



# **2024 Educator Preparation Program and Workforce Analysis Report**

Covering Data Through the 2023-24 School Year

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April 2026

Wisconsin Department of Public Instruction

# 2024 Educator Preparation Program and Workforce Analysis Report

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# Executive Summary

This executive summary contains key data points for consideration by policymakers, stakeholders, and the public as Wisconsin seeks to increase the supply of qualified educators to Wisconsin schools.

- Wisconsin could significantly impact its teacher shortage if it could increase the number of Wisconsin educator preparation program completers who stay in Wisconsin for employment purposes. Out of 5,256 possible new teachers completing educator preparation programs in 2023-24, the state only added 3,568, losing 1,688 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.
- Compared to the 2022-23 cohort, there was a decrease in the number of completers, the number of completers who became licensed, and the number of completers employed in Wisconsin.
- Passage rates on the Foundations of Reading Test have increased substantially. While this test is still a barrier for a number of prospective educators, first attempt pass rates improved from 48% in 2021-22 to 67% in 2022-23 to 74% in 2023-24.
- Most prospective educators complete their program at a public university. Six out of every 10 completers came from a public university or tribal college. Compared to 2022-23, the share of completers from private colleges and universities decreased by about four percentage points while the share of completers from nontraditional programs increased by about two percent.
- Wisconsin added an additional 1,185 licensed teachers in 2022-23 and 1,256 licensed teachers in 2023-24 via licensing pathways that may exist other than through completion of an approved educator preparation program in Wisconsin.
- Most of the teachers entering the Wisconsin workforce go through educator preparation programs either within or outside of the state of Wisconsin with only nine percent attaining licensure absent completion of an educator preparation program.
- In 2024 there were modest improvements in retention. Compared to 2022, same-state retention increased by 1.5 percentage points, same-district retention increased by 3.2 percentage points, and same-school retention increased by 3.1 percentage points.
- The retention rate for first year teachers appears to level off by year eight when it comes to overall teacher retention. In prior years there are significant drops in retention year over year.
- By the time educators reach year eight, special education teachers have a statewide retention rate of only 43.2 percent compared to 52.6 percent for all educators.

- After adjusting for inflation, the total compensation package of people entering their 15th year of teaching in 2024 was 22 percent less than it was in 2010 and, for teachers entering their 30th year, 13 percent less.
- The number of teachers in the state has remained relatively stable over the past two years at around 64,000. For the past two years, the number of prior year EPP completers is greater than the number of teachers who retire. While this is state level data and not broken out by subject area, this data, in addition to the results of the retention analysis in this report, suggests that the lack of retention of early-career teachers is a significant factor contributing to Wisconsin's shortage of educators.
- In 2023-24, there were 3,477 people working as teachers and leading classrooms, while in the process of meeting all preparation and statutory requirements to be fully licensed as a Tier II provisional educator.
- Based on licensing data, in 2023-24 Wisconsin school districts could not find a qualified Tier II, fully licensed, individual to hire for over 3,800 positions.
- There has been a 71.3 percent growth in Tier I licenses with stipulations (working while completing all training and licensing requirements) for elementary/middle and regular education subjects from 2020 to 2024, while licenses with stipulations have declined by 11.5 percent for cross-categorical special education in that same time period. Both of these subject areas remain major shortage areas for Wisconsin.

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# 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 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.

Additionally, Wisconsin Statutes [§115.29 \(5\)](#) require the DPI to assist school boards, cooperative educational service agencies and county children with disabilities education boards to locate qualified professional school personnel, assist qualified professional school personnel to locate vacant positions and provide information and analysis of the professional school personnel supply. This report provides information and analysis on the professional school personnel supply.

## Definitions

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

**Educator Preparation Program 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, 2022 and August 31, 2023 and between September 1, 2023 and August 31, 2024, 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 2022-23 and 2023-24 who received one or more Wisconsin teaching licenses between September 1, 2022 and August 31, 2024, 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 where licensure is not required, or work in a non-education field.

**Employed in Wisconsin:** EPP completers from 2022-23 and 2023-24 who were employed in Wisconsin public schools during the 2023-24 and 2024-25 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, 2022 and August 31, 2024. This data is then divided to reflect the 2022-23 and 2023-24 school years, 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 DPI no longer requires program completers to take the Praxis II test unless adding a license via a content test.

If an EPP wants or needs to assess a candidate's content knowledge they may use the Praxis II. 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 2022-23 and 2023-24 EPP completers statewide. [Pass rates for individual EPPs 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 2022-23 or the 2023-24 periods. The three columns labelled 'Any Attempt' include candidates who first took the test prior to the 2022-23 or 2023-24 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
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	<20	*	*	<20	*	*
	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%
2023-24	Asian	<20	*	*	<20	*	*
	Black	<20	*	*	29	11	37.9%
	Hispanic	24	15	62.5%	36	20	55.6%
	Native	<20	*	*	<20	*	*
	Other/Multiracial	24	23	95.8%	25	25	100%
	Prefer not to respond	23	21	91.3%	25	24	96%
	White	707	588	83.2%	776	652	84%

*\*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
2022-23	Female	806	660	81.9%	877	737	84%
	Male	246	197	80.1%	263	215	81.7%
	Non-binary	<20	*	*	<20	*	*
	Prefer Not to Answer	<20	*	*	<20	*	*
2023-24	Female	624	498	79.8%	706	569	80.6%
	Male	186	164	88.2%	199	174	87.4%
	Non-binary	<20	*	*	<20	*	*
	Prefer Not to Answer	<20	*	*	<20	*	*

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

**Table 3: Praxis Pass Rates by Test Subject, 2022-23**

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Agriculture	<20	*	*	<20	*	*
Art: Content Knowledge	<20	*	*	<20	*	*
Business Education: Content Knowledge	<20	*	*	<20	*	*
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	<20	*	*	<20	*	*
General Science	<20	*	*	<20	*	*
General Science: Content Knowledge	49	36	73.5%	52	39	75%
Health Education	<20	*	*	<20	*	*
Marketing Education	<20	*	*	<20	*	*
Mathematics	67	49	73.1%	69	54	78.3%
Middle School: Content Knowledge	260	181	69.6%	305	225	73.8%
Music: Content Knowledge	<20	*	*	<20	*	*
Physical Education: Content Knowledge	<20	*	*	<20	*	*
Professional School Counselor	96	93	96.9%	99	97	98%
School Counselor	<20	*	*	<20	*	*
School Psychologist (old version of exam)	107	107	100%	107	107	100%
School Psychologist (new version of exam)	<20	*	*	<20	*	*
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	<20	*	*	<20	*	*
Theatre	<20	*	*	<20	*	*

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

**Table 4: Praxis Pass Rates by Test Subject, 2023-24**

Test Name	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
Agriculture	<20	*	*	<20	*	*
Art: Content Knowledge	<20	*	*	<20	*	*
Business Education: Content Knowledge	<20	*	*	<20	*	*
Elementary Education: Content Knowledge	42	29	69%	55	36	65.5%
English Language Arts: Content Knowledge	50	44	88%	53	46	86.8%
English to Speakers of Other Languages	22	22	100%	22	22	100%
Family and Consumer Sciences	<20	*	*	<20	*	*
General Science	34	33	97.1%	35	34	97.1%
Health Education	<20	*	*	<20	*	*
Journalism	<20	*	*	<20	*	*
Mathematics	43	32	74.4%	48	35	72.9%
Middle School: Content Knowledge	184	118	64.1%	242	159	65.7%
Music: Content Knowledge	<20	*	*	<20	*	*
Physical Education: Content Knowledge	<20	*	*	<20	*	*
Professional School Counselor	<20	*	*	<20	*	*
School Counselor	96	73	76%	97	81	83.5%
School Psychologist (old version of exam)	<20	*	*	<20	*	*
School Psychologist (new version of exam)	88	86	97.7%	88	87	98.9%
Social Studies: Content Knowledge	73	62	84.9%	79	67	84.8%
Speech-Language Pathology	124	117	94.4%	127	123	96.9%
Technology Education	<20	*	*	<20	*	*
Theatre	<20	*	*	<20	*	*

*\*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:** Trends in FORT Pass Rates

