



Strengthening Literacy Preparation and Support for Oregon's Educators

Recommendations from
the Early Literacy Educator
Preparation Council

Submitted per [Executive Order 23-12](#)
June 18, 2024



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EXECUTIVE SUMMARY

This report provides Governor Tina Kotek and the Teacher Standards and Practices Commission (TSPC) with a set of comprehensive recommendations to overhaul educator preparation standards on literacy for students in grades kindergarten through five. Governor Kotek established the Early Literacy Educator Preparation Council through [Executive Order 23-12](#) in May 2023. The Council includes teachers, principals, literacy experts, educator preparation program representatives, and a bipartisan group of state legislators.

The Executive Order is part of Oregon’s Early Literacy Success Initiative - a comprehensive effort to improve the preparation and ongoing support available to teachers and school leaders around students’ literacy instruction. While the Council is focused on the preparation of educators to deliver research-aligned literacy instruction to students, [House Bill 3198](#) (2023) is focused on support for current elementary educators through the Early Literacy Success School District Grant. The legislation also created the Early Literacy Tribal Grant, Community Grant, and Birth through Five Plan and Fund to promote opportunities to support students' literacy development at home and in their community.

[Oregon’s Early Literacy Framework](#) is the “North Star” for the Council to create the recommendations for standards. The Council decided to map Oregon’s Early Literacy Framework into recommended standards for educator preparation because the Framework:

- focuses on grades kindergarten through five;
- builds from students’ and families’ funds of knowledge¹;
- is based on long-term research derived from the science of reading and writing, including foundational skills such as phonics, phonemic awareness, decoding, as well as background knowledge, vocabulary, reading comprehension and writing skills;
- is also based on research that includes how childrens’ brains develop and how they make connections to content;
- recognizes the relevance, limitations, and continually evolving nature of research; and
- considers developmentally appropriate practices and reaching all learners including students with disabilities, students who are multilingual learners, and talented and gifted learners.

This report compiles the deliverables from all three portions of the Council’s charge in the Executive Order:

Part 1: Create recommendations regarding educator and school administrator preparation program standards for literacy instruction in grades kindergarten through five in a manner that aligns with Oregon’s Early Literacy Framework.

¹ Refers to the bodies of information developed within historical and cultural contexts that provide individuals and households the knowledge they need to maintain their well-being referenced in Oregon’s Early Literacy Framework.

Part 2: Create an implementation plan and timeline for these proposed new educator preparation program approval standards.

Part 3: Create recommendations regarding educator licensing requirements in grades kindergarten through five.

While not the immediate focus of the Council, conversations about support, resource, and funding needs for implementing the recommendations often emerged as the Council considered the recommendations in relation to the shift to high-quality implementation. This is an area where additional work will be needed outside of the Council.

Overview of Deliverables

Part 1 | Summary of Educator Preparation Program Approval Recommendations

TSPC develops and applies program approval standards for educator preparation programs (EPP). Program approval standards are focused on what EPPs are required to teach educators and administrators for an institution maintaining an approved preparation program.

For its first of three deliverables, the Council was asked to develop recommendations to revise educator and school administrator preparation program approval standards for literacy instruction in grades kindergarten through five to align with Oregon Early Literacy Framework and with the definition of research-aligned provided in Executive Order 23-12. The Council was asked to recommend standards that include knowledge, skills, and dispositions.

The recommendations provide:

- **An overview of guiding principles that informed the development of the recommendations**, such as the need to balance specificity of recommendations but not be overly prescriptive and to be based on the research about how children learn language, reading, and writing;
- **An approach to streamline existing standards and draw on Oregon’s educator preparation program strengths** in implementing existing rules; and
- **A robust new set of “Literacy Standards.”**

Part 2 | Summary of Program Approval Implementation Recommendations

The Council’s charge included the development of a plan and timeline to ensure that its other recommendations (Part 1) translate words into action. The recommendations were widely recognized by the Council as being a big shift in practice. This large shift, if approved by TSPC, demands an ambitious but realistic timeline and commensurate support to meet the new expectations. The Council had robust conversations about their shared desire for high-quality implementation to ensure the recommendations better set up students, educators, and EPPs for success. There was also recognition that Oregon EPPs are nationally accredited and meet a range of quality standards and requirements already. To address the complexity of these issues,

the Council recommendations in this section address many important implementation questions, such as when the recommendations should take effect, how Oregon can support EPPs, and state infrastructure needs.

Part 3 | Summary of Licensure Recommendations

The Council’s licensure recommendations reflect how all educators in Oregon would meet the high standards designed by the Council to be implemented by Oregon EPPs. The Council considered the needs of new educators trained by out-of-state providers, as well as those individuals already working in Oregon schools on provisional licenses. Council discussion centered around content knowledge assessments, including addressing testing biases and mediating costs through multiple measures and reimbursements to cover the cost of licensure exams.

While the Council was primarily tasked with considering the licensure needs of new educators, additional considerations were documented around the need for all educators to meet these standards. The Council outlined some recommendations for TSPC to work with the Educator Advancement Council (EAC), the Oregon Department of Education (ODE), and the Higher Education Coordinating Commission (HECC) to explore opportunities for licensure renewal requirements through specialized professional development from EPPs, Education Service Districts (ESDs), and school districts aligned with the new standards.

