



2021 Educator Preparation Program and Workforce Analysis Report

Covering Data from the 2019-20 and 2020-21 School Years

January 2023

Wisconsin Department of Public Instruction

2021 Educator Preparation Program and Workforce Analysis Report

Developed by

Jennifer Kammerud

Director

Licensing, Educator Advancement and Development (LEAD)Team

Carl Frederick, PhD

Research Analyst

Policy, Budget, and Research Team

Joshua Kundert, PhD

Education Consultant

LEAD Team



Wisconsin Department of Public Instruction

Jill K. Underly, PhD, State Superintendent

Madison, Wisconsin

This report is available from:

Licensing, Educator Advancement and Development Team
Jennifer Kammerud
Wisconsin Department of Public Instruction
125 South Webster Street
Madison, WI 53703

<https://dpi.wi.gov/licensing/epp>

January 2023

Wisconsin Department of Public Instruction

The Wisconsin Department of Public Instruction does not discriminate on the basis of sex, race, color, religion, creed, age, national origin, ancestry, pregnancy, marital status or parental status, sexual orientation, or ability and provides equal access to the Boy Scouts of America and other designated youth groups

Table of Contents

Preface	1
Background to Report	3
Licensure Assessments	5
PRAXIS II.....	5
ACTFL.....	9
Foundations of Reading Test (FORT).....	10
Enrollment to Licensure.....	13
Enrollment Trends	13
Licensure Absent Program Completion	21
Wisconsin’s Teacher Workforce.....	22
Demographic Data.....	22
Retention.....	23
Salary Trends.....	26
Retirements	28
Shortage Areas	29

Preface

Schools are experiencing a shortage of teachers in Wisconsin. While this is not a problem unique to Wisconsin, this report examines why this is the case when there are more educator preparation program completers than retirements overall in the state. Initial data, which merits further study, demonstrates that the state is steadily losing teachers in their first five years of employment and that certain areas of licensure are particularly hard to fill for employers.

This report is based on data available to the Department of Public Instruction (DPI) and covers data on enrollment, completion, tests and, new this year, data covering retention rates, salary, demographics and retirements. Some data points from this year's report include:

- Teacher retention rates are 67 percent after their first five years.
- Foundations of Reading Test (FORT) passage rates are 54 percent for first-time test takers and the FORT is a particular barrier to teachers of color when compared to white test takers.
- Out of a possible 5,391 new public school teachers who completed a program, the state only added 3,618 teachers.
- The teaching workforce continues to be overwhelmingly white and female.
- Enrollment in educator preparation programs is still below 2008-09 levels.
- Wisconsin is producing more teachers overall than there are retirements.
- Median salaries and wages for educators have been dropping over the last decade.

In response to the hiring challenges school districts were experiencing in prior years, the state created significant changes in pathways to becoming a teacher in the 2018 repeal and recreation of the state administrative code, PI 34, which governs teacher preparation and licensure. As a result of those updates, Wisconsin has an extremely flexible system for entry into the profession where the minimum requirement for a teaching license is a bachelor's degree in any subject. Certain vocational and technical teaching licenses can also be obtained, depending on the qualifications of the applicant, with less than a bachelor's degree. Data included in this report demonstrates the extent to which various pathways to licensure are resulting in more licensed teachers.

In addition to the expansion in the options to become a teacher, another change that came in the 2018 revision to PI 34 was more flexibility for licensing and employment purposes as the state moved from developmental level licensure to specific grade bands. Educator preparation programs were given through August 31, 2023, to gain approval for providing programs leading to licenses under the revised administrative code.

The degree to which teachers feel prepared coming into the classroom impacts retention. Accordingly, teacher preparation programs approved by the DPI under Wisconsin law must address each of the Wisconsin [teaching standards](#), as well as standards in the area of the license, to provide teachers with a foundation of knowledge of effective teaching practices, content, differentiated instruction, data to measure student progress and impact of teaching practices, and systems of support for students. Relatedly, administrator and pupil services programs must meet [administrator](#) and [pupil services](#) standards and related license area standards under Wisconsin law.

Educator preparation program work resulting from the 2018 revisions is well underway as preparation programs consisting of both higher education and post-baccalaureate nontraditional programs are approved and offered by providers across the state. The complete list of available programs is available at <https://dpi.wi.gov/licensing/epp>.

In future years, this report will continue to focus on addressing the supply and demand for educators in K-12 education in Wisconsin in order to provide the most complete picture possible to educators, employers, preparation programs, and others interested in addressing the workforce needs in K-12 education.

Jennifer Kammerud
Director
Licensing, Educator Advancement, and Development Team

Background to Report

Legislative Authorization

Wisconsin Statutes [§115.28 \(7g\)](#) require the Department of Public Instruction (DPI) to produce an annual report on Wisconsin's approved educator preparation programs (EPPs). This report must provide the public with the measures of performance for each teacher preparatory and education program. Accordingly, this report includes detailed information on the number of program completers by licensure type at each EPP, along with first-time pass rates on required licensure assessments and the number of program completers receiving a license and finding work in Wisconsin public schools. This report was expanded to include a broader workforce analysis.

Definitions

The following terms are used throughout this report and are defined below.

Educator Preparation Program (EPP) Completers: unduplicated counts of candidates who have completed an approved educator preparation program (traditional or nontraditional programs) and all requirements for licensure between September 1, 2019 and August 31, 2020 and September 1, 2020 and August 21, 2021, making them eligible for licensure in Wisconsin.

Licensed in Wisconsin: EPP completers from 2019-20 and 2020-21 who received one or more Wisconsin teaching licenses between September 1, 2019, and August 31, 2021, after successfully completing an educator preparation program. It should be noted that some program completers do not seek Wisconsin licensure because they move to another state, seek employment in a private school, or work in a non-education field.

Employed in Wisconsin: EPP completers from 2019-20 and 2020-21 who were employed in Wisconsin public schools during the 2020-21 and 2021-22 school years, respectively. These data will not include EPP completers employed outside of Wisconsin or in Wisconsin private schools.

Nontraditional programs: approved programs that are not degree granting programs, but rather programs leading to licensure for those who already have a bachelor's degree or higher before enrolling. These programs were called alternative programs in prior reports.

Teacher: people who hold one of the following positions (position codes in parentheses): Department Head (18), Teacher in Charge (19), Teacher (53), Speech/Language Pathologist (84), Librarian (86), Library Media Specialist (87). This is consistent with other teacher reports. More information about position codes is available at <https://dpi.wi.gov/wise/data-elements/position-code>

Normal versus Early Retirement: The Department of Employee Trust Funds distinguishes between normal and early retirements based on one's age, years of service, and employment category. Normal retirement age for teachers with at least 30 years of service is 57. Teachers aged 55 are eligible to apply for reduced retirement benefits, which is called early retirement. More information on retirement is available at <https://wietf.prod.acquia-sites.com/retirement/saving-retirement/when-can-i-retire>

Licensure Assessments

Testing data summarized below includes candidates who were enrolled in educator preparation programs and took tests between September 1, 2019 and August 31, 2021, which is divided into the 2019-20 and 2020-21 periods, both running from September first through August 31st. Students are not considered program completers or endorsed for licensure until they have passed all required assessments required for licensure. Accordingly, there are more test-takers than program completers for most educator preparation programs.

