



COLORADO
Department of Education

2021-2022 Teacher of Record Program Report

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By:
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Executive Summary

The Teacher of Record (TOR) License and Teacher of Record Program were created in 2018 (C.R.S. 22-60.5-201(1)(a.5) and C.R.S. 22-60.5-208.7).¹ They were designed to decrease the teacher shortage in Colorado by creating a unique pathway to licensure that meets the needs of individual communities. This pathway to licensure provides districts, boards of cooperative services (BOCES) and charter schools with a means to partner with traditional educator preparation programs to fill critical teacher shortages. The 2019-2020 school year was the first year for which there were TOR License holders and TOR Program participants. Since its inception, participation in the TOR program has increased yearly. Year One of the TOR program had seven participants, Year Two had eight, and Year Three had 20.

Background

During the summer and fall of 2017, the Colorado Department of Education (CDE or Department) and the Colorado Department of Higher Education (CDHE) conducted an in-depth study of teacher shortages throughout the state. In response to documented teacher shortages, the legislature passed multiple initiatives aimed at alleviating these shortages. These included the TOR License and Program, which creates a recruitment pathway for districts, BOCES and charter schools to hire individuals as teachers of record while completing the last 36 or fewer credit hours of their traditional undergraduate teacher preparation program.² This initiative aims to address teacher shortages by developing a recruitment and placement pipeline that enhances experiential training and preparation of teachers, customizes that training to the needs of individual communities and increases the diversity of teachers in public schools across the state.

Teacher of Record License and Teacher of Record Program

The TOR License is designed for individuals who do not hold a bachelor's degree and are in an undergraduate traditional teacher preparation program at an approved Colorado institution of higher education.³ Under the Teacher of Record license, an individual can become the teacher of record in their classroom while completing up to the remaining 36 credit hours of their teacher preparation program.

To qualify for a TOR License, individuals must be enrolled in a TOR Program. For the TOR Program, the hiring district/BOCES/charter school and the institution of higher education must collaboratively create an individualized program for the candidate to complete their teacher preparation program while employed as the teacher of record. Both the district/BOCES/charter school and institution of higher education are responsible for providing support services and training. The TOR License and Program allow local education providers to recruit new teachers for critical shortage areas when no qualified applicants are available by working in partnership with higher education institutions to meet local needs.

Participant Information

There were 20 TOR Program participants for the 2021-2022 school year. The 20 participants taught in 14 different rural and small rural school districts across the state and attended Colorado-approved teacher preparation programs at six institutions of higher education (IHEs). Nineteen of the 20 Teacher of Record participants finished their program within its defined time, and all 19 of those who completed their program plan to return to teach at the same district for the 2022-2023 school year. One program participant did not finish the program in one year and will move to a different school district in the 2022-2023 school year. Demographically, this year's participants were the most racially/ethnically diverse since the program's inception. However, it is important to note that there is still a shortage of teachers of color in Colorado.⁴ The gender



makeup of 2021-2022 participants' is like that of Colorado's overall teacher population in that there are more women than men. This is not reflective of the state population's relatively even gender distribution.

Conclusion

The 2021-22 school year saw significant growth in the pathway to licensure created by the TOR License, a one and half times increase from 2020-21. This pathway allowed districts to fill teaching positions in critical shortage areas that otherwise may have remained vacant while providing customized training and preparation to participants. During the 2021-2022 school year, all 20 TOR Program participants worked in rural school districts.



Introduction

The TOR License and Program were created during the 2018 legislative session to address the teacher shortage in the state by developing a new pipeline for the recruitment and placement of teachers. (C.R.S. 22-60.5-201(1)(a.5) and 208.7.)⁵ When a school district, BOCES or charter school needs a licensed teacher in a designated shortage area, and no qualified applicants have applied for the position, this pathway may be used to fill the position.