PART 1: EDUCATOR PREPARATION PROGRAM APPROVAL STANDARDS

Background

For its first of three deliverables, the Council was asked to develop recommendations to revise educator and school administrator preparation program approval standards for literacy instruction in grades kindergarten through grade 5 to align with the Oregon Early Literacy Framework and with the definition of “research-aligned” provided in the Executive Order. The Council was asked to recommend standards that include knowledge, skills, and dispositions.

What are program approval standards?

The Teacher Standards and Practices Commission is responsible for the development and evaluation of standards for EPPs. Program approval standards are focused on what EPPs are required to teach educators and administrators as a condition for an institution maintaining an approved preparation program. Note that these are distinct from content *standards*, which establish grade level expectations for student learning and were outside the Council’s scope.

Early Literacy Educator Preparation Council Recommendations

Guiding Principles:

These principles frame the overall intent of the program approval recommendations.

1. It is critical to develop teachers who have the knowledge, skills, and dispositions to teach all children to read, while acknowledging that teachers' professional development continues throughout their careers on the path to continuous improvement and proficiency.
2. Standards should be specific, but not too prescriptive.
3. Standards chosen should reflect essential practices for literacy acquisition supported by research evidence.
4. Standards should be teachable, observable, and measurable.
5. Standards should include knowledge, skills, and dispositions that directly relate to the key indicators from the following resources: a) Oregon Early Literacy Framework; b) Oregon [Dyslexia Standards](#); c) [Oregon Standards for Language Arts and Literacy](#); and d) existing Oregon standards guiding teacher preparation, including [Culturally Sustaining Practices to Promote Equity](#), [Strengthening Social, Emotional and Culturally Sustaining Teaching](#), and [Standards for Competent and Ethical Performance of Oregon Educator](#).

Streamlining & Structural Change Recommendations:

There are various Oregon program approval standards that already exist and that relate to literacy. The “container” for the Council’s recommendations is a new set of standards called, “Literacy Standards.” These new standards will combine targeted existing standards *and* provide additional detail that aligns with Oregon’s Early Literacy Framework.

1. Combine [Reading Instruction Standards](#) with [Dyslexia Standards](#) into one cohesive standard, “Literacy Standards.” This will streamline standards that are focused on reading and writing and strengthen the foundations the existing standards provided.
2. Leverage existing standards as essential and underlying expectations for literacy instruction: [Culturally Sustaining Practices to Promote Equity, Social and Emotional Development to Promote Equity](#), and [Standards for Competent and Ethical Performance of Oregon Educator](#).
3. Create new Literacy Standards that relate to the content of Oregon’s Early Literacy Framework and the models of reading acquisition embedded in the Framework.

Recommended New Literacy Program Standards

(1) Purpose: These standards are designed to guide the preparation of Kindergarten through 5th Grade teachers and administrators on evidence-based practices for teaching literacy. These standards are in concert with the following two Oregon laws: (1) ORS 342.147, which requires educator preparation programs to provide training to candidates that enables public school students to meet or exceed third-grade reading standards and become proficient readers by the end of the third grade; and (2) ORS 342.147 which requires the Commission to establish standards for approval of an educator preparation provider (EPP) that require early childhood education, elementary education, special education and reading programs to provide instruction on dyslexia and that the instruction be consistent with the knowledge and practice standards of an international organization on dyslexia. While the intent of these standards is to provide the essential knowledge, skills, and dispositions of teacher and administrator candidates, we recognize that knowledge of these concepts, the ability to recognize the inclusion of the concepts in instruction, and the ability to provide coaching and feedback to improve instruction will be the emphasis for those obtaining administrator licensure.

(2) Scope: The requirements for instruction on Literacy Program Standards apply to Oregon EPPs preparing candidates for:

- (a) Elementary-Multiple Subjects (including early childhood education)
- (b) Reading Intervention
- (c) Special Education: Generalist
- (d) English for Speakers of Other Languages
- (e) Administrator

For each of the following standards, teacher candidates will demonstrate knowledge, understanding, and application of effective literacy instruction for all students:

(3) Dispositions ²

Recognizing the importance of standards related to 584-420-0070 Culturally Sustaining Practices to Promote Equity, OAR 584-410 Competent and Ethical Performance of Oregon Educators, and OAR 584-420-0075 Social and Emotional Development to Promote Equity that should guide all instructional decisions, the following professional dispositions of teacher and administrator candidates are essential beliefs, recognitions, and awareness for evidence-based literacy instruction:

- (a)** Value students' identities, including their race, ethnicity, ability, gender, identity, home languages, culture, religion, and lived experiences.
- (b)** Believe all students can learn to read and write when provided systematic, explicit instruction using evidence-based practices.
- (c)** Recognize that the acquisition of reading, unlike the acquisition of oral language, is not a natural human process. Reading and writing must be taught explicitly and systematically to ensure proficiency in literacy.
- (d)** Understanding that all practices must be evidence-based and rooted in ever-evolving research findings.
- (e)** Recognize that there are cognitive and social-emotional learning benefits to becoming both multilingual and multiliterate. Educational communities will design instruction that builds upon students' multilingualism, home languages and cultures of emergent multilingual students, including those who bring Indigenous languages and English dialects to the classroom.
- (f)** Belief that all students, including students experiencing disabilities and multilingual learners, deserve access to grade-level content, texts, tasks, and experiences alongside robust support.
- (g)** Value that Indigenous communities have centered story and oral language since Time Immemorial, passing information and carrying meaning and connection over generations without it being transcribed or written.