Praxis II

Due to changes made in 2018 to administrative code [PI 34](#), the Department no longer requires program completers to take the Praxis II test, unless adding a license via a content test .

The Praxis II, administered by the Education Testing Service (ETS), is one means by which educator preparation programs may assess candidates' content knowledge in all subjects (except for World Languages—see below). A complete listing of Praxis II subject area tests used in Wisconsin is available at <https://www.ets.org/praxis/wi/requirements/>.

Tables 1 through 4 below provide information on Praxis II pass rates for 2019-20 and 2020-21 EPP completers statewide. [Pass rates for individual EPPs are available to download from this file](#). Data are suppressed when the number of test-takers is fewer than 10 in order to protect confidentiality. The three columns labeled 'First Attempt' refer to candidates who took the required test for the first time between the 2019-20 or the 2020-21 periods. The three columns labelled 'Any Attempt' include candidates who first took the test prior to the 2019-20 or 2020-21 period and also took it during one of these time periods. Therefore, the pass rate for 'Any Attempt' may be higher or lower than the first-time pass rate.

Table 1: Praxis Pass Rates by Race-Ethnicity

Test Year	Race/Ethnicity	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2019-20	Asian	17	13	76.5%	19	15	79%
	Black	20	9	45%	26	12	46.2%
	Hispanic	26	19	73.1%	35	24	68.6%
	Native	5	*	*	6	*	*
	Other/Multi-Racial	26	22	84.6%	28	24	85.7%
	White	666	533	80%	715	602	84.2%
2020-21	Asian	32	26	81.2%	37	29	78.4%
	Black	41	22	53.7%	46	24	52.2%
	Hispanic	38	28	73.7%	48	32	66.7%
	Native	8	*	*	8	*	*
	Other/Multi-Racial	31	26	83.9%	34	26	76.5%
	White	955	812	85%	1,017	894	87.9%

**Results suppressed for tests with fewer than 10 test-takers.*

Table 2: Praxis Pass Rates by Gender

Test Year	Gender	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2019-20	Female	628	495	78.8%	682	562	82.4%
	Male	186	157	84.4%	202	173	85.6%
2020-21	Female	886	732	82.6%	949	801	84.4%
	Male	282	236	83.7%	306	263	85.9%

Table 3: Praxis Pass Rates by Test Subject (2019-20)

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Art: Content Knowledge	6	*	*	6	*	*
Business Education: Content Knowledge	6	*	*	6	*	*
Elementary Education: Content Knowledge	104	68	65.4%	115	81	70.4%
English Language Arts: Content Knowledge	34	31	91.2%	36	32	88.9%
English to Speakers of Other Languages	23	22	95.7%	25	24	96%
Family and Consumer Sciences	6	*	*	6	*	*
General Science: Content Knowledge	37	26	70.3%	41	33	80.5%
Health Education	11	9	81.8%	11	9	81.8%
Marketing Education	3	*	*	3	*	*
Mathematics: Content Knowledge	39	8	20.5%	55	20	36.4%
Middle School: Content Knowledge	209	150	71.8%	233	181	77.7%
Music: Content Knowledge	8	*	*	9	*	*
Physical Education: Content Knowledge	12	9	75%	12	10	83.3%
Professional School Counselor	86	79	91.9%	90	87	96.7%
School Psychologist	89	88	98.9%	89	88	98.9%
Social Studies: Content Knowledge	32	30	93.8%	38	36	94.7%
Speech-Language Pathology	100	100	100%	100	100	100%
Technology Education	5	*	*	5	*	*
Theatre	4	*	*	4	*	*

**Results suppressed for tests with fewer than 10 test-takers.*

Table 4: Praxis Pass Rates by Test Subject (2020-21)

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Art: Content Knowledge	6	*	*	7	*	*
Business Education: Content Knowledge	4	*	*	4	*	*
Elementary Education: Content Knowledge	125	96	76.8%	146	113	77.4%
English Language Arts: Content Knowledge	76	66	86.8%	77	71	92.2%
English to Speakers of Other Languages	51	46	90.2%	51	47	92.2%
Family and Consumer Sciences	8	*	*	8	*	*
General Science: Content Knowledge	42	34	81%	46	38	82.6%
Health Education	12	10	83.3%	12	11	91.7%
Marketing Education	3	*	*	3	*	*
Mathematics: Content Knowledge	68	29	42.6%	85	44	51.8%
Middle School: Content Knowledge	316	232	73.4%	350	275	78.6%
Music: Content Knowledge	16	16	100%	16	16	100%
Physical Education: Content Knowledge	10	10	100%	12	12	100%
Professional School Counselor	126	120	95.2%	128	122	95.3%
School Psychologist	106	105	99.1%	107	107	100%
Social Studies: Content Knowledge	60	52	86.7%	63	53	84.1%
Speech-Language Pathology	130	127	97.7%	131	129	98.5%
Technology Education	8	*	*	8	*	*
Theatre	1	*	*	1	*	*

**Results suppressed for tests with fewer than 10 test-takers.*

ACTFL Language Assessments

ACTFL language assessments are one means by which an educator preparation program may assess candidates' content knowledge in world language programs. Table 5 shows results for the 2019-20 and 2020-21 EPP completers statewide.

[Results by EPP are available in the download file available at this link.](#)

Table 5: ACTFL Pass Rates by Language

Test Year	Language	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2019-20	French	5	*	*	5	*	*
	German	6	*	*	6	*	*
	Spanish	65	52	80%	65	54	83.1%
	All Other Languages	3	*	*	3	*	*
2020-21	French	7	*	*	7	*	*
	German	2	*	*	2	*	*
	Spanish	50	41	82%	50	41	82%
	All Other Languages	3	*	*	3	*	*

