



Educator Workforce Legislative Report

December 2023

Executive Summary

Washington State is experiencing a shortage of teachers in certain geographic and subject areas, along with an underrepresentation of certain groups in the teaching profession. To address these problems, the Washington State Legislature created the Educator Workforce Program (EWP). The EWP includes five programs that work in concert to address educator workforce shortages and increase equity for groups currently underrepresented in the teaching profession. Demand for all programs in the EWP is high, as applicants need the support of these valuable financial aid opportunities to realize their career goals. In exchange for receiving a conditional scholarship, recipients must teach as a certificated employee in an approved education program for two years or fulfill the obligation in half the time by serving in a shortage area.

In the academic years 2020-21, 2021-22, and 2022-23, there were a total of 964, 937, and 828 applicants, respectively. Of these, 361, 380, and 327 applicants were awarded in each respective year. The program effectively targeted groups that are underrepresented in the teaching profession, including people of color, individuals with a non-English native language, males, people with disabilities, as well as those with military or National Guard status, and individuals with low incomes. Additionally, the program successfully focused on addressing shortage areas in education, with the most common endorsements in elementary education, English language learning, special education, bilingual education, and early childhood education.

Key Takeaways

Washington needs more teachers to address geographic and subject area shortages.

The Educator Workforce Program (EWP) was created to address shortages and increase equity for groups currently underrepresented in the teaching profession.

Demand is high for financial aid programs that address educator shortages.

Participants receive financial support in exchange for a commitment to teach in an approved program and/or shortage area.

WSAC recommends fully funding the Educator Workforce Program to meet high unmet demand.

Continuous funding would help EWP meet the goal of eliminating teacher shortages and reaching equity in teacher representation.

Recommendations

- **Commit to funding that meets demand**

The EWP has developed a targeted approach based on research and partner input, yet there is still a high unmet demand. The Washington Student Achievement Council (WSAC) recommends a continued commitment to fully funding the EWP until there is no teacher shortage and equity has been reached in teacher representation.

- **Commit to the long-term stability of the program**

EWP's goal is to significantly contribute to the elimination of the teacher shortage and achieve equity in teacher representation. It is critical for the state to maintain continuous, uninterrupted funding to reach this goal.

- **Continue workgroup**

The collaboration and input of partners was foundational to the development of EWP's framework. To continue the program's success, WSAC recommends reconvening the workgroup to strengthen the selection framework based on program data.

- **Increase application numbers from underrepresented groups and shortage areas**

EWP has received large numbers of qualified applicants; however, there is still an opportunity to increase applications. Specifically, WSAC would like to increase applications from groups underrepresented in the educator workforce, as well as from statewide endorsement and geographic shortage areas that have the highest need, such as Career and Technical Education.

Background

The Washington Student Achievement Council is submitting this report pursuant to the requirements of RCW 28B.102.160, which states that beginning November 1, 2020, and by November 1 each even-numbered year thereafter, WSAC will submit a report, in accordance with RCW 43.01.036, to the appropriate committees of the legislature. The report must include the following information about the number of applicants for, and participants in, each program, disaggregated to the extent possible: age, gender, race and ethnicity, family income, and unmet financial need. The report must also include information about participant deferments and repayments. The report must also include information on moneys received by and disbursed from the educator conditional scholarship account under RCW.28B.102.080 each fiscal year.

Overview of Educator Workforce Program

The Washington State Educator Workforce Program provides a suite of financial aid opportunities to develop and support the educator workforce, including conditional scholarships and grants. These programs are administered by WSAC. The EWP seeks to address college affordability barriers, prioritize support for individuals from groups that are traditionally underrepresented in the teaching workforce, and incentivize teaching in shortage areas.

Each of the programs in the EWP is designed to support specific types of teaching candidates, such as paraeducators interested in becoming teachers, current teachers interested in adding an endorsement, or teacher candidates who are student teaching. The programs can be divided into conditional scholarships for alternative routes to teaching, a conditional scholarship for

addressing endorsement and geographic shortages, and a grant program to support student teachers.

