

ILLINOIS EDUCATOR SHORTAGE SURVEY

Does Illinois Import or Export Teachers?

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Dr. Jessica Krim¹, Tom Withee²

ABSTRACT

In previous white papers, we addressed the teacher shortage question from a variety of perspectives. One of the many issues related to the teacher shortage expressed by superintendents centered on teacher mobility, both within Illinois and between states. In this report, we analyzed licensure data from Illinois, Wisconsin, Missouri, and Michigan to understand the overall exchange of educators between states. While there are many limitations to the data and how it can be interpreted, overall, it appears that Illinois grants more licenses to educators from out-of-state educator preparation programs than those states grant from Illinois-based educator preparation programs. In short, Illinois may be an importer of educators. As policy makers and educator preparation programs look to address the educator shortage, the exchange of educators between states should be considered as a prevalent component to the educator pipeline.

CONTEXT

Previous white papers have addressed the Illinois educator shortage from a variety of perspectives, and in this report, we examine licensure data from Illinois and several surrounding states (Wisconsin, Missouri, and Michigan) between July 2018 and June 2021 to address the question: Does Illinois import or export teachers? The findings of our analysis raise questions for specific border and nearby states in relation to Illinois licensure, as well as the issue of data collection among states and US territories.

The paper titled "2021 Illinois Educator Shortage Survey: Illinois' Persistent Educator Shortage - Multiple Sources Point to the Same Conclusion"³ indicates that enrollments in Illinois-based educator preparation programs (EPPs) have increased and completions of EPPs have remained relatively steady. However, even with this occurring, the teacher shortage issue is reported to be increasing. There appears to be a breakdown in the educator pipeline between college graduates completing teacher training and becoming teachers in Illinois schools. Are high school students from out-of-state being recruited to Illinois colleges, completing their teacher training, and then leaving Illinois? Are in-state students leaving the state after graduating with their degree? Are in-state students completing their teacher training out-of-state and returning to Illinois to teach? These are some of the many questions that must be considered when looking to address the Illinois teacher shortage.

As policymakers search to address the teacher shortage, the interplay between the requirements to complete an EPP and the requirements for a professional educator license (PEL) play another significant factor in the pool of licensed educators. For example, a rational choice for a teacher candidate trained at an Illinois EPP would be to first obtain an Illinois PEL, where requirements for the PEL were higher compared to other states, and then seek reciprocity for other states. This would give the teacher candidate the most flexibility when looking for a position. Equally, it would also make sense for an educator who completed an Illinois EPP but was unable to meet the requirements for an Illinois PEL to seek licensure outside of Illinois. Until 2020, this factor was mostly driven by the

edTPA^{a4} licensure requirement in Illinois, as this portfolio assessment was not required in neighboring states such as Missouri, Iowa, Michigan, Indiana, or Kentucky. However, for Illinois graduates who have completed their program in May 2020 or later, the edTPA has been waived as a licensure requirement. The emergency response to the COVID-19 pandemic to remove the completion of the edTPA as an obstacle for teacher candidates trained in Illinois has the potential to positively impact the number of licenses granted over time. Further complicating the process of tracking educators between completing their EPP and being granted their PEL, Illinois, like many states, offers reciprocity for out-of-state candidates who have completed an approved out-of-state educator preparation program and filed the appropriate credentials with the Illinois State Board of Education (ISBE).

DATA SOURCES

ISBE provided Illinois Workforce and Education Collaborative (IWERC) with detailed data on educators licensed in Illinois that was used for this analysis. The data set included the date the license was issued, where they completed their EPP, the location of their EPP and the type of license.

The data sought from states surrounding Illinois included minimum criteria of: date of issue, type of licensure/certificate, and EPP Institution. The Wisconsin Department of Public Instruction, Missouri Department of Elementary and Secondary Education and Michigan Department of Education collaborated to fulfill the data request. Data requests from other states surrounding Illinois were less effective. Kentucky and Tennessee were unable to complete the data request. Iowa responded that this data was not gathered by their state licensure department. Indiana shared minimal data that was unusable for this analysis. Therefore, the majority of this report looks at Illinois, Wisconsin, Missouri, and Michigan educators.