**Results suppressed for tests with fewer than 10 test-takers.*

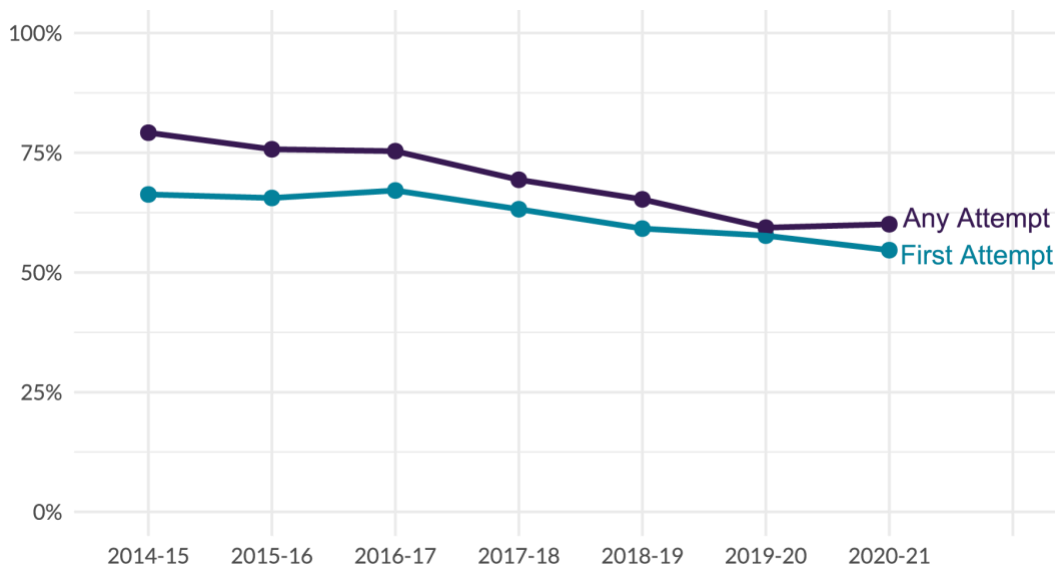
Wisconsin Foundations of Reading Test

The Wisconsin Foundations of Reading Test (FORT) assesses concepts of reading and writing development among prospective teachers. Applicants for initial licensure as an elementary teacher, special education teacher, reading teacher, or reading specialist must receive a passing score on the FORT as required under Wisconsin Statutes [§118.19 \(14\)](#). Students enrolled in a preparation program leading to licensure in special education may complete an alternative course in lieu of the FORT if the alternative course has been approved by the DPI.

The low FORT passage rates, at 54% percent for first-time test takers, is undoubtedly impacting the workforce. Those who cannot pass the test are not considered program completers. While they may earn their bachelor's degree in education they will not be endorsed for a license until they pass the FORT. These individuals may still teach, but only on Tier I one-year licenses with stipulations while they attempt to pass the test. The Tier II license is available to these individuals once they pass the FORT. Another alternative to some candidates is to enroll in the online only program leading to a Tier II license (the American Board for Certification of Teacher Excellence). The online only program does not require passage of the FORT under Wisconsin Statutes [§118.197](#).

The FORT was recently updated by Pearson, the testing company that produces it, to a new form of the test, which was deployed for the first time to Wisconsin test takers in the fall of 2022. Please note that under Wisconsin state statutes, Wisconsin test takers are required to take the test as developed by Pearson for Massachusetts.

Figure 1: Trends in FORT pass rates



Candidates may take the test multiple times a year in order to attain a passing score. Figure 1 shows FORT passing rates for the past 6 cohorts of EPP completers statewide, including both first attempt and any attempt. First attempt pass rates declined from 66% in the three year period from 2014-15 to 2016-17 to 58% in 2019-20 and 55% in 2020-21. The trend in any attempt pass rates shows a similar decline from 75% or greater in the three-year period from 2014-15 to 2016-17 to 59% in 2019-20 and 60% in 2020-21. These trends suggest FORT has become a larger obstacle for the most recent cohorts of EPP completers.

Table 6: FORT Pass Rates - Statewide

Test Year	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2020-21	2,518	1368	54.3%	3,252	1945	59.8%

Table 6 shows FORT passing rates across all Wisconsin EPPs statewide for 2020-21 completers. In determining whether Wisconsin is an outlier in FORT passage rates, the agency looked to the [passing rates in 2019-20](#) in Massachusetts, for whom this test was originally created. The passage rate for first-time test takers in Massachusetts that year was 60% and 61.5% for all test takers.

Table 7 shows 2020-21 completers broken out by gender. [Passing rates by EPP are provided via download from this link](#). EPP completers who identify as female were 25% more likely to pass on their first attempt compared to those who identify as male (55% vs 44%). This advantage persists but is only 13% for passing on any attempt (60% vs 53%). The pass rates for those who chose not to disclose their gender was even higher at 69% and 71% for first time and any time pass rates, respectively.

Table 8: FORT Pass Rates by Gender

Test Year	Gender	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2020-21	Female	2,244	1239	55%	2,873	1736	60%
	Male	239	105	44%	341	182	53%
	Undeclared	35	24	69%	38	27	71%

Table 8 shows FORT pass rates for 2020-21 EPP completers disaggregated by race-ethnicity. These patterns show disparities seen in other test score data from Wisconsin. Among those who selected one or more race-ethnic groups, EPP completers who identify as white have the highest first attempt (57%) and any attempt (63%) pass rates.

Table 9: FORT Pass Rates by Race/Ethnicity

Test Year	Race/Ethnicity	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2020-21	Asian	51	17	33%	71	29	41%
	Black	53	8	15%	77	19	25%
	Hispanic	119	43	36%	178	65	37%
	Multiracial	45	21	47%	54	27	50%
	NatAmer	12	6	50%	15	8	53%
	Other	6	*	*	11	5	45%
	Undeclared	26	18	69%	33	23	70%
	White	2,206	1254	57%	2,813	1769	63%

**Results suppressed for tests with fewer than 10 test-takers.*

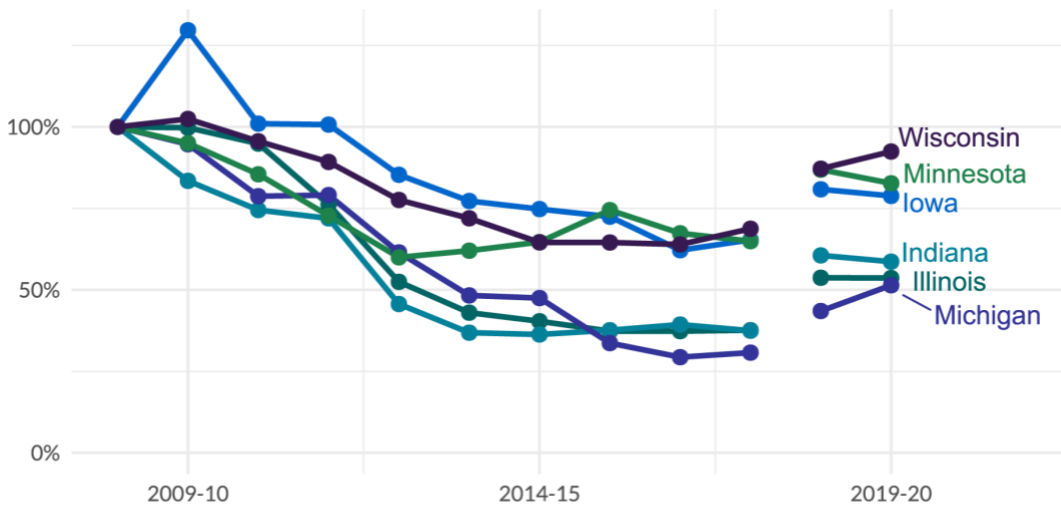
Enrollment to Licensure

Enrollment Trends

Wisconsin continues to outpace neighboring states in the number of students enrolling in educator preparation programs. Yet fewer Wisconsin students are completing programs. In order to complete a preparation program, students must finish all requirements, including student teaching and any required tests. The only test required by the state is the Foundations of Reading Test (FORT).

