



2023 Educator Preparation Program and Workforce Analysis Report

Covering Data Through the 2022-23 School Year

February 2025

Wisconsin Department of Public Instruction

2023 Educator Preparation Program and Workforce Analysis Report

Developed By

Jennifer Kammerud

Director

Licensing Educator Advancement and Development (LEAD) Team

Kerry Lawton

Research Analyst - Advanced
Policy, Budget, and Research Team

Joshua Kundert, PhD

Education Consultant

Licensing Educator Advancement and Development (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
Wisconsin Department of Public Instruction
201 W. Washington Avenue
Madison, WI 53703

<https://dpi.wi.gov/education-workforce>

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Preface

The ongoing staffing challenges facing Wisconsin's schools continue to be rooted in retention. Wisconsin is producing more teachers than are retiring. The state is successfully enrolling future teachers into preparation programs with Wisconsin now at 97 percent of enrollments last seen in 2008-09. The data suggests that if Wisconsin could retain its educators, along with more completers of educator preparation programs, this would significantly address the shortages schools are experiencing. Absent solutions to address retention, Wisconsin will continue to see shortages created by the large numbers of educators leaving the profession. Consider the following:

- In 2022-23 there were 2,187 retirements. At the same time Wisconsin produced 3,334 educator preparation program completers.
- Only 55.6 percent of teachers were still teaching in public schools by their seventh year. The rate for special education teachers was even lower at 46 percent.
- 79.3 percent of completers became licensed and only 66.6 percent of completers went on to become employed in a Wisconsin public school.

The state's progress in preparing enough educators for all subject areas is uneven. New in this report is a breakdown of educator preparation programs by licensable subject area. While the state has a robust number of educator preparation programs overall, in some license areas there are few enrollments and few or no programs available. This raises questions about how the state will meet obligations to ensure a path to licensure and how to incentivize or grow enrollments in certain license areas.

Schools unable to find fully licensed educators have options ranging from hiring someone who is licensable, but not fully qualified (e.g. Tier I licenses with stipulations), to eliminating course options, to increasing workloads for employed educators. This report does not look at all these options but does contain data related to the extent to which schools are employing teachers who are not considered fully prepared and qualified. The impacts of this practice are growing with the number of educators working on Tier I licenses with stipulations, which are issued to those who meet certain minimum qualifications and demonstrate annual progress towards meeting the requirements for a full Tier II license.

- Since 2019-20 there has been a 24 percent increase in the number of licenses with stipulations issued.
- There were 3,338 one-year licenses with stipulations issued in 2022-23.
- The largest shortage area for licensure is now in regular education in elementary and middle school.
- Cities and charter schools are experiencing the highest shortages.

This year's report examines the following for the first time:

- Retention data for special education teachers.
- The number of completers and educator preparation programs by subject area.
- Compensation data disaggregated for first-year, 15-year, and 30-year teachers.
- An appendix demonstrating where educators completing preparation programs go on to work by locale code.

As has been noted in prior reports, the purpose of this report is to provide the most complete picture possible to educators, employers, preparation programs, and others interested in addressing the workforce needs in K-12 education. The data in this report is presented to enable the state to better understand the challenges and opportunities present in meeting those needs.

Jennifer Kammerud
Director
Licensing, Educator Advancement and Development Team
Wisconsin Department of Public Instruction

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. In addition, this report describes other factors affecting Wisconsin's teacher workforce, including retention, salary trends, retirement rates, and shortage areas.

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, 2021 and August 31, 2022 and between September 1, 2022 and August 21, 2023, making them eligible for licensure in Wisconsin. Note that EPP completer data is pulled from two different sources. Tables 10 through 15 use completer data submitted directly to the department by EPPs in endorsing candidates for licensure and include both first-time candidates and those completing subsequent licenses. Table 25 uses data from Title II of the Higher Education Act, which counts only first-time completers.

Licensed in Wisconsin: EPP completers from 2021-22 and 2022-23 who received one or more Wisconsin teaching licenses between September 1, 2021 and August 31, 2023, after successfully completing an educator preparation program. Note 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 2021-22 and 2022-23 who were employed in Wisconsin public schools during the 2022-23 and 2023-24 school years, respectively. This data will not include EPP completers employed outside of Wisconsin or in Wisconsin private schools.

Nontraditional Programs: Approved programs that are not degree granting but lead to licensure for those who already have a bachelor's degree or higher before enrolling. All nontraditional programs must meet the same standards for approval as traditional programs.

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://wief.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, 2021 and August 31, 2023, which is divided into the 2021-22 and 2022-23 periods, both running from September 1st through August 31st. Students are not considered program completers or endorsed for licensure until they have completed their program, including passage on all 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 [PI34](#), the Department of Public Instruction (DPI) no longer requires program completers to take the Praxis II test unless adding a license via a content test.

The Praxis II, administered by Educational 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 for additional details on world languages). More information on the Praxis II is available at <https://praxis.ets.org/state-requirements/wisconsin-tests.html>.

Tables 1 through 4 below provide information on Praxis II pass rates for 2021-22 and 2022-23 EPP completers statewide. [Pass rates by individual EPP are available for download](#). Data are redacted when the number of test-takers is fewer than 20 to protect confidentiality. The three columns labeled 'First Attempt' refer to candidates who took the required test for the first time during the 2021-22 or the 2022-23 periods. The three columns labelled 'Any Attempt' include candidates who first took the test prior to the 2021-22 or 2022-23 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 and Ethnicity

Test Year	Race and Ethnicity	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2021-22	Asian	24	18	75%	27	21	77.8%
	Black	33	15	45.5%	40	16	40%
	Hispanic	46	25	54.3%	48	27	56.2%
	Native	0	*	*	1	*	*
	Other/Multiracial	29	23	79.3%	35	28	80%
	White	893	755	84.5%	952	829	87.1%
2022-23	Asian	21	18	85.7%	27	23	85.2%
	Black	27	13	48.1%	38	16	42.1%
	Hispanic	39	24	61.5%	53	29	54.7%
	Native	3	*	*	3	*	*

Test Year	Race and Ethnicity	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
	Other/Multiracial	29	23	79.3%	31	24	77.4%
	Prefer not to respond†	286	272	95.1%	288	280	97.2%
	White	655	512	78.2%	708	584	82.5%

† `Prefer not to respond` was not a response option in test year 2021-22.

*Results redacted for tests with fewer than 20 test-takers.

Table 2: Praxis Pass Rates by Gender

Test Year	Gender	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2021-22	Female	846	696	82.3%	905	763	84.3%
	Male	242	200	82.6%	262	218	83.2%
2022-23	Female	806	660	81.9%	877	737	84%
	Male	246	197	80.1%	263	215	81.7%
	Non-binary†	6	*	*	6	*	*
	Prefer Not to Answer†	2	*	*	2	*	*

† `Prefer not to Answer` and `Non-binary` were not response options in test year 2021-22.

*Results redacted for tests with fewer than 20 test-takers.

Table 3: Praxis Pass Rates by Test Subject, 2021-22

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Agriculture	6	*	*	6	*	*
Art: Content Knowledge	9	*	*	10	*	*
Business Education: Content Knowledge	5	*	*	6	*	*
Elementary Education: Content Knowledge	103	77	74.8%	117	86	73.5%
English Language Arts: Content Knowledge	63	56	88.9%	65	61	93.8%
English to Speakers of Other Languages	28	27	96.4%	30	29	96.7%
Family and Consumer Sciences	5	*	*	6	*	*
General Science: Content Knowledge	49	38	77.6%	50	41	82%
Health Education	13	*	*	14	*	*
Marketing Education	7	*	*	7	*	*

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Mathematics: Content Knowledge	48	15	31.2%	66	28	42.4%
Middle School: Content Knowledge	253	178	70.4%	286	211	73.8%
Music: Content Knowledge	14	*	*	14	*	*
Physical Education: Content Knowledge	27	24	88.9%	27	25	92.6%
Professional School Counselor	129	122	94.6%	131	125	95.4%
School Psychologist	108	107	99.1%	108	108	100%
Social Studies: Content Knowledge	81	69	85.2%	82	73	89%
Speech-Language Pathology	135	132	97.8%	137	136	99.3%
Technology Education	3	*	*	3	*	*
Theatre	2	*	*	2	*	*

**Results redacted for tests with fewer than 20 test-takers.*

Table 4: Praxis Pass Rates by Test Subject, 2022-23

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Agriculture	1	*	*	1	*	*
Art: Content Knowledge	5	*	*	9	*	*
Business Education: Content Knowledge	5	*	*	6	*	*
Elementary Education: Content Knowledge	87	63	72.4%	101	73	72.3%
English Language Arts: Content Knowledge	60	53	88.3%	63	57	90.5%
English to Speakers of Other Languages	39	38	97.4%	39	38	97.4%
Family and Consumer Sciences	4	*	*	4	*	*
General Science	2	*	*	2	*	*
General Science: Content Knowledge	49	36	73.5%	52	39	75%
Health Education	13	*	*	14	*	*
Marketing Education	2	*	*	2	*	*
Mathematics	67	49	73.1%	69	54	78.3%
Middle School: Content Knowledge	260	181	69.6%	305	225	73.8%

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Music: Content Knowledge	17	*	*	17	*	*
Physical Education: Content Knowledge	11	*	*	13	*	*
Professional School Counselor	96	93	96.9%	99	97	98%
School Counselor	15	*	*	15	*	*
School Psychologist	107	107	100%	107	107	100%
School Psychologist	12	*	*	12	*	*
Social Studies: Content Knowledge	88	68	77.3%	96	78	81.2%
Speech-Language Pathology	115	102	88.7%	117	112	95.7%
Technology Education	4	*	*	4	*	*
Theatre	1	*	*	1	*	*