The focus of this report is to examine the activity of awarding PEL over time. The PEL category includes all subjects, and grade levels, as well as Transitional Bilingual Educator (TBE), Career and Technical Educator (CTE), Career and Technical Educator Provisional (CTEP), and Provisional In-State Educator (PIDU) licenses. Licenses granted for administrators, paraprofessionals and substitutes were excluded from this analysis.

^a The edTPA is a performance-based, subject-specific assessment and support system used by teacher preparation programs throughout the United States to emphasize, measure and support the skills and knowledge that all teachers need from Day 1 in the classroom.

FINDINGS

Teacher Licenses Awarded in Illinois

Beginning from the broadest perspective, we first asked “how many PELs has Illinois awarded over the designated time period?” Figure 1 includes both students who have completed an EPP in **Illinois** and subsequently sought licensure through ISBE, as well as applicants from **other states** seeking reciprocity. These applicants completed an EPP in states outside of Illinois.

There is a sharp decrease in the number of PELs granted in fiscal year 2019 (FY19) to FY20 (see Figure 1). The number of PELs granted continued to decrease from FY20 to FY21. The decreases noted for all PELs are mirrored when looking at PELs from both in-state and out-of-state EPPs.

Between FY19 and FY21, less than one third (26%) of PELs granted in Illinois were from educators who completed an EPP in Illinois (see Figure 2). When we examine the states with the highest number of people seeking licensure in Illinois, we find that there are several that stand out,

contributing over 100 people during the three fiscal years. Indiana EPPs contributed the most with 758 of the 7,908 (10%) Illinois PELs awarded between FY19 and FY21. Iowa, Wisconsin, Missouri, Michigan, Kentucky, and Tennessee, which neighbor Illinois, also contributed over 100 PELs across the period of investigation.

Figure 1: PELs Granted in IL: In State vs Out of State EPP

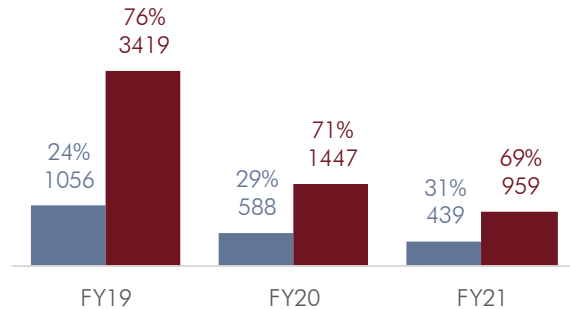


Figure 2: States with over 100 PELs Granted in IL Over the 3 Year Period States who supplied reciprocal data