(4) Standard 1: Knowledge of Literacy Acquisition & Instruction

(a) Literacy Acquisition

- (i) Understand the major models of reading development and core ideas from the convergence of research on literacy.
- (ii) Understand the phases of reading development and how that information guides planning for instruction.
- (iii) Understand the structure of language, including phonology, orthography, morphology, semantics, syntax, pragmatics, and discourse.
- (iv) Understand the reciprocal relationships among oral language, phonemic awareness, decoding, word recognition, fluency, spelling, vocabulary knowledge, and background knowledge to attain reading proficiency.

² *Refer to Division 410, State Standards For Educator Preparation Providers; 584-410-0070 [Culturally Sustaining Practices to Promote Equity](#) and Chapter 584, Division 20, [Standards For Competent And Ethical Performance Of Oregon Educator](#), as well as 584-410-0075 [Social and Emotional Development to Promote Equity](#)

- (v) Identify and explain major research findings on aspects of cognition, behavior, and environmental, cultural, and social factors that affect reading and writing development.
- (vi) Understand how each of the above concepts impact and apply to the learning and experiences of multilingual learners and students with disabilities.

(b) Instruction

- (i) The general principles and practices of structured language and literacy teaching, including explicit, systematic, cumulative, and teacher-directed instruction.
- (ii) Effective instructional routines to enhance student engagement and memory through rehearsal and retrieval of information.
- (iii) Analyze instructional materials in terms of the standards and general principles of effective literacy instruction
- (iv) Culturally responsive literacy instruction includes the selection of a high-quality literacy curriculum and supplemental materials that include characters, settings, and authors which are reflective of the abilities, identities, and cultures of the full range of students and their communities.
- (v) Educators recognize and consider their own lived experiences and pursue understanding of knowledge bases traditionally excluded (i.e., Indigenous knowledge, community cultural wealth) when designing instruction (i.e. considerations of the role of background knowledge in comprehension; analyzing instructional materials).
- (vi) Understand how each of the above concepts impact and apply to the learning and experiences of multilingual learners and students with disabilities.

(c) Administrator candidate standards:

- (i) Administrator candidates will demonstrate knowledge and understanding of the above literacy acquisition and instruction standards, and demonstrate the ability to identify critical elements of effective literacy instruction and provide appropriate coaching and feedback.
- (ii) Administrator candidates will use evidence-based tools to evaluate and select literacy instructional materials to ensure their design is aligned with the standards and general principles of effective literacy instruction.

(5) Standard 2: Literacy Foundational Skills

The following standards unpack the current knowledge base by essential components of foundational literacy instruction, including principles for effective instruction. It is essential that candidates understand these components and the reciprocal relationships among them, as well as the reciprocal relationship between foundational skills and higher-level literacy skills (See Standard 3).

(a) Oral Language:

- (i) The primary role oral language plays in laying the groundwork for a child's ability to read and write.
- (ii) The developmental sequence of oral language common to all languages.
- (iii) Establish classroom settings where oral language skills of listening and speaking are emphasized and student-to-student interaction is promoted.
- (iv) Procedures for clearly communicating with students using high-quality language and academic vocabulary.
- (v) How oral language plays a critical role in learning about self, culture, and tradition, including the importance of Indigenous languages/history and viewing multilingualism through an asset-based lens.
- (vi) Recognize and build from the assets of multilingualism, understanding multilingual learners' lived experiences, how they learn, and how they acquire English.
- (vii) That language varieties are linguistically equal, even when they are not socially equal, and the importance of honoring different dialects and languages in literacy instruction:

(b) Phonological Awareness:

- (i) Correct identification, classification, and understanding of how to compare all the consonant phonemes and all the vowel phonemes of English.
- (ii) Will seek to obtain resources on phonemes of other languages to inform instruction and support for English learners, recognizing that phonological awareness skills can transfer across languages when students have opportunities to build these skills in their native language and English.
- (iii) Progression of phonological awareness skill development across ages and grades, including phonemic-awareness difficulties.
- (iv) Principles of effective phonemic-awareness instruction focusing on segmenting and blending of phonemes.

(c) Decoding and Word Recognition:

- (i) Structure of English orthography and the patterns and rules that inform the teaching of single- and multisyllabic regular word reading.
- (ii) Principles of explicit instruction of letter names and letter/sound associations to ensure automaticity.
- (iii) Principles of effective decoding, word recognition, and spelling instruction for single and multisyllabic words, including the general and specific goals of such instruction.
- (iv) Evidence-based procedures for teaching irregular words.
- (v) Different types and purposes of texts, emphasizing the role of decodable text in teaching beginning readers.