**Results redacted for tests with fewer than 20 test-takers.*

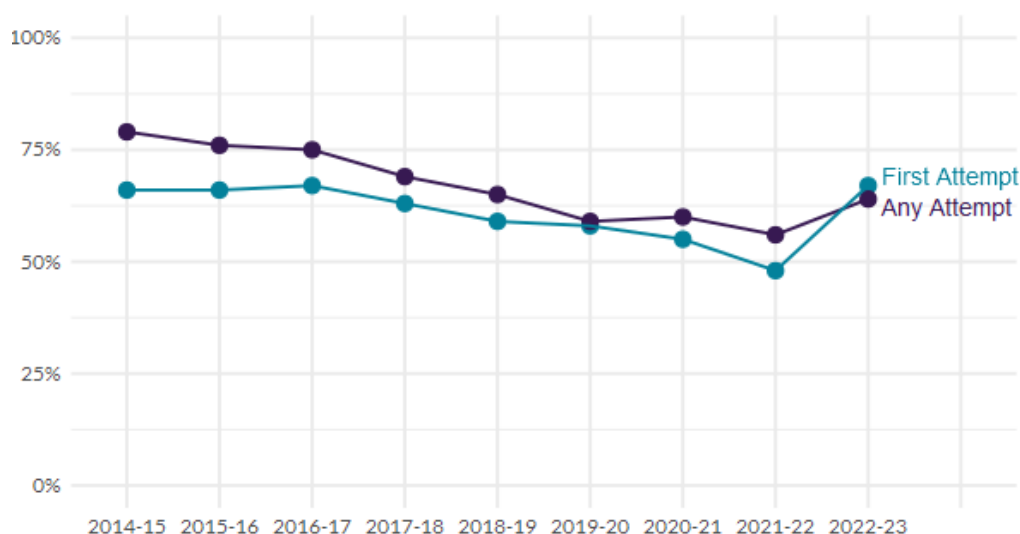
Wisconsin Foundations of Reading Test

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 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. The passing score on the examination is set at a level no lower than the level recommended by the developer of the test as required under Wisconsin Statutes [§118.19\(14\)](#). Candidates may take the test multiple times to attain a passing score.

Figure 1 below shows FORT passing rates for the past nine cohorts of EPP completers statewide.

Figure 1: Trends in FORT Pass Rates



As shown in Figure 1 after seven years of near annual decline, pass rates on the FORT increased substantially in 2022-23. The biggest improvement was first attempt pass rates, which improved 19 percentage points from 2022-23. This drastic improvement suggests that the new version of the FORT assessment may be a lesser barrier to the teaching profession for future cohorts of EPP completers. It should be noted that Massachusetts, the state that originated the test, also saw increases in passage rates with the new version of the test.

Table 5 below presents more details on the number of candidates taking the FORT along with their passage rates.

Table 5: FORT Pass Rates - Statewide

Test Year	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2020-21	2,415	1320	55%	3,123	1876	60%
2021-22	2,440	1176	48%	3,347	1864	56%
2022-23	2,361	1580	67%	2,815	1812	64%

Wisconsin passage rates for first time test takers has jumped to 67 percent. While the overall passage rate for any attempt has not improved significantly, the any attempt category is made up of those who have not been able to pass the test.

Given that this test was developed for Massachusetts, it is useful to look at the [results in Massachusetts](#) as compared to Wisconsin. Massachusetts breaks its test takers out by category, whereas Wisconsin only has overall passage rates of all test takers. In 2022-23, the passage rate for all program completers in Massachusetts was 60 percent on the old version of the FORT and 94 percent on the new version of the test, which Wisconsin now uses. Given that

Wisconsin test takers were able to take the old or new versions of the test through the fall of 2022, next year's report will reflect the full impact of the change to the new test.

The impact of changes enacted in educator preparation programs as a result of [2023 Wisconsin Act 20](#) on FORT passage rates is not yet known. Changes are currently being implemented in educator preparation programs to ensure inclusion of science-based early reading instruction as required under the act. All impacted programs are expected to have instruction addressing the requirements of the act in place by the end of the 2024-25 school year. Under the act, DPI is prohibited from granting certain licenses for license applications received after July 1, 2025, unless instruction has been provided that meets the requirements of the act that include:

- “Phonics,” meaning the study of the relationships between sounds and words; this includes alphabetic principle, decoding, orthographic knowledge, encoding, and fluency.
- “Science-based early reading instruction,” meaning instruction that is systematic and explicit and consists of at least all of the following:
 - Phonological awareness, including word awareness, rhyme recognition, repetition and creation of alliteration, syllable counting or identification, onset, and rime manipulation.
 - Phonemic awareness, including phoneme identification, isolation, blending, segmentation, addition, substitution, and deletion.
 - Phonics.
 - Building background knowledge.
 - Oral language development.
 - Vocabulary building to develop lexical and morphological knowledge.
 - Instruction in writing.
 - Instruction in comprehension.
 - Reading fluency.

FORT passage impacts 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 full Tier II license until they pass the FORT. These individuals may still teach, but only on Tier I one-year licenses with stipulations while they continue to attempt to pass the test. The Tier II license is available to these individuals once they pass the FORT. Another alternative for some candidates who are unable to pass the FORT 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 the FORT under Wisconsin Statutes [§118.197](#).

Table 6 below shows 2022-23 completers broken out by gender. There was no meaningful difference in passing rates between EPP completers who identify as female and those who identify as male. [Pass rates by EPP are available for download.](#)

Table 6: FORT Pass Rates by Gender

Test Year	Gender	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2022-23	Female	2,107	1410	67%	2,513	1615	64%
	Male	229	149	65%	272	173	64%
	Undeclared	25	21	84%	30	24	80%

Table 7 below shows FORT pass rates for 2022-23 EPP completers disaggregated by race and ethnicity. Differences that exist in other test score data from Wisconsin can also be seen here, with those who identify as white significantly more likely to pass on their first attempt (70 percent) than students who identify as Asian (51 percent), Black (42 percent), or Hispanic (45 percent).

Table 7: FORT Pass Rates by Race and Ethnicity

Test Year	Race and Ethnicity	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2022-23	Asian	55	28	51%	68	33	49%
	Black	78	33	42%	95	40	42%
	Hispanic	168	75	45%	210	82	39%
	Multiracial	44	33	75%	49	36	73%
	Native American	8	*	*	12	*	*
	Other	15	*	*	19	*	*
	Undeclared	18	*	*	23	13	57%
	White	1,975	1389	70%	2,339	1594	68%

*Results redacted for tests with fewer than 20 test-takers.

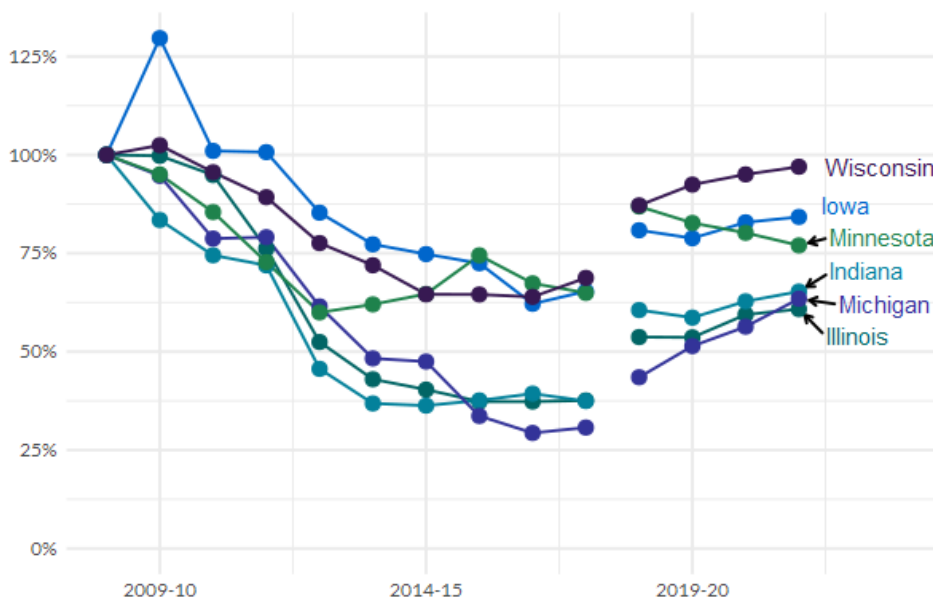
Enrollment to Licensure

Enrollment Trends

Wisconsin continues to outpace neighboring states in the number of students enrolling in educator preparation programs. To complete an educator preparation program (EPP), 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 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 Excellence (ABCTE), which leads to a Tier II license absent the FORT requirement under Wisconsin Statute [§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. Note the break in the trend lines between 2017-18 and 2018-19. This is due to a change in how the United States Department of Education (USDE) defined an enrolled student. Prior to 2018-19, individuals who completed programs during an academic year were not counted as enrollees during that year. Starting in 2018-19, all enrolled students that participated in program activities during the school year are included in the enrollment totals, regardless of completion status. The result of

this change is an across-the-board upwards shift in enrollment between the school years 2017-18 and 2018-19.

As shown in Figure 2, EPP enrollment in Wisconsin continues to outpace that of neighboring states. And after a 5-year period from 2010-11 through 2017-18 in which enrollment declined each year, enrollment numbers have now improved in each of the past four years and is now at 97 percent of 2008-09 levels, albeit with a broader definition of who qualifies as enrolled.

Figure 3 below looks at the percentage of students completing their educator preparation program.

