdependencies of relationship conditions at systems level two.

ANALYSIS FOR RELATIONAL CHANGE

State education agencies are not connecting qualitative data to required legislative reporting and are solely relying on quantitative analysis. When trying to solve an issue such as low completion rates in educator preparation, it is necessary to understand the system in which the challenge or problem is situated. Sources of data on these issues exist, yet all of the agencies involved in educator preparation, including the EAC, are siloed from each other, keeping conditions stagnant. Without shared sources of data across agencies and education preparation partners, there is insufficient means to make statements of implication specific to findings in this report.

RELATIONAL IMPLICATIONS

At the *relational level*, without sharing information between agencies and collecting information about the conditions of the programs and the experiences of candidates, the HECC, the EAC, TSPC, and the public educator preparation programs will continue to only have a structural view about the experiences of diverse educator candidates, resulting in a lack of understanding of the interdepencies of relationship conditions.

ANALYSIS FOR TRANSFORMATIONAL CHANGE

Through this analysis of structural and relationship conditions, we see that there is not a depth of understanding around the interrelatedness of system variables. Evidence for changes at these two levels of the system are temporary and incomplete. There has not been a demonstration of sustainable and substantial success. The underlying assumption behind the lack of enrollment of diverse candidates suggests that the barriers to enrollment and completion are intrinsic to students and does not take into account programmatic qualities and faculty-designed learning experiences. All too often, efforts to improve access without addressing institutional practices (such as examining cohort structure, course content, etc.) perpetuate deficit-based mental models about students of color.

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42   U.S.Department of Education. (2021). 2021 Title II report: National teacher preparation data. U.S. Department of Education. https://title2.ed.gov/Public/Home.aspx

IMPLICATIONS FOR TRANSFORMATIONAL CHANGE

To move towards *transformative change*, a complete shift in how the state evaluates funding decisions and support is needed to meet state diversity goals and should include a more comprehensive and articulated approach to addressing institutional barriers across the three levels of systems change.

Career Pathways and Preparation: Systems Recommendation

ISSUE/BARRIER	RECOMMENDED ACTIONS
Assumptions behind the lack of enrollment of diverse candidates are based on quantitative data analysis and are too limited. Additionally, stakeholder approaches in reporting suggest that barriers to enrollment and completion are intrinsic to students and do not take into account programmatic qualities and faculty-designed learning experiences.	• In collaboration with the EAC, the HECC should issue Equity Plan guidance aligned to a comprehensive systems change framework rooted in equity and only approve state educator preparation programs (EPPs) Equity Plans that demonstrate multiple points of evidence of progress towards the elimination of disparity, disproportionality and predictability in program completion outcomes. • The EAC and the HECC should align evidence-based guidance, support and monitoring for fiscal responsibility of EPP awarded grant funds. • Educator preparation program approvals from TSPC should have an approved Equity Plan from the HECC. • The legislature should amend the existing Educator Equity Plan statute (ORS.342.437) to (a) identify the programmatic factors impeding program completion, and (b) identity causal factors disaggregated by race and intersectionality to better understand faculty-designed learning experiences and how they are contributing to outcome data.

Professional Growth Opportunities:
Systems Analysis

In *A Vision and Guidance for a Diverse and Learner-Ready Teacher Workforce*, one of the indicators of success includes, "Throughout the course of their teaching career, each teacher would have access to meaningful professional learning opportunities to develop and grow their culturally responsive practice." As discussed in Section 5, understanding why educators leave the profession after three to five years is difficult to track; however, there is ample research to support the necessary and on-going, high-quality professional learning for new teachers as well as improving retention by providing growth opportunities for educators with more than five years experience. This section provides an analysis of systems change related to professional growth opportunities as well as recommendations for addressing educator attrition.

STRUCTURAL ANALYSIS

Examining attrition reveals differences among diverse educators and educators at varying experience levels. Between 2019 and 2022, on average, 17% of teacher positions became vacant each year, an indicator of teacher turnover or attrition from their positions. Black/African American teachers and Native Hawaiian/ Pacific Islander teachers have the highest levels of attrition, while White and Asian educators have the lowest over a three year period. In 2019-2022, attrition was highest for Black/African American male teachers at 24%. The current state diversity goal to match the percentage of diverse educators to diverse students is not effective. Hiring practices, resource flows, and state initiatives to recruit more diverse educators are not addressing the workplace conditions that lead to attrition for not only diverse educators, but among all educators.