(d) Fluency:

- (i) Role of fluent word-level skills in automatic word reading, orthographic mapping, oral reading fluency, reading comprehension, and motivation.
- (ii) Varied evidence-based techniques and methods for building reading fluency.
- (iii) Considerations for text reading fluency as an achievement of normal reading development that can be advanced through informed instruction and progress-monitoring practices.

(e) Generally, for Literacy Foundational Skills:

- (i) Develop oral language, phonological awareness, and vocabulary across each language when working with multilingual learners.

(f) Administrator candidate standards:

Administrator candidates will demonstrate knowledge and understanding of the above standards, and demonstrate the ability to identify critical elements of effective literacy instruction and provide appropriate coaching and feedback.

(6) Standard 3: Vocabulary, Background Knowledge, Writing, and Comprehension

(a) Vocabulary

- (i) The critical role of vocabulary development and vocabulary knowledge in oral and written language comprehension including instructional implications of students having varying levels of vocabulary.
- (ii) Role and characteristics of direct, explicit methods of vocabulary instruction.
- (iii) Role and characteristics of indirect (contextual) methods of vocabulary instruction.
- (iv) Importance of developing vocabulary skills through the systems of language, including phonology, orthography, syntax, semantics, morphology, etymology, and the relationships among them.

(b) Background Knowledge

- (i) The role of background knowledge learned through oral language or print holds in students' ability to make meaning of and comprehend text.
- (ii) Procedures for building general, content-specific, and world knowledge across subject areas which begins with educator familiarity of students' and communities' funds of knowledge and culture.
- (iii) Strategies for building upon family and life experiences/languages that contribute rich context to building new knowledge necessary to support comprehension in reading, listening and expression of ideas in communication and writing.

(c) Comprehension

- (i) Factors that contribute to deep comprehension.
- (ii) Instructional routines appropriate for each major genre: informational text, narrative text, and argumentation.
- (iii) Selecting rich texts appropriate for instruction to facilitate comprehension, including a wide range of genres (informational text, narrative text, and argumentation) that reflect and positively affirm the lives, languages, perspectives, and histories of the students in the classroom:
- (iv) Critical role of sentence comprehension in listening and reading comprehension.
- (v) Importance of using explicit comprehension strategy instruction, as supported by research.
- (vi) Teacher's role as an active mediator of text-comprehension processes.

(d) Writing

- (i) Reading and writing are reciprocal skills, and explicitly teaching the relationship to children is critical.
- (ii) Major domains that contribute to written expression, including: transcription (manuscript and cursive handwriting, letter formation, spelling, conventions, and keyboarding) and translation skills (i.e., grammar, sentence structure, writing process [including planning, writing, revising, editing, and publishing] and text structure) and the developmental phases of writing.
- (iii) Research-based principles must be aligned with current research for teaching written spelling and punctuation, and must be explicitly taught.
- (iv) Demonstrate an understanding of connecting writing instruction and practice to the texts/content children are reading/learning
- (v) How to apply in practice the fundamentals of sentence construction and syntax, connecting writing to content

- (vi) How to provide purposeful inclusion of writing as a strategy to increase comprehension and learning.

(e) Administrator candidate standards:

Administrator candidates will demonstrate knowledge and understanding of the above standards, and demonstrate the ability to identify critical elements of effective literacy instruction and provide appropriate coaching and feedback

(7) Standard 4: Assessment & Data-Based Decision-Making

(a) Assessment

- (i) Understanding the foundational principles of assessment literacy, such as the differences and purposes for screening, progress-monitoring, diagnostic, interim, formative, and summative assessments, including assessments in the student's home language whenever possible.
- (ii) Understand basic principles of how tests and items are developed and formatted to measure what students know and are able to do (e.g., reliability, validity, criterion, normed, and potential bias).
- (iii) Interpret and analyze multiple data points from both informal and formal assessments as well as the formative assessment process in order to help both educators and students understand where students are in their learning process and identify next instructional moves (e.g. Interpret basic statistics commonly utilized in formal and informal assessment)..
- (iv) Know and utilize in practice well-validated screening tests designed to identify students at risk for reading difficulties.
- (v) Understand and apply the principles of progress monitoring and reporting with Curriculum-Based Measures (CBMs), including graphing techniques.
- (vi) Know and utilize in practice informal diagnostic surveys of phonological and phoneme awareness, decoding skills, oral reading fluency, comprehension, spelling, and writing.
- (vii) Integrate, summarize, and communicate (orally and in writing) the meaning of educational assessment data for sharing with students, parents, and other teachers to support students in becoming self-directed learners.

(b) Data-Based Decision-Making to Inform Instruction

- (i) How to use multiple sources of data to determine the instructional needs of all students, including all reader profiles and intervention needs of struggling readers within an MTSS framework. Note: A Multi-Tiered System of Support (MTSS) is a systemic, continuous improvement framework in which data-based problem-solving and decision-making are

practiced across all levels of the educational system for supporting students.

- (ii) Know how to elicit evidence of student learning through frequent, ongoing formative assessment to respond and adjust instruction accordingly; and to deliver specific, actionable, and timely feedback that restates the goal, describes what proficiency looks like, and shows students where they are in relation to the goal.
- (iii) How to provide all students with instruction that is needs-based, intensive, and with sufficient duration to accelerate learning.
- (iv) How to use a holistic, assets-based analysis of multilingual students when using data from multiple languages to inform instruction.