Figure 3: Trends in EPP Completion in Wisconsin and Surrounding States Relative to 2008-2009

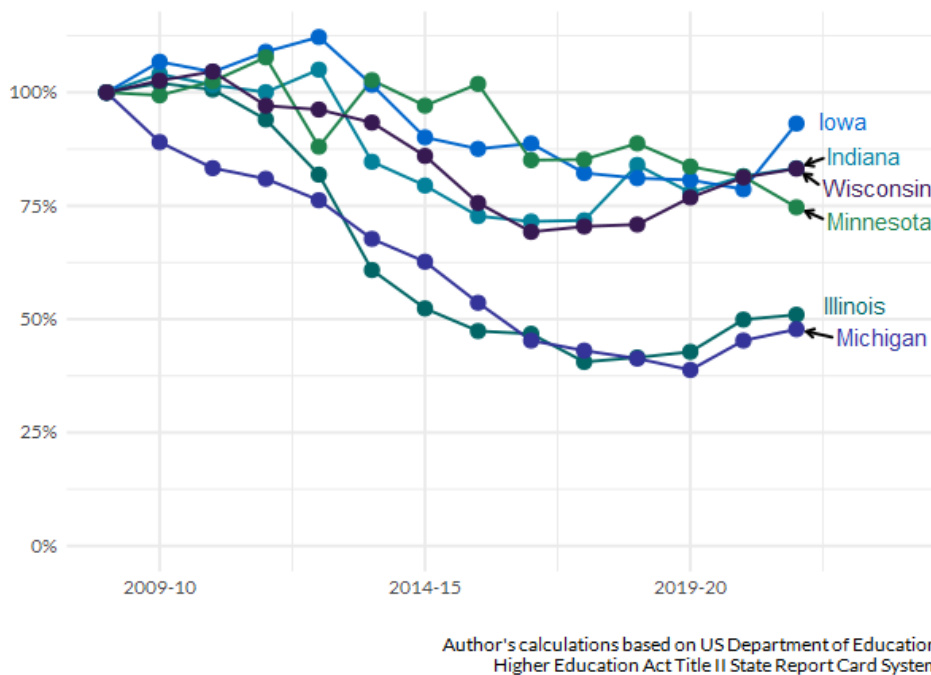


Figure 3 shows similar trends for the number of EPP completers relative to 2008-09. The number of Wisconsin EPP completers declined each year from 2011-12 until 2016-17, was flat for two years, and has improved in each of the past three years. While encouraging, the number of EPP program completers in Wisconsin is still well below 2008-09 levels.

Table 8 below provides the enrollment and completion percentages for Wisconsin and surrounding states relative to 2008-09. As can be seen, Wisconsin's enrollment figures in 2021-22 are nearly back to 2008-09 levels, but our completion rates are still 16.8 percentage points lower than they were that year. With respect to EPP enrollment, Wisconsin's rebound has been higher than all neighboring states.

Table 8: School Year 2021-22 EPP Enrollment and Completion Relative to 2008-09

State	Enrolled	Completed
Illinois	60.8%	51.0%
Indiana	65.3%	83.3%
Iowa	84.2%	93.1%
Michigan	63.4%	47.8%
Minnesota	77.0%	74.7%
Wisconsin	97.0%	83.2%

Table 9 below provides information on the degree to which program completers go on to be licensed and employed in a Wisconsin public school.

Table 9: Licensure and Employment of EPP Completer Cohorts (Unduplicated Count)

Year	EPP Completers	Licensed	Employed in WI	Licensed as % of Completers	Employed as % of Completers
2021-22	5,061	4,002	3,436	79.1%	67.9%
2022-23	5,590	4,431	3,722	79.3%	66.6%

Table 9 provides information on the decisions individual program completers are making in moving from completing a Wisconsin educator preparation program to being employed in a Wisconsin public school the following school year. Compared to the 2021-22 cohort, there was a substantial increase in the number of completers, the number of people licensed, and the number of completers employed in Wisconsin. However, as viewed as a percentage of EPP completers, the rate of licensure was stable and the rate of employment within Wisconsin was nearly the same as in 2021-22. Out of nearly 5,600 possible new teachers in 2022-23, the state only added 3,722, losing 1,878 potential educators. As noted in prior reports, the state has consistently lost around 30 percent of completers. Given the ongoing labor situation, exacerbated by the retention issues covered elsewhere in this report, the state may want to consider policy initiatives that would assist in keeping more of these completers employed as educators in Wisconsin.

Table 10 below shows the same information as in Table 9 but disaggregated by educator preparation program (EPP) type. Compared to public universities and tribal colleges as well as private colleges and universities, nontraditional educator preparation programs have greater proportions of their students who go on to get licensed and become employed in a Wisconsin public school the following year. The population of students in nontraditional educator preparation programs is distinct in that it is made up entirely of students who already have a bachelor's degree.

Note that the number of completers who are employed can be greater than the number 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. Also note that, when totaled, these numbers may differ from statewide figures due to people completing multiple programs at different educator preparation programs.

Table 10: Licensure and Employment of EPP Completer Cohorts

Year	Program Type	EPP Completers	Licensed	Employed in WI	Licensed as % of Completers	Employed as % of Completers
2021-22	Public Universities & Tribal Colleges	3,226	2,584	2,235	80.1%	69.3%
	Private Colleges & Universities	1,468	1,117	894	76.1%	60.9%
	Nontraditional programs	370	303	308	81.9%	83.2%
2022-23	Public Universities & Tribal Colleges	3,435	2,816	2,285	82.0%	66.5%
	Private Colleges & Universities	1,794	1,297	1,152	72.3%	64.2%
	Nontraditional programs	371	326	294	87.9%	79.2%

Figure 4 shows the relative market share of the three EPP types (public, private, and nontraditional). In 2022-23, approximately six out of every ten completers came from a public university or tribal college. Compared to 2021-22, the share of completers from private colleges and universities increased by three percentage points and the share of completers from nontraditional programs remained steady across the two years at approximately seven percent.

Figure 4: EPP Completers by Program Type

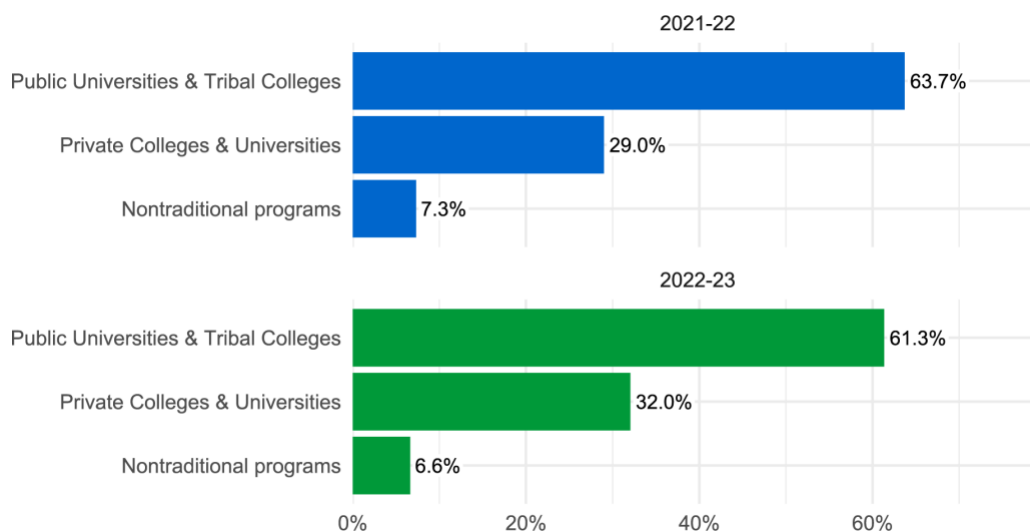
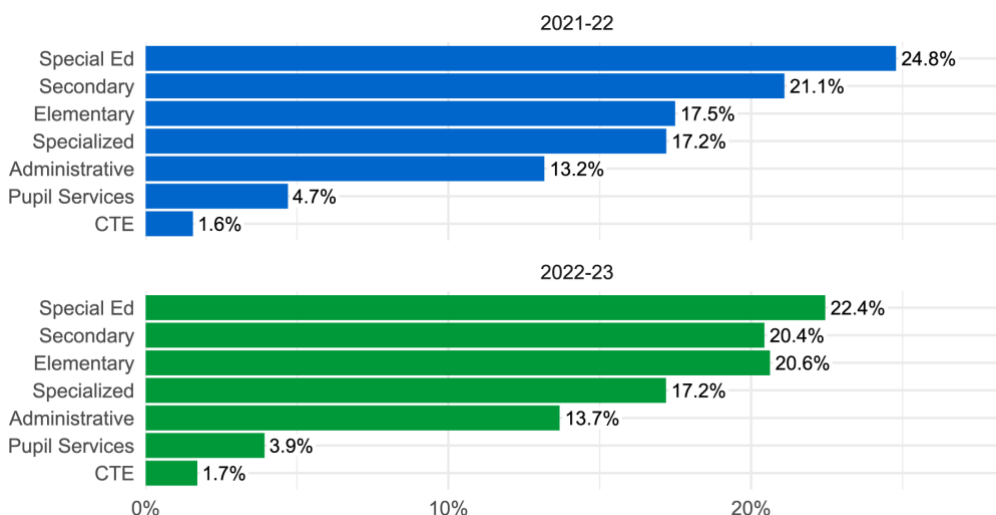


Figure 5 shows the license types earned by EPP completers in the 2021-22 and 2022-23 cohorts. Please recall that people can be endorsed for more than one type of license. For example, an EPP completer may have completed all the requirements for both an elementary and a special education license.

Figure 5: EPP Completers by License Type



Specific information on subtypes of licenses by program and by individual EPP are available for [download](#). Note that these totals differ from unduplicated counts of program completers because each program completer can be endorsed for multiple licenses.

Table 11 below shows the number and percentage of licenses for which individuals were endorsed by license type. Licenses are grouped into the following categories (please note that licenses listed are reflective of license transitions as the agency implemented the recreated administrative code, PI 34, governing licensure and educator preparation program approval):

The **administrative** license type is inclusive of licenses such as district administrator, business manager, principal, director of instruction, reading specialist, and director of special education and pupil services.

The **career and technical education (CTE)** license type is inclusive of licenses such as agriculture, family and consumer education, technology education, business education, and marketing.

The **elementary** license type is inclusive of licenses such as elementary and middle education (K-9) and birth to grade three regular education and various developmental levels that are being phased out due to changes in the state's licensing administrative code that occurred in 2018. Developmental levels include regular education across early childhood, middle childhood, and early adolescence.

The **pupil services** license type is inclusive of school counselor, school social worker, and school psychologist licenses.

The **secondary** license type is inclusive of licenses such as English, journalism, speech communications, reading teacher, broadfield language arts, mathematics, computer science, broadfield science, biology, life and environmental science, chemistry, environmental studies, physics, earth and space science, physical science, broadfield social studies, economics, geography, history, political science, psychology, and sociology.

The **special education** license type is inclusive of licenses such as cross-categorical special education, deaf/hard of hearing, early childhood special education, intellectual disabilities, emotional behavioral disabilities, specific learning disabilities, visual impairment, adaptive education, adaptive physical education, and assistive technologies.

The **specialized** license type is inclusive of licenses in bilingual-bicultural education, theater, English as a second language, all world languages, art, alternative education, urban educator, physical education, health, all music, driver education, gifted and talented, dance, and instructional library media specialist.