Students who do not pass the FORT are not endorsed for licensure in as an elementary, reading, or special education teacher and cannot be counted as completers (although it should be noted many special education programs have an approved alternative to the FORT as allowed under state law). Students who cannot complete the FORT may apply for a Tier I one-year license with stipulations or may enroll in the online only program offered by the American Board for Certification of Teacher Excellencet (ABCTE), which leads to a Tier II license absent the FORT under Wisconsin Statutes [§118.197](#).

Figure 2: Trends in EPP enrollment in Wisconsin and surrounding states relative to 2008-09



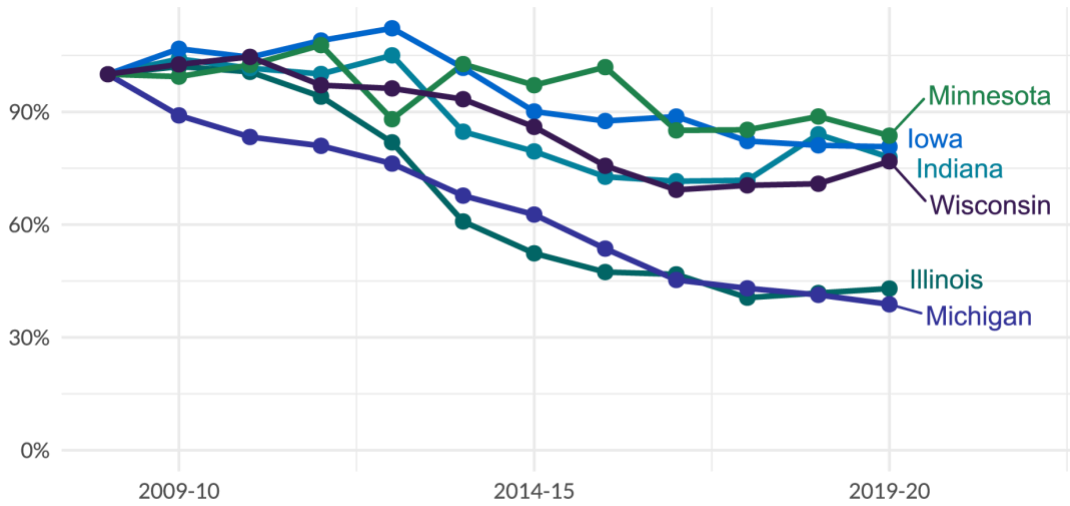
Author's calculations based on US Department of Education, Higher Education Act Title II State Report Card System

Figure 2 shows how EPP enrollment in Wisconsin and surrounding states has changed relative to the 2008-09 school year. These data come from the United States Department of Education's (USDE) Title II State Report Card System. There is a break in the trend lines between 2017-18 and 2018-19 as the definition of an enrolled student changed to include students that had completed the program during the year. This change was made by the United States Department of Education and began with the 2018-19 academic year data collection. Under the

USDE's new definition an enrolled student is defined as an individual who has been admitted, enrolled, and registered in a teacher preparation program and participated in the program during the academic year. Participation may include taking a course, participating in clinical experience, or participating in other program activities. Individuals who were enrolled and completed the program during the academic year are counted in the total count of enrolled students as well as in the subset of program completers.

The definition change shifted enrollment numbers up for the 2018-19 and 2019-20 school years. EPP enrollment in Wisconsin declined from 2008-09 through 2017-18. It appears to have come back in 2019-20, but even with the change in definitions, enrollment is still below 2008-09 levels.

Figure 3: Trends in EPP completion in Wisconsin and surrounding states relative to 2008-2009



Author's calculations based on US Department of Education, Higher Education Act Title II State Report Card System

Figure 3 shows similar trends for the number of EPP completers relative to 2008-09. Like enrollment, the number of EPP completers has declined until 2018-19 but increased a little in 2019-20. Unlike enrollment, the decline in EPP completion puts Wisconsin in the middle of the pack of our surrounding states. The Department of Public Instruction does not have data as to why there is a difference in completion relative to enrollment so this will need to be a focus of further analysis.

Table 10: EPP Enrollment and Completion (2019-20)

State	Enrolled	Completed
Illinois	53.6%	43.0%
Indiana	58.6%	77.9%
Iowa	78.8%	80.7%
Michigan	51.4%	38.8%
Minnesota	82.7%	83.7%
Wisconsin	92.4%	76.8%

Table 10: Licensure and Employment of EPP Completer Cohorts (Unduplicated Count)

Completion Year	EPP Completers	Licensed	Employed in WI	Licensed as % of Completers	Employed as % of Completers
2019-20	5,101	3,995	3,353	78.3%	65.7%
2020-21	5,391	4,251	3,618	78.9%	67.1%

Table 10 provides information on the decisions individual program completers are making in moving from completing a Wisconsin preparation program to being employed in a Wisconsin public school the following school year. While there were slight improvements among the 2020-21 cohort, 79% of EPP completers went on to be licensed in Wisconsin and only 67% were ultimately employed in a Wisconsin public school. The result of this loss is that out of a possible 5,400 new public school teachers, the state only added 3,600.

Table 11 shows the same information by EPP type. EPPs at public universities and tribal colleges have slightly greater proportions of their students who go on to get licenses compared to programs at private colleges and universities or nontraditional programs. Nontraditional programs, however, have the greatest proportion of their completers employed in a Wisconsin public school the following school year. Note that completers who are employed can be greater than the number of completers who are licensed. This doesn't mean that schools are employing people without a license. One common situation would be people who already have a license who choose to go back to school to get licensed in another area.