Designated Shortage Areas

Colorado's shortage areas are determined annually through the mandatory Educator Shortage Survey.⁶ The shortage areas identified for the 2021-2022 school year for which one was eligible to have a TOR license⁷ were: Rural (PK-12), English as a Second Language (PK-12), Mathematics (7-12), Science (7-12) and World Languages (PK-12).

Teacher of Record License

The TOR License is designed for individuals who do not hold a bachelor's degree and are in an approved undergraduate traditional teacher preparation program at an institution of higher education.⁸ Under the TOR License, individuals can be employed in a shortage area as the teacher of record in their classroom while completing up to the remaining 36 hours of their teacher preparation program. Individuals must be enrolled in a Department-approved TOR Program to be eligible for a TOR License. Licenses are valid for two years and can be renewed once if the holder does not complete a bachelor's degree due to unforeseen circumstances.

Teacher of Record Program

The TOR Program is an individualized one- or two-year program for candidates to complete their teacher preparation while employed as the teacher of record. Each TOR Program is created collaboratively between the hiring school district, BOCES, or charter school and the approved Colorado institution of higher education in which the individual is enrolled. Programs must include direct supervision by mentor teachers, performance evaluations and preparation programs or other supports to help the teacher of record meet licensure requirements. Both the district/BOCES/charter school and the Colorado institution of higher education are responsible for providing such support services and training. The Department must approve all TOR Programs for the individual to be eligible to apply for a TOR License.

Program Participation

The 2021-2022 school year is the third year for which there were TOR Program Participants and, thus, TOR License holders. Over the 2021-2022 school year, the Department received 21 inquiries regarding the TOR Program. Of those, 20 TOR Programs were submitted for approval. All plans were approved and 20 individuals participated in the program.

Teacher of Record Program

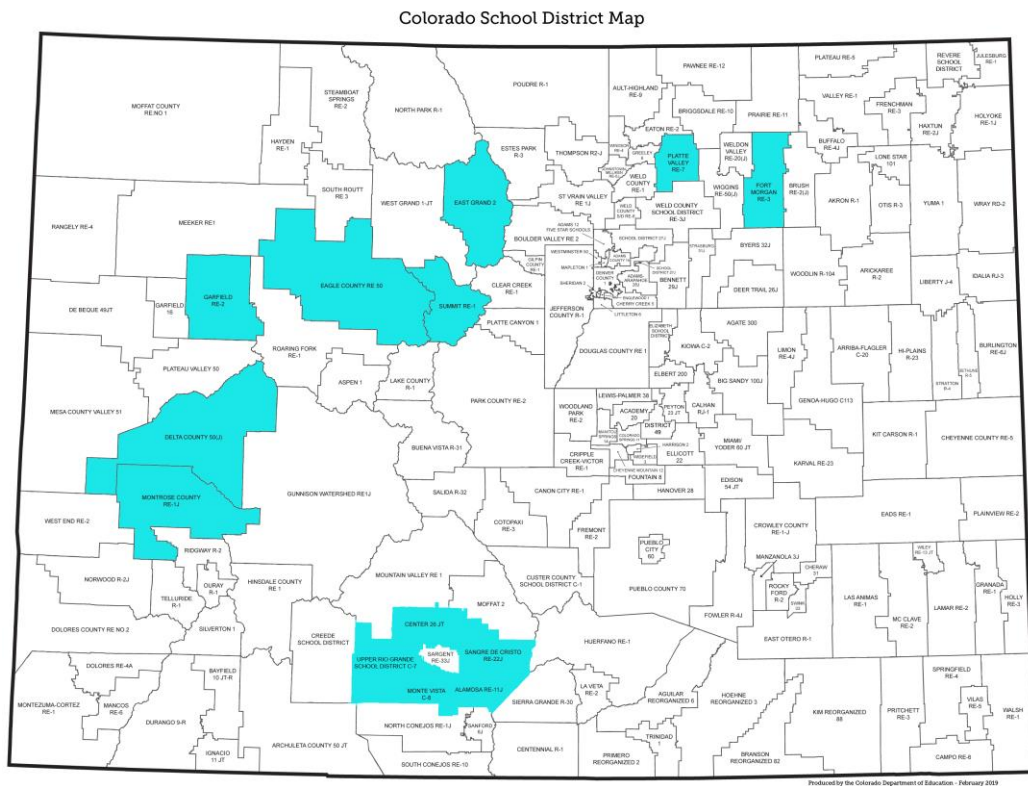
- The Teacher of Record Program and Teacher of Record License allow individuals to complete their teacher preparation program while employed as the teacher of record.
- To be eligible for a Teacher of Record License, an individual must:
 - Have no more than 36 credit hours remaining to complete their bachelor's degree requirements;
 - Have not completed the required field work;
 - Participate in a Teacher of Record Program; and
 - Be employed in a position aligned to their licensure program and in which there is a critical teacher shortage.
- Critical shortage areas for the 2021-2022 school year for which one was eligible to have a Teacher of Record License were:
 - Rural (PK-12)
 - English as a Second Language (PK-12)
 - Mathematics (7-12)
 - Science (7-12)
 - World Languages (PK-12)