STRUCTURAL IMPLICATIONS

Policy implementation at the local level continues to focus on one level of system change. Based on attrition data, disparity, disproportionality, and predictability is evident when comparing diverse candidates to all groups. Again, these indicators demonstrate that there is a shared belief around diversity that may be rooted in implicit biases that have historical narratives about people of color.

ANALYSIS FOR RELATIONAL CHANGE

At the *relational level*, there continues to be a lack of information and understanding of the relationships and connections that diverse educators experience during employment, including a lack of leadership support and access to job-embedded training, and professional growth opportunities that affect attrition.

RELATIONAL IMPLICATIONS

In absence of unpacking historical narratives about people of color, faulty assumptions about minoritized groups will continue to manifest in outcomes. There is anecdotal evidence, through various qualitative studies across the state, that give insights into the root causes of attrition. These data collection activities have not been formalized, leading to an inability by the state to respond in ways that could drive state-wide change. As a result, retention efforts are failing to address workforce conditions in high leverage ways, such as implementing high-quality professional development structures for deeper learning to build educator capacity and effectiveness.

ANALYSIS FOR TRANSFORMATIONAL CHANGE

Transforming a system is really about transforming the relationships between people who make up the system, recognizing the interdependency of roles and responsibilities so that there is effective teaming across all levels of the system. In the current condition, there are informal and often invisible social power structures that impact effective teaming. State agencies must be aligned in their understanding of the root causes of attrition and the high leverage approaches to address attrition disaggregated by race.

IMPLICATIONS FOR TRANSFORMATIONAL CHANGE

To move towards transformative change, Oregon needs a capacity building framework that is designed to unpack faulty mental models and can be applied to the development of statewide professional learning initiatives. These types of professional learning efforts can begin to address both relationships and power dynamics.

Professional Growth Opportunities: Systems Recommendation

ISSUE/BARRIER	RECOMMENDED ACTIONS
There is a lack of state coordinated and aligned approaches for providing guidance and support that is research-based and takes a systemic approach to addressing institutional problems of practice, focused on root causes to persisting issues in meeting state goals.	• The legislature should create long term commitments of time and resources that cross the biennium and align to research-based practices for implementation of high-quality professional growth. • ODE should gather information from leaving educators to better understand the root causes of attrition in the state. Increase collaboration between TSPC, EAC, and ODE as TSPC develops a statewide longitudinal data system. • The EAC should provide comprehensive professional learning guidance and support to continue building system-wide capacity for effective implementation of state and regional strategic initiatives, coordinate equitable funding resources aligned to research and evidence-based practice, and design sustainable state and regional learning organizations that are able to respond with real-time, flexible, differentiated supports.

Conclusion

Over the past 7 years, recommendations to meet state goals have been made to the legislature and the education agencies involved in this report, yet these changes have been mostly structural, leading to limited progress. With regard to relationships and connections, data in this report reveals the state has little to no information to better understand what is contributing to inequities that diverse educators are experiencing along the educator continuum. Finally, related to all of these levels, creating transformative changes will require examining deeply held beliefs and assumptions which have influenced the structural changes identified in this section.

Systems change requires deep and strategic thinking to develop new understanding of the problems in order to generate new solutions. Such changes are inevitably time and resource intensive, which will require the state to make sustained and long term commitments. In order to provide supportive guidance to regional and local partners to implement effective changes that are transformative, state education agencies must play a critical role in eliminating silos by coordinating across agencies. The Educator Advancement Council looks forward to working with state agency partners: the Oregon Department of Education, the Teacher Practices and Standards Commission, the Higher Education Coordinating Commission, and the educator preparation programs to track, implement, and report on the state's progress towards educator equity in 2024.