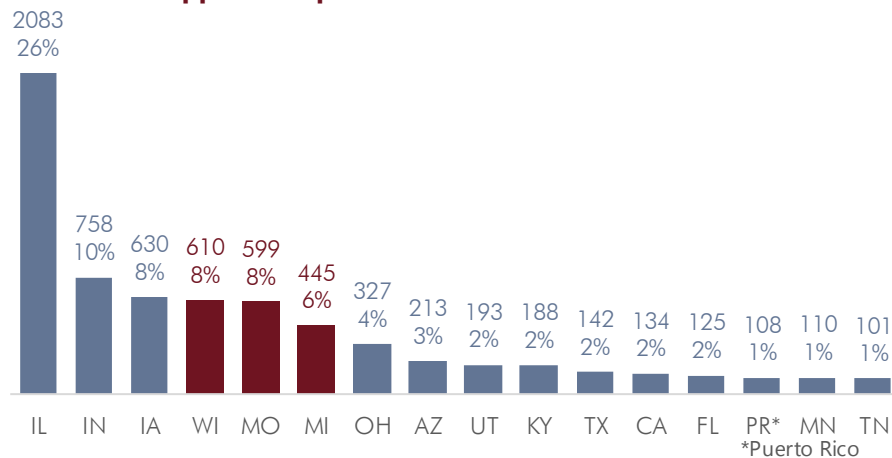
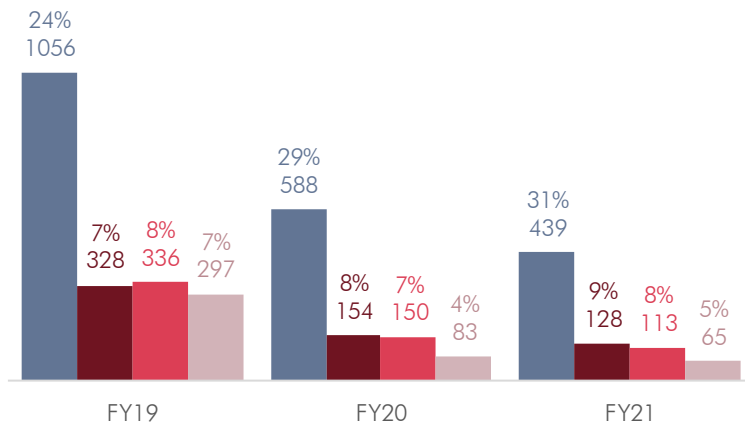


Figure 3: PELs Granted in IL: EPP in IL, WI, MO and MI



Note the out-of-state data in figure 3 is a subset of the data in figure 1.

Looking more closely at the states neighboring Illinois, and specifically those for whom we received reciprocal licensure data (see Figure 3), the decrease of PELs awarded from FY19 to FY20 and from FY20 to FY21 noted earlier is still apparent. For FY21, candidates from Illinois EPPs contributed only 31% (439 out of 1,398) to the pool of Illinois PELs. Wisconsin EPPs contributed 9%, Missouri EPPs contributed 8% and Michigan EPPs contributed 5%.

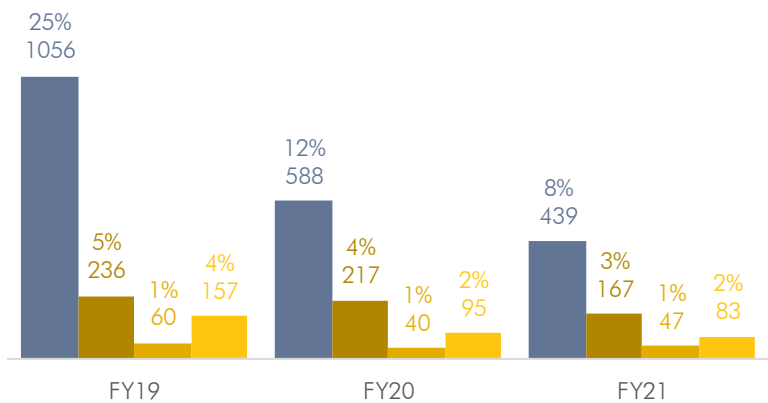
Educator Prep Programs in Illinois Licensed Out-of-state

However, when we examine the number of candidates who completed an EPP in Illinois, and then sought licensure in neighboring states during the same fiscal years, we see results that appear to be dependent upon each individual state (see Figure 4).

Over the three fiscal years, Illinois EPPs produced 14,512^{5, 6} completers (4,309 in FY19, 5,021 in FY20 and 5,182 in FY21). For FY21, only 8% (439) of the 5,182 of the Illinois PELs were awarded from Illinois EPPs. From

states that provided data, more PELs from IL EPPs were awarded in Wisconsin than in Michigan with Missouri having the least across all three fiscal years. There were also steady decreases in the PELs awarded from IL EPPs in Illinois, Wisconsin, and Michigan while Missouri remained relatively consistent.