(c) Administrator candidate standards:

Administrator candidates will demonstrate knowledge and understanding of the above standards, and demonstrate the ability to identify critical elements of effective literacy instruction and provide appropriate coaching and feedback.

(8) Standard 5: Supporting Multilingual Learners

- (a) Understand language and literacy development of multilingual learners.
- (b) Understand the stages of second language acquisition and how that information guides planning for instruction.
- (c) Teach emerging multilingual students the key components of language and literacy: phonological awareness, phonics, vocabulary, fluency, spelling, and writing skills
- (d) Use evidence-based research on how best to teach multilingual learners
- (e) Leverage technology to adapt and enhance instruction of multilingual learners.
- (f) Understand implications for dual immersion teaching and learning.
- (g) Understand the benefits of developing multilingual learners' home language and literacy alongside English language and literacy.

(9) Standard 6: Students with Reading Difficulties, Reading Disabilities & Dyslexia

Note: By law, these standards must be included for students with dyslexia, but as the rule states, are appropriate for all students. These specific standards, some of which duplicate previous standards, are included to honor the existing dyslexia standards already in rule.

- (a) Understand how reading disabilities vary in presentation and degree.
- (b) The aims of literacy instruction apply to all children; with modifications, accommodations, supports, and technologies, every child must have access to literacy learning.

- (c) Administer, interpret, and apply screening and progress monitoring assessments identified in [OAR 581-022-2445 - Universal Screenings for Risk Factors of Dyslexia](#) for students who demonstrate characteristics that may predict or are associated with dyslexia
- (d) Understand how to provide evidence-based reading instruction to all students, including students who demonstrate characteristics that may predict or are associated with dyslexia.
- (e) Apply dyslexia assessment and instruction knowledge to pedagogy practice
- (f) The standards for dyslexia instruction apply to all students the candidate is being prepared to teach, including emerging multilingual students
- (g) Program alignment with the dyslexia instruction standards must be consistent with the knowledge and practice standards of an international organization on dyslexia.
- (h) Appropriate uses of assistive technology for students with serious limitations in reading fluency.

(10) Standard 7: Students who are Gifted and Talented

- (a) Understand implications of sections 3 - 8 for students who are gifted and talented.
- (b) Understand how to access and use strategic instructional practices that provide appropriate academic challenges and opportunities to foster academic growth.
- (c) Understand how to differentiate instruction to engage gifted students.
- (d) Understand the incidence of twice-exceptional learners who may be both gifted and reluctant readers, and the implications.
- (e) Understand the incidence of multilingual learners who are also gifted and talented.

(11) Standard 8: Field Experiences

- (a) Programs of study for candidates shall include:
 - (i) Practice (e.g., rehearse, role play, or complete simulations of) evidence-based early literacy instruction prior to their field-based experiences
 - (ii) Opportunity to observe (in person, virtually, or via video) models of culturally and linguistically sustaining, evidence-based early literacy practice in PK-5 classrooms aligned to the Oregon Standards for English Language Arts and Literacy.
- (b) Candidates are given opportunities in field-based experiences and classroom settings outside of required student teaching requirements to:

- (i) Use evidence-based instructional materials aligned to the Oregon Literacy Framework
- (ii) Demonstrate their ability to implement culturally and linguistically sustaining, evidence-based instructional practices that are aligned to the Oregon Literacy Framework
- (iii) Apply learning about the development of language and literacy with students within PK-5 grade span, including students who are multilingual and bidialectal and students who experience reading difficulties

PART 2: IMPLEMENTATION RECOMMENDATIONS

Background

The Council's charge included the development of a plan and timeline to ensure that the recommended standards (Part 1), if adopted, translate words into action. The standards recommendations represent new expectations for Oregon's EPPs, which were widely recognized by the Council as being a big shift. For instance, the current standards are general in nature (they fit on one page), while the Council's recommendations are extensive and provide detailed and specific knowledge, skills and dispositions related to early literacy instruction (they span nine pages).

This large shift, if approved by TSPC, demands an ambitious but realistic timeline and commensurate support to meet the new expectations. The Council had robust conversation about their shared desire for high-quality implementation to ensure the recommendations better set up students, educators, and EPPs up for success. There was also recognition that Oregon EPPs are nationally accredited and meet a range of quality standards and requirements already. To address the complexity of these issues, the Council recommendations in this section address these implementation questions:

1. When should the new expectations (Parts 1-2) for our education system regarding early literacy become effective?
 2. What support do Oregon Educator Preparation Programs (OEPPs) need to meet these new expectations? (Part 1)
 3. What support do Oregon educators need to meet these new expectations?
 4. What state infrastructure and investments are needed to create the conditions for high-quality implementation and for expectations to be met?
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Question 1.

WHEN SHOULD NEW EXPECTATIONS FOR OUR EDUCATION SYSTEM RE: EARLY LITERACY BECOME EFFECTIVE

Recommend phase in the applicability of the proposed Educator Preparation Program Approval standards (Part 1).

The Council recommends striking a balance between the desire to ensure their immediate effect and the reality that meaningful change requires capacity and takes time.