In a world of polarized interests and accelerating disparities, the challenges of achieving equitable progress at scale against complex social and environmental problems have become all the more daunting. For some, the response has been to accelerate efforts to change explicitly visible conditions, and to do so quickly. But we argue that now is the time to focus even more on the implicit or less publicly acknowledged key systems change conditions to truly increase the lasting impact of efforts.
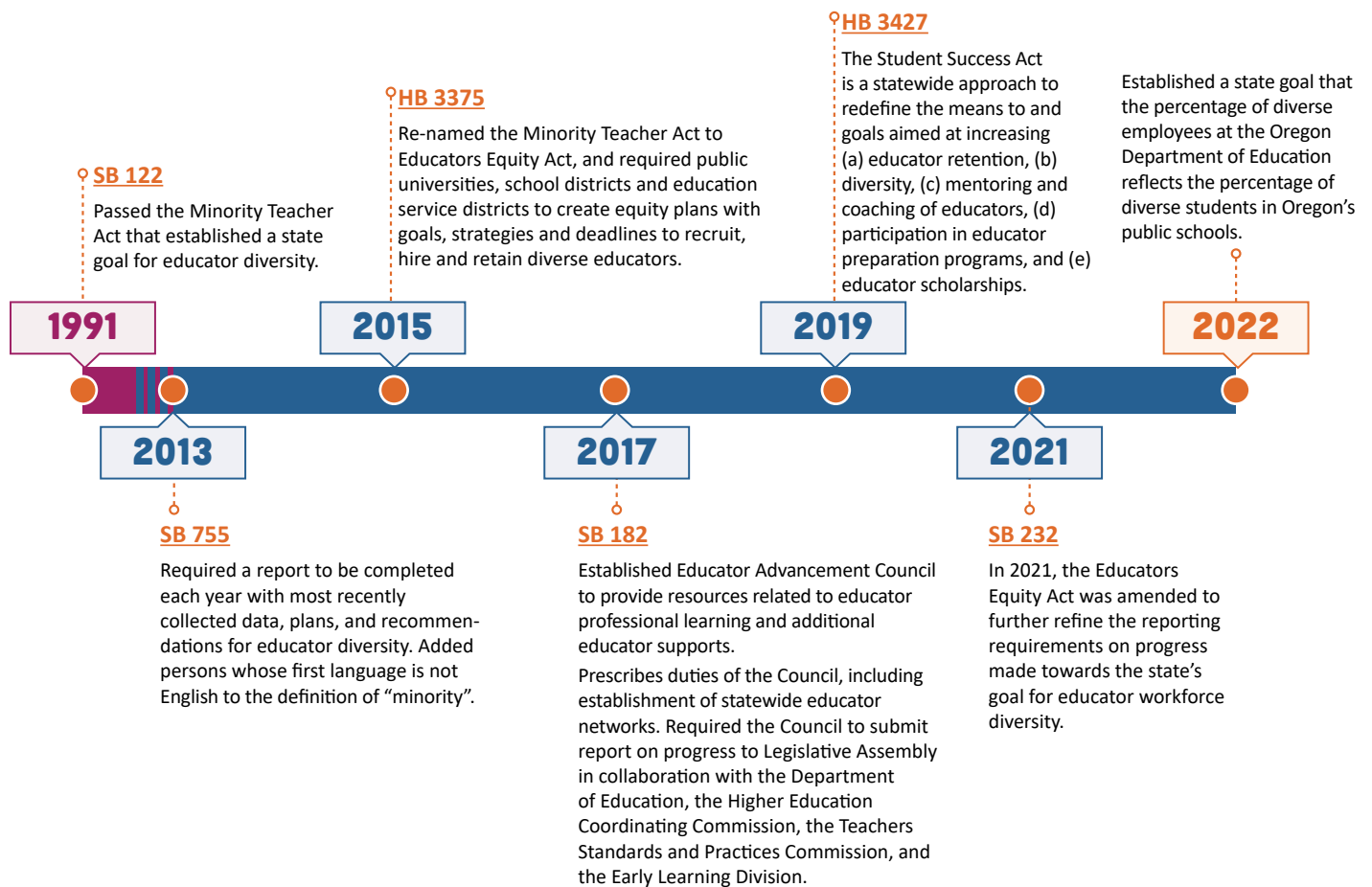
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APPENDIX A: RELEVANT STATUTES

The work of building a diverse educator workforce has progressed over the past thirty years as new policies are developed and as the state becomes more aware of structural racism across the education system. The Oregon legislature has implemented strategic and pragmatic state policies towards developing and sustaining a racially, ethnically, and/ or linguistically diverse educator workforce. Figure 38 provides a chronological framework of legislative bills to understand the underlying relationship between law and policy that support these shifts in practices. This timeline reflects the development of the state's initiatives within the highest levels of leadership in the gubernatorial, legislative, and administrative offices, and Oregon's commitment to achieve a more racially, ethnically, and/or linguistically diverse educator workforce.