Table 11: Licensure and Employment of EPP Completer Cohorts

Completion Year	Preparation Program Type	EPP Completers	Licensed	Employed in WI	Licensed as % of Completers	Employed as % of Completers
2019-20	Public Universities & Tribal Colleges	3,066	2,462	2,023	80.3%	66.0%
	Private Colleges & Universities	1,596	1,189	968	74.5%	60.7%
	Nontraditional Programs	445	348	367	78.2%	82.5%
2020-21	Public Universities & Tribal Colleges	3,364	2,691	2,220	80.0%	66.0%
	Private Colleges & Universities	1,564	1,197	1,019	76.5%	65.2%
	Nontraditional Programs	467	365	382	78.2%	81.8%
<i>Note: Totals will differ from statewide figures because some people complete programs at multiple institutions.</i>						

Figure 4 shifts to the relative market share of the three EPP types (public, private, and nontraditional). In both 2019-20 and 2020-21, EPPs at public universities and tribal colleges had twice as many completers as those at private colleges and universities (60% of the total compared to 30%). The share of completers from nontraditional programs remained steady across the two years at just under 9%.

Figure 4: EPP Completers by Program Type

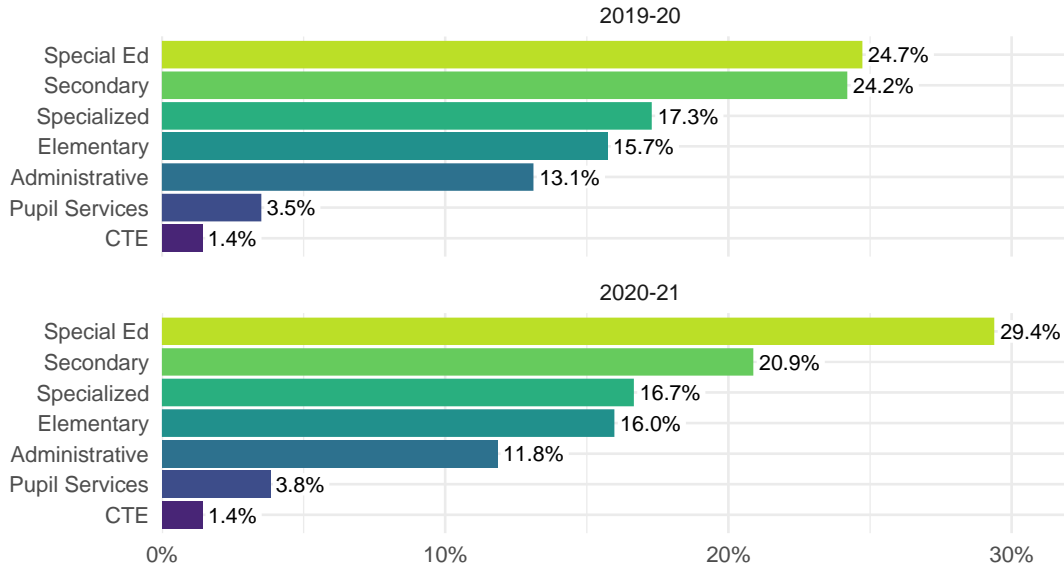


Figure 5 shows the license types earned by EPP completers in the 2019-20 and 2020-21 cohorts. It is important to recall here that people can be endorsed for more than one type of license. For example, an EPP completer may have completed all the requirements for both an elementary and special education license. [A full listing of license types and subcategories is available at this link.](#)

Figure 5: EPP Completer by License Type

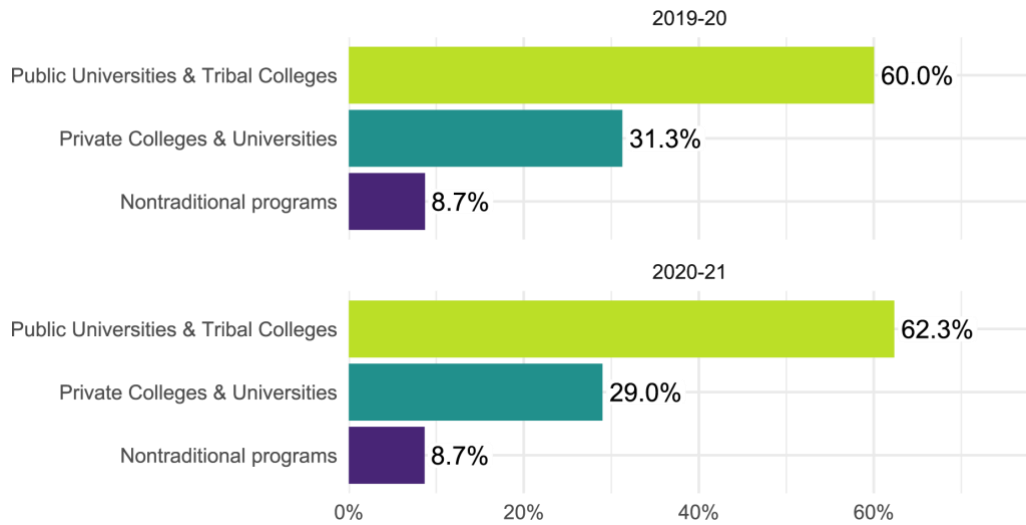


Table 12: License Endorsements by EPP and License Type

*[Specific information on subtypes of licenses by program and by individual EPP can be found at at this link.](#)

Completion Year	License Type	Public Universities & Tribal Colleges	Private Colleges & Universities	Nontraditional programs
2019-20	Administrative	325	704	106
		5.9%	29.9%	13.3%
	CTE	100	10	14
		1.8%	0.4%	1.8%
	Elementary	995	345	21
		18.1%	14.6%	2.6%
	Pupil Services	235	69	0
		4.3%	2.9%	0.0%
	Secondary	1,427	541	126
		25.9%	23.0%	15.8%
Special Ed	1,270	417	453	
	23.1%	17.7%	56.8%	
Specialized	1,148	271	78	
	20.9%	11.5%	9.8%	
Total	5,500	2,357	798	
	100.0%	100.0%	100.0%	
2020-21	Administrative	500	477	90
		8.3%	21.0%	12.3%
	CTE	108	7	15
		1.8%	0.3%	2.1%
	Elementary	1,099	331	10
		18.3%	14.6%	1.4%
	Pupil Services	248	97	0
		4.1%	4.3%	0.0%
	Secondary	1,304	478	100
		21.7%	21.0%	13.7%
Special Ed	1,659	587	403	
	27.6%	25.8%	55.1%	
Specialized	1,095	294	113	
	18.2%	12.9%	15.5%	
Total	6,013	2,271	731	
	100.0%	100.0%	100.0%	
<p><i>Note: These totals differ from unduplicated counts of program completers because each program completer can be endorsed for multiple licenses.</i></p>				