Alternative Routes Conditional Scholarships

There are three Alternative Route programs:

- Pipeline for Paraeducators Conditional Scholarship (PPCS).
- Educator Retooling Conditional Scholarship (ERCS).
- Alternative Routes Conditional Scholarship (ARCS).

Each scholarship varies in award amount depending on the program, from \$3,000 to \$8,000 per academic year. In exchange for an award, recipients commit to completing two years of service as a certificated employee in an approved education program in Washington State for each year of funding, unless teaching in a shortage area, in which case one year of service is owed for one year of funding.

Teacher Shortage Conditional Scholarship

In response to the teacher shortage, the Washington State Legislature passed a bill in 2016 establishing the Teacher Shortage Conditional Scholarship (TSCS) program, among other educator workforce initiatives (E2SSB 6455, RCW 28B.102.090). The program went unfunded after one year of awards until the 2019-20 biennium when funding was restored and expanded. The scholarship amount varies depending on unmet need with a maximum award of \$8,000 per academic year. In exchange for an award, recipients commit to completing two years of service as a certificated employee in an approved education program in Washington State for each year of funding, unless teaching in a shortage area, in which case one year of service is owed for one year of funding.

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Additionally, applicants for the Career and Technical Education Conditional Scholarship (CTECS) program were incorporated into the TSCS applicant recruitment and selection. However, given the small pool (fewer than six recipients) of CTECS thus far, the CTECS recipients are included in TSCS numbers. We hope to separately report on this program in future reports when the application and recipient numbers are large enough.

Student Teaching Grant

The intent of the Student Teaching Grant (STG) is to provide additional funds to student teachers at Title I public common schools in Washington. The grant amount varies depending on unmet need with a maximum lifetime, one-time award of \$8,000. Unlike the conditional scholarships in the EWP, this grant does not require a service obligation.

EWP Demographic Data

The average age of EWP applicants has consistently been 35 years old over the last three years. The continued applicant pool has remained primarily female, with a small percentage of unknown or non-binary/x applicants. The applicants’ race and ethnicity were grouped together into two categories, white and people of color, to ensure applicants were not identifiable. The average family income of recipients was significantly lower for the 2020-21 cohort, the 2021-22 cohort, and the 2022-23 cohort.

Educator Workforce Programs	2020-21		2021-22		2022-23	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
Average Age	35	34	35	34	34	32
Female	75%	27%	77%	47%	82%	84%
Male	19%	7%	19%	11%	14%	14%
White	34%	7%	53%	27%	59%	66%
People of Color	16%	9%	45%	33%	40%	32%
Average Family Income	\$56,637	\$33,838	\$50,661	\$32,157	\$40,742	\$20,371
Median Family Income	61%	41%	59%	44%	49%	24.5%

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Applicants’ percent of Median Family Income (MFI) is a helpful indicator of economic well-being, as it controls for family size in relation to income and accounts for income in comparison to all Washingtonians. As a reference point, the MFI in 2020-21 for a family of four, was \$97,000. The MFI in 2021-22 for a family of four was \$102,000. The MFI in 2022-23 for a family of four was \$107,000.

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Table 1, Table 2, and Table 3 display a summary of applicant and recipient data, followed by descriptive insights organized by program. The data presented are for academic years 2020-21, 2021-22, and 2022-23 for all programs.

The data for the Alternative Routes Conditional Scholarship are for first-time awardees who received funds in the 2020-21, 2021-22, and 2022-23 academic year. Applicants of ARCS are selected by the institutions at which they are enrolled, and WSAC receives the list of recipients; therefore, the ARCS data presented in Table 1 and Table 2 are for recipients.