Figure 4: EPP in IL, Licensed in IL, WI, MO or MI



Net Gain or Loss

Examining the 'exchange' of the number of licenses awarded by neighboring states to Illinois graduates and the number of licenses awarded by Illinois from these neighboring states led us to a 'net gain/loss' analysis for Illinois. Using data for only Illinois,

Wisconsin, Missouri, and Michigan (see Figures 3 and 4), we compared three groups of individuals awarded PELs (see Figures 5 and 6). The first group consisted of applicants completing an EPP within Illinois and seeking licensure in Illinois (**retained**). The second group consisted of applicants completing an EPP within Illinois and seeking licensure in neighboring states (**exported**). The third group consisted of applicants completing an EPP in neighboring states and seeking licensure in Illinois (**imported**). Over all three fiscal

Figure 5: PELs Awarded: In IL from IL EPP (retained), in WI, MO, or MI from IL EPP (exported), in IL from WI, MO, or MI EPP (imported)

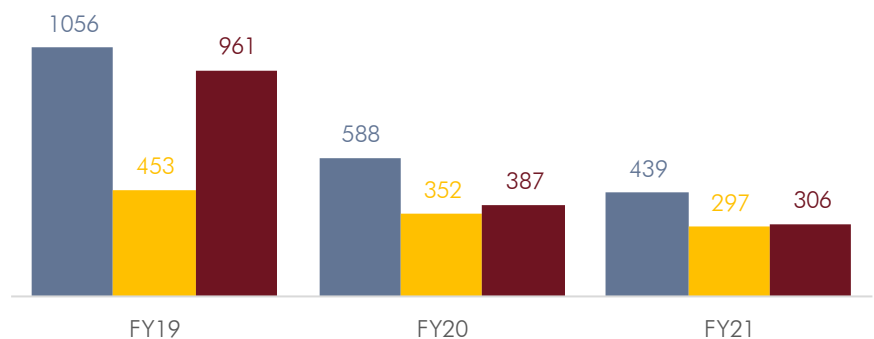


Figure 6: Net Import or Export of PELs with WI, MO and MI



years, Illinois imported 1,654 educators from the neighboring states of Wisconsin, Missouri, and Michigan, while only exporting 1,102 to those states (see Figures 5 and 6). This resulted in a net import of 552 educators across the three fiscal years. It does appear that more recently, Illinois is not importing as many educators from Wisconsin, Missouri, and Michigan. For FY21, Illinois imported 9 educators compared to 508 in FY19.

CONSIDERATIONS

Limited Available Data

There were gaps in data available for this analysis. Specifically, data from Kentucky, Tennessee, Iowa, and Indiana on teacher licensure with associated EPPs were not available. Historically, data on EPP graduates has not been accessible or connected to other data sets in ways that allow robust analysis in all of our target states. However, Illinois has recently made great strides in that regard with its Illinois Educator Preparation Profiles and other ISBE systems. For an analysis like this one to have full transparency, monitoring the career pathways of educators from high school through employment across multiple states will be necessary.

Use of Substitutes

This report focused on educators with a full PEL. However, the data received from ISBE included substitutes and paraprofessionals. In this analysis, we did not account for Illinois public schools utilizing substitutes in lieu of fully licensed and properly endorsed educators. During the three fiscal years analyzed, the state of Illinois relied greatly on the short-term substitute license to alleviate immediate needs during the COVID-19 pandemic^{7, 8}. Additionally, during this time, the state went through several iterations of permitting undergraduate students enrolled in Teacher Preparation Programs to substitute teach prior to graduating.⁹

Changing Policies

The licensure structure had also been modified during the time period this report covers. The requirements in Illinois for seeking licensure for Middle Grades, for example, shifted from requiring candidates to complete an entire program in 2018 to only requiring applicants to have completed 18 hours of content (including a middle grades methods course) and pass the appropriate content test to be licensed in Middle Grades¹⁰. This analysis does not factor in the many nuances and changing requirements for licensure in Illinois or the surrounding states. As we noted earlier, regarding the edTPA, these policies impact future educators' decisions on where to complete an EPP and where to attain their license.