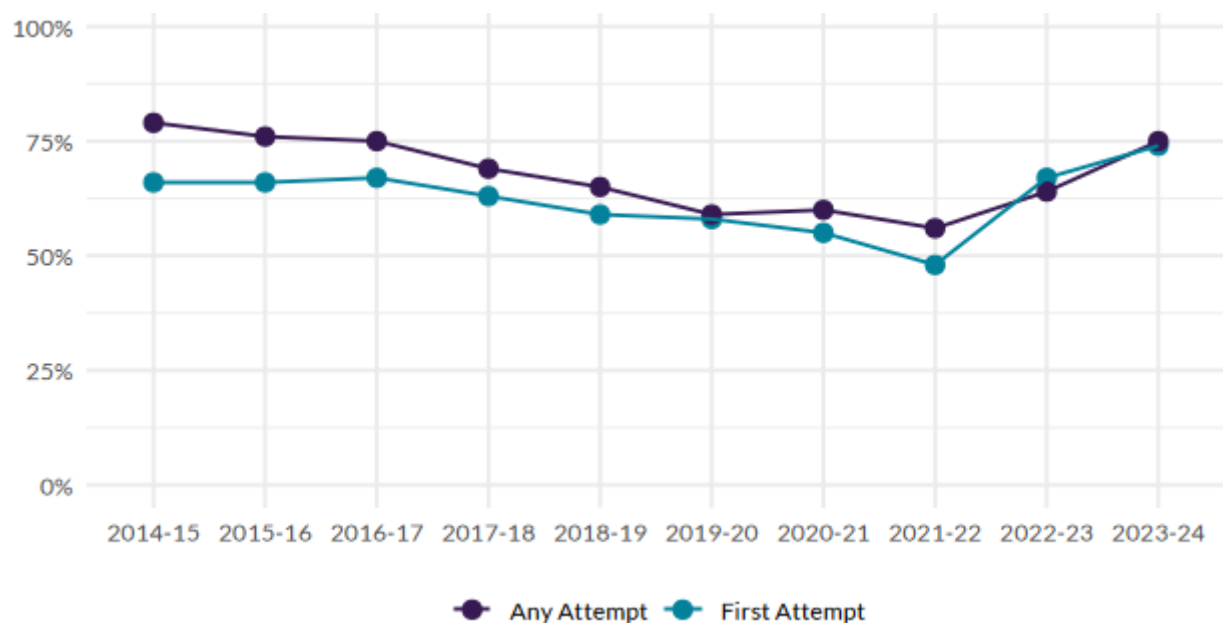


Figure 1 shows FORT passing rates for the past 10 cohorts of EPP completers statewide. As shown, after seven years of near annual decline, pass rates on the FORT increased substantially in 2022-23. Results again improved for 2023-24. First attempt pass rates improved from 48% in 2021-22 to 67% in 2022-23 to 74% in 2023-24. This continued 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: FORT Pass Rates - Statewide**

Test Year	First Attempt			Any Attempt		
	# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2021-22	2,440	1,176	48%	3,347	1,864	56%
2022-23	2,361	1,580	67%	2,815	1,812	64%
2023-24	2,052	1,522	74%	2,347	1,760	75%

Given that this test was developed for Massachusetts, it is useful to look at the [results in Massachusetts](#) as compared to Wisconsin. In 2023-24, the FORT passage rate for all program completers in Massachusetts was 90 percent.

The impact of changes enacted in educator preparation programs as a result of [2023 Wisconsin Act 20](#) on FORT passage rates is not yet fully known. These changes are now implemented in educator preparation programs and all impacted EPPs have been approved for the instruction required under the act. 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 and includes:

- “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 shows 2023-24 completers broken out by gender. Pass rates were nine percent higher for EPP completers who identify as female than for 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
2023-24	Female	1,832	1,370	75%	2,093	1,583	76%
	Male	187	124	66%	218	146	67%
	Undeclared	33	28	85%	36	31	86%

Table 7 shows FORT pass rates for 2023-24 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 more likely to pass on their first attempt (78 percent) than students who identify as Asian (70 percent), Black (37 percent), or Hispanic (54 percent). The FORT is impacting Wisconsin’s ability to grow a workforce that more closely reflects Wisconsin’s population.

**Table 7: FORT Pass Rates by Race and Ethnicity**

Test Year	Race and Ethnicity	First Attempt			Any Attempt		
		# Candidates	# Passing	% Passing	# Candidates	# Passing	% Passing
2023-24	Asian	37	26	70%	50	32	64%
	Black	68	25	37%	82	28	34%
	Hispanic	139	75	54%	172	98	57%
	Multiracial	36	24	67%	39	27	69%
	Native American	<20	*	*	<20	*	*
	Other	<20	*	*	<20	*	*
	Undeclared	<20	*	*	<20	*	*
	White	1730	1,344	78%	1954	1,542	79%

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

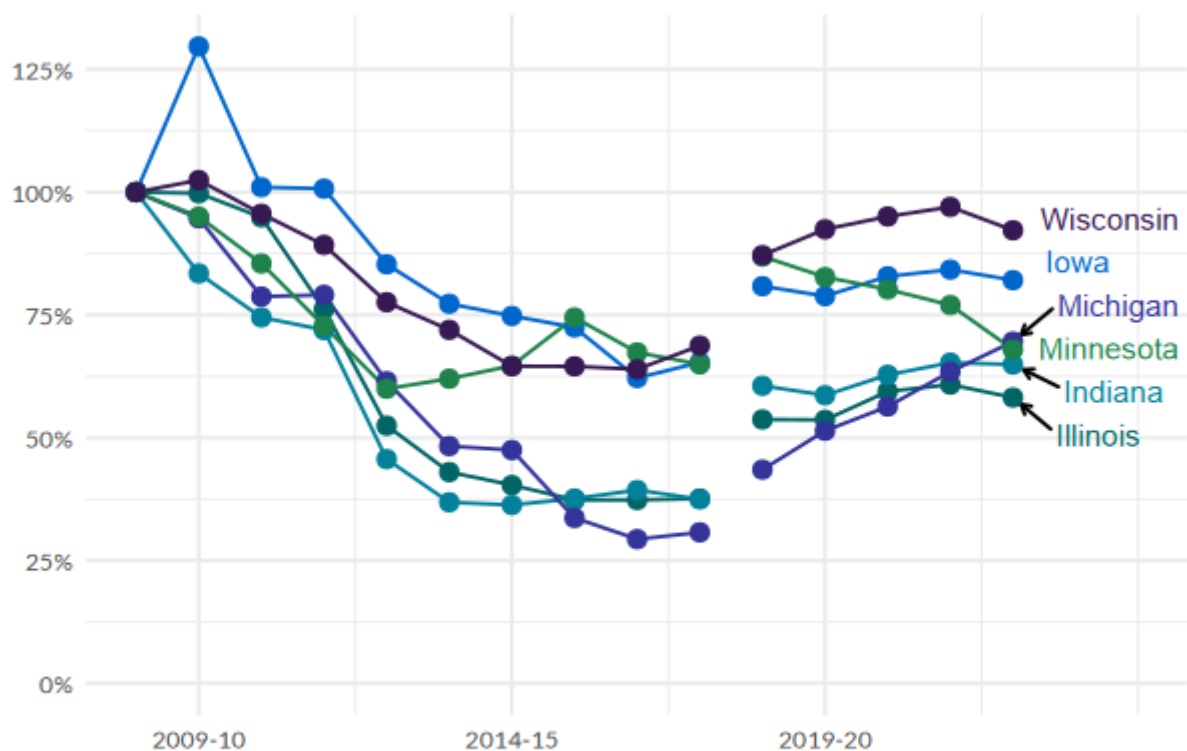
# Enrollment to Licensure

## Enrollment Trends

Wisconsin continues to outpace neighboring states in the number of students enrolling in educator preparation programs relative to that enrollment number in 2008-09. To complete an EPP, students must finish all requirements, including student teaching and any required tests. The only test required by the state is the 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



