



Legislative Fiscal Office  
 83<sup>rd</sup> Oregon Legislative Assembly  
 2025 Regular Session

Prepared by: Roxanne Adams  
 Reviewed by: Wendy Gibson, Paul Siebert, Matt Stayner, John Terpening, Kim To  
 Date: March 7, 2025

**Bill Title:** Relating to an implementation plan for statewide collective bargaining for licensed educators; prescribing an effective date.

**Government Unit(s) Affected:** Employment Relations Board, Office of the Governor, Department of Administrative Services, Department of Education, Oregon Health Authority, Task Force/Committee/Workgroup, Legislative Assembly, School Districts

**Summary of Fiscal Impact**

2025-27 Biennium	General Fund	Lottery Funds	Other Funds	Federal Funds	Total Funds	Positions	FTE
Department of Administrative Services	\$ 1,387,305	\$ -	\$ -	\$ -	\$ 1,387,305	6	4.88
<b>Total Fiscal Impact</b>	<b>\$ 1,387,305</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 1,387,305</b>	<b>6</b>	<b>4.88</b>

  

2027-29 Biennium	General Fund	Lottery Funds	Other Funds	Federal Funds	Total Funds	Positions	FTE
Department of Administrative Services	\$ -	\$ -	\$ -	\$ -	\$ -	-	-
<b>Total Fiscal Impact</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>-</b>	<b>-</b>

- The fiscal impact and staffing for the 2027-29 biennium will be dependent on the advisory group’s established timeline and recommendations for implementation, which is indeterminate at this time.

**Measure Description**

The measure directs the Department of Administrative Services (DAS) to develop an implementation plan to establish a statewide collective bargaining process for licensed educators in this state. Licensed educators under this measure include those employed in school districts and education service districts in Oregon. The measure is a result of the work of the Joint Task Force on Statewide Educator Salary Schedules created by SB 283 (2023), that adopted 14 recommendations including several studies on the education workforce. To develop the implementation plan, the measure requires DAS to convene an advisory committee with members specified by this measure. The final report must include findings and recommendations for legislative changes to effectively require statewide collective bargaining for licensed educators by July 1, 2029. DAS is to provide a progress report to an interim committee of the Legislative Assembly related to education by December 1, 2026, a draft report by December 1, 2027, and a final report by December 1, 2028. The measure also directs DAS to oversee the implementation process. The requirement for DAS to convene an advisory committee and create an implementation plan is repealed on January 2, 2030.

DAS and its advisory group are directed to advise regarding the development and implementation of the plan and rules to be adopted by DAS for implementation of the plan. The plan must:

- Include a framework for a statewide collective bargaining process for licensed educators.

- Examine salaries and benefits for licensed educators in relation to the state budget allocation for public school funding.
- Contemplate a collective bargaining framework that mandates bargaining through a central bargaining team consisting of representatives from the Department of Education, school district boards and state government who have knowledge and expertise in education funding, and a local bargaining team.
- Provide strategies for bargaining over salary and benefits relative to the budget appropriated for school funding.
- Consider methods for achieving additional funding for purposes of adjusting the salaries and benefits of licensed educators if the estimated budget appropriation to cover such costs is determined to be insufficient.
- Provide timelines for collective bargaining that aligns with the state budget policy and process timelines.

**Fiscal Analysis**

The total estimated fiscal impact of the measure is \$1,387,305 General Fund, including six limited duration positions (4.88 FTE) for the 2025-27 biennium. The fiscal impact for the 2027-29 biennium is indeterminate and will depend on the advisory group's project plan and recommendations for implementation. It is anticipated that additional funding and limited duration positions in 2027-29 will be necessary to comply with the requirements of the final report.

Department of Administrative Services

DAS reports that the work required by the measure is outside the scope and knowledge area of current staff and cannot be absorbed within existing resources. The licensed educators work structure, classifications, bargaining, and budget setting are uniquely different than the Executive Branch DAS oversees. The implementation plan will require significant specialized research, analysis, and coordination with the Oregon Department of Education. DAS will also need to partner with PERS and the Oregon Health Authority Public Employee Benefit Board to ensure clarity and alignment for licensed educator benefits. DAS anticipates hiring six limited duration positions, five full-time (0.88 FTE each) housed within Chief Human Resources Office (CHRO), and one part-time (0.50 FTE) housed within the Chief Financial Office (CFO) to support existing staff in carrying out this work. Within CHRO, three positions would be employed at the Labor Relations Unit: a State Labor Relations Manager to serve as subject matter expert on statewide collective bargaining, a Project Manager one to facilitate project completion timelines and adherence to the measure, and an Administrative Specialist 1 to handle scheduling and coordination amongst other support for the advisory group. Two positions would be employed at the Classification and Compensation Unit: a Human Resource Consultant 1 to serve as subject matter expert on the establishment and maintenance of a statewide salary and benefit schedule, and an Operations and Policy Analyst 3 for data analysis. The part-time Fiscal Analyst 2 will work closely with existing Policy and Budget Analysts in CFO and would be primarily responsible for conducting research and compiling information.

Other Entities

There is a minimal estimated fiscal impact to School Districts, Oregon Health Authority - Public Employees' Benefit Board, Department of Education, Employment Relations Board, Office of the Governor, and Legislative Assembly for staff participation on the advisory committee.

**Relevant Dates**

The bill takes effect on the 91st day after the Legislative Assembly adjourns sine die.

DAS is to provide a progress report to an interim committee of the Legislative Assembly related to education by December 1, 2026, a draft report by December 1, 2027, and a final report by December 1, 2028.

The requirement for DAS to convene an advisory committee and create an implementation plan is repealed on January 2, 2030.