Table 13: Share of License Types produced by EPP Type

Completion Year	License Type	Public Universities & Tribal Colleges	Private Colleges & Universities	Nontraditional programs	TOTAL
2019-20	Administrative	28.6%	62.0%	9.3%	100%
	CTE	80.6%	8.1%	11.3%	100%
	Elementary	73.1%	25.3%	1.5%	100%
	Pupil Services	77.3%	22.7%	0.0%	100%
	Secondary	68.1%	25.8%	6.0%	100%
	Special Ed	59.3%	19.5%	21.2%	100%
	Specialized	76.7%	18.1%	5.2%	100%
	Total	63.5%	27.2%	9.2%	100%
2020-21	Administrative	46.9%	44.7%	8.4%	100%
	CTE	83.1%	5.4%	11.5%	100%
	Elementary	76.3%	23.0%	0.7%	100%
	Pupil Services	71.9%	28.1%	0.0%	100%
	Secondary	69.3%	25.4%	5.3%	100%
	Special Ed	62.6%	22.2%	15.2%	100%
	Specialized	72.9%	19.6%	7.5%	100%
	TOTAL	66.7%	25.2%	8.1%	100%

Licensure Absent Program Completion

The following pathways to licensure do not require completion of a Wisconsin approved educator preparation program. These pathways are authorized under the following statutory provisions:

- Reciprocity (Wisconsin Statutes §118.193)
- Alternative teacher preparation. Only the American Board for Certification of Teacher Excellence or ABCTE qualifies under current statutes. (Wisconsin Statutes §118.197)
- Experience-based (Wisconsin Statutes §118.191)
- Professional Teaching Permit (Wisconsin Statutes §118.192)

Table 14: Unduplicated Count of Teachers Licensed Absent Completing a Wisconsin Approved Educator Preparation Program

Pathway	2019-20	2020-21
Out of State/ Reciprocal	956	1,445
ABCTE	138	64
Experience-Based Technical and Vocational Subjects Licence	63	63
Trade Specialist	1	0
Professional Teaching (100 hour) Permit	0	0
Licensure Absent Approved Program Completion Total	1,158	1,572
EPP Completers Total	3,995	4,251

Wisconsin's Teacher Workforce

Demographics

Wisconsin's teacher workforce is overwhelmingly white and female as demonstrated in Table 15. There have been no significant changes in the makeup of the teaching workforce in Wisconsin. These demographics are starkly different than the makeup of the student population in the state as seen in Table 16. This difference matters in terms of student outcomes. Research has shown that having a teacher of the same race impacts outcomes for students of color ([Gershenson, Hart, Hyman, Lindsay, and Papageorge 2022](#)).

Table 15: Unduplicated Count of Teachers by Race-Ethnicity and Gender

	2019-20		2020-21	
	Count	Percent	Count	Percent
White	60,722	94.5%	60,776	94.4%
White: Female	46,098	71.7%	46,102	71.6%
White: Male	14,624	22.7%	14,674	22.8%
Hispanic	1,303	2.0%	1,353	2.1%
Hispanic: Female	987	1.5%	1,032	1.6%
Hispanic: Male	316	0.5%	321	0.5%
Black	1,256	2.0%	1,253	1.9%
Black: Female	914	1.4%	917	1.4%
Black: Male	342	0.5%	336	0.5%
Asian	557	0.9%	557	0.9%
Asian: Female	441	0.7%	438	0.7%
Asian: Male	116	0.2%	119	0.2%
Native American	185	0.3%	185	0.3%
Native American: Female	145	0.2%	144	0.2%
Native American: Male	40	0.1%	41	0.1%
Two or more	235	0.4%	259	0.4%
Two or more: Female	170	0.3%	190	0.3%
Two or more: Male	65	0.1%	69	0.1%
Pacific Islander	32	0.0%	32	0.0%
Pacific Islander: Female	26	0.0%	26	0.0%
Pacific Islander: Male	6	0.0%	6	0.0%
TOTAL	64,290	100.0%	64,415	100.0%

Table 16: Certified Statewide Student Race-Ethnicity

	2019-20	2020-21
White	68.8%	68.3%
Hispanic	12.6%	12.8%
Black	9.0%	8.9%
Two or more	4.4%	4.6%
Asian	4.1%	4.2%
Native American	1.1%	1.1%
Pacific Islander	0.1%	0.1%
Unknown	0.0%	0.1%

Retention

In addition to increasing the number of prospective teachers who enter the profession, retaining teachers who enter the public K-12 teaching force is a key strategy for maintaining a teaching force large enough to meet Wisconsin's needs. This section provides an overview on the trends in teacher retention in general and among entering cohorts of new teachers.

Teacher retention can mean many different things. In the tables and graphs that follow, the department presents three teacher retention metrics:

1. *Same school*: these are teachers who remained in a teaching position at the same school the following year.
2. *Same district*: teachers who remained in a teaching position at the same district, but not necessarily the same school the following year.
3. *Same state*: teachers who remained in a teaching position in any Wisconsin public school, including independent charter schools the following year.

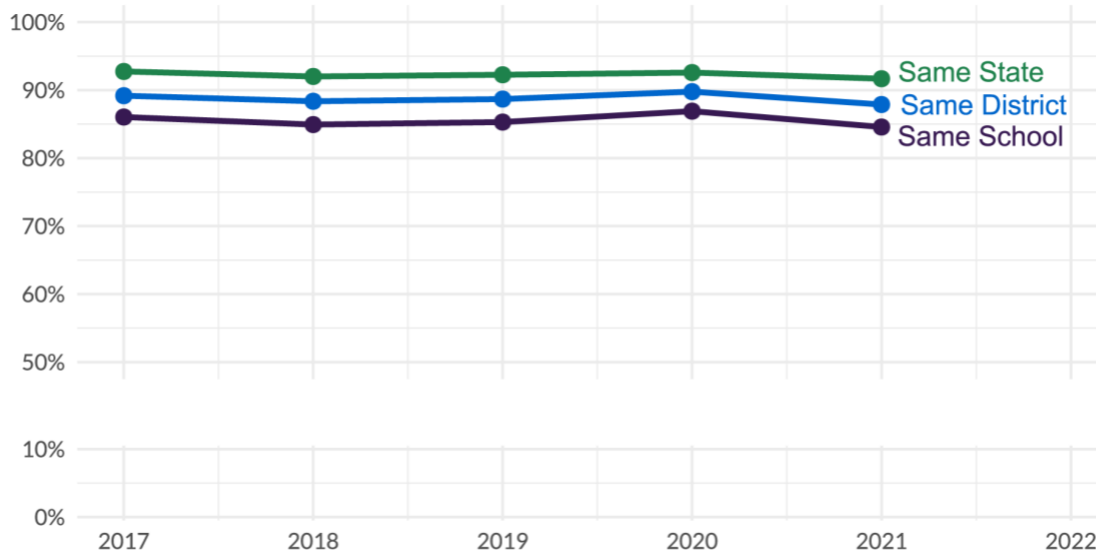
In each case, DPI only considered whether a given teacher in a given year was employed as a teacher in the same school, district, or state again the following year, regardless of whether they changed grades or subjects taught or the amount of full-time equivalency spent in their teaching position.¹ Teachers assigned to multiple schools or districts were counted as retained if at least one of the schools or districts was the same from one year to the next.