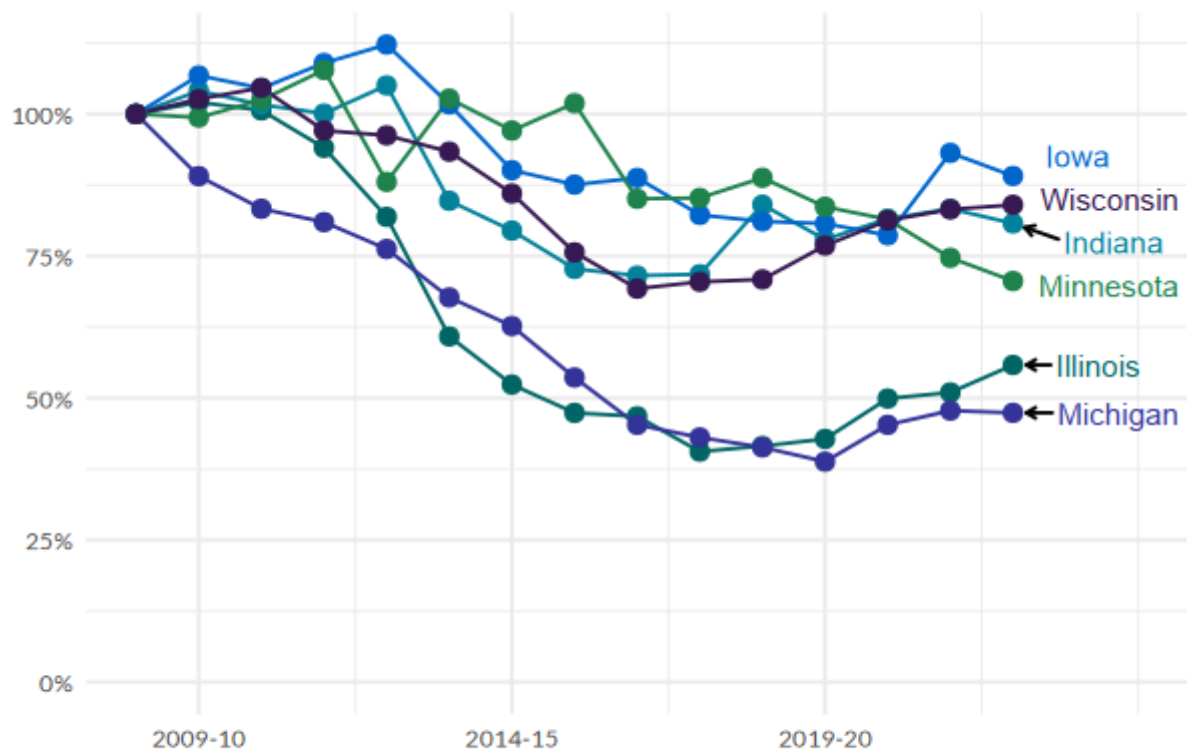
Author's calculations based on US Department of Education, Higher Education Act Title II State Report Card System

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.

EPP enrollment in Wisconsin continues to outpace that of neighboring states. Wisconsin enrollment increased from 2018-19 to 2021-22 but decreased slightly for 2022-23. A similar decrease for 2022-23 is seen in Iowa, Indiana, and Illinois. Despite the recent decrease, EPP enrollment in Wisconsin is now at 92 percent of 2008-09 levels, albeit with a broader definition of who qualifies as enrolled.

**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 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 four years. While encouraging, the number of EPP program completers in Wisconsin is still well below 2008-09 levels.

Table 8 below summarizes the trends shown in Figure 3. As can be seen, Wisconsin's enrollment figures in 2022-23 are still short of 2008-09 levels, and our completion rates are still 16 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 2022-23 EPP Enrollment and Completion Relative to 2008-09**

State	Enrolled	Completed
Illinois	58.2%	55.8%
Indiana	64.9%	80.7%
Iowa	82.1%	89.1%
Michigan	69.6%	47.4%
Minnesota	68.0%	70.6%
Wisconsin	92.2%	84.0%

**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
2022-23	5,590	4,431	3,722	79.3%	66.6%
2023-24	5,256	4,257	3,568	81.0%	67.9%

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 2022-23 cohort, there was a decrease 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 and the rate of employment within Wisconsin were both slightly improved as compared to 2022-23. Out of 5,256 possible new teachers in 2023-24, the state only added 3,568, losing 1,688 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 shows the same information as in Table 9 but disaggregated by 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. This may be due in part to the fact that the population of students in nontraditional educator preparation programs is made up entirely of students who already have a bachelor's degree enabling them to access the one-year license with stipulations, which allows them to teach while they complete their training.

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. For example, one common situation is individuals who already have a license choosing to return to school to be 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
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%
2023-24	Public Universities & Tribal Colleges	3,314	2,733	2,216	82.5%	66.9%
	Private Colleges & Universities	1,489	1,128	979	75.8%	65.7%
	Nontraditional programs	458	401	378	87.6%	82.5%

Figure 4 shows the relative market share of the three EPP types (public, private, and nontraditional). In 2023-24, approximately six out of every ten completers came from a public university or tribal college. Compared to 2022-23, the share of completers from private colleges and universities decreased by about four percentage points while the share of completers from nontraditional programs increased by about two percent.

**Figure 4: EPP Completers by Program Type**

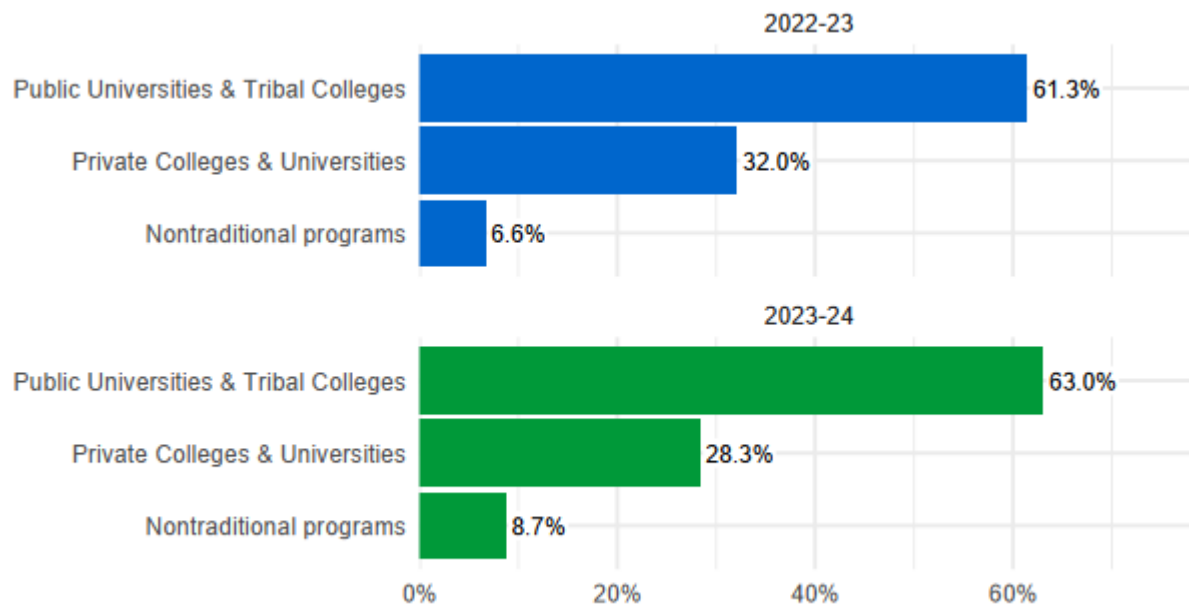
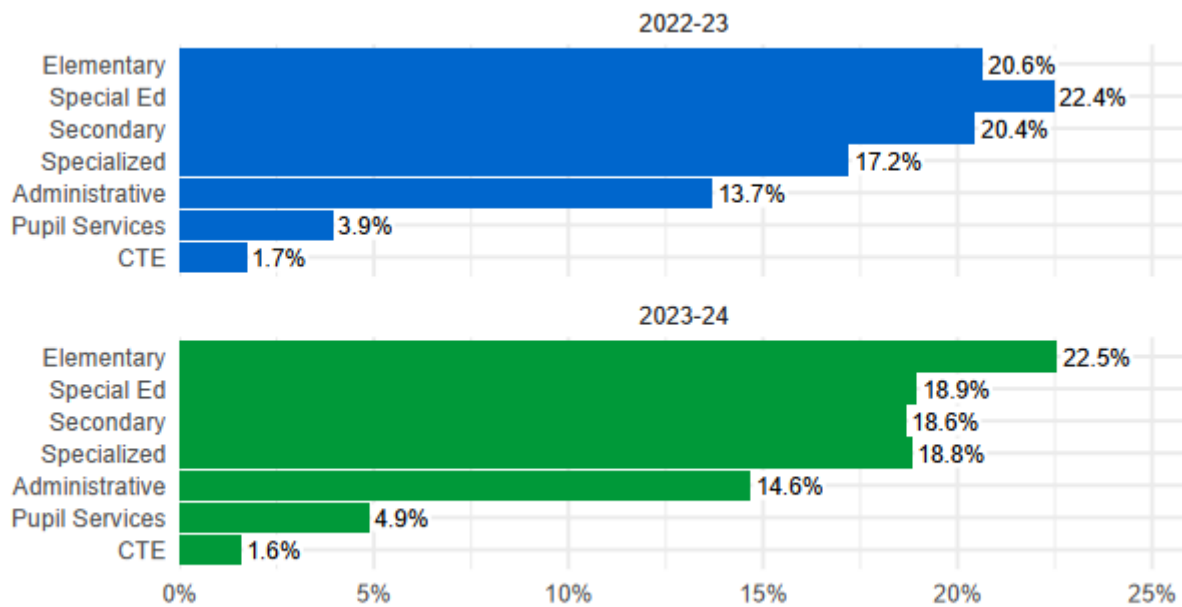