Table 11: License Endorsements by EPP and License Type

Year	License Type	Public Universities & Tribal Colleges	Private Colleges & Universities	Nontraditional programs
2021-22	Administrative	462	529	88
		8.4%	24.5%	16.2%
	CTE	112	3	13
		2.0%	0.1%	2.4%
	Elementary	1,064	355	14
		19.4%	16.4%	2.6%
	Pupil Services	271	114	0
		4.9%	5.3%	0.0%
	Secondary	1,227	389	113
		22.3%	18.0%	20.8%
	Special Ed	1,322	477	232
		24.1%	22.1%	42.8%
	Specialized	1,032	295	82
		18.8%	13.6%	15.1%
Total	5,490	2,162	542	
	100.0%	100.0%	100.0%	
2022-23	Administrative	536	525	109
		9.5%	21.1%	26.5%
	CTE	126	4	16
		2.2%	0.2%	3.9%
	Elementary	1,244	498	23
		22.0%	20.0%	5.6%
	Pupil Services	268	68	0
		4.7%	2.7%	0.0%
	Secondary	1,160	551	38

Year	License Type	Public Universities & Tribal Colleges	Private Colleges & Universities	Nontraditional programs
		20.5%	22.2%	9.2%
	Special Ed	1,336	452	133
		23.6%	18.2%	32.4%
	Specialized	990	389	92
		17.5%	15.6%	22.4%
	Total	5,660	2,487	411
100.0%		100.0%	100.0%	

Table 12 below contains, for each license type, the percentage of endorsements earned in each of the three educator preparation program types.

Table 12: Share of License Types Produced by EPP Type

Year	License Type	Public Universities & Tribal Colleges	Private Colleges & Universities	Nontraditional programs
2021-22	Administrative	42.8%	49.0%	8.2%
	CTE	87.5%	2.3%	10.2%
	Elementary	74.2%	24.8%	1.0%
	Pupil Services	70.4%	29.6%	0.0%
	Secondary	71.0%	22.5%	6.5%
	Special Ed	65.1%	23.5%	11.4%
	Specialized	73.2%	20.9%	5.8%
	Total	67.0%	26.4%	6.6%
2022-23	Administrative	45.8%	44.9%	9.3%
	CTE	86.3%	2.7%	11.0%
	Elementary	70.5%	28.2%	1.3%
	Pupil Services	79.8%	20.2%	0.0%
	Secondary	66.3%	31.5%	2.2%
	Special Ed	69.5%	23.5%	6.9%
	Specialized	67.3%	26.4%	6.3%
	Total	66.1%	29.1%	4.8%

Educator Preparation Program Provider Shortages

In 2018 Wisconsin repealed and recreated the administrative code, PI 34, governing the approval of educator preparation programs and licensure. By August 31, 2023, all educator preparation programs leading to a teaching license were required to be approved under the updated administrative code, but many programs are still in the process of exiting completers who began their programs under previous rules.

In 2022-23, 41 different entities with approved educator preparation programs submitted completer data to the Wisconsin Department of Public Instruction (DPI) in 77 different teaching subject areas. Importantly, not all subject areas were provided at each entity, with some subject areas having a large number of providers and other areas having but a few.

Table 13 shows the count of providers and completers for each subject area. Please note that some subject areas include combined completer totals of comparable subject areas due to the retirement of older subjects at the end of the 2022-23 period. Such subject areas have been noted with an asterisk (*) to denote this fact.

Table 13: Subject Areas with Count of EPP Providers and Completers - 2022-23

Program Name	Program Code	Providers	Completers
Mathematics	1400	35	189
Elementary/Middle	2088	35	432
Spanish	1365	29	48
Social Studies*	2700, 1701 broadfield	29	370*
Science*	2600, 1601 broadfield	28	106*
English/Language Arts*	2300, 1300,1301,1334	27	227*
Art	1550	26	127
Music*	2500, 1506, 1511, 1515	26	277*
Cross-Categorical Special Education*	2801, 1801	26	887*
English as a Second Language	1395	21	343
Bilingual-Bicultural Education	1023	19	78
Specific Social Science Subjects*	1710 through 1745	4 to 19	366*
French	1355	18	0
Regular Education	1777	18	1333
Physical Education	1530	17	178
Health	1910	16	159
Reading Teacher	1316	15	449
German	1370	14	3
Specific Natural Science Subjects*	1605 through 1637	1 to 14	187*
Theater	1325	13	7
Early Childhood Special Education	1809	13	187
Coaching Athletics	1540	12	99
Adaptive Physical Education	1860	11	128
Computer Science	1405	10	4
Technology Education	1220	8	41

Program Name	Program Code	Providers	Completers
Business Education	1250	8	30
Chinese	1349	8	4
Speech and Language Pathology	1820	8	187
Adaptive Education	1859	8	80
Alternative Education	1952	8	59
Specific Special Education Subjects*	1810, 1811, 1830	4 to 7	444*
Family and Consumer Education	1210	5	30
Latin	1350	5	8
Agriculture	1200	4	36
Japanese	1375	4	0
Gifted and Talented	1013	3	9
Marketing Education	1285	3	9
Instructional Library Media Specialist	1902	3	55
American Sign Language	1348	2	2
Russian	1385	2	0
Other Foreign Language	1390	2	0
Driver Education	1450	2	14
Hebrew	1356	1	0
Italian	1360	1	0
Polish	1380	1	0
Portuguese	1381	1	0
Deaf or Hard of Hearing	1805	2	0
Visual Impairment	1825	1	5
Assistive Technology	1858	1	3
Urban Educator	1953	1	1
Dance	1535	0	0

As Table 13 above demonstrates, there is wide variation in both the number of providers by subject area and the number of completers in each. Subject areas with low numbers of providers or completers will face the greatest challenges in the coming years. In these instances, Wisconsin will need to determine if changes are needed to better support educator preparation programs, incentivize enrollments in certain subject areas, or change what can be taught with certain licenses, including corresponding changes to the related educator preparation.

It should be noted that the table above is counting the number of license endorsements completed in a subject area and that the sum total of those endorsements is not going to be the same as the number of completers found in earlier tables (e.g., Table 10), because those tables count individuals rather than endorsements. An individual can receive multiple endorsements and thus

the number of endorsements in a year is higher than the number of individual completers.

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 Statute [§118.193](#)).
- Alternative teacher preparation. Only the American Board for Certification of Teacher Excellence or ABCTE qualifies under current statutes. (Wisconsin Statute [§118.197](#)).
- Experience-based License for Vocational and Technical Subjects (Wisconsin Statute [§118.191](#)).
- Professional Teaching Permit (Wisconsin Statute [§118.192](#)).

Table 14 below shows the impact of these pathways to licensure.

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

Pathway	2021-22	2022-23
Out of State/ Reciprocal	900	797
ABCTE	296	285
Experience-Based Technical and Vocational Subjects License	98	100
Professional Teaching (100 hour) Permit	0	2
Trade Specialist	1	0
Licensure Absent Approved Program Completion Total	1,295	1,184

The unduplicated totals of teachers licensed who were not required to complete a Wisconsin educator preparation program are included in Table 14. As shown, Wisconsin added an additional 1,295 licensed teachers in 2021-22 and 1,184 licensed teachers in 2022-23 via these alternative pathways.

When looking at the data presented in Table 14 within a broader context, as can be seen in Table 15 below, most teachers entering the Wisconsin workforce go through educator preparation programs either within or outside of the state of Wisconsin. Table 15 below shows the percentages of such teachers for the past two years.

Table 15: Share of Newly Licensed Teachers by Pathway Category

Pathway	2021-22	2022-23
Instate EPP Completers Licensed	4,002	4,431
	75.6%	78.9%
Out of State/Reciprocal Completers	900	797
	17.0%	14.2%
Pathways without Endorsement	395	387
	7.5%	6.9%
Totals	5297	5615
	100.0%	100.0%

As Table 15 shows, Wisconsin saw an uptick in instate completers as a percentage of the total, with small declines in newly licensed teachers from out-of-state programs and other pathways to licensure.

Wisconsin's Teacher Workforce

Demographic Data

As shown in Table 16, Wisconsin's teacher workforce is overwhelmingly white and female. There have been no significant changes in the makeup of the teaching workforce in Wisconsin. These demographics are starkly different from the makeup of the student population in the state. While nearly one in three Wisconsin students identify as a person of color, teachers of color represent only six percent of the workforce (see Figure 6). 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](#)).

Similarly, Wisconsin's teacher workforce does not reflect the student population in gender. Although 52 percent of students are male, male teachers represent only 24 percent of the workforce.

Table 16: Unduplicated Count of Teachers by Gender and Race and Ethnicity

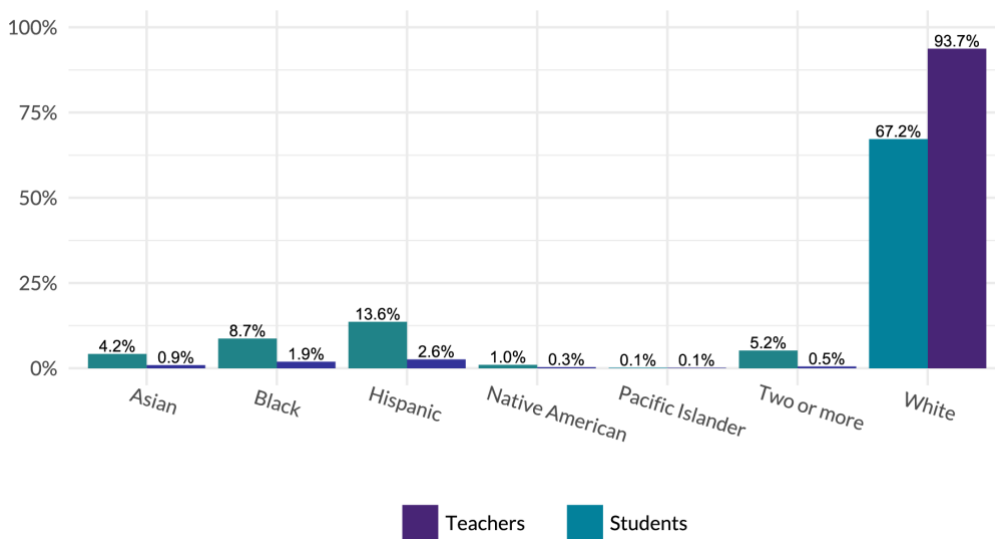
	2021-22		2022-23	
	Count	Percent	Count	Percent
White	60,981	94.0%	60,288	93.7%
White: Female	46,238	71.3%	45,731	71.1%
White: Male	14,743	22.7%	14,557	22.6%
Hispanic	1,564	2.4%	1,680	2.6%
Hispanic: Female	1,226	1.9%	1,280	2.0%
Hispanic: Male	338	0.5%	400	0.6%
Black	1,238	1.9%	1,237	1.9%
Black: Female	899	1.4%	882	1.4%
Black: Male	339	0.5%	355	0.6%
Asian	583	0.9%	596	0.9%
Asian: Female	470	0.7%	476	0.7%
Asian: Male	113	0.2%	119	0.2%
Native American	190	0.3%	203	0.3%
Native American: Female	148	0.2%	160	0.2%
Native American: Male	42	0.1%	43	0.1%
Two or more	283	0.4%	301	0.5%
Two or more: Female	208	0.3%	223	0.3%
Two or more: Male	75	0.1%	78	0.1%
Pacific Islander	26	0.0%	49	0.1%
Pacific Islander: Female	20	0.0%	27	0.0%
Pacific Islander: Male	6	0.0%	22	0.0%
Total	64,865	100.0%	64,354	100.0%