Phase 1 | Capacity building (2024-2025). During the 2024-25 academic year, all OEPPs will engage in activities with the support of TSPC to review standards and build capacity for implementation and improvement. TSPC will begin to collect data and track progress towards meeting implementation goals.

Phase 2 | Program Redesign (2025-2026).

During the 2025-26 academic year, all OEPPs will work on ensuring program alignment and redesign as appropriate. TSPC will continue to track progress towards meeting implementation goals.

Phase 3 | EPPs ready to submit evidence of meeting new standards (2026-2027).

By March 2026, all OEPPs would be required to submit evidence that would allow TSPC to conduct a formal review of their programs. TSPC would determine whether an OEPP was already substantially in compliance with the new standards. If so, the OEPP would revert to its regular cycle for TSPC approvals (up to every seven years). If not, TSPC would require impacted OEPPs to submit a program modification proposal. Approval of modifications would establish a two-year deadline for the OEPP to meet the new standards through a focused program review, which would include reviewing two cycles of complete data. Regardless, all OEPPs would be implementing new standards by the fall of the 2026-27 academic year.

Question 2.

WHAT SUPPORT DO OREGON EDUCATOR PREP INSTITUTIONS NEED TO MEET EXPECTATIONS

Recommend State support for OEPPs to adapt to the new standards.

Some or all OEPPs are likely to need to undergo significant change in order to meet the new standards. The State could support that effort by providing any of the following options:

- Collaboration between TSPC and OEPPs to crosswalk the new standards, framing the inputs that OEPPs will engage in to produce high-quality candidates.
- Implementation grants to OEPPs to boost short-term capacity, including time for faculty to obtain professional development, revise programs/curriculum, and participate in communities of practice.
- State-identified experts to work on-site at OEPPs to assess current curriculum and practices, support program revision/development, convene and lead communities of practice, etc.
- State guidance/assistance to OEPPs on how to manage competing initiatives and priorities given limited capacity.
- Statewide resources that assist OEPPs in identifying and establishing high-quality clinical placements (e.g., an active directory/network of schools and clinical supervisors, guidance and support for crafting and enforcing partnership agreements/MOUs).

Question 3.

WHAT SUPPORT DO OREGON EDUCATORS NEED TO MEET EXPECTATIONS

Recommend ensuring that all educators, including experienced teachers and graduates of EPPs outside Oregon, are supported and held accountable for meeting high standards for literacy instruction.

The Council recognizes that a focus on OEPPs is necessary but not sufficient. To improve literacy practices in schools broadly and rapidly will require addressing the vast majority of Oregon educators who will not benefit directly from the new OEPP standards.

Question 4.

WHAT STATE INFRASTRUCTURE AND INVESTMENTS ARE NEEDED TO CREATE THE CONDITIONS FOR HIGH-QUALITY IMPLEMENTATION AND FOR EXPECTATIONS TO BE MET

Recommend investing in the implementation infrastructure needed to enable consistent, research-aligned implementation of new standards in educator preparation ([Exec Order 23-12](#)) and in schools (through HB 3198).

For the Council's proposed OEPP (and forthcoming licensure) standards to have a meaningful impact, TSPC must have sufficient capacity to oversee them, including through guidance and enforcement. This likely requires new State resources for the agency to support:

- Enhanced TSPC staff capacity to conduct OEPP reviews, on-site consultation, monitoring, supporting communities of practice, etc.
- Professional learning for TSPC staff to deepen their understanding of quality early learning practices.
- Capacity for external reviewers to supplement TSPC staff in reviewing coursework, field placements, faculty interviews, etc.

PART 3: LICENSURE RECOMMENDATIONS

Background

The last charge of the Council included the development of licensure recommendations to reflect how all educators in Oregon would meet the high standards designed by the Council (Part 1), if adopted. The Council was primarily tasked with considering the licensure needs of new educators, including those trained by out-of-state providers; however, the Council also considered licensure needs for those already working in Oregon schools on provisional licenses.

Council discussion centered around content knowledge assessments, including addressing testing biases and mediating costs through multiple measures and reimbursements to cover the cost of licensure exams. The Council outlined some recommendations for TSPC to work with other agencies, including the EAC, the ODE, and the HECC to explore opportunities for licensure renewal requirements through specialized professional development from EPPs, ESDs, and school districts aligned with the new standards.

To address the licensure considerations, the Council recommendations in this section address these implementation questions:

1. Who must meet literacy requirements in the license and endorsement areas identified by the Council?
2. At which point in their licensure must educators meet the requirements?
3. What evidence does the Council recommend that TSPC accept for Oregon EPP pre-service educators seeking licensure in required endorsement areas and administrator programs to meet the literacy requirements?
4. How would we handle new requirements for educators who are coming to Oregon with out-of-state licenses, including those who come from states who are part of the Interstate Teacher Mobility Compact?

Question 1.

WHO MUST MEET LITERACY REQUIREMENTS IN THE LICENSE AND ENDORSEMENT AREAS IDENTIFIED BY THE COUNCIL

Recommendations

- New literacy standards should apply to all groups of teachers (newly licensed, out-of-state, and currently licensed) seeking an Elementary Multiple Subjects, Special Education Generalist, Reading Intervention, and English Speakers of Other Language endorsement and, those seeking administrative licenses.