¹ Specifically, a teaching position is defined as any position coded as 18 - Department Head, 19 - Teacher in Charge, 53 - Teacher, 84 - Speech/Language Pathologist, 86 - Librarian, or 87 - Library Media Specialist.

All Teachers

What does teacher retention in Wisconsin look like in general? Figure 6 shows annual teacher retention rates for the three retention metrics since 2017.

Figure 6: Annual teacher retention trend: All teachers



The numbers for retaining teachers from 2021 to 2022 are shown in table 17.

Table 17: Annual Teacher Retention: 2021 to 2022

Metric	Total Teachers in 2021	Retained Teachers in 2022	Percent Retained
Same State	64,415	59,051	91.7%
Same District	64,415	56,608	87.9%
Same School	64,415	54,475	84.6%

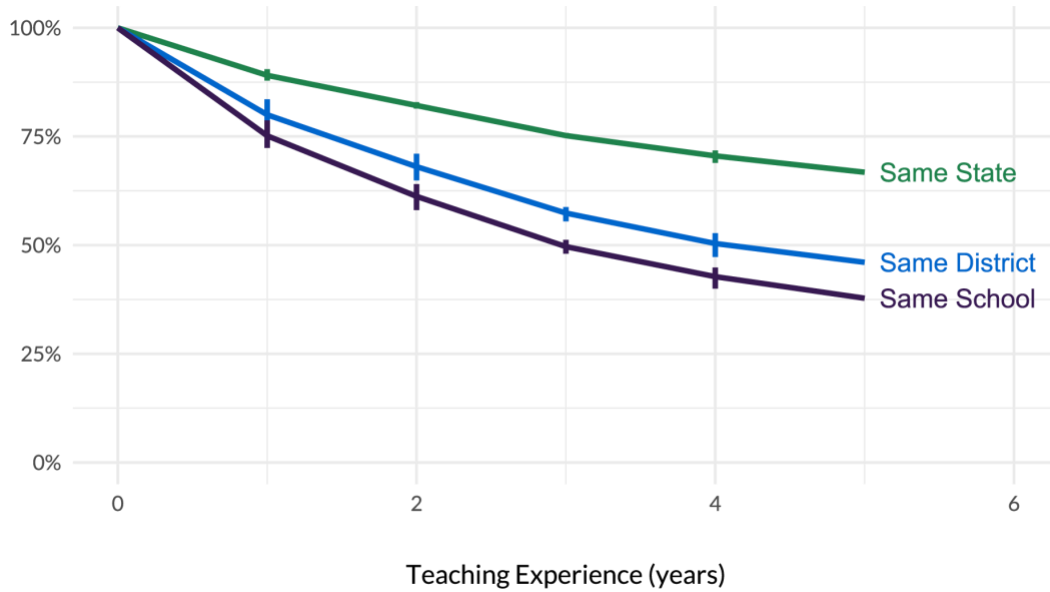
First Year Teachers

After examining teacher retention in general, what does it look like among incoming cohorts of beginning teachers? This is important to monitor as the state will rely on the vast majority of these teachers to sustain the teacher workforce for the next 25 to 30 years.

The metrics for the retention of first year teachers are the same, but the figure 7 and table 18 below show retention over longer periods of time. The graph below shows the proportion of teachers that leave in the years following their initial year of teaching. What we would hope to see is that the lines begin to level out (become more horizontal), which would indicate that the teaching cohort has

stabilized. The trend lines in the graph below suggest that we have not reached that point after 5 years. Teachers for the purpose of this analysis include all first-time licensed teachers regardless of the licensure tier. Future work will look at the differences by tier status.⁷⁸⁹

Figure 7: First-year teacher retention over time by metric



Vertical lines represent maximum and minimum observed cohort values.

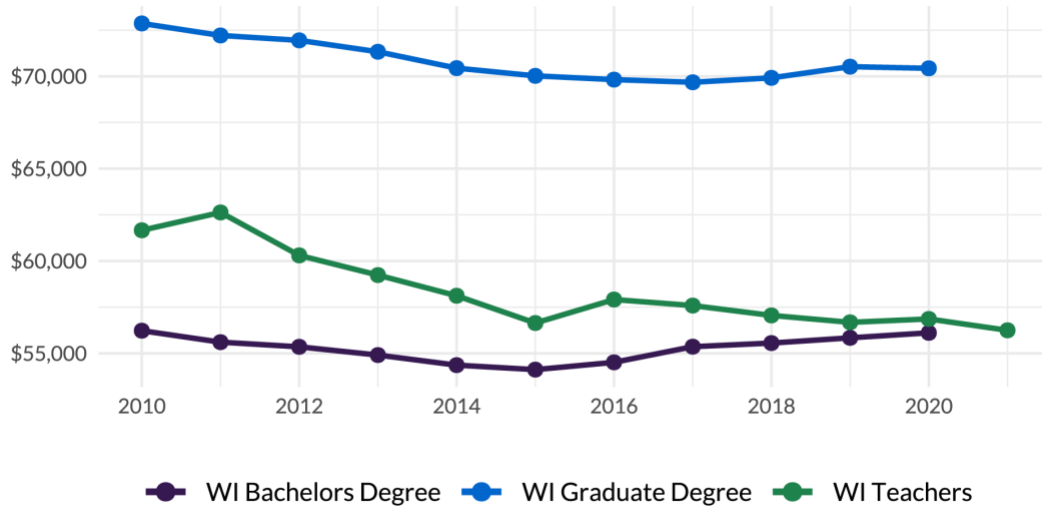
Table 18: Average First Year Teacher Retention over Time

Teaching Experience	Average Retention Metric		
	Same State	Same District	Same School
Year 0	100.0%	100.0%	100.0%
Year 1	89.1%	80.0%	75.2%
Year 2	82.1%	68.1%	61.2%
Year 3	75.2%	57.4%	49.7%
Year 4	70.5%	50.4%	42.8%
Year 5	66.8%	46.0%	37.8%

Salary Trends

Salaries and benefits impact employment and career decisions. In examining trends in salary and benefit data teacher salaries compared to other college graduates are dropping as seen in Figure 8. All numbers have been adjusted to 2021 numbers.

Figure 8: How Wisconsin teacher salaries compare to their peers



Reported in 2021 dollars. Comparison salary data from 5-year American Community Survey estimates.

In Table 19 the department examined median salary and fringe data as reported to the DPI. These numbers are also held constant in 2021 dollars. Salary and fringe benefits as a median total compensation package have gone down over the last 11 years.