Table 17: Certified Statewide Student Enrollment by Race and Ethnicity

Race and Ethnicity	2021-22	2022-23
Asian	4.1%	4.2%
Black	8.8%	8.7%
Hispanic	13.2%	13.6%
Native American	1.0%	1.0%
Pacific Islander	0.1%	0.1%
Two or more	4.9%	5.1%
Unknown	0.0%	0.0%
White	67.9%	67.2%

Figure 6 presents student and teacher demographic data from tables 16 and 17.

Figure 6: Comparison of Student and Teacher Race and Ethnicity



Retention

Retaining teachers who enter the public K-12 teaching force is key for maintaining a teaching force large enough to meet Wisconsin’s needs. Data contained in this report continues to demonstrate that retention is a key factor driving Wisconsin’s teacher shortage. In response to this data, the department has focused on strategies to support retention, including coaching and mentoring practices contained in the initiatives below.

- Advancing the research-based practices in Wisconsin’s peer review and mentoring grant. (See the grant evaluation reports for [2023](#) and [2024](#)).
- Advancing [best practices](#) on peer mentoring.

- Advancing induction and coaching for special education teachers through a new [\\$10.5 million federal grant](#).
- Expanding Cooperative Educational Service Agency (CESA) [services](#) for districts through educator effectiveness.

The information that follows in this section provides an overview of 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 figures 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.

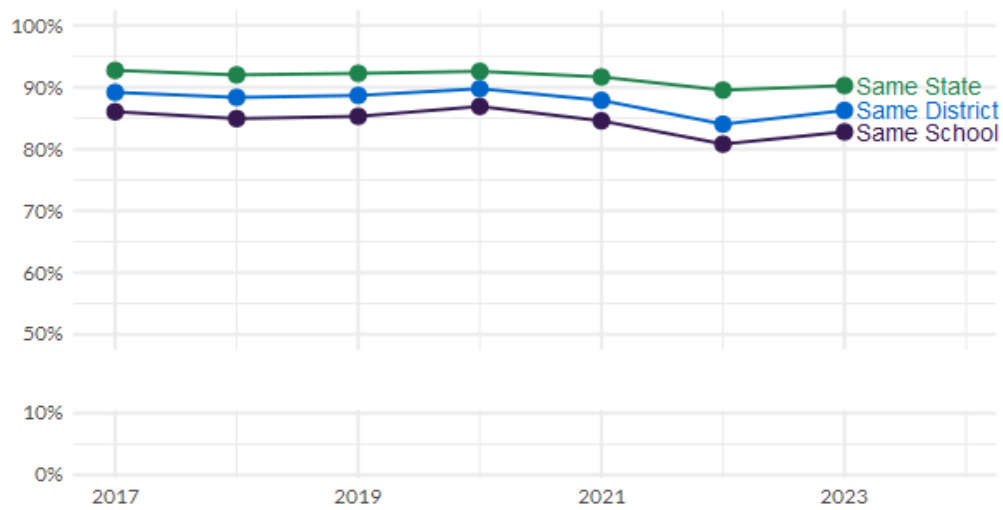
In each case, DPI only considered whether a given teacher in a given year was employed as a teacher in the same school, district, or state again the following year, regardless of whether they changed grades or subjects taught or the amount of full-time equivalency spent in their teaching position. For this analysis, a teaching position was 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. 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.

If seeking information on individual educators, information on the employment of every educator reported as working in Wisconsin schools may be found in the Department of Public Instruction's [Public All Staff Report](#), which is sortable by hiring agency, working agency, and assignment for each school year.

All Teachers

What does teacher retention in Wisconsin look like in general? Figure 7 below shows annual teacher retention rates for the three retention metrics since 2017. In 2023 there were modest improvements across all metrics. Compared to 2022, same-state retention increased by 0.8 percentage points, same-district retention increased by 2.3 percentage points, and same-school retention increased by 2.0 percentage points.

Figure 7: Annual Teacher Retention Trend - All Teachers



The specific number of teachers retained from 2023 to 2024 is provided in Table 18 below to provide another view on the impact this loss has on the workforce.

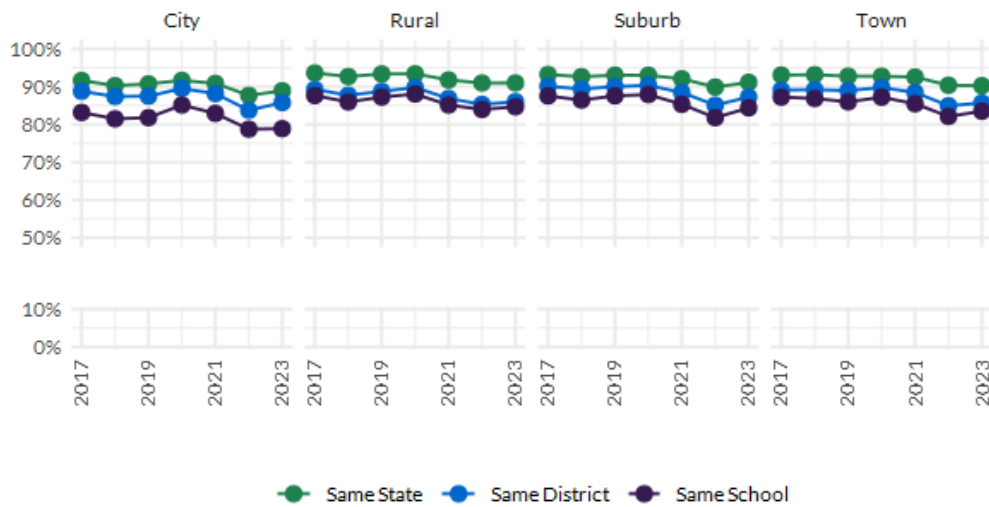
Table 18: Annual Teacher Retention - 2023 to 2024

Metric	Total Teachers in 2023	Retained Teachers in 2024	Percent Retained
Same State	64,354	58,098	90.3%
Same District	64,354	55,508	86.3%
Same School	64,354	53,274	82.8%

Figure 8 below shows teacher retention by district locale. From 2022 to 2023, same state retention improved slightly in city and suburban districts and was stable for rural districts and districts located in towns. Despite this improvement, districts located in cities continue to have lower retention rates than districts located in the other three local types. In the five years prior to 2023, same state retention is down for all locale types, with rural districts and districts in towns experiencing slightly larger declines than those located in cities and suburbs.

More information about locales can be found at <https://nces.ed.gov/surveys/annualreports/topical-studies/locale/definitions> and https://nces.ed.gov/programs/edge/docs/EDGE_NCES_LOCALE.pdf.

Figure 8: Annual Teacher Retention Trend by Locale - All Teachers



The number of teachers retained from 2023 to 2024 for each general locale are shown below in Table 19 to provide a deeper look at the impact of the loss of educators on schools.

Table 19: Annual Teacher Retention by Locale - 2023 to 2024

Locale	Retention Type	Total Teachers in 2023	Retained Teachers in 2024	Percent Retained
City	Same State	19,775	17,583	88.9%
City	Same District	19,775	16,966	85.8%
City	Same School	19,775	15,597	78.9%
Rural	Same State	16,904	15,381	91.0%
Rural	Same District	16,904	14,543	86.0%
Rural	Same School	16,904	14,312	84.7%
Suburb	Same State	19,474	17,751	91.2%
Suburb	Same District	19,474	16,996	87.3%
Suburb	Same School	19,474	16,437	84.4%
Town	Same State	15,394	13,897	90.3%
Town	Same District	15,394	13,192	85.7%
Town	Same School	15,394	12,854	83.5%

First Year Teachers

An additional element to look at regarding retention beyond general rates is to look at retention rates for incoming cohorts of new educators. The retention of new educators is especially important to monitor as the state will rely on these teachers to sustain the teacher workforce for the next 25 to 30 years.

Figure 9 below charts the proportion of teachers who leave in the years following their initial year of teaching. What the Department of Public Instruction (DPI) 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 the state is approaching but has not reached that point after seven years. Note that the retention numbers shown in Figure 9 and Table 20 below are for all first-time licensed teachers regardless of license tier.