Figure 39. Historical Legislative Policy Levers

HB 3427

The Student Success Act is a statewide approach to redefine the means to and goals aimed at increasing (a) educator retention, (b) diversity, (c) mentoring and coaching of educators, (d) participation in educator preparation programs, and (e) educator scholarships.

Established a state goal that the percentage of diverse employees at the Oregon Department of Education reflects the percentage of diverse students in Oregon's public schools.

HB 3375

Re-named the Minority Teacher Act to Educators Equity Act, and required public universities, school districts and education service districts to create equity plans with goals, strategies and deadlines to recruit, hire and retain diverse educators.

SB 122

Passed the Minority Teacher Act that established a state goal for educator diversity.

1991   **2015**   **2019**   **2022**

2013   **2017**   **2021**

SB 755

Required a report to be completed each year with most recently collected data, plans, and recommendations for educator diversity. Added persons whose first language is not English to the definition of "minority".

SB 182

Established Educator Advancement Council to provide resources related to educator professional learning and additional educator supports.

Prescribes duties of the Council, including establishment of statewide educator networks. Required the Council to submit report on progress to Legislative Assembly in collaboration with the Department of Education, the Higher Education Coordinating Commission, the Teachers Standards and Practices Commission, and the Early Learning Division.

SB 232

In 2021, the Educators Equity Act was amended to further refine the reporting requirements on progress made towards the state's goal for educator workforce diversity.

Source. Image provided by the Educator Advancement Council.

In 2015, HB 3375 renamed the Act to the Educators Equity Act, and replaced the goal to reflect the original goal, namely that the percentage of diverse educators employed by a school district or an education service district reflects the percentage of diverse students in the public schools of the state or the percentage of diverse students in the district.

The new Act also required that a coalition of state agencies (Oregon Department of Education, Oregon Teacher Standards and Practices Commission, and Higher Education Coordinating Commission) report annually to the Legislature on progress made towards the state's goal and recommendations for recruiting, hiring and retaining diverse educators.

In 2019, production of the Educator Equity Report shifted to the newly created Educator Advancement Council (EAC), who continue to coordinate OEEAG meetings and produce the report under the guidance of the Advisory Group and in collaboration with TSPC, the HECC, ODE, and the state's public educator preparation programs.

In 2021, the Educators Equity Act was amended through SB 232 to further refine the reporting requirements on progress made towards the state's goal for educator workforce diversity. The statutory responsibility of the Educator Equity Report shifted to the Educator Advancement Council (EAC), and the Educator Equity Report, now due once each biennium to the Legislature, will include:

- A summary of the most recent racial, ethnic, and linguistic diversity data collected on the educator workforce, including: candidates enrolled in and completing public approved educator preparation programs; candidates receiving Oregon teaching or administrative licenses; newly employed and educators already employed in the public schools.

- A summary of the public universities' educator preparation programs plans for recruitment, admission, retention and graduation of diverse educators.

- A review of best practices in Oregon and other states for recruiting, hiring and retaining diverse educators.

- A review of the state's educator diversity goal, including: determination of the need for additional related state goals; progress made by the state toward meeting the goal and any other additional related state goals; recommendations and a long-term plan for meeting the goal and any other additional related state goals.

- Recommendations for legislation to help the state meet its goal and any other additional related state goals.

Another amendment in 2021, HB 2166, made several changes, including: allowing TSPC to approve non-traditional licensure programs, increasing the amount of scholarships provided through the Oregon Teacher Scholar and Administrator Scholar Programs, and making changes to the structural components of the EAC.

In 2022, HB 4031, established a state goal that the percentage of diverse employees at the Oregon Department of Education also reflects the percentage of diverse students in Oregon's public schools.

The full text of the statute governing the Educator Equity Report and the work of the EAC: ORS 342.433-448.