Table 1: 2020-21 Applicant and Recipient Data for Educator Workforce Programs

N = 964 applicants; N = 361 recipients

Program	Average Age:		Percent Female:		Percent Male:		Percent White:		Percent People of Color:		Average Family Income:		Average Percent of MFI:	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
ARCS (n = 107; n = 107)	37		63%		18%		Unknown		Unknown		\$58,621		68%	
ERCS (n = 88; n = 51)	40		76%		18%		68%		23%		N/A		N/A	
	41		46%		11%		42%		14%		N/A		N/A	
PPCS (n = 14; n = 10)	31		71%		0%		21%		79%		N/A		N/A	
	33		71%		*		0%		64%		N/A		N/A	
STG (n = 342; n = 87)	32		83%		14%		Unknown		Unknown		\$57,055		51%	
	32		21%		14%		Unknown		Unknown		\$17,601		22%	
TSCS (n = 413; n = 106)	33		72%		24%		63%		30%		\$54,237		64%	
	31		18%		6%		27%		17%		\$25,293		34%	

**Indicates fewer than ten in the category "Unknown" because WSAC did not have individual data on these applicants or recipients.*

Note: Gender is reported in two categories to ensure individuals who responded as "non-binary/x" are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Table 2: 2021-22 Applicant and Recipient Data for Educator Workforce Programs

N = 946 applicants; N = 408 recipients

Program	Average Age:		Percent Female:		Percent Male:		Percent White:		Percent People of Color:		Average Family Income:		Average Percent of MFI:	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
ARCS (n = 108; n = 108)	39		79%		20%		40%		60%		\$63,082		72%	
ERCS (n = 77; n = 38)	40		87%		12%		68%		29%		N/A		N/A	
	40		41%		12%		36%		11%		N/A		N/A	
PPCS (n = 11; n = 5)	34		45%		*		45%		36%		N/A		N/A	
	34		45%		*		11%		27%		N/A		N/A	
STG (n = 243; n = 123)	31		76%		20%		50%		47%		\$38,333		48%	
	30		39%		9%		20%		29%		\$19,689		26%	
TSCS (n = 498; n = 292)	31		76%		20%		55%		44%		\$47,190		56%	
	31		44%		9%		25%		32%		\$25,798		34%	

**Indicates fewer than ten in the category*

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Table 3: 2023-23 Applicant and Recipient Data for Educator Workforce Programs

N = 828 applicants; N = 327 recipients

Program	Average Age:		Percent Female:		Percent Male:		Percent White:		Percent People of Color:		Average Family Income:		Average Percent of MFI:	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
ARCS (n = 87; n = 87)	37		71%		16%		41%		59%		\$63,228		69%	
ERCS (n = 52; n = 31)	41		87%		12%		73%		23%		N/A		N/A	
	41		84%		16%		84%		10%		N/A		N/A	
PPCS (n = 4; n = 2)	27		100%		*		100%		0%		N/A		N/A	
	21		100%		*		100%		0%		N/A		N/A	
STG (n = 248; n = 49)	34		75%		22%		40%		58%		\$44,565		50%	
	31		78%		18%		55%		43%		\$17,421		20%	
TSCS (n = 437; n = 158)	33		76%		21%		40%		59%		\$53,905		58%	
	30		75%		20%		25%		74%		\$23,322		29%	

*Indicates fewer than ten in the category

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Alternative Route Programs

Alternative Routes Conditional Scholarship

Applicants of ARCS are selected by the institutions at which they are enrolled, and WSAC receives the list of recipients; therefore, not all the ARCS data is made available.

ARCS	2020-21 (107 APPL/RCPT)		2021-22 (108 APPL/RCPT)		2022-23 (37 APPL/RCPT)	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
Average Age	37	37	39	39	37	37
Female	63%	63%	79%	79%	71%	71%
Male	18%	18%	20%	20%	16%	16%
White	Unknown	Unknown	40%	40%	41%	41%
People of Color	Unknown	Unknown	60%	60%	59%	59%
Average Income	\$58,621	\$58,621	\$63,082	\$63,082	\$66,228	\$66,228
Average MFI	68%	68%	72%	72%	69%	69%

Note: Applicants of ARCS are selected by the institutions at which they are enrolled, and WSAC receives the list of recipients; therefore, the ARCS data presented are the same for applicants and recipients.