Teacher of Record Program

Program Information

The 20 TOR Program participants attended six different institutions of higher education. They were employed by 14 Local Education Agencies (LEAs), including 13 school districts and a charter school affiliated with the Colorado Charter School Institute. All 14 LEAs employing an individual in a TOR Program are identified as, or located in, rural or small rural districts.⁹ Figure 1 below highlights the school districts with a TOR Program participant for the 2021-2022 school year.¹⁰

FIGURE 1: School Districts with Teacher of Record Programs in 2021-2022



The TOR Program may last up to two years. In the 2021-22 school year, 19 of the 20 participants completed their requirements in one year. All 20 program participants taught in rural school districts, and three of the participants also addressed subject-area shortages in Science, English as a Second Language and World Languages while teaching in the rural districts. There are potential statewide benefits from TOR participants with licenses in pervasive shortage areas such as Science, English as a Second Language and World Languages because they will be able to fill positions in rural, suburban or urban school districts.



The 2021-22 TOR participants held the following positions:

- 13 participants filled elementary positions (the World Languages participant served in a Dual Language Immersion classroom);
- 2 filled secondary English positions, one as a middle school English as a Second Language teacher;
- 2 filled secondary social studies positions;
- 1 filled a secondary science position;
- 1 filled a secondary business position; and
- 1 filled a middle school physical education position.

Participants instructed 1,064 students from kindergarten to twelfth grade in their roles as the TOR. Fifteen participants instructed students in a single grade level, while the remaining five participants taught students across multiple grade levels.