Figure 9: First-Year Teacher Retention Over Time by Metric - All Teachers

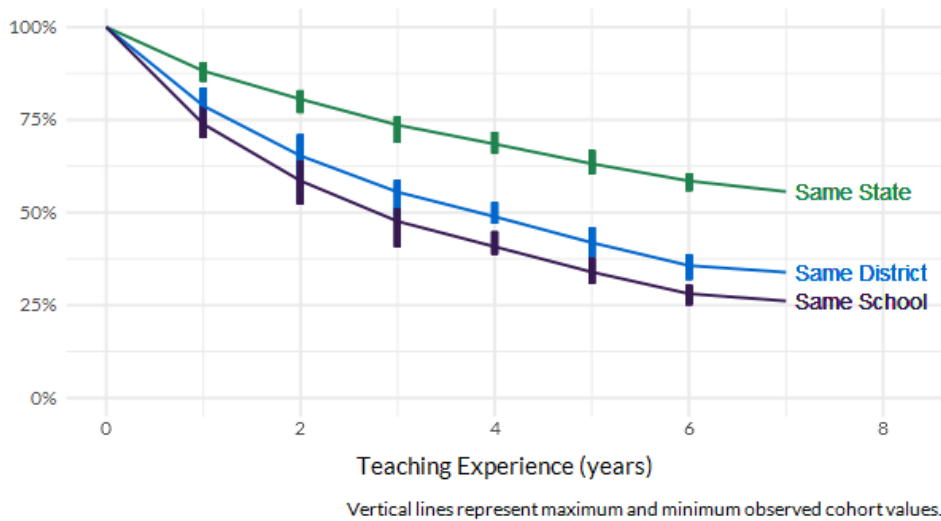


Table 20: Average First-Year Teacher Retention Over Time - All Teachers

Teaching Experience	Average Retention Metric		
	Same State	Same District	Same School
Year 0	100.0%	100.0%	100.0%
Year 1	88.2%	78.8%	73.8%
Year 2	80.6%	65.3%	58.5%
Year 3	73.6%	55.5%	47.6%
Year 4	68.5%	48.9%	40.8%
Year 5	63.2%	41.9%	34.0%
Year 6	58.5%	35.7%	28.1%
Year 7	55.6%	33.9%	26.1%

While the data does show a continuing decline in retention over time, the rate of decline does appear to be leveling off when it comes to overall teacher retention. Further years of data will be necessary to determine whether the retention rate will stabilize at this point or whether it continues to slowly decline over time.

In Figure 10 below the department moves to analyze for the retention rate for first-year teachers in the specific license area of special education as this has been a major shortage area for licensure for a number of years.

Figure 10: First-Year Teacher Retention Over Time by Metric - Special Education

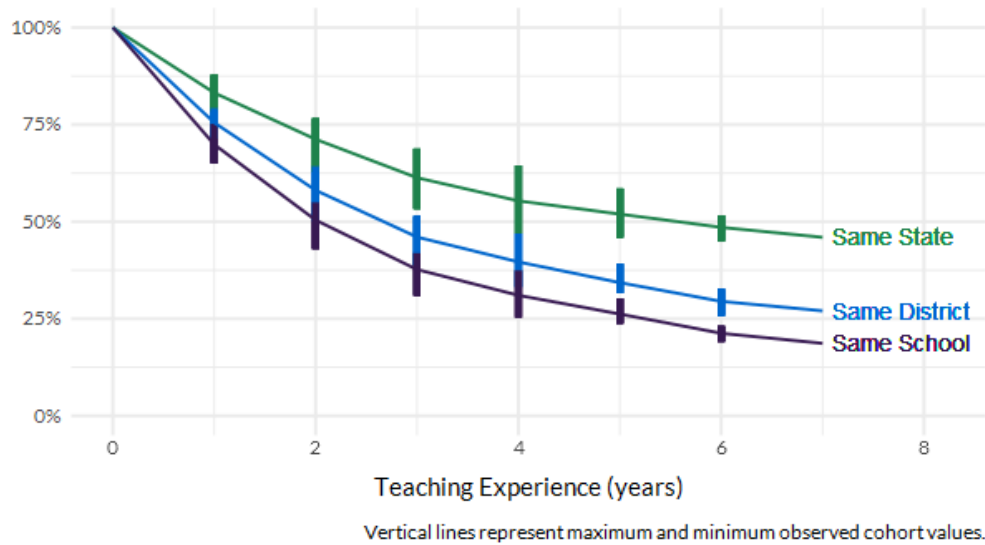


Table 21 below provides the information from Figure 10 in a table format.

Table 21: Average First-Year Teacher Retention Over Time - Special Education

Teaching Experience	Average Retention Metric		
	Same State	Same District	Same School
Year 0	100.0%	100.0%	100.0%
Year 1	83.2%	75.5%	69.9%
Year 2	71.2%	58.1%	50.4%
Year 3	61.3%	46.0%	37.7%
Year 4	55.3%	39.6%	31.0%
Year 5	51.9%	34.3%	26.2%
Year 6	48.5%	29.5%	21.2%
Year 7	46.0%	27.0%	18.6%

Special education teachers face unique stressors and are at high risk for burnout and attrition ([Brunsting, et al., 2022](#)) so it is not unsurprising that retention rates are lower in Wisconsin. Figure 11 and Table 22 above track the retention of Wisconsin’s first-year special education teachers over time. As shown, the retention trajectory for first-year special education teachers is similar to that of the whole first year cohort, but with larger drop-offs in each of the first three years. By the time educators reach year seven, special education teachers have a statewide retention rate of only 46 percent compared to 55.6 percent for all educators. Using this data, the Department of Public Instruction applied for and was awarded a five-year grant for \$10.5

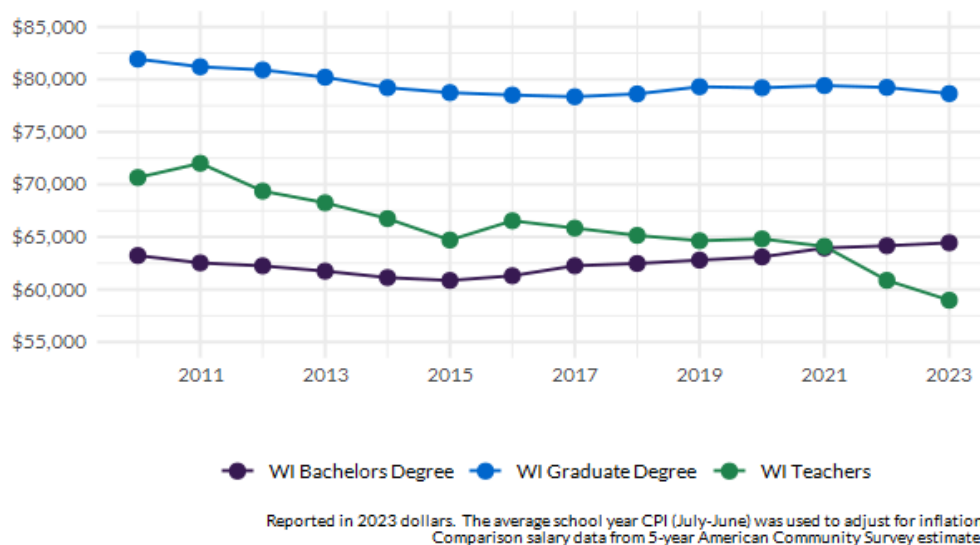
million by the United States Department of Education as part of its [State Personnel Development Grant Program](#). The funding will be used to focus on universal, targeted, and intensive supports, including the implementation of a statewide induction program offering specialized training and coaching for new special education teachers and leaders.

The data for first-year special education teachers provides some appearance of the decline leveling off when educators have reached five or more years of experience as it does for all first-time teachers. Again, additional years of data will be needed to determine whether there is a stabilization of retention rates in future years.

Salary Trends

Salaries and benefits impact employment and career decisions. As seen in Figure 11 below, the inflation-adjusted salaries for teachers have dropped considerably, both compared to teacher salaries in 2010, and relative to other college graduates. Please note that, throughout this section of the report, salary and compensation values have been adjusted to 2023 dollars.

Figure 11: How Wisconsin Teacher Salaries Compare to Their Peers



In Table 22 below the department examined median salary and fringe data as reported to the DPI. These numbers are also held constant in 2023 dollars. As shown, the purchasing power afforded by teacher compensation packages continues to decline, with inflation-adjusted total compensation decreasing each of the past 13 years.

Table 22: Wisconsin Teacher Compensation Trends

Year	Median Salary	Median Fringe	Median Total Compensation
2010	70,657	38,172	107,186
2011	72,015	39,125	109,910
2012	69,363	31,630	99,895
2013	68,251	30,762	97,713

Year	Median Salary	Median Fringe	Median Total Compensation
2014	66,745	30,205	95,788
2015	64,703	29,549	92,791
2016	66,539	29,377	94,835
2017	65,841	29,497	93,942
2018	65,146	28,766	92,446
2019	64,635	28,888	92,048
2020	64,812	29,821	93,201
2021	64,103	29,233	92,251
2022	60,866	26,919	86,486
2023	58,972	25,578	84,333

Note: Reported in 2023 dollars. The average school year CPI (July-June) was used to adjust for inflation.

One possible reason for this decline could be that the teacher workforce, as a whole, has become less experienced over time, with fewer teachers being retained into their middle or late careers. However, as shown below in Figure 12 and Table 23, the decline in purchasing power is not unique to teachers just entering the profession. After adjusting for inflation, the total compensation package of people entering their 15th year of teaching in 2023 was 23 percent less than it was in 2010 and, for teachers entering their 30th year, 14 percent less.