Figure 5 shows the license types earned by EPP completers in the 2022-23 and 2023-24 cohorts. Please recall that people can be endorsed for more than one type of license. For example, an EPP completer may have completed all the requirements for both a K-9 regular education elementary and a special education 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 2018 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, broad field language arts, mathematics, computer science, broad field science, biology, life and environmental science, chemistry, environmental studies, physics, earth and space science, physical science, broad field 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, 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
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
		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%	
2023-24	Administrative	515	424	130
		10.7%	21.1%	26.4%
	CTE	90	8	17
		1.9%	0.4%	3.5%
	Elementary	1,223	380	43
		25.5%	18.9%	8.7%
	Pupil Services	282	73	0

Year	License Type	Public Universities & Tribal Colleges	Private Colleges & Universities	Nontraditional programs
		5.9%	3.6%	0.0%
	Secondary	804	507	50
		16.8%	25.2%	10.2%
	Special Ed	920	330	132
		19.2%	16.4%	26.8%
	Specialized	961	291	120
		20.0%	14.5%	24.4%
	Total	4,795	2,013	492
100.0%		100.0%	100.0%	

Table 12 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
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%
2023-24	Administrative	48.2%	39.7%	12.2%
	CTE	78.3%	7.0%	14.8%
	Elementary	74.3%	23.1%	2.6%
	Pupil Services	79.4%	20.6%	0.0%
	Secondary	59.1%	37.3%	3.7%
	Special Ed	66.6%	23.9%	9.6%
	Specialized	70.0%	21.2%	8.7%
	Total	65.7%	27.6%	6.7%

## Educator Preparation Program Provider Shortages

In 2018 Wisconsin repealed and recreated the administrative code, PI 34, governing the approval of educator preparation programs and their licensure. By August 31, 2023, all educator preparation programs leading to a teaching license were required to be approved under the updated administrative code. The data in this report reflects this ongoing transition as individuals could have been enrolled into an educator preparation program approved under the prior iteration of PI 34 up to August 31, 2023, but many programs are still in the process of exiting completers who began their programs under previous rules.

In 2023-24, 42 different entities with approved educator preparation programs submitted completer data to DPI in 65 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. In 2023-24, there were therefore no providers of these subjects for new enrollees, but such endorsements were still being given to those who had enrolled before 8/31/2023. Such subject areas have been noted with an asterisk (\*) to denote this fact.

**Table 13:** Subject Areas with Count of EPP Providers and Completers - 2023-24

Program Name	Providers	Program Codes	Completers
Elementary/Middle	38	2088	710
Mathematics	34	1400	149
Social Studies	32	2700, 1701	238
Cross-Categorical Special Education	30	2801, 1801	650
Science	30	2600, 1601	83
English/Language Arts	29	2300, 1300, 1301, 1320, 1334	211
Spanish	27	1365	55
	26	2500, 1506, 1511, 1515	199
Art	25	1550	125
English as a Second Language	22	1395	240
Regular Education	19	1777	940
Bilingual-Bicultural Education	19	1023	65
Physical Education	17	1530	209
Health	16	1910	188
French	16	1355	5
Reading Teacher	15	1316	429
Special Education	15	1809	148
Adaptive Physical Education	14	1860	171
German	13	1370	5
Coaching Athletics	12	1540	114
Theater	12	1325	6
Computer Science	9	1405	3

Program Name	Providers	Program Codes	Completers
Speech and Language Pathology	8	1820	214
Alternative Education	8	1952	69
Business Education	8	1250	37
Technology Education	8	1220	31
Chinese	8	1349	4
Adaptive Education	7	1859	73
Family and Consumer Education	5	1210	15
Japanese	5	1375	0
Latin	5	1350	0
Agriculture	4	1200	19
Instructional Library Media Specialist	3	1902	55
Marketing Education	3	1285	13
Gifted and Talented	3	1013	10
Driver Education	2	1450	21
American Sign Language	2	1348	0
Deaf or Hard of Hearing	2	1805	0
Other Foreign Language	2	1390	0
Russian	2	1385	0
Assistive Technology	1	1858	4
Visual Impairment	1	1825	3
Portuguese	1	1381	1
Dance Education	1	1536	0
Hebrew	1	1356	0
Italian	1	1360	0
Polish	1	1380	0
Specific Social Science Subjects	0*	1710-1745	170*
Specific Special Ed. Subjects	0*	1810, 1811, 1830	121*
Specific Natural Science Subjects	0*	1605-1637	71*

As Table 13 demonstrates, there is wide variation in both the number of providers by subject area and the number of completers in each. Subject areas with a high demand and 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. For example, the only visual impairment program in the state and one of the two deaf and hard of hearing programs have recently closed.

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 shows the impact of these pathways to licensure.

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

Pathway	2022-23	2023-24
Out of State/ Reciprocal	797	755
ABCTE	285	388
Experience-Based Technical and Vocational Subjects License	100	108
Professional Teaching (100 hour) Permit	1	5
Trade Specialist	2	0
<b>Licensure Absent Approved Program Completion Total</b>	<b>1,185</b>	<b>1,256</b>

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 1,185 licensed teachers in 2022-23 and 1,256 licensed teachers in 2023-24 via these alternative pathways.

In broader context, this data shows that most of the 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	2022-23	2023-24
In-state EPP Completers Licensed	4,431	4,257
	78.9%	77.2%
Out of State/Reciprocal Completers	797	755
	14.2%	13.7%
Licensure Absent EPP Completion	388	501
	6.9%	9.1%
<b>Total</b>	<b>5,616</b>	<b>5,513</b>
	<b>100.0%</b>	<b>100.0%</b>

As Table 15 shows, as a percentage of the total Wisconsin saw a decrease in newly licensed teachers from both in-state and out-of-state programs and an increase in newly licensed teachers from other pathways to licensure.

# Wisconsin's Teacher Workforce

## Demographics

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 about one in three Wisconsin students identify as a person of color, teachers of color represent only seven 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.

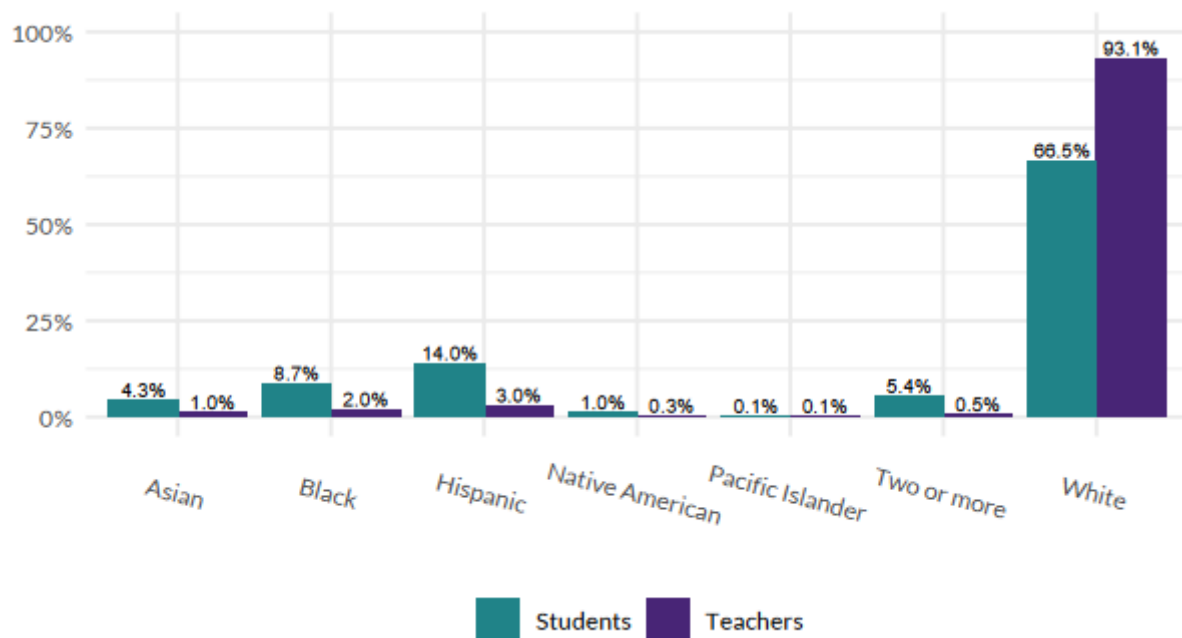
**Table 16:** Unduplicated Count of Teachers by Gender and Race and Ethnicity