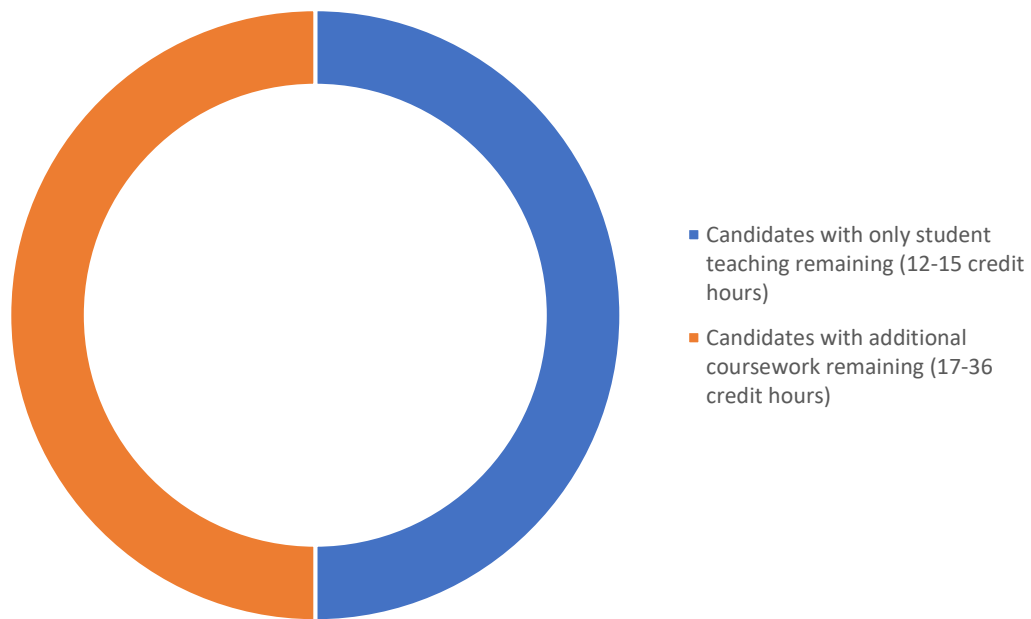
TABLE 1: Program Information

Institute of Higher Education (IHE)	Number of TOR participants at the IHE	School District Name(s)	Shortage Area(s)	TOR License Endorsement	School Level(s)
Adams State University	7	Alamosa, Center, Monte Vista, Upper Rio Grande, Sangre de Cristo	English as a Second Language, Rural, Science	General Elementary Education, Elementary Mathematics, Secondary Science, Secondary English and Business Education	Elementary, Middle & High School
Colorado Mountain College	6	Charter School Institute, Eagle, Garfield, Summit	Rural, World Languages	General Elementary Education	Elementary School
Colorado State University	1	East Grand School District	Rural	Secondary English	High School
Metro State University	1	Platte Valley	Rural	K-12 Physical Education	Middle School
University of Northern Colorado	1	Fort Morgan RE-3	Rural	General Elementary Education	Elementary School
Western Colorado	4	Delta, Monte Vista, Montrose County	Rural	General Elementary Education	Elementary School

Participant Information

TOR Program participant ages ranged from 20 to 44. Of the 20 program participants, 17 graduated from a Colorado high school, two participants were international candidates from Mexico and Peru, and one participant graduated from a California high school. All but three participants in the TOR Program entered their program while in the final year of their undergraduate program.

FIGURE 2: Credit Hours Needed by Teacher of Record Program Participants



At the beginning of the school year, half of TOR participants had their student teaching requirements remaining. The other half had additional courses to complete in addition to student teaching. The number of credit hours that participants needed to complete to finish their undergraduate program ranged from 9 to 30 credit hours.

To gauge the TOR Program’s impact on the recruitment of demographically underrepresented groups to the teaching profession, TOR Program candidates’ demographic information is compared to the demographics of all Colorado teachers¹¹ and the state population.¹² As shown in Figure 3, by comparing the distribution of race/ethnicity for the state with the distribution of race/ethnicity for all Colorado teachers, it is apparent that people of color are underrepresented in the teaching profession in Colorado.¹³ Like the state’s teacher population, most TOR Program participants (14 of 20) identify as white. Those identifying as American Indian/Alaskan Native (five of 20) comprised the second largest racial/ethnic group. The 2021-22 TOR participants are the most racially/ethnically diverse group since the program’s inception, with 30 percent of participants identifying as a race or ethnicity other than non-Hispanic, white.

FIGURE 3: Distribution of Race and Ethnicity for Residents of Colorado and Teachers in Colorado