- In collaboration with EAC and ODE, recommend that TSPC, conduct additional sessions to further clarify administrator standards and expectations for competency.
- In collaboration with EAC and ODE, recommend that TSPC, considering dependencies of funding and established capacity, develop a process for how currently licensed and out-of-state educators demonstrate competency toward the standards through licensure renewal requirements and by when.

Question 2.

AT WHICH POINT IN THEIR LICENSURE MUST EDUCATORS MEET THE REQUIREMENTS

Recommendations

- Educators must meet the requirements for initial preliminary licensure beginning in 2027; therefore, candidates completing a preparation program during or after the Spring of 2027 would need to demonstrate proficiency.

**NOTE: Because license renewals indicate the educator continues to have the skills and understandings to meet educator standards required to support Oregon students, and because those standards will have changed since their initial licensure, the requirements for license renewals should follow the timeline of when pre-service educator requirements begin (2027). Though not an expressly named responsibility of the Council, the additional literacy requirements tied to a Preliminary or Principal License mean that all who have a Preliminary or Principal License would be assumed to have these skills. Thus, for currently licensed educators, this competency should be demonstrated during the license renewal process beginning in 2027. Limitations exist for aligning to these dates, as agency, district, and ESD provision of the required professional development is dependent upon funding and established capacity, including staffing.*

Question 3.

WHAT EVIDENCE DOES THE COUNCIL RECOMMEND THAT TSPC ACCEPT FOR OREGON EPP PRE-SERVICE EDUCATORS SEEKING LICENSURE IN REQUIRED ENDORSEMENT AREAS AND ADMINISTRATOR PROGRAMS TO MEET THE LITERACY REQUIREMENTS

Recommendations

- Program Completion Report from Oregon EPP;
- Content knowledge assessment specifically for early literacy as a program completion requirement for preliminary licensure;
- Acknowledging lead states in implementing this level of literacy standards expectations for educators, TSPC enter into discussion with lead states to more rapidly narrow considerations of potential content knowledge assessments for adoption by Oregon;
- Acknowledging *inherent bias* in standardized assessments create a barrier for some

candidates who have mastered the standards but are unable to demonstrate through their first assessment attempt, alternate measures of proficiency to be identified by TSPC staff with input from those with literacy expertise;

- TSPC data system is developed to catalog methods of demonstrating competency;
- TSPC data system is funded to meet data needs associated with the licensing requirements; and
- Acknowledging the desire to lower current costs of education and licensure in Oregon, and acknowledging the desire of the Legislature to keep steady or lower licensing fees, literacy assessment and alternate measures be free to Oregon educators.

[There was robust conversation about these recommendations. The Council ultimately voted to adopt the recommendations as written, knowing that feedback and different perspectives on standardized assessments and multiple measures to show competency of an educators' knowledge and skill base will be shared with TSPC.]

Question 4.

HOW WOULD WE HANDLE NEW REQUIREMENTS FOR EDUCATORS WHO ARE COMING TO OREGON WITH OUT-OF-STATE LICENSES, INCLUDING THOSE WHO COME FROM STATES WHO ARE PART OF THE INTERSTATE TEACHER MOBILITY COMPACT

Recommendations

- Non-ITMC out-of-state licensed educators be required to demonstrate competency in the same manner and on the same timeline as currently licensed Oregon educators
- Given the early stages of ITMC organization and agreements, TSPC advocate at the ITMC Steering Committee level for either:
 - Aligned literacy content knowledge requirements for ITMC-participating states; or
 - An exception for Oregon with the ITMC agreement that licensed educators, upon receipt or upon renewal of Oregon license, meet literacy license requirements for license issuance.

APPENDIX A- RECOMMENDATIONS FOR FURTHER REVIEW BY TSPC

The following list of language change recommendations reflects specific feedback from individual Councilmembers, and should be considered by the TSPC Commission or TSPC committee designees.

Issue	Outline of Recommendation	Rationale
Overall grammar	Ensure all standards are written with parallel construction.	
Wording change pg 8(e)	“Educational communities will design instruction that builds upon students’ the multilingualism, home languages and cultures of emergent multilingual students, including those who bring Indigenous languages and English dialects to the classroom.”	
Move pg 9 v and vi	Move from Instruction to Disposition	Do they really belong under “Instruction”?
Wording change Page 10 (a)(4)	Clarify what is meant by “high-quality language and academic vocabulary.”	Is the teacher candidate supposed to be able to explain the procedures with such vocabulary or are they expected to use academic vocabulary with students? I assume not the latter, but it’s ambiguous.
Wording change Page 10 (b) (2)	Reword “will seek to”	I think we touched on this before. How do the students demonstrate that they will seek to do something?
Wording change Page 13: Standard 4a	I assume that much of this language re: assessments is identical to such language regarding EPP teaching of assessments in other sections of TSPC’s rules. If not, they should be, no?	Re assessments: should there be something about being cautious and sensitive to not shaming students by assessing them through having them read aloud? (Maybe this isn’t done any more, but it was when I was a kid (so many decades ago), and I know that it was devastating for some children.