Figure 12: Wisconsin Teacher Compensation Trends by Select Years Experience

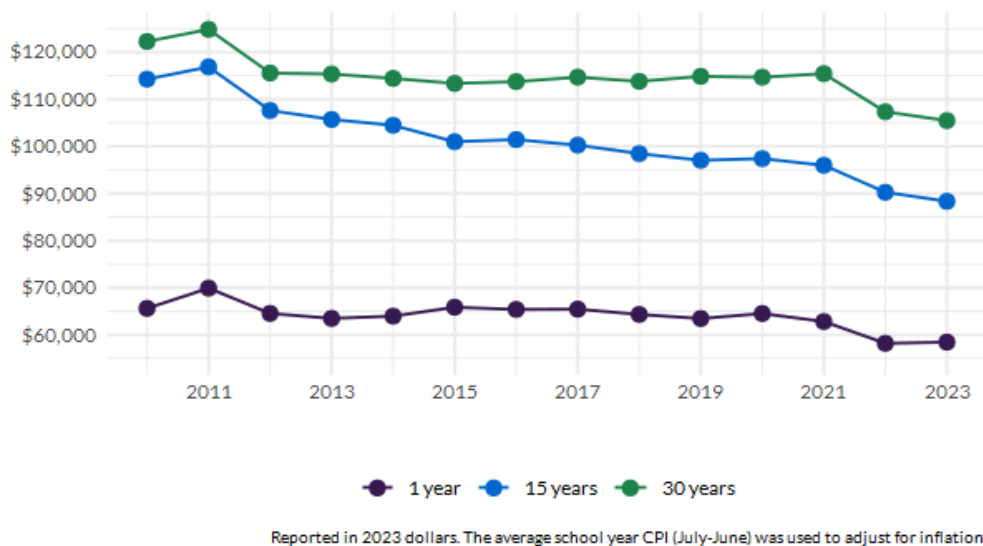


Table 23: Wisconsin Teacher Compensation Trends by Select Years Experience

Year	1 year		15 years		30 years	
	Salary	Total Compensation	Salary	Total Compensation	Salary	Total Compensation
2010	45,965	65,605	76,278	114,275	82,728	122,272
2011	47,729	69,898	77,380	116,864	84,589	124,841
2012	46,092	64,532	76,100	107,613	82,034	115,570
2013	46,481	63,478	75,372	105,714	82,934	115,366
2014	48,059	63,954	73,585	104,466	81,916	114,430
2015	48,466	65,847	71,359	100,984	81,795	113,366
2016	49,185	65,383	71,294	101,440	81,765	113,741
2017	48,783	65,436	70,396	100,262	82,967	114,688
2018	48,879	64,317	68,844	98,457	82,130	113,798
2019	49,126	63,451	68,038	97,047	82,829	114,858
2020	49,872	64,512	67,756	97,396	82,718	114,676
2021	48,205	62,807	66,981	95,979	82,622	115,438
2022	45,680	58,186	63,226	90,254	77,537	107,339
2023	45,052	58,438	60,891	88,329	76,316	105,470

Note: Reported in 2023 dollars. The average school year CPI (July-June) was used to adjust for inflation.

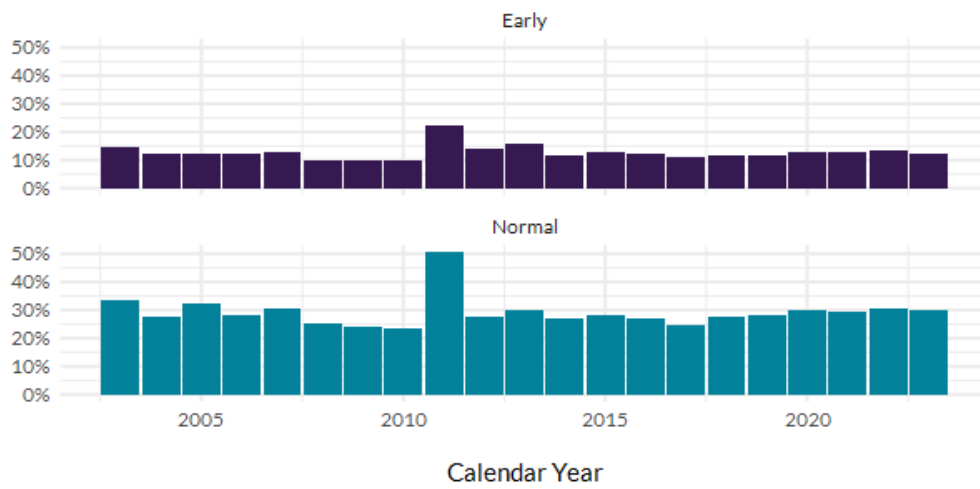
In addition to the salary data provided above for teachers, the Wisconsin Center for Education Research at the University of Wisconsin at Madison has created an [interactive spreadsheet](#) with a graphing function enabled that shows salary data (in both actual and “real” inflation-adjusted amounts) over the past 20 years for administrative positions including principal, assistant principal, and district administrator that is sortable by CESA. In the upper left-hand corner of the spreadsheet there are sorting functions for position type and CESA. This spreadsheet was created using information provided in the [DPI Public All Staff Report](#).

Retirements

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

Figure 13 below 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 13: Wisconsin Public School Employee Retirement Rate Trends



Source: Wisconsin Department of Employee Trust Funds

The actual number of retirements by public school employees are provided below in Table 24 for 2021 through 2023.

Table 24: Number of Wisconsin Public School Employee Retirements

Retirement Type	2021	2022	2023
Early	1,181	1,226	1,159
Normal	970	1,002	1,028
Total	2,151	2,228	2,187

Shortage Areas

Based on the data presented in this report, Wisconsin is producing more teachers than are retiring. Clearly, however, Wisconsin is still experiencing significant shortages.

Table 25 below shows that the number of teachers in the state has remained relatively stable over the past two years at around 64,500. Table 25 also shows that, for the past two years, the number of prior year EPP completers is greater than the number of teachers who retire. This data, in addition to the results of the retention analysis included earlier in this report, suggests that the retention of early-career teachers is a significant factor contributing to Wisconsin's shortage of educators.

Table 25: How Many Teachers?

	2021-22	2022-23
Unduplicated Teacher Count	64,865	64,354
Retirements	2,228	2,187
Prior Year EPP Completers	3,256	3,334

Licensure Data

The department uses requests for certain Tier I licenses to establish demonstrated licensing shortages. Tier I licenses are primarily those licenses given to individuals who have not met all requirements for the full license, referred to as a Tier II license. The most common Tier I license is the [one-year license with stipulations](#). An individual is eligible for the one-year license with stipulations if they possess a bachelor's degree in any subject area. They can then teach with this license while they make progress on completing a pathway to a full (Tier II) license.

Another common Tier I license is the [three-year license with stipulations](#). These three-year district-sponsored licenses (LWS3) allow the teacher to teach for up to three years in the license area while receiving supervision, mentoring, and professional development culminating in a demonstration of the requisite knowledge and proficiencies in the subject area and grade levels to acquire the full license. 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 would like them to teach outside the area for which they were prepared while they work on becoming fully licensed with the sponsoring employer's support. More information on the LWS3 license is available on the [department's website](#).

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 Department of Public Instruction also uses Tier I one- and three-year licenses with stipulations to calculate whether unqualified, out-of-field, or inexperienced teachers are teaching minority and low-income students at disproportionate rates in school districts and schools as required under federal law. Federal provisions in Title I of the Elementary and Secondary Education Act (ESEA) require all states to report schools and districts identified. Wisconsin’s data may be found on the DPI’s [website](#) along with the plans submitted by schools and districts to address this identification.

In Table 26 below, one can observe a steady increase in the number of shortage licenses issued over the past four years. Relative to 2019-20, there has been a 24 percent increase in the number of licenses with stipulations issued. The license type that has increased the most during this time based on percentages is the speech-language pathology license with stipulations (69 percent). Yet, the number of those teaching on a one-year license with stipulations is much larger than the numbers for the speech-language pathology license. In 2022-23 there were 3,448 people working as teachers, leading classrooms, while in the process of meeting all preparation and statutory requirements to be fully licensed as a Tier II provisional educator. Table 26 also shows that in 2022-23 Wisconsin school districts could not find a qualified Tier II licensed individual to hire for over 3,700 positions.

Table 26: Number of Teaching Licenses with Stipulations Issued

Licenses with Stipulations	2019-20	2020-21	2021-22	2022-23	% Change 2019-23
1-Year License with Stipulations	2,815	3,005	3,020	3,448	22.5%
3-Year License with Stipulations	169	160	240	232	37.3%
Speech-Lang Path License with Stipulations	32	50	41	54	68.8%
Total	3,016	3,215	3,301	3,734	23.8%

The subject areas with the most licenses with stipulations are shown in Table 27 below. This data demonstrates that the largest shortage areas based on licensure subject have remained the same over the last four years. One significant change has been the 80 percent growth in licenses with stipulations for elementary/middle and regular education subjects from 2020 to 2023, while licenses with stipulations have declined by 13.3 percent for cross-categorical special education in that same time period. These changes have led to elementary/middle and regular education licenses becoming the largest shortage areas in Wisconsin during the 2022-23 school year.

Table 27: Most Common Subject Areas for Licenses with Stipulations

Subject Area	2019-20	2020-21	2021-22	2022-23	% Change 2019-23
Cross-Categorical Special Education	1,008	978	793	874	-13.3%
Elementary/Middle and Regular Education*	506	734	804	911	80.0%
Bilingual-Bicultural Education	182	174	167	156	-14.3%
Instructional Library Media Specialist	102	83	112	110	7.8%
Mathematics	93	99	102	110	18.3%

* Elementary/Middle Education (2088) and Regular Education (1777) are comparable licenses that cover the same kinds of assignments. The Elementary/Middle Education K-9 license is replacing the older Regular education 1777 (middle childhood-early adolescence) license going forward.

Another way to look at shortage data is to disaggregate it by the National Center for Education Statistics (NCES) locale codes to see whether there are differential rates of shortage licensure across district community types. Within the NCES locale code framework, there are four general categories (City, Rural, Suburb, Town) and then 12 more specific subcategories that break down the general categories by either population size (City and Suburb) or proximity to an urbanized area (Rural and Town). In addition to locale code, Charter schools have been separated into their own category for this analysis.

The following two tables (Tables 28 and 29) display assignments covered by one- and three-year licenses with stipulations as a percentage of total assignments using full-time equivalent (FTE) numbers. This metric was used because absolute numbers of one- and three-year licenses with stipulations would present an inaccurate picture given the major size disparities between small and large districts.

Table 28: Rate of Shortage by NCES Locale Code General Categories Based on Licensure

Locale/School Type	2019-20	2020-21	2021-22	2022-23
City	6.1%	6.3%	5.5%	6.5%
Rural	3.7%	3.8%	4.0%	4.6%
Suburb	1.8%	2.3%	2.4%	2.9%
Town	2.8%	3.1%	3.7%	4.1%
Charter Schools	9.3%	11.0%	13.6%	10.9%
Overall Average	3.8%	4.0%	4.1%	4.7%

Table 28 shows that charter schools have the highest shortage rates, followed by city districts. Districts within suburban locales have the lowest, at three percent in 2022-23. Relative to 2019-20, shortage rates have increased for all locale types.