	2022-23		2023-24	
	Count	Percent	Count	Percent
<b>White</b>	<b>60,288</b>	<b>93.7%</b>	<b>59,571</b>	<b>93.1%</b>
White: Female	45,731	71.1%	45,230	70.7%
White: Male	14,557	22.6%	14,340	22.4%
<b>Hispanic</b>	<b>1,680</b>	<b>2.6%</b>	<b>1,911</b>	<b>3.0%</b>
Hispanic: Female	1,280	2.0%	1,445	2.3%
Hispanic: Male	400	0.6%	466	0.7%
<b>Black</b>	<b>1,237</b>	<b>1.9%</b>	<b>1,281</b>	<b>2.0%</b>
Black: Female	882	1.4%	914	1.4%
Black: Male	355	0.6%	367	0.6%
<b>Asian</b>	<b>596</b>	<b>0.9%</b>	<b>634</b>	<b>1.0%</b>
Asian: Female	476	0.7%	495	0.8%
Asian: Male	119	0.2%	138	0.2%
<b>Native American</b>	<b>203</b>	<b>0.3%</b>	<b>198</b>	<b>0.3%</b>
Native American: Female	160	0.2%	149	0.2%
Native American: Male	43	0.1%	49	0.1%
<b>Two or more</b>	<b>301</b>	<b>0.5%</b>	<b>311</b>	<b>0.5%</b>
Two or more: Female	223	0.3%	221	0.3%
Two or more: Male	78	0.1%	89	0.1%
<b>Pacific Islander</b>	<b>49</b>	<b>0.1%</b>	<b>50</b>	<b>0.1%</b>
Pacific Islander: Female	27	0.0%	30	0.0%
Pacific Islander: Male	22	0.0%	20	0.0%
<b>Total</b>	<b>64,354</b>	<b>100.0%</b>	<b>63,956</b>	<b>100.0%</b>

**Table 17:** Certified Statewide Student Enrollment by Race and Ethnicity

Race and Ethnicity	2022-23	2023-24
Asian	4.2%	4.3%
Black	8.7%	8.7%
Hispanic	13.6%	14.0%
Native American	1.0%	1.0%
Pacific Islander	0.1%	0.1%
Two or more	5.1%	5.4%
Unknown	0.0%	0.0%
White	67.2%	66.5%

**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. The department continues to shift focus towards strategies to support retention, including:

- Advancing the research-based practices in Wisconsin’s peer review and mentoring grant. (See the grant evaluation reports for [2023](#), [2024](#), and [2025](#).)
- Advancing [best practices](#) on peer mentoring.
- 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.

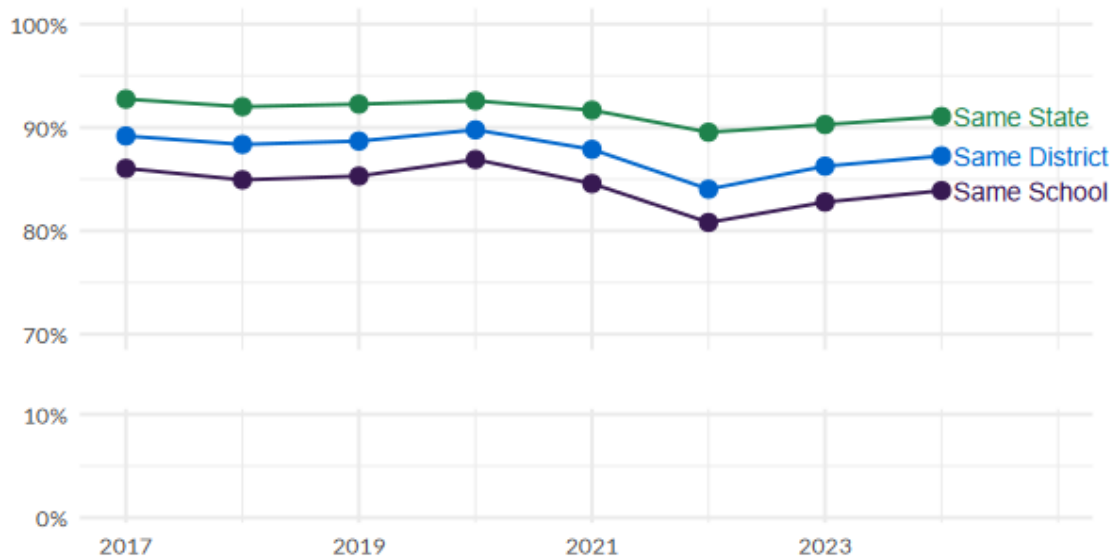
In each case, DPI only considered whether a given teacher in a given year was employed as a teacher in the same school, district, or state again the following year, regardless of whether they changed grades or subjects taught or the amount of full-time equivalency spent in their teaching position. For 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 and shows salary data for educators and whether educators were appropriately licensed for their assignment.

### *All Teachers*

What does teacher retention in Wisconsin look like in general? Figure 7 shows annual teacher retention rates for the three retention metrics since 2017. In 2024 there were modest improvements across all metrics. Compared to 2022, same-state retention increased by 1.5 percentage points, same-district retention increased by 3.2 percentage points, and same-school retention increased by 3.1 percentage points.

**Figure 7: Annual Teacher Retention Trend - All Teachers**



The number of teachers retained from 2024 to 2025 is shown in Table 18.

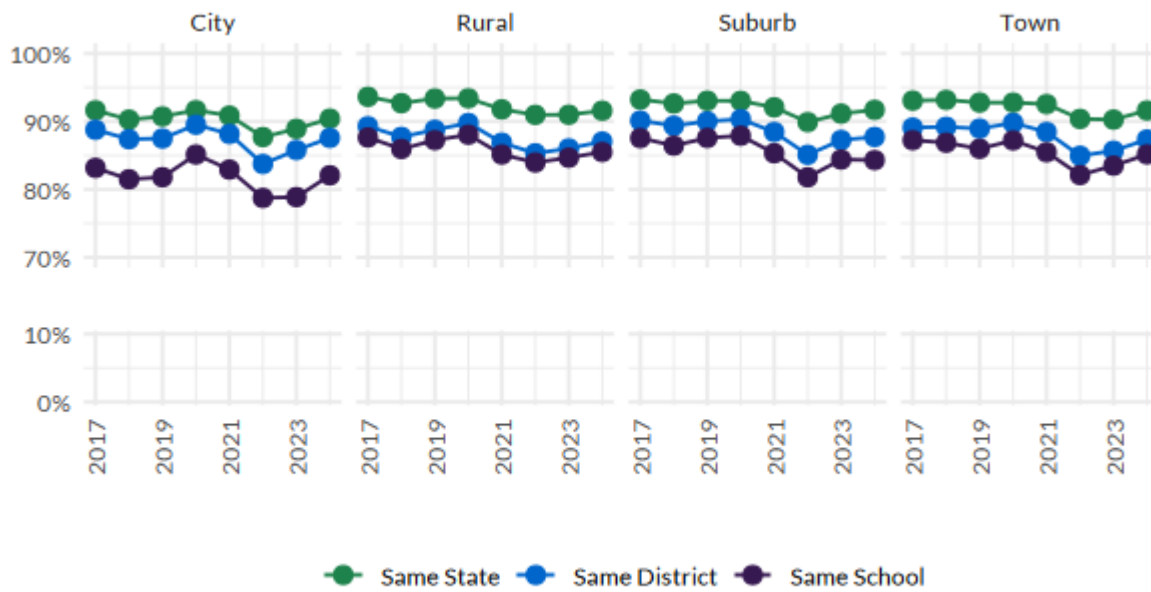
**Table 18: Annual Teacher Retention - 2024 to 2025**

Metric	Total Teachers in 2024	Retained Teachers in 2025	Percent Retained
Same State	63,956	58,238	91.1%
Same District	63,956	55,799	87.2%
Same School	63,956	53,652	83.9%

Figure 8 below shows teacher retention by district locale. Since the 2022 low, retention rates have increased across all locale types (city, rural, suburb, town) and types of retention (same-state, same-district, same-school). City retention rates had the largest drops on the way to those 2022 lows and more recently generally have the largest gains. The gap between city retention rates and rural, suburb, and town retention rates has mostly closed when measuring same-state and same-district retention. Same-school retention in cities still trails behind the other locales. If the retention rate improvements of the last two years continue those rates may soon reach the highs of 2020.