Table 19: Wisconsin Teacher Compensation Trends

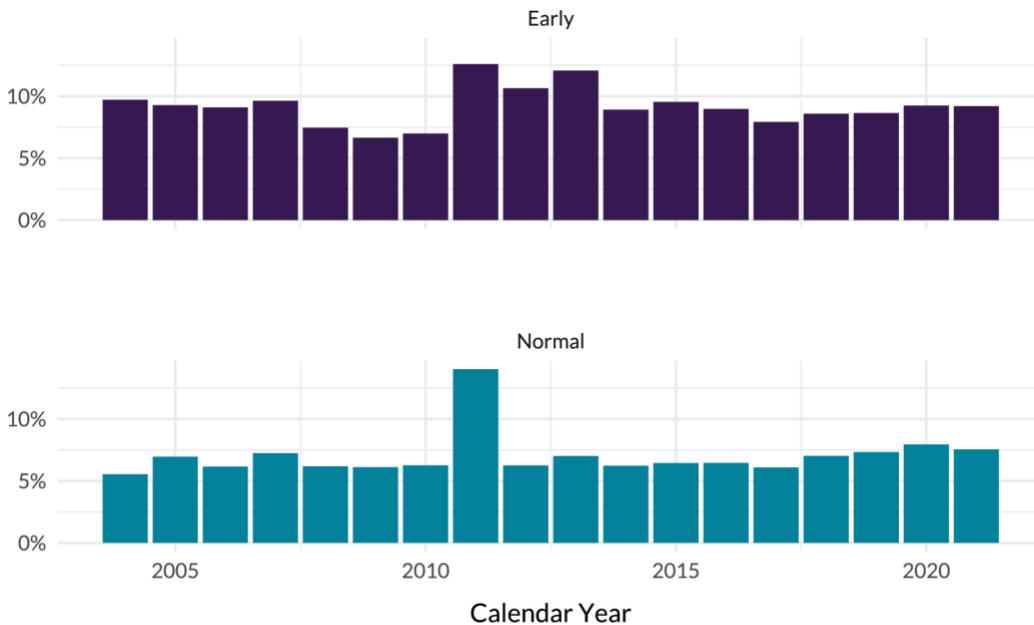
Year	Median Salary	Median Fringe	Median Total Compensation
2010	61,663	33,327	93,510
2011	62,629	34,206	95,711
2012	60,305	27,591	86,973
2013	59,238	26,785	85,007
2014	58,120	26,351	83,410
2015	56,644	25,922	81,325
2016	57,915	25,713	82,804
2017	57,588	25,909	82,359
2018	57,054	25,338	81,104
2019	56,681	25,437	80,818
2020	56,863	26,200	81,811
2021	56,249	25,764	81,033

Retirements

The best retirement data available comes from the Department of Employee Trust Funds (ETF). Each year ETF publishes data on the number of public school employees, teacher and other school district employees, who are eligible to and do retire during the calendar year.

Figure 9 shows the rate at which public school employees are retiring each year. The top panel is the early retirement rate and the bottom panel is the normal retirement rate. The normal retirement rate is the age at which an individual can begin receiving a retirement benefit that is not reduced by an age reduction factor. In each case, the denominator is the total number of public school employees who are eligible to retire in that calendar year.

Figure 9: Wisconsin public school employee retirement rate trends



Authors calculations from ETF's annual gain/loss actuarial reports.

Table 20: Wisconsin public school employee retirements

	2019	2020	2021
Early	1,113	1,199	1,181
Normal	946	1,031	970
Total	2,059	2,230	2,151
<i>Authors calculations from ETF's annual gain/loss actuarial reports.</i>			

Shortage Areas

Based on the data presented in this report it is clear that Wisconsin is producing more teachers than are exiting due to retirements.

Table 21 shows that the number of teachers in the state has remained relatively stable over the past two years at just over the 64,000, Table 19 also shows the number of EPP completers from the previous year is greater than the number of teachers retiring. This data suggests that a significant issue that needs to be addressed is the retention of new teachers given the retention analysis earlier in this report that demonstrated a retention rate of 67% after the first five years.

Table 21: How many Teachers?

	2019-20	2020-21
Unduplicated Teacher Count	64,290	64,415
Retirements	2,230	2,151
Prior Year EPP Completers	2,840	3,079

Even though there is a relative stability of the number of teachers in Wisconsin as a whole, districts and schools are still facing staffing challenges. While the state will need to survey school districts as to the shortages they are experiencing to determine the extent of the shortage in different types of school districts and by subject area, the department is able to discern shortages to a degree using licensing data.

Tier I licenses are those licenses given to individuals who have not met requirements for Tier II licensure. Tier I licenses include what some may commonly refer to as emergency licenses. The most common Tier I emergency license is the [one-year license with stipulations](#). An individual is eligible for this license if they possess a bachelor's degree in any subject area and can teach with this license while they make progress on completing a pathway to a full (Tier II) license. Another common emergency Tier I license is the [three-year license with stipulations](#). An individual is eligible for this license if they already possess a Tier II license and have been employed for a year by a school district, CESA, or residential school who wants them to teach outside the area for which they were prepared.

Table 22 demonstrates that school districts could not find a qualified Tier II licensed individual to hire for over 3,630 positions.

Table 22: Number of Teaching Licenses with Stipulations Issued

Licenses with Stipulations	2019-20	2020-21
1-Year License with Stipulations	2,647	3,453
3-Year License with Stipulations	158	177
Speech Path License with Stipulations	0	51

The speech pathology license with stipulations is provided to those speech-language pathologists who were prepared in a clinical pathway and hold a license through the Department of Safety and Professional Services. See information bulletin [LEAD 21-001](#) for more information on acquiring a license through this pathway.

The three subjects areas with the most licenses with stipulations in 2019-20 were Cross-Categorical Special Education (992), Regular Education (355), and Bilingual-Bicultural Education (176). Similarly, in 2020-21 the top three subject areas with were Cross-Categorical Special Education (1,214), Regular Education (572), and Elementary/Middle (337).

The Department of Public Instruction is also required to delineate shortage areas in teaching to the [United States Department of Education](#). Based on licensing data the department identified the subjects listed in Table 23.

Table 23: Statewide Teacher Shortage Data (2019-20)

Subject Matter	Discipline
Art and Music Education	Art
Art and Music Education	Music
Career and Technical Education	-
Early Childhood	-
English as a Second Language	Bilingual/Bicultural
English as a Second Language	English as a Second Language
Health and Physical Fitness	-
Language Arts	Reading
Mathematics	-
Science	-
Special Education	Cross Categorical
Support Staff	Library/Media Specialist
World Languages	Any World Language
Source: US Department of Education Teacher Shortage Area Data (https://tsa.ed.gov/#/home/)	