APPENDIX B: OREGON EDUCATOR PREPARATION PROGRAMS: CANDIDATE ENROLLMENT

Table 10. Preliminary Teacher Licensure

2021-2022	PUBLIC INSTITUTIONS	PRIVATE INSTITUTIONS	TOTAL
Asian	84	73	157
Black/African American	43	41	84
Hispanic	426	190	616
American Indian/Alaska Native	25	14	39
Multi-Racial	109	77	186
Native Hawaiian/Pacific Islander	10	7	17
White	1642	1107	2749
Other	95	94	189
Total	2434	1603	4037

Source. Oregon Teacher Standards and Practices Commission

Table 11. Administrator Licensure

	PRIVATE INSTITUTIONS		PUBLIC INSTITUTIONS		TOTAL	
2020-21	Principal	Administrator	Principal	Administrator	Total Principal	Total Administrator
Asian	13	1	3	1	16	2
Black/African American	12	5	3	2	15	7
Hispanic	61	14	27	14	88	28
American Indian/Alaskan Native	0	2	2	1	2	3
Multi-Racial	12	2	8	3	20	5
Native Hawaiian/ Pacific Islander	4	0	0	0	4	0
White	446	201	205	113	651	314
Other/ds/N/S	52	34	18	72	70	106
TOTAL	600	259	266	206	866	465

ds = data suppressed n < 10
N/S - not reported, not specified

Source. Oregon Teacher Standards and Practices Commission

APPENDIX C: OREGON EDUCATOR PREPARATION PROGRAMS: CANDIDATE COMPLETION

Table 12. Preliminary Teacher Licensure

2020-2021	PUBLIC INSTITUTIONS	PRIVATE INSTITUTIONS	TOTAL
Asian	35	22	57
Black/African American	9	10	19
Hispanic	141	62	203
American Indian/Alaska Native	7	3	10
Multi-Racial	35	29	64
Native Hawaiian/Pacific Islander	4	3	7
White	680	428	1108
Other	41	36	77
Total	952	593	1545

Source. Oregon Teacher Standards and Practices Commission

Table 13. Administrator Program completion

2020-2021	PUBLIC INSTITUTIONS		PRIVATE INSTITUTIONS		TOTAL	
	Principal	Administrator	Principal	Administrator	Total Principal	Total Administrator
Asian	0	0	4	1	4	1
Black/African American	1	1	1	0	2	1
Hispanic	11	5	8	4	19	9
American Indian/Alaskan Native	2	1	0	0	2	1
Multi-Racial	13	8	10	7	23	15
Native Hawaiian/ Pacific Islander	0	0	2	0	2	0
Not Specified	0	1	3	2	3	3
White	119	84	156	86	275	170
Other	4	2	4	2	8	4
TOTAL	150	102	188	102	338	204

Source. Oregon Teacher Standards and Practices Commission

Table 14. Preliminary Teacher Licensure, by preparation in Oregon and preparation in other states

RACE	PRELIMINARY TEACHING LICENSES	RECIPROCAL TEACHING LICENSES
Asian	124	32
Black/African American	29	8
Hispanic	207	42
American Indian/Alaska Native	21	6
Multi-Racial	274	79
Native Hawaiian/Pacific Islander	12	3
White	2953	807
Other	68	17
Not Specified	98	37
Total	3786	1031
Grand Total		4817

Source. Oregon Teacher Standards and Practices Commission

"Note. TSPC licensure data should be interpreted with caution. The eLicensing system at times struggles to collect accurate data. Changes to policy due to Covid, particularly the suspension of the Civil Rights exam, may skew the numbers because where a Reciprocal License would have been issued, the applicant may have received a Preliminary."

Table 15. Administrators

RACE	ADMINISTRATORS (PRINCIPALS, ASSISTANT PRINCIPAL, SUPERINTENDENT, SPECIAL EDUCATION ADMINISTRATOR, SPECIAL EDUCATION ADMINISTRATION)
Asian	3
Black/African American	5
Hispanic	25
American Indian/Alaska Native	2
Multi-Racial	8
Native Hawaiian/Pacific Islander	2
White	246
Total	291

Source. Oregon Department of Education

Table 16. Teachers

RACE	TEACHER COUNT
Asian	162
Black/African American	73
Hispanic	517
American Indian/Alaska Native	44
Multi-Racial	131
Native Hawaiian/Pacific Islander	20
White	4910
Total	5857

Source. Oregon Department of Education

Table 17. Educational Assistants

RACE	EDUCATIONAL ASSISTANTS (PARAPROFESSIONAL, SPECIAL ED. PARAPROFESSIONAL,
Asian	413
Black/African American	230
Hispanic	2174
American Indian/Alaska Native	150
Multi-Racial	273
Native Hawaiian/Pacific Islander	73
White	11254
Total	14567