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](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 2024 to 2025 for each general locale are shown in Table 19.

**Table 19: Annual Teacher Retention by Locale - 2024 to 2025**

Locale	Retention Type	Total Teachers in 2024	Retained Teachers in 2025	Percent Retained
City	Same State	19,405	17,545	90.4%
City	Same District	19,405	16,996	87.6%
City	Same School	19,405	15,927	82.1%
Rural	Same State	16,742	15,333	91.6%
Rural	Same District	16,742	14,572	87.0%
Rural	Same School	16,742	14,316	85.5%
Suburb	Same State	19,446	17,834	91.7%
Suburb	Same District	19,446	17,058	87.7%
Suburb	Same School	19,446	16,395	84.3%
Town	Same State	15,130	13,861	91.6%
Town	Same District	15,130	13,215	87.3%
Town	Same School	15,130	12,885	85.2%

*First Year Teachers*

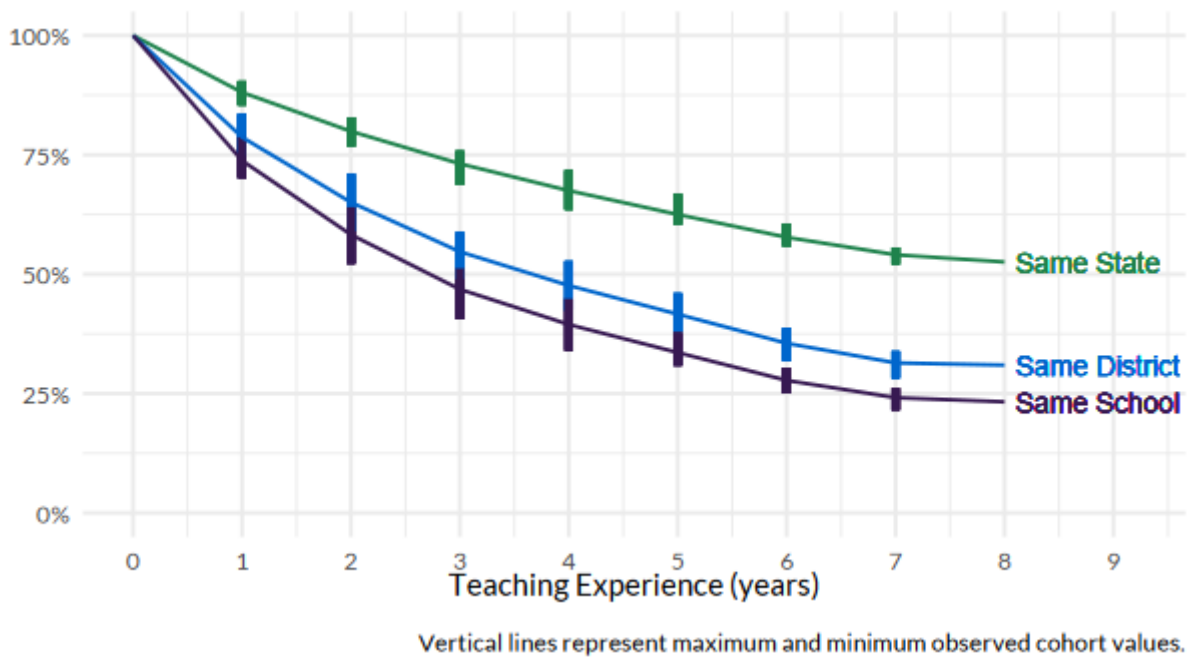
An additional element to look at regarding retention beyond general rates is to look at retention rates for incoming groups of new educators. The retention of new educators is especially important to monitor as the state will rely on these teachers to sustain the teacher workforce for the next 25 to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

Figure 9 charts the proportion of teachers who are retained in the years following their initial year of teaching. The vertical axis shows the percentage of teachers retained. The horizontal axis shows the years of teaching experience. A point on one of the lines represents the average percentage of teachers retained for that amount of teaching experience. For example, the same state line shows that, on average across many groups of teachers, 88.1% were retained after one year of teaching experience.

The points shown for one year of experience are made up of teacher retention data across many years, not just teachers that began in one specific year. For example, the data points for “year one” of teaching experience are made up of eight groups (years) of teachers, whereas year eight only has data from one group. Additionally, the figure does show the range in the years of data in the form of the vertical bar at each “point” along the lines. The top of the bar represents the highest retention rate seen among the groups and the bottom of the bar represents the lowest retention rate seen among the groups. The larger the bar, the more variation there was in the retention rates at that year of experience.

The lines beginning to level out (become more horizontal) indicate that there is less attrition as teachers gain teaching experience. The trend lines in the graph below suggest that the state is approaching but has not reached that point after eight years. Note that the retention numbers shown in Figure 9 and Table 20 are for all first-time licensed teachers regardless of license tier.

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

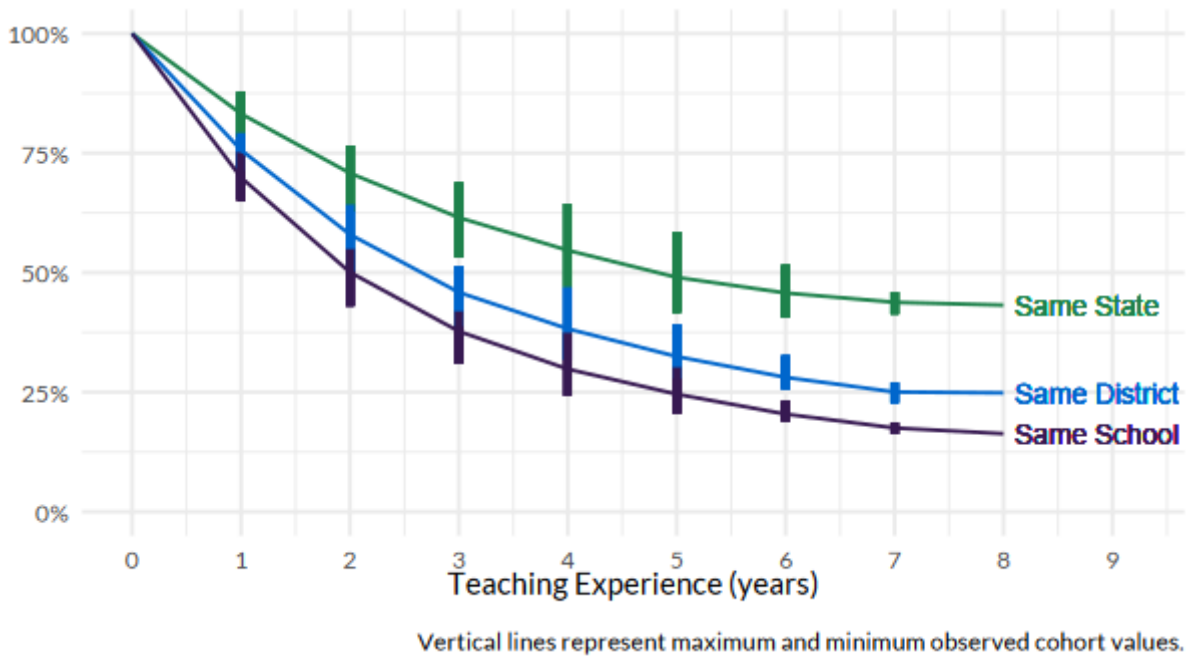


**Table 20: Average First-Year Teacher Retention Over Time - All Teachers**

Teaching Experience	Average Retention Metric		
	Same State	Same District	Same School
Year 0	100.0%	100.0%	100.0%
Year 1	88.1%	78.7%	73.8%
Year 2	79.9%	65.1%	58.3%
Year 3	73.1%	54.7%	46.8%
Year 4	67.5%	47.6%	39.5%
Year 5	62.5%	41.6%	33.6%
Year 6	57.7%	35.5%	27.8%
Year 7	54.1%	31.4%	24.1%
Year 8	52.6%	31.0%	23.3%

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 will continue to slowly decline over time. By year eight there is a 3% retention decrease. This may symbolize a regularly expected annual rate of turnover for the education profession. Future years of data will determine if this is the case.