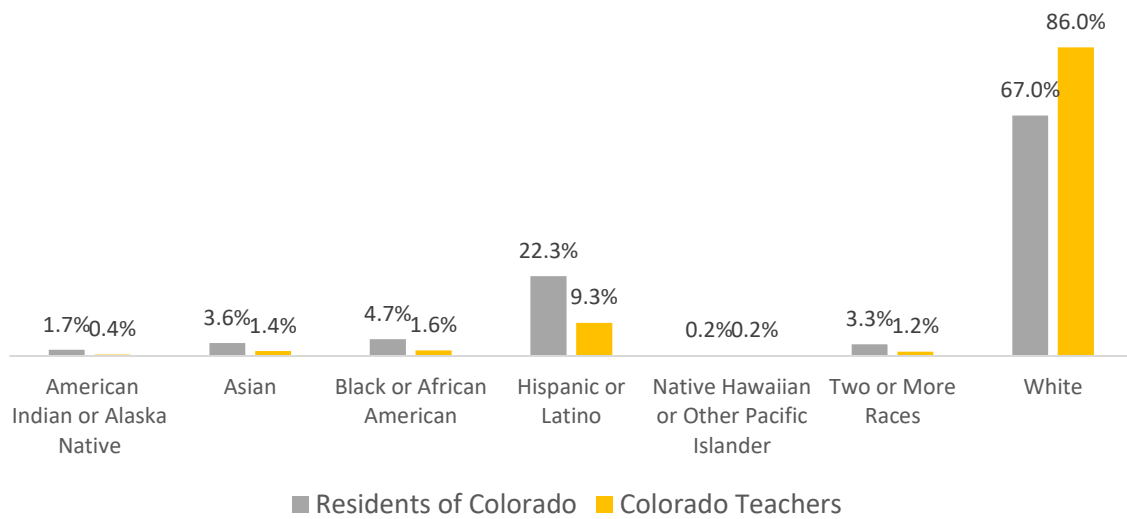
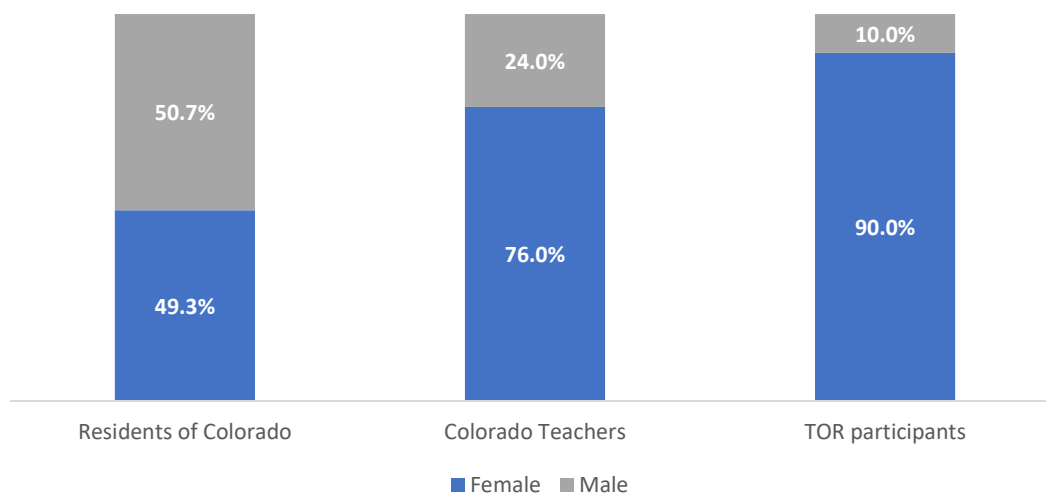


Figure 4 illustrates that 90 percent of the 2021-22 TOR participants identified as female. This mirrors the overrepresentation of Colorado teachers identifying as female but does not reflect the gender distribution of the overall state population.¹⁴

FIGURE 4: Distribution of Gender by Colorado Residents, Teachers and Teachers of Resident Participants