Licensure versus Employment

This analysis looks only at licensure data and does not account for educator employment.¹¹ It is feasible that educators who hold licenses out-of-state seek positions within the state and attain temporary or provisional licenses in that state based on their established out-of-state credentials. Furthermore, within the data we were not able to ascertain if educators held licenses in multiple states. Finally, licensure does not indicate employment. There are many licensed educators who are not currently employed in public schools across all states.

Mobility

When considering exporting and importing of educators, we only looked at the location of the EPP institution and the licensing state. We did not factor in educators' hometown or high school. For example, a native Illinoisan who attended an out-of-state EPP and then moved back home to seek licensure and employment would appear as an imported educator in this analysis.

Population

This report compares the educators licensed in Illinois, Wisconsin, Missouri, and Michigan. However, these states do not serve the same populations. From the 2022 census, Illinois has a population of roughly 12.8 million citizens, Michigan has roughly 10.1 million citizens, Missouri has roughly 6.2 million citizens and Wisconsin has roughly 5.8 million citizens.¹² The differences in population sizes are reflected in the sizes of the teacher workforce. For the 2020-2021 school year, Illinois reported 134,425 full time equivalent (FTE) teachers, compared to 82,281 FTE teachers in Michigan, 68,750 FTE teachers in Missouri and 59,726 FTE teachers in Wisconsin.¹³ When considering the implications of this report, these overall population sizes should be considered.

RECOMMENDATIONS

The 'top 5' states that Illinois imports educators from (Indiana, Iowa, Wisconsin, Missouri, and Michigan) are states that neighbor Illinois. We received reciprocal data from Wisconsin, Missouri and Michigan, states ranking third, fourth, and fifth, for importing educators to Illinois. It stands that if these states are geographically near and contribute many licensure awardees, that a reciprocal number of individuals prepared in Illinois and seeking licensure in these surrounding states may be mirrored. It may be advisable for school districts with any level of shortage, but especially for those within the counties with the most severe shortages to put significant effort towards recruiting new teachers from these surrounding states.

Given the findings from our Neighboring State Salary analysis¹⁴, it is not surprising the graduates from Missouri education preparation programs are seeking employment in Illinois. The salary and benefits available in Illinois are significantly better than those in Missouri. However, that analysis also revealed that those counties in Illinois along the Missouri border had similar salaries as their Missouri counterparts. Considering the overall teacher shortage across the nation, districts along state borders should pay close attention to their counterparts across the border and develop connections with the educator preparation programs in neighboring states. The findings of this report indicate that many educators seek licensure in states other than where they were trained.

Future inquiries could include an examination of institutional data from the National Center for Education Statistics for all surrounding states, to identify the number of students enrolled in educator preparation programs, and the role universities play in recruitment and retention. Coupled with more complete licensure data from all states, a more thorough picture of educator mobility could be understood that would provide guidance to policymakers.

It may also be pertinent to examine the division of counties "assigned" to each of the state universities. While each university has been assigned a region from which they can market for program enrollment, it follows that each university should also be deeply engaged in the issues within these counties, namely the teacher shortage. This issue does not exist in a vacuum, and it will

take effort from all entities involved to understand the ebb and flow of teacher retention, and this begins with data collection.