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

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Educator Retooling Conditional Scholarship

The percentage of applications received from People of Color has varied between 23% and 29% from 2020 to 2023. This indicates an opportunity to enhance awareness and outreach of the ERCS among school districts with significant educators of color.

ERCS	2020-21 (88 APPL and 51 RCPT)		2021-22 (77 APPL and 38 RCPT)		2022-23 (52 APPL and 31 RCPT)	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
Average Age	40	41	40	40	41	41
Female	76%	46%	87%	41%	87%	84%
Male	18%	11%	12%	12%	12%	16%
White	68%	42%	68%	36%	73%	84%
People of Color	23%	14%	29%	11%	23%	10%
Average Income	n/a	n/a	n/a	n/a	n/a	n/a
Average MFI	n/a	n/a	n/a	n/a	n/a	n/a

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Pipeline for Paraeducators Conditional Scholarship

This program requires that applicants be employed as paraeducators or completion of two years of a Recruiting Washington Teachers program. Whereas other programs in the EWP have applicants who may not be working while attending school full-time.

PPCS	2020-21 (14 APPL and 10 RCPT)		2021-22 (11 APPL and 5 RCPT)		2022-23 (4 APPL and 2 RCPT)	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
Average Age	31	33	34	34	27	21
Female	71%	71%	45%	45%	100%	100%
Male	*	*	*	*	0%	0%
White	21%	0%	45%	11%	100%	100%
People of Color	79%	64%	36%	27%	0%	0%
Average Income	n/a	n/a	n/a	n/a	n/a	n/a
Average MFI	n/a	n/a	n/a	n/a	n/a	n/a

**Indicates fewer than ten in the category*

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

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Student Teaching Grant

Given that STG aims to prioritize applicants with the greatest need, it's not unexpected that the average family income of recipients remained below \$20,000 each year from 2020 to 2023. The average MFI of recipients ranged between 20% and 26%. Notably, recipients in the 2022-2023 cohort had the lowest average income and MFI compared to all three application years.

STG	2020-21 (342 APPL and 87 RCPT)		2021-22 (243 APPL and 123 RCPT)		2022-23 (248 APPL and 49 RCPT)	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
Average Age	32	32	31	30	34	31
Female	83%	21%	76%	39%	75%	78%
Male	14%	14%	20%	9%	22%	18%
White	Unknown	Unknown	50%	20%	40%	55%
People of Color	Unknown	Unknown	47%	29%	58%	43%
Average Income	\$57,055	\$17,601	\$38,333	\$19,689	\$44,565	\$17,421
Average MFI	51%	22%	48%	26%	50%	20%

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Teacher Shortage Conditional Scholarship

As mentioned earlier, the CTECS were granted from the TSCS applicant pool, and their data were combined in the following summary to safeguard individual applicant data, given that there were fewer than ten applicants and recipients of the CTECS.

Among all programs in the EWP, TSCS experienced the highest demand. In the cohorts of 2020-21, 2021-22, and 2022-23, there were 413, 498, and 437 applications respectively. The average age of applicants was 33, while for awardees in the 2020-21 cohort, it was 31. From 2020 to 2023, the majority of applicants were female, comprising between 72% and 76% of applicants. Moreover, the proportion of applicants identifying as White decreased from 63% in 2020-21 to 40% in 2022-23, while the percentage of People of Color applicants increased from 30% in 2020-21 to 59% in 2022-23.

The data on TSCS recipients also reflect the priority given to applicants with higher financial need. The average family income of recipients ranged from \$23,322 to \$25,798 between 2020 and 2023, with the 2022-23 cohort having the lowest average income of \$23,322. Additionally, the average percentage of Median Family Income (MFI) for recipients ranged from 34% in 2020-21 and 2021-22 to 29% in 2022-23.