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



**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%	75.6%	69.9%
Year 2	70.8%	58.0%	50.1%
Year 3	61.5%	45.9%	37.7%
Year 4	54.7%	38.2%	29.8%
Year 5	49.0%	32.5%	24.6%
Year 6	45.8%	28.1%	20.4%
Year 7	43.8%	25.0%	17.5%
Year 8	43.2%	24.9%	16.3%

Special education teachers face unique stressors and are at high risk for burnout and attrition ([Brunsting, et al., 2022](#)). Figure 11 and Table 22 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 eight, special education teachers have a statewide retention rate of only 43.2 percent compared to 52.6 percent for all educators.

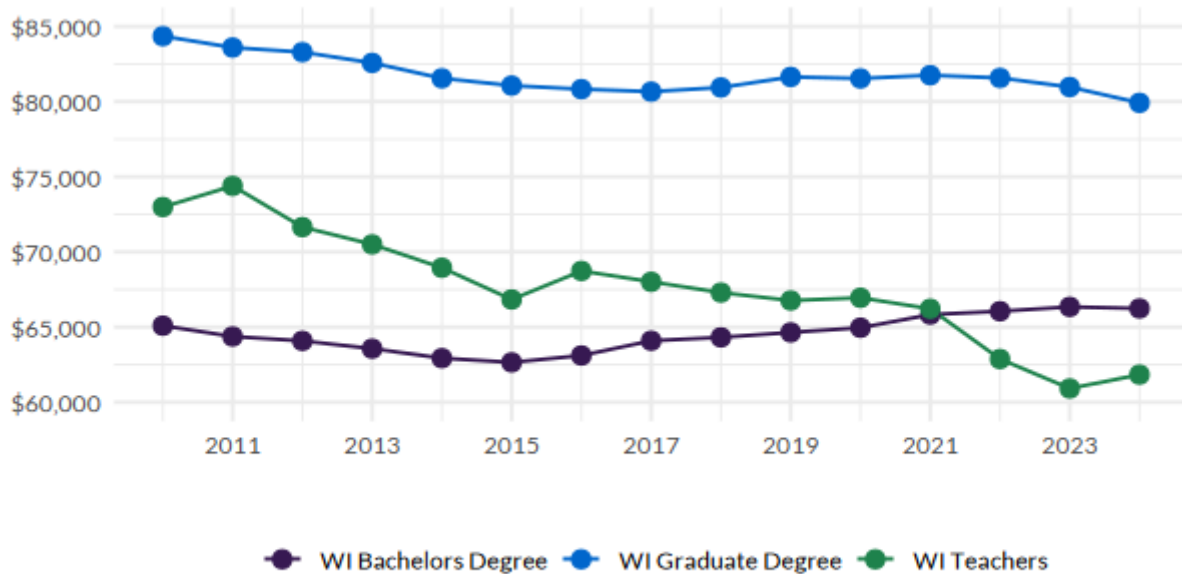
The data for special education teachers shows similar patterns of decline. There is some appearance of the decline leveling off when educators have reached five or more years of experience. Again, additional years of data will be needed to determine whether there is a stabilization of retention rates in future years.

## Salary Trends

Please note that, throughout this section of the report, salary and compensation values have been adjusted to 2024 dollars.

Salaries and benefits impact employment and career decisions. As seen in Figure 11, the inflation-adjusted salaries for teachers have dropped considerably, both compared to teacher salaries in 2010, and relative to other college graduates.

**Figure 11: How Wisconsin Teacher Salaries Compare to Their Peers**



Reported in 2024 dollars. The average school year CPI (July-June) was used to adjust for inflation. Comparison salary data from 5-year American Community Survey estimates.

In Table 22 the department examined median salary and fringe data as reported to DPI. These numbers are also held constant in 2024 dollars. As shown, the purchasing power afforded by teacher compensation packages declined from 2010 to 2023, with inflation-adjusted total compensation decreasing during that time. In 2024 median salary increased by about \$1000 or about 1.5%, resulting in a similar increase in median total compensation.

**Table 22: Wisconsin Teacher Compensation Trends**

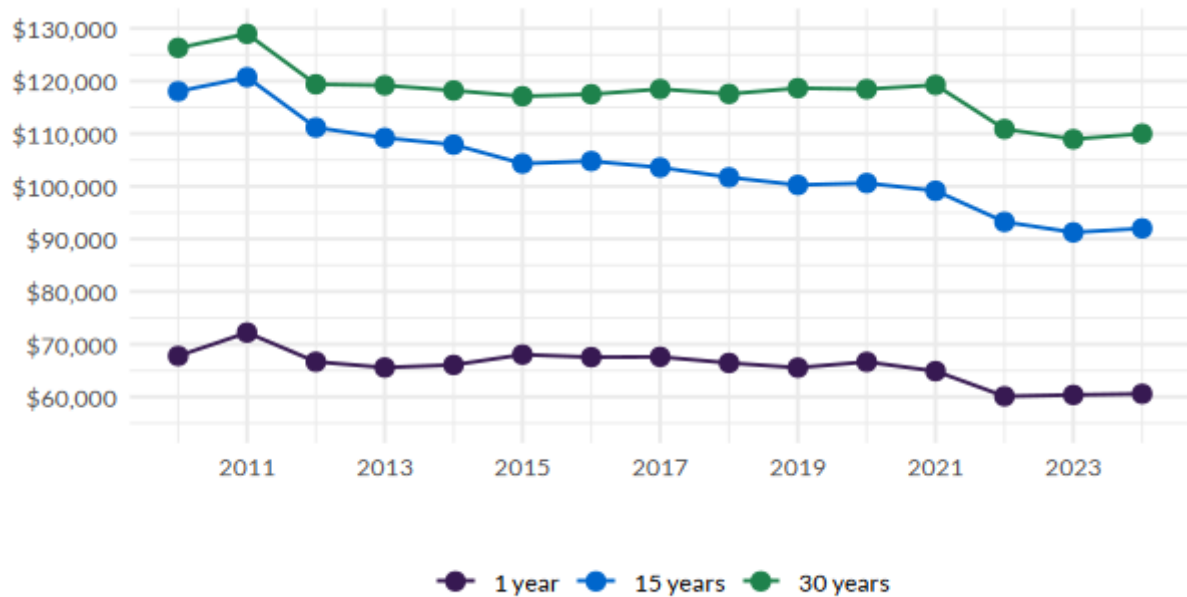
Year	Median Salary	Median Fringe	Median Total Compensation
2010	72,988	39,431	110,722
2011	74,391	40,416	113,535
2012	71,650	32,673	103,191
2013	70,503	31,777	100,936
2014	68,947	31,201	98,948
2015	66,837	30,523	95,852
2016	68,733	30,346	97,963
2017	68,013	30,470	97,041

Year	Median Salary	Median Fringe	Median Total Compensation
2018	67,295	29,715	95,495
2019	66,767	29,841	95,084
2020	66,949	30,804	96,276
2021	66,217	30,197	95,294
2022	62,873	27,807	89,339
2023	60,917	26,422	87,115
2024	61,837	25,814	88,106

Note: Reported in 2024 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 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 2024 was 22 percent less than it was in 2010 and, for teachers entering their 30th year, 13 percent less.

**Figure 12: Wisconsin Teacher Compensation Trends by Select Years Experience**



Reported in 2024 dollars. The average school year CPI (July-June) was used to adjust for inflation.

**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	47,481	67,769	78,794	118,045	85,457	126,305
2011	49,303	72,204	79,933	120,718	87,379	128,959
2012	47,613	66,661	78,610	111,162	84,740	119,382

Year	1 year		15 years		30 years	
	Salary	Total Compensation	Salary	Total Compensation	Salary	Total Compensation
2013	48,015	65,572	77,858	109,201	85,670	119,172
2014	49,644	66,064	76,012	107,912	84,618	118,204
2015	50,065	68,019	73,713	104,315	84,493	117,105
2016	50,807	67,539	73,646	104,786	84,462	117,493
2017	50,392	67,594	72,718	103,569	85,703	118,471
2018	50,492	66,439	71,115	101,704	84,839	117,552
2019	50,746	65,543	70,282	100,248	85,561	118,646
2020	51,517	66,640	69,991	100,608	85,447	118,458
2021	49,795	64,878	69,190	99,145	85,348	119,246
2022	47,187	60,105	65,311	93,232	80,095	110,880
2023	46,538	60,366	62,899	91,243	78,833	108,949
2024	47,204	60,571	63,425	92,002	79,394	109,996

Note: Reported in 2024 dollars. The average school year CPI (July-June) was used to adjust for inflation.