Acknowledgements

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ENDNOTES

- ¹ Jessica Krim, Ed.D., is a Professor of Teaching and Learning in the School of Education, Health, and Human Behavior at Southern Illinois University Edwardsville. Dr. Krim's research centers around science education and critical reflection, especially as it pertains to equality of educational opportunity. She studies how providing high-leverage practices for preservice teachers can impact their knowledge, skills, and dispositions. She is currently conducting research in the cultural awareness of preservice teachers.
- ² Tom Withee, Senior Researcher, Goshen Education Consulting, Inc. Tom Withee is an educational researcher and program evaluator with expertise in STEM education and data visualization.
- ³ Beilstein, S. O., & Withee, T. (2022). Illinois' persistent educator shortage: Multiple sources point to the same conclusion. Chicago, IL: Illinois Workforce and Education Research Collaborative, Discovery Partners Institute, University of Illinois and Goshen Education Consulting, Inc. https://omsdpiprod.wpenginepowered.com/wpcontent/uploads/2022/10/Persistent_Educator.pdf.
- ⁴ Pearson Education. (n.d.). About edtpa. Retrieved February 23, 2023, from https://www.edtpa.com/pageview.aspx?f=gen_aboutedtpa.html.
- ⁵ Illinois State Board of Education. (2022b). *Illinois educator preparation profiles*. <https://www.isbe.net/Pages/eppPublic.aspx>. The Illinois Educator Preparation Profiles data that were analyzed in this report were provided from ISBE via personal communication, November 2022. Publicly available data can be retrieved at <https://www.isbe.net/Pages/eppPublic.aspx>.
- ⁶ The analysis in this section compares PELs awarded based on the location of their EPP. While it is interesting to note the total number of EPPs completed for each academic year, there is no established correlation between the completion of an EPP and filing or awarding a PEL. Specifically, this analysis does not factor in educators who complete their EPP and could not apply for their PEL because they have not passed an exam. Nor does this analysis factor in educators who completed their EPP in Illinois and subsequently were licensed outside of Illinois, Wisconsin, Missouri, or Michigan. Finally, throughout this report, PELs are reported based on fiscal years while EPP completions were reported based on academic years. It is likely typical that an educator who completed their EPP in AY20 applied for and was awarded their PEL in FY20, that is not necessarily guaranteed.
- ⁷ Illinois Association of Regional Superintendents of Schools, Center for the Study of Education Policy at Illinois State University, & Goshen Education Consulting. (2022). 2021 Illinois Educator Shortage Survey. <https://iarss.org/wp-content/uploads/2022/02/IARSS-2021-Educator-Shortage-220207-1.pdf>.
- ⁸ Illinois Association of Regional Superintendents of Schools, Illinois Workforce and Education Research Collaborative, ROE LeadHUBS, & Goshen Education Consulting. (2023). Educator Shortage Survey:

Fall 2022 Administration for the 2022-23 Academic Year. <https://iarss.org/wp-content/uploads/2023/01/IARSS-Educator-Shortage-AY23-230123.pdf>.

- ⁹ Beginning January 1, 2023, applicants enrolled in an approved Illinois EPP may qualify for the substitute license with at least 90 semester hours of coursework. <https://www.isbe.net/Pages/Short-Term-Sub-Teach.aspx>.
- ¹⁰ In early 2018, Illinois implemented changes to the way educators who teach middle grades (5 – 8) apply for and receive licensure. This included changes to the required coursework and testing for applying educators. <https://www.isbe.net/Documents/future-of-illinois-middle-grades.pdf>.
- ¹¹ For our data requests, we asked for licensure data for educators who had been employed for at least once as an educator in that state.
- ¹² U.S. Census Bureau, Population Division, December 2022. Annual Estimates of the Resident Population for the United States, Regions, States, District of Columbia, and Puerto Rico: April 1, 2020 to July 1, 2022 (NST-EST2022-POP).
- ¹³ U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), "Public Elementary/Secondary School Universe Survey", 2013-14 v.2a, 2016-17 v.2a, 2017-18 v.1a, 2018-19 v.1a, 2019-20 v.1a, 2020-21 v.1a, 2021-22 v.1a; "Public Elementary/Secondary School Universe Survey Membership Data", 2014-15 v.1a, 2015-16 v.2a.
- ¹⁴ Schmitz, E., & Withee, T. (2022). 2021 Illinois Educator Shortage Additional Analysis: Neighboring State Salary. Illinois Association of Regional Superintendents of Schools & Goshen Education Consulting, Inc. Retrieved from <https://iarss.org/wp-content/uploads/2022/10/Neighboring-State-Salary-Analysis-220912.pdf>.