TSCS	2020-21 (413 APPL and 106 RCPT)		2021-22 (498 APPL and 292 RCPT)		2022-23 (437 APPL and 158 RCPT)	
	Applicants	Recipients	Applicants	Recipients	Applicants	Recipients
Average Age	33	31	31	31	33	30
Female	72%	18%	76%	44%	76%	75%
Male	24%	6%	20%	9%	21%	20%
White	63%	27%	55%	25%	40%	25%
People of Color	30%	17%	44%	32%	59%	74%
Average Income	\$54,237	\$25,293	\$47,190	\$25,798	\$53,905	\$23,322
Average MFI	64%	34%	56%	34%	58%	29%

Note: Gender is reported in two categories to ensure individuals who responded as “non-binary/x” are not identifiable, as the number of applicants in this category was fewer than ten for all programs. Percent within a category, such as gender, may not add to 100%, as some data are unknown.

Expenditures for Educator Workforce Programs

Academic Year 2020-2021			Academic Year 2021-2022		
Program	Expenditures	Recipients	Program	Expenditures	Recipients
Alternative Routes Conditional Scholarships	\$856,000.00	107	Alternative Routes Conditional Scholarship	\$837,334.00	108
Pipeline for Paraeducators Conditional Scholarship	\$40,000.00	10	Pipeline for Paraeducators Conditional Scholarship	\$21,000.00	6
Educator Retooling Conditional Scholarship	\$162,000.00	54	Educator Retooling Conditional Scholarship	\$147,000.00	48
Teacher Shortage Conditional Scholarship	\$1,163,309.00	157	Teacher Shortage Conditional Scholarship	\$1,790,610.00	260
Student Teaching Grant	\$600,840.00	90	Student Teaching Grant	\$873,468.00	113
Total	\$2,822,149.00	418	Total	\$3,669,412.00	535

Academic Year 2022-2023		
Program	Expenditures	Recipients
Alternative Routes Conditional Scholarships	\$696,000.00	87
Pipeline for Paraeducators Conditional Scholarship	\$84,000.00	21
Educator Retooling Conditional Scholarship	\$93,000.00	31
Teacher Shortage Conditional Scholarship	\$1,118,507.00	158
Student Teaching Grant	\$362,560.00	49
Total	2,354,067.00	346

Deferments and Repayments

Recipients of the conditional scholarships in the EWP owe two years of service for every year they receive funds. For recipients who are unable to serve their obligation, they may be placed in deferment or repayment status. A deferment is temporary and often occurs when a major life event conflicts with fulfilling service, such as taking time away from work for medical reasons or having difficulty finding work in their field. A repayment may be temporary or permanent, depending on circumstances and the recipient’s ability to serve their obligation. The goal of the conditional scholarships in the EWP is for all recipients to pay back their scholarship via service. However, there are times when repayment is necessary.

Current Status	2020-21	2021-22	2022-23
Repayment	13	20	1
Deferment	2	1	0

Conclusion

The Educator Workforce Program is working to address the teacher shortage and to achieve equity in teacher representation in Washington State. EWP needs continued support to have an impact on the workforce. This support includes a continuous appropriation; partnerships with other state agencies, school districts, and nonprofit organizations; innovative strategies and partnerships to reach groups currently underrepresented in the teaching workforce; and a thorough, longitudinal outcomes analysis that can inform all aspects of the EWP. With continued support from the Legislature, the suite of programs in the EWP can operate together to improve the educator workforce in our state.



WASHINGTON STUDENT ACHIEVEMENT COUNCIL

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About the Washington Student Achievement Council

WSAC is committed to increasing educational opportunities and attainment in Washington. The Council has three main functions:

- Lead statewide strategic planning to increase educational attainment.
- Administer programs that help people access and pay for college.
- Advocate for the economic, social, and civic benefits of higher education.

The Council has ten members. Four members represent each of Washington's major education sectors: four-year public baccalaureates, four-year private colleges, public community and technical colleges, and K-12 public schools. Six are citizen members, including two current students.

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