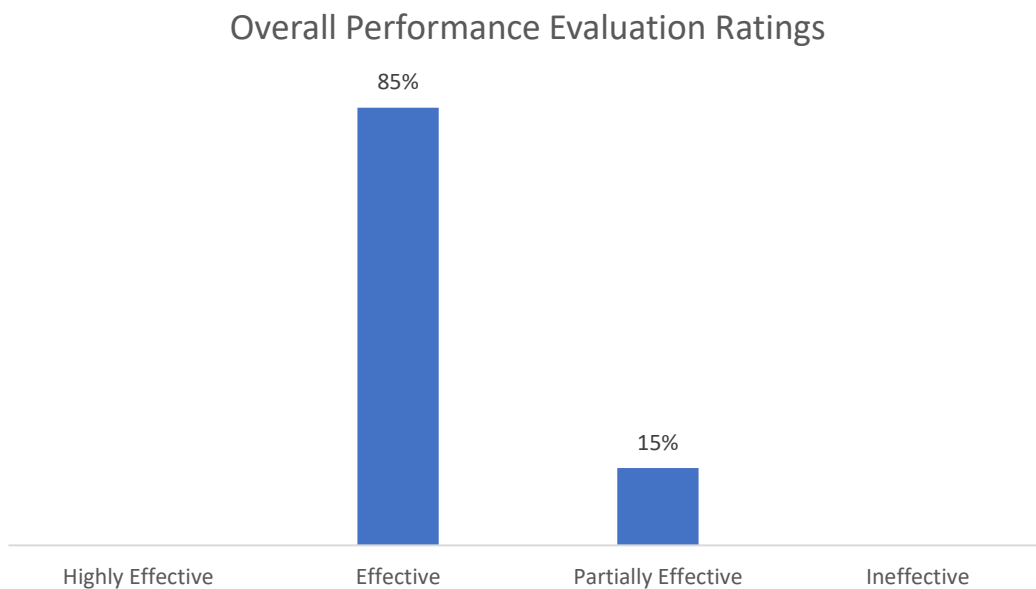




Participant Outcomes

Of the 20 TOR Program participants in 2021-2022, 19 completed their TOR Program within the defined period of their program and completed their bachelor’s degree within that time. The one individual who did not complete their TOR Program in one year will be changing the school where they were employed and continuing as a TOR in the 2022-23 school year. As shown in Figure 5, most 2021-2022 TOR Program participants were rated Effective on their district performance evaluation.¹⁵ Seventeen of the 20 participants plan to return to teach in the same district for the 2022-2023 school year.

FIGURE 5: Overall Performance Evaluation Ratings of TOR Participants in the 2021-22 School Year



The first two cohorts (2019-20 and 2020-21) were comprised of fifteen individuals. Thirteen served as regular classroom teachers in Colorado during the 2021-22 academic year, and CDE has no information on the teaching status of the other two. Of the thirteen classroom teachers, eleven continued working in the same district in which they completed their TOR Program; the other two moved to larger school districts. Twelve of the thirteen advanced their TOR license to an initial teacher license, while one currently holds a professional teaching license.

Table 1: Number of TOR Program Participants by Year

Year	Number of TOR Participants	Percent Change from Previous Year
2019-20	7	-
2020-21	8	14%
2021-22	20	150%



Conclusion

The TOR License and Program helped local education agencies recruit new teachers for critical shortage areas when no qualified applicants were available. By working in collaboration with six higher education institutions, 14 different LEAs representing rural and small rural school districts across the state had one or more Teacher of Record participants in the classroom. During the 2021-22 school year, 20 individuals participated in the TOR Program, a one and a half times increase from the 2020-21 school year. Thirty percent of TOR participants from the most recent cohort identified as a race or ethnicity other than white, also an increase from the previous year. This license and program allowed school districts to fill vacancies in critical shortage areas that may have otherwise remained vacant.



APPENDIX A

	School District (SD)	Institute of Higher Education	Shortage Area	Teacher of Record License Endorsement	School Level	Program Length
Participant A	Center 26 JT SD	Adams State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant B	Charter School Institute- Stone Creek Charter	Colorado Mountain College	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant C	Charter School Institute- Stone Creek Charter	Colorado Mountain College	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	2 years
Participant D ¹⁶	Delta County 50(J) SD	Western State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	2 years
Participant E	Eagle County SD	Colorado Mountain College	World Languages	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant F	East Grand SD	Colorado State University	Rural (PK-12)	English Language Arts (7-12)	High School (9-12)	1 year
Participant G	Fort Morgan RE-3 SD	University of Northern Colorado	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant H	Garfield RE-2 SD	Colorado Mountain College	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant I	Garfield RE-2 SD	Colorado Mountain College	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant J	Monte Vista SD	Western State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant K	Monte Vista SD	Adams State University	Rural (PK-12)	Secondary Science	High School (9-12)	
Participant L	Monte Vista SD	Adams State University	English as a Second Language	Secondary English	High School (9-12)	1 year
Participant M	Monte Vista SD	Adams State University	Rural (PK-12)	Secondary Social Studies	High School (9-12)	1 year
Participant N	Montrose County SD	Western State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant O	Montrose County SD	Western State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant P	Platte Valley SD	Metro State University	Rural (PK-12)	K-12 Physical Education	Middle School (6-8)	1 year
Participant Q	San Luis Valley BOCES	Adams State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year