Table 29: Rate of Shortage by NCES Detailed Locale Code Based on Licensure

Locale/School Type	2019-20	2020-21	2021-22	2022-23
Large city	9.5%	9.7%	7.3%	8.9%
Mid-size city	2.8%	3.7%	2.8%	3.8%
Small city	4.1%	4.2%	4.7%	5.3%
Rural - distant	3.8%	3.8%	3.7%	4.1%
Rural - fringe	2.8%	2.8%	3.3%	4%
Rural - remote	4.8%	5.2%	5.4%	6.2%
Large suburb	1.8%	2.1%	2.4%	3%
Mid-size suburb	2%	2.4%	2.2%	2.7%
Small suburb	1.4%	3.4%	3.2%	3%
Distant town	3.3%	3.5%	4.2%	4.8%
Fringe town	1.7%	1.8%	2%	2.1%
Remote town	3%	4.6%	6.7%	6.4%
Charter Schools	9.3%	11%	13.6%	10.9%
Overall Average	3.8%	4%	4.1%	4.7%

Further information on shortages are available on the DPI website. Detailed data files on one- and three-year licenses with stipulations, including data by district, Cooperative Educational Service Agency (CESA) region, subject area, and category are [available on the DPI website](#).

The DPI is also required to report, using licensing data, teacher shortage areas to the [United States Department of Education](#) using specified categories. Table 30 includes the shortage areas identified in 2022-23.

Table 30: Statewide Teacher Shortage Areas - 2022-23

Subject Matter	Discipline
Core Subjects	Elementary Education
English as a Second Language	-
English as a Second Language	Bilingual/Bicultural
Mathematics	-
Psychology	-
Special Education	Cross Categorical
Special Education	Early Childhood
Support Staff	Instructional Library Media

Appendix A: Employment of Wisconsin Prepared Educators

Prepared by the Wisconsin Center for Education Research at the University of Wisconsin-Madison

The Department of Public Instruction is pleased to include for the first time in this year's report a more in-depth analysis prepared by the Wisconsin Center for Education Research at the University of Wisconsin-Madison, which looks at the teacher pipeline between the state's approved educator preparation programs (EPPs) and its public schools. Specific questions of interest and findings are described below.

What percentage of recent first-time teaching licensees (those who received their first teaching license within the past 10 years) from each of the state's EPPs were teaching in schools of different locale types (City, Suburban, and Rural/Town) in 2023-24?

Table 31 shows the total number and percentage of first-time teacher licensees from each EPP between 2014 and 2023 in terms of which school locale type (City, Suburb, and Rural/Town) they were teaching in during the 2023-24 school year. Using Alverno College as an example, just over half (53.3 percent) of the 300 first-time teaching licensees across the most recent 10 years (2014-23) were teaching in schools assigned a City locale code by NCES, compared to 36.7 percent teaching in Suburban schools and 10 percent in Rural/Town schools.

Table 31: Distribution of 2013-24 First-Time Teaching Licensees by School Locale Type of Teaching Assignment in 2023-24, by Educator Preparation Entity

Educator Preparation Entity	Sector	Total # First-Time Teaching Licensees, 2014-23	Locale Type of School Taught in (2023-24) by First-Time Teaching Licensees 2014-23		
			City	Suburban	Rural/Town
ACT! Program*	Nontraditional	59	25.4%	11.9%	62.7%
Alverno College	Private	300	53.3%	36.7%	10.0%
Beloit College	Private	17	52.9%	17.6%	29.4%
Cardinal Stritch University*	Private	504	39.5%	44.2%	16.3%
Carroll University	Private	446	26.2%	52.5%	21.3%
Carthage College	Private	293	24.2%	61.1%	14.7%
CESA 1 PBL Program	Nontraditional	206	43.2%	36.4%	20.4%
CESA 2 Licensure Academy	Nontraditional	51	33.3%	21.6%	45.1%
CESA 6 RITE Program	Nontraditional	336	31.8%	26.8%	41.4%
CESA 7 TDC Program	Nontraditional	55	36.4%	23.6%	40.0%

Educator Preparation Entity	Sector	Total # First-Time Teaching Licensees, 2014-23	Locale Type of School Taught in (2023-24) by First-Time Teaching Licensees 2014-23		
			City	Suburban	Rural/Town
CESA 9 ETP Program	Nontraditional	106	15.1%	4.7%	80.2%
College Of Menominee Nation	Tribal**	10	0.0%	10.0%	90.0%
Concordia University	Private	670	27.9%	39.6%	32.5%
Edgewood College	Private	543	41.4%	28.9%	29.7%
eduCATE-WI	Nontraditional	733	19.0%	15.8%	65.2%
Holy Family College*	Private	74	14.9%	14.9%	70.3%
Lakeland University	Private	64	35.9%	29.7%	34.4%
Lawrence University	Private	61	37.7%	32.8%	29.5%
Maranatha Baptist University	Private	29	6.9%	34.5%	58.6%
Marian University	Private	301	33.2%	22.6%	44.2%
Marquette University	Private	162	48.1%	43.2%	8.6%
Milwaukee Public Schools University	Nontraditional	21	95.2%	4.8%	0.0%
Mount Mary University	Private	35	37.1%	51.4%	11.4%
Northland College	Private	23	4.3%	13.0%	82.6%
Ripon College	Private	73	24.7%	13.7%	61.6%
St. Norbert College	Private	295	24.7%	35.9%	39.3%
Urban Learning Collaborative	Nontraditional	218	77.1%	14.7%	8.3%
UW-Eau Claire	Public	1,187	22.1%	18.3%	59.6%
UW-Green Bay	Public	633	28.3%	20.4%	51.3%
UW-La Crosse	Public	1,161	23.6%	26.4%	50.0%
UW-Madison	Public	988	39.8%	30.9%	29.4%
UW-Milwaukee	Public	1,362	43.0%	42.4%	14.5%
UW-Oshkosh	Public	1,667	31.2%	28.3%	40.5%
UW-Parkside	Public	132	25.0%	57.6%	17.4%
UW-Platteville	Public	637	7.1%	15.2%	77.7%
UW-River Falls	Public	508	8.1%	5.7%	86.2%
UW-Stevens Point	Public	1,598	17.1%	16.5%	66.3%
UW-Stout	Public	734	19.2%	13.5%	67.3%
UW-Superior	Public	383	9.9%	13.1%	77.0%

Educator Preparation Entity	Sector	Total # First-Time Teaching Licensees, 2014-23	Locale Type of School Taught in (2023-24) by First-Time Teaching Licensees 2014-23		
			City	Suburban	Rural/Town
UW-Whitewater	Public	1,813	20.5%	33.4%	46.1%
Viterbo University	Private	983	31.1%	21.5%	47.4%
Wisconsin Lutheran College	Private	133	18.8%	51.1%	30.1%
Total	All	19,604	27.5%	27.4%	45.1%
<i>*Denotes EPP which has closed</i>					
<i>**The state's one Tribal EPP (College of Menominee Nation) is included with the Public sector for this analysis.</i>					

What percentage of recent first-time teaching licensees from each EPP “sector” (public, private, nontraditional) were teaching during 2023-24 in each school locale type (City, Suburban, Rural/Town)?

Table 32 builds on Table 31 by aggregating recent first-time teaching licensees up to the “sector” level (public, private, and nontraditional EPPs). About half of recent teaching licensees from the state’s fifteen public EPPs were teaching in Rural or Town schools in 2023-24, compared to approximately one-fourth each in City and Suburban districts. The state’s nineteen private EPPs, by contrast, had a nearly equal split across the three locale types. Nontraditional EPPs (n=9) more closely resembled public EPPs in terms of the distribution of school teaching destinations for their recent licensees. Public EPPs collectively produced approximately two-thirds of all first-time teaching licensees over the past 10+ years (2014-23).

Table 32: Distribution of Recent (2013-24) First-Time Teaching Licensees by School Locale Type of Teaching Assignment in 2023-24, by EPP Sector

Program Sector	Locale Type of School Taught in (2023-24) by First-Time Teaching Licensees 2014-23			Total # First-Time Teaching Licensees, 2014-23
	City	Suburban	Rural/Town	
Public/Tribal EPP (n=14)	24.6%	25.2%	50.1%	12,813
Private EPP (n=19)	32.7%	35.6%	31.7%	5,006
Nontraditional EPP (n=9)	33.1%	19.6%	47.3%	1,785

What percentage of current (2023-24) teachers working in each school locale type (City, Suburban, Rural/Town) who are recent first-time teaching licensees received their training from EPPs in each of the three “sectors” (public, private, and nontraditional)?

Table 33 complements Table 32 above by showing the percentage of recently licensed teachers (those who received their first teaching license between 2014-2023) working in Wisconsin public schools in 2023-24 for whom we have licensure data who were trained in each of the three EPP sectors (public, private, and nontraditional). Among recently licensed teachers working in

Wisconsin public schools in 2023-24 designated with a City locale code for whom we have licensure data, for example, well over half (57.9 percent) had received their training at one of the state’s public or tribal EPPs, compared to 32.4 percent that were trained at a private EPP and 9.7 percent at a non-profit EPP. Public EPPs trained an even larger share (72.5 percent) of recently licensed teachers working during 2023-24 in the state’s public schools with a Rural or Town designation.

Table 33: Share of 2023-24 Teachers in Each Locale Type Licensed by Each EPP Sector Between 2014-2023

EPP Sector	City	Suburb	Rural/Town
Public/Tribal	57.9%	58.1%	72.5%
Private	32.4%	33.6%	18.0%
Nontraditional	9.7%	8.3%	9.5%
Total	100.0%	100.0%	100.0%

Description of Data Sources/Methodology

Data used for these analyses comes from two sources: DPI’s annual [Public All Staff Report](#) and a file containing educator preparation program (EPP) completers, which includes all licensees from 2014-23 (data prior to 2014 do not have the same unique staff identifier). Among other implications, this means that we can’t say how much the teacher pipeline from EPPs to public schools may have looked different for teachers licensed prior to 2014, although there is no obvious reason to think this would be the case. From the Public School Staff Report, we limited our analysis to those who had (a) an assignment as a teacher (position code 53) in a Wisconsin public school during the 2023-24 school year; (b) a unique identifier (File ID) which could be matched from the Public School Staff Report to the EPP completer file; and (c) a teaching assignment (or multiple assignments) totaling 0.5 FTE or greater.