Reduce redundancy	Ensure standards are streamlined without silencing culturally responsive practices that are integral to literacy and outlined in the framework	I recognize the need for streamlining the standards and notice that a lot of the recommendations to weave CR language throughout were muted. I am hopeful as the opening captures the need for culturally sustaining practices to inform the standards that follow - and there are some instances where such practices are called out. Would love to see a training on how that is actually implemented. Thanks for the effort to weave and thread the complexities of perspectives.
Reduce redundancy	The suggested Standards still need polishing to reduce redundancy and the number of Standards.	The following sections of the Framework are salient to the drafting of the Standards: Section 5: Foundational Skills Section 6: Writing, Reading Comprehension, Vocabulary, & Background Knowledge Section 7: Core Instruction & Assessment Section 8: Reaching all Learners
Reword (5) Standard 2	Change language to a. Develop oral language, phonological awareness, and vocabulary across each language to the extent possible when working with multilingual learners.	I think this is an important standard, and I am worried that the way it is worded makes it potentially impossible for EPPs to guarantee, given that this would make them responsible for being knowledgeable in the oral language, phonology, and vocabulary of the approximately 7,000 spoken languages with 300 writing systems. I would hate to see this standard struck due to this impossible requirement
Move 4(b)(iv)	Move to Comprehension	This standard relates to selection of text
Wording change 4(b)(v)	This statement should end after the words 'designing instruction'	The statement in the parentheses is already included in the comprehension section of this document so this would

		alleviate some redundancy in the standards.
Wording change 4(b)(vi)	This section is included in the statement at the top that refers to ALL students.	By naming specific groups there is a danger that we are leaving others out. By using ALL, we keep it inclusive. By eliminating this standard, we are also reducing the total number of standards.
Wording change 5(a)(vi)	Include the word linguistic before assets	To distinguish it from the disposition that also discusses the assets of multilingualism.
Wording change 5(a)(vi)	End this standard after the word multilingualism.	To reduce redundancy. The rest of this standard is included in dispositions.
Wording change 5(a)(vii)	Reword this standard: Recognize and build on students' linguistic assets, including multilingualism and language varieties.	To eliminate deficit language in this standard
Wording change (6)(b)(i)	Substitute "verbal language and text" where it currently says "and comprehend text."	To strengthen this standard with more clarity
Wording change (6)(b)(ii) and (6)(b)(iii)	Revise wording to: Procedures for building knowledge networks through all grades including general knowledge, domain-specific knowledge, and world knowledge.	To strengthen this standard and reduce redundancy
Wording change (6)(b)(ii) and (6)(b)(iii)	(iii) and (ii) should be switched to highlight the need to know students' funds of knowledge	so that the teacher takes that into account in building funds of knowledge.
Wording change (6)(b)(iii)	Replace the word 'genres' with the word texts	
Wording change (6)(b)(iii)	Eliminate the genres in parentheses	
Wording change (6)(b)(iii)	Add in the word cultures in the list of student affirmations to be honored.	

Wording change (7)(a)(i)	Remove the word literacy so it just says assessment	
Overall grammar	Replace language "dialect" with language varieties	
Reduce redundancy	Reduce the overall number of standards	The number of standards is concerning. This is especially true for administrative licensure programs. The number of standards increased after public comment and I think EPPs would be even more concerned with the number now.
Update background knowledge	Align background knowledge section to better align to research/practice	The section on background knowledge does not reflect research or practice.

APPENDIX B- COUNCIL MEMBERS

Co-chairs

Ronda Fritz

Associate Professor, Eastern Oregon University
Founder & Executive Director of Eastern Oregon University Reading Clinic

Susan Gardner

Dean of College of Education, Oregon State University
President, Oregon Association of Colleges for Teacher Education

Educator Preparation Program Faculty

Julie Esparza Brown

Professor, Department of Special Education, College of Education, Portland State University

Katie Danielson

Assistant Professor, School of Education, University of Portland

K-12 Teachers & Administrators

Heidi Brown

Elementary Principal & Superintendent, Crow-Applegate-Lorane School District

Julie Ragan

Title I Teacher, Lebanon School District

Shahnaz Sahnou

Literacy Specialist, Corvallis School District

Jennifer Whitten

Elementary Principal, Beaverton School District

Early Literacy Experts

Anita Archer

Educational Consultant, Explicit instruction, design and delivery of instruction, behavior management, and literacy instruction

Mikkaka Overstreet

Principal Consultant, Equity & Systems Improvement for Literacy, Education Northwest

Indigenous Language Expert

Valerie Switzler

Tribal Culture & Heritage Director, Confederated Tribe of Warm Springs

State Legislators

Senators Michael Dembrow (D-Portland) and Suzanne Weber (R-Tillamook)
appointed by Senate President Rob Wagner

Representatives Ben Bowman (D-Tigard) and Boomer Wright (R-Coos Bay)
appointed by House Speaker Dan Rayfield

State Agency Leaders

Ben Cannon

Executive Director, Higher Education Coordinating Commission (HECC)

Melissa Goff

Interim Executive Director, Teacher Standards and Practices Commission (TSPC)

Sara Spencer

Interim Director, Educator Advancement Council (EAC)

Charlene Williams

Deputy Superintendent, Oregon Department of Education (ODE)