Source. Oregon Department of Education

Table 18. Counselors

RACE	COUNSELORS (GUIDANCE COUNSELOR, SPECIAL EDUCATION COUNSELORS AND REHAB COUNSELORS)
Asian	19
Black/African American	14
Hispanic	92
American Indian/Alaska Native	4
Multi-Racial	13
Native Hawaiian/Pacific Islander	130
White	594
Total	866

Source. Oregon Department of Education

Table 19. Administrators

POSITION	ASIAN	BLACK/ AFRICAN AMERICAN	HISPANIC	AMERICAN INDIAN/ ALASKA NATIVE	MULTIRACIAL	NATIVE HAWAIIAN/ PACIFIC ISLANDER	WHITE	TOTAL
Administrators	30	58	150	10	45	5	2126	2424

Source. Oregon Department of Education

Table 20. Teachers

POSITION	ASIAN	BLACK/ AFRICAN AMERICAN	HISPANIC	AMERICAN INDIAN/ ALASKA NATIVE	MULTIRACIAL	NATIVE HAWAIIAN/ PACIFIC ISLANDER	WHITE	TOTAL
Teachers	635	238	1895	196	602	72	28313	31951

Source. Oregon Department of Education

Table 21. Educational Assistants

POSITION	ASIAN	BLACK/ AFRICAN AMERICAN	HISPANIC	AMERICAN INDIAN/ ALASKA NATIVE	MULTIRACIAL	NATIVE HAWAIIAN/ PACIFIC ISLANDER	WHITE	TOTAL
Educational Assistants	338	223	1980	148	252	50	11218	14209

Source. Oregon Department of Education

Table 22. Counselors

POSITION	ASIAN	BLACK/ AFRICAN AMERICAN	HISPANIC	AMERICAN INDIAN/ ALASKA NATIVE	MULTIRACIAL	NATIVE HAWAIIAN/ PACIFIC ISLANDER	WHITE	TOTAL
Counselors	40	28	145	8	28	6	1312	1567

Source. Oregon Department of Education

Oregon's Educator Equity Act (ORS 342.433 to 342.449) establishes a statewide goal that "the percentage of diverse educators employed by a school district or an education service district should reflect the percentage of diverse students in the public schools of this state or the percentage of diverse students in the district" (ORS 342.437 as amended by HB 3375, Section 3, 2015). The educator preparation programs in our state are a critical link in achieving this goal.

Pursuant to ORS 342.447, Oregon's six public education schools and colleges are required on a biennial basis to prepare written plans that detail the recruitment, selection, retention, and graduation of diverse educators (HB 3375, Section 6, 2015). The six institutions providing plans are: Eastern Oregon University, Oregon State University, Portland State University, Southern Oregon University, University of Oregon, and Western Oregon University. The law requires the HECC to "review the plans for adequacy and feasibility with the governing board of each public university with a teacher education program and, after necessary revisions are made, shall adopt the plans."

a.   Eastern Oregon University

b.   Oregon State University

c.   Portland State University

d.   Southern Oregon University

e.   University of Oregon

f.   Western Oregon University

Table 23. First Attempt Pass Rates for Licensure Tests for 2018-2021

SUBJECT AREA TEST	# TAKERS	# PASS	# NOT PASS	% PASS	% NOT PASS
Elem Ed I	728	449	279	62%	38%
Elem Ed II	735	472	263	64%	36%
Soc Science	109	59	50	54%	46%

Source. Oregon Teacher Standards and Practices Commission

APPENDIX I: MULTIPLE MEASURES EVALUATED CANDIDATES BY ENDORSEMENT AREA AND YEAR

Table 24. Multiple Measures Evaluated Candidates 2019-2021

ENDORSEMENT	2019-2020	2020-2021	TOTAL	%
Advanced Mathematics	2	3	5	2%
Art	1	2	3	1%
Biology	2	5	7	3%
Chemistry	2		2	1%
Drama		1	1	0%
Elementary - Multiple Subjects	46	82	128	61%
English Language Arts	5	11	16	8%
English to Speakers of Other Languages	14	10	24	11%
Foundational English Language Arts		1	1	0%
Foundational Mathematics	2	6	8	4%
Foundational Science		1	1	0%
Health		1	1	0%
Integrated Science	7	3	10	5%
Music		8	8	4%
Physical Education		1	1	0%
Physics	1		1	0%
Social Studies	3	13	16	8%
Special Education: Deaf and Hard of Hearing	1		1	0%
World Language: Spanish	2	5	7	3%

Source. Oregon Teacher Standards and Practices Commission