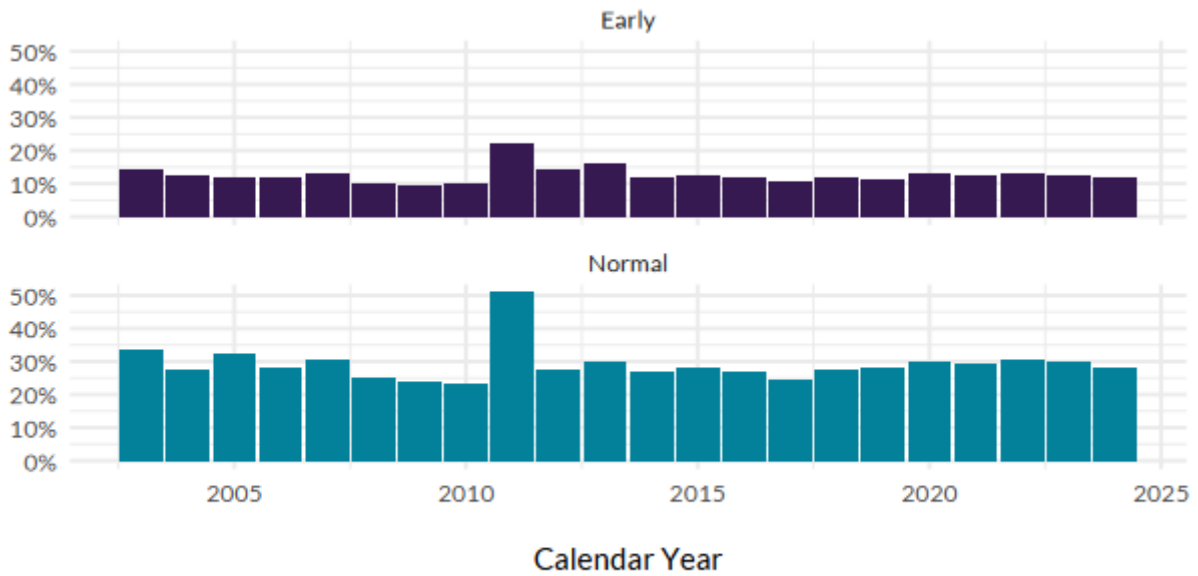
In addition to the salary data provided above, the Wisconsin Center for Education Research at the University of Wisconsin at Madison has created an [interactive spreadsheet](#) with a graphing function enabled that shows salary data (in both actual and “real” inflation-adjusted amounts) over the past 20 years for administrative positions including principal, assistant principal, district administrator, etc. 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.

Table 24 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

**Table 24: Number of Wisconsin Public School Employee Retirements**

Retirement Type	2022	2023	2024
Early	1,226	1,159	1,135
Normal	1,002	1,028	987
<b>Total</b>	<b>2,228</b>	<b>2,187</b>	<b>2,122</b>

# Shortage Areas

Based on the data presented in this report, Wisconsin is producing more teachers than are retiring.

Table 25 shows that the number of teachers in the state has remained relatively stable over the past two years at approximately 64,000. 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?**

	2022-23	2023-24
Unduplicated Teacher Count	64,354	63,956
Retirements	2,187	2,122
Prior Year EPP Completers	3,334	3,366

## 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 field. 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.

DPI also uses Tier I one- and three-year licenses with stipulations to calculate whether unqualified, out-of-field, or inexperienced teachers are teaching students of color 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 DPI’s [website](#).

In Table 26, 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 26.2 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 pathology license with stipulations (118.8 percent). In 2023-24 there were 3,477 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 2023-24 Wisconsin school districts could not find a qualified Tier II licensed individual to hire for over 3,800 positions.

**Table 26: Number of Teaching Licenses with Stipulations Issued**

Licenses with Stipulations	2019-20	2020-21	2021-22	2022-23	2023-24	% Change 2019-24
1-Year License with Stipulations	2,815	3,005	3,020	3,448	3,477	23.5%
3-Year License with Stipulations	169	160	240	232	258	52.7%
Speech Path License with Stipulations	32	50	41	54	70	118.8%
<b>Total</b>	<b>3,016</b>	<b>3,215</b>	<b>3,301</b>	<b>3,734</b>	<b>3,805</b>	<b>26.2%</b>

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 71.3 percent growth in licenses with stipulations for elementary/middle and regular education subjects from 2020 to 2024, while licenses with stipulations have declined by 11.5 percent for cross-categorical special education in that same time period. In the 2023-24 school year both elementary/middle regular education and cross-categorical special education represent major shortage areas.

**Table 27: Most Common Subject Areas for Licenses with Stipulations**

Subject Area	2019-20	2020-21	2021-22	2022-23	2023-24	% Change 2019-24
Cross-Categorical Special Education	1,008	978	793	874	892	-11.5%
Elementary/Middle and Regular Education*	506	734	804	911	867	71.3%
Bilingual-Bicultural Education	182	174	167	156	196	7.7%
Instructional Library Media Specialist	102	83	112	110	97	-4.9%
Mathematics	93	99	102	110	109	17.2%

\* 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	2023-24
City	6.1%	6.3%	5.5%	6.5%	7.1%
Rural	3.7%	3.8%	4.0%	4.6%	4.7%
Suburb	1.8%	2.3%	2.4%	2.9%	3.0%
Town	2.8%	3.1%	3.7%	4.1%	3.9%
Charter Schools	9.3%	11.0%	13.6%	10.9%	13.5%
<b>Overall Average</b>	<b>3.8%</b>	<b>4.0%</b>	<b>4.1%</b>	<b>4.7%</b>	<b>4.9%</b>

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 2023-24. 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	2023-24
Large city	9.5%	9.7%	7.3%	8.9%	8.8%
Mid-size city	2.8%	3.7%	2.8%	3.8%	7.3%
Small city	4.1%	4.2%	4.7%	5.3%	5.9%
Rural – distant	3.8%	3.8%	3.7%	4.1%	4.3%
Rural – fringe	2.8%	2.8%	3.3%	4%	4.1%
Rural – remote	4.8%	5.2%	5.4%	6.2%	6.0%
Large suburb	1.8%	2.1%	2.4%	3%	2.9%
Mid-size suburb	2%	2.4%	2.2%	2.7%	2.9%
Small suburb	1.4%	3.4%	3.2%	3%	3.3%
Distant town	3.3%	3.5%	4.2%	4.8%	4.5%
Fringe town	1.7%	1.8%	2%	2.1%	2.3%
Remote town	3%	4.6%	6.7%	6.4%	5.8%
Charter Schools	9.3%	11%	13.6%	10.9%	13.5%
<b>Overall Average</b>	<b>3.8%</b>	<b>4%</b>	<b>4.1%</b>	<b>4.7%</b>	<b>4.9%</b>

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](#).

DPI is also required to report, using licensing data, teacher shortage areas to the [United States Department of Education](#) using specified categories. Table 30 shows the shortage areas identified by year with shortage areas in a given year marked with “Yes”.

**Table 30: Statewide Teacher Shortage Areas**

Subject Matter	Discipline	2022-23	2023-24
Core Subjects	-	No	Yes
Core Subjects	Elementary Education	Yes	Yes
English as a Second Language	-	Yes	Yes
English as a Second Language	Bilingual/Bicultural	Yes	Yes
Language Arts	Reading	No	Yes
Mathematics	-	Yes	Yes
Psychology	-	Yes	Yes
Special Education	Cross Categorical	Yes	Yes
Special Education	Early Childhood	Yes	Yes
Support Staff	Instructional Library Media	Yes	Yes

As can be seen in table 30, the majority of shortage area subjects were the same in 2023-24 as they were in 2022-23. The main new addition as a shortage area subject was Reading teacher in 2023-24. Prior to 2023-24, Reading teachers had not yet been identified as a shortage area based on licensing data, but it was already near the threshold for selection as a shortage area. The only other difference in table 30 is for the “Core Subjects” (with no Discipline) area, but that line has more to do with a change in licensing terminology, as the subject area of early childhood elementary education was formerly counted under Elementary Education, but is now differentiated as a distinct subject.