Participant R	Sangre de Cristo SD	Adams State University	Rural (PK-12)	Business Education	High School (9-12)	1 year
Participant S	Summit County SD	Colorado Mountain College	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year
Participant T	Upper Rio Grande SD	Adams State University	Rural (PK-12)	Elementary Education (K-6)	Elementary School (PK-5)	1 year

Endnotes

¹ The Grow Your Own Educator Program was created in tandem with the Teacher of Record License as an alternative to the Teacher of Record Program. The Grow Your Own Educator Program, comprised of all the same requirements as the Teacher of Record Program, also provided grant funding for the individual’s tuition in exchange for three years of service in the district/BOCES/charter school after program completion. However, no qualified candidates applied for the program, and the program was repealed during the 2020 legislative session.

² See end note 1.

³ The process of educator preparation program approval and re-authorization for institutions of higher education is carried out collaboratively by the Colorado Department of Higher Education and Colorado Department of Education and includes initial approval and re-authorization not more than once every five years. Initial approval and re-authorization are required for any institution offering educator preparation programs leading to endorsement in Colorado, including public and private entities. For more information, see <http://www.cde.state.co.us/educatortalent/preparation>.

⁴ See Figures 3 and 4 for a comparison of the most recent available data. For a historic perspective, see https://higher.ed.colorado.gov/Publications/Reports/teachereducation/2017/TeacherShortages_Nation_Colorado_Dec2017.pdf.

⁵ See end note 1.

⁶ Starting with the 2018-2019 school year, the Educator Shortage Survey is required by statute per Senate Bill 19-003 and to meet Federal requirements per 34 CFR 682.201(q), 34 CFR 674. 53(c) and 34 CFR 686.12.

⁷ The Teacher of Record license cannot be issued with an endorsement in special education regardless of its identification as a shortage area due to requirements outlined in the Individuals with Disabilities Education Act (IDEA).

⁸ See endnote 3.

⁹ Rural and small rural status is determined by the Rural Education Council. For more information, see <http://www.cde.state.co.us/ruraledcouncil>.

¹⁰ Stone Creek Charter School, located in Eagle County School District, affiliated with the Colorado Charter School Institute is not shown on map.

¹¹ State level data was calculated using publicly available staff statistics, which can be found here: <http://www.cde.state.co.us/cdereval/staffcurrent>. This data is collected in the Human Resources Snapshot. For more information, see http://www.cde.state.co.us/datapipeline/snap_hr.

¹² State racial/ethnic data comes from the federal 2020 census, as published by the Colorado Department of Local Affairs. For more information, see <https://demography.dola.colorado.gov/>. State gender data comes from the U.S. Census Bureau Quick Facts- Colorado (The calculation for male percent is female percent minus 100.) For more information, see <https://www.census.gov/quickfacts/CO>.

¹³ See endnote 4.

¹⁴ Teacher of Record Program participants had the option to select female, male, non-binary, or prefer not to say. Data for all Colorado teachers and state population data are available for female and male only.

¹⁵ For more information about educator effectiveness, see <http://www.cde.state.co.us/educatoreffectiveness>.

¹⁶ This participant did not complete Teacher of Record in one year and is moving schools and school districts in the 2022-23 school year.