

State Teacher Shortages 2024 Update

Teaching Positions Left Vacant or Filled by Teachers Without Full Certification

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Summary

To understand how states are experiencing teacher shortages around the country, the Learning Policy Institute reviewed teacher workforce reports and state agency documents covering the most recent school years. These state-specific data sources are used to estimate the number of teachers not fully certified for their teaching assignments as well as count the number of unfilled teaching positions reported by each state. State laws typically specify that teachers who are not fully certified can be hired or assigned only if a fully certified teacher is not available. Therefore, both data points provide a strong indicator of the severity of shortages, but not all states report these data.

Based on the latest available data from the states with published information, 49 states plus the District of Columbia employed an estimated 365,044 teachers who were not fully certified for their teaching assignments. Thirty states plus the District of Columbia had published data on vacancies, with 41,920 unfilled teacher positions. (See [Table 1.](#)) These estimates indicate that, at a minimum, 406,964 positions were either unfilled or filled by teachers not fully certified for their assignments, representing about 1 in 8 of all teaching positions nationally.

Table 1. Teachers Without Full Certification and Unfilled Positions for All Reporting States

Metric	Number of states reporting data	Total
Estimated minimum number of teachers not fully certified for their teaching assignments	49 + DC	365,044
Minimum number of unfilled positions	30 + DC	41,920
Total estimated number of teaching positions unfilled or filled by teachers not fully certified for their teaching assignments	-	406,964
Total number of teachers	50 + DC	3,224,967

Source: Learning Policy Institute analysis of state-reported data sources (see [Table 2](#)). Total number of teachers drawn from U.S. Department of Education. (2023). [Full-time equivalent \(FTE\) teachers](#). The data source is the National Center for Education Statistics, Common Core of Data, “State Nonfiscal Public Elementary/Secondary Education Survey,” 2022–23 v.1a.

Data Description

Table 2 captures the estimated minimum number of teachers not fully certified for their teaching assignments and the number of unfilled positions in each of the states with published data (the most recent year of data available, ranging from 2021–22 to 2023–24). States vary in how they certify their teachers and report on their certification status. Teachers were included in the estimate of “not fully certified for their teaching assignments” if they were:

- teaching without any credential or license as defined by the state,
- teaching on an emergency or temporary credential (including long-term substitutes),
- completing preparation while teaching (including intern or lateral-entry credentials), or
- teaching a subject or grade level not covered by their current credential (out of field).

Not all states used or reported these different categories of teaching certifications, so these data are defined as the “estimated minimum number of teachers not fully certified for their teaching assignments.” For example, some states reported tallies from surveys that do not include all districts in the state. Additionally, some states reported data only in percentages. In these cases, total numbers were estimated based on the information provided by the state in their data dashboards or in the Common Core of Data. Finally, some states reported full-time equivalents (FTEs), while others reported the total number of teachers in given categories. Given all the differences in reporting across states for teacher certification, all values should be interpreted as estimates. The number of unfilled positions reported represents the number of unfilled teaching positions for a given school year as of a certain date unless otherwise noted. The total number of teachers—as reported in the Common Core of Data 2022–23—is included for each state to make it easier to interpret these values.¹

This scan updates a previous scan published in July 2023.² Last year’s scan was first consulted to see if those data sources had been updated, and, if not, additional sources were consulted to try to find updated data.³ Data were excluded from these estimates if the source did not include sufficient detail to appropriately interpret the values or if they were only reported by media sources but not found in state report cards or published research reports.

The national estimates in Table 1 represent an undercount of teachers not fully certified for their assignments and unfilled positions, both because some states did not report these data at all and because data from some states represented only a subset of schools or teaching positions. These estimates captured only 1 school year for each state with published data, using the most recent year available for each state (ranging from 2021–22 to 2023–24).

Compared to last year’s scan, these numbers represent an increase of over 90,000 teaching positions that were either unfilled or filled with teachers not fully certified for their assignments. However, the number of states reporting each data point also increased. If we examine the 48 states that had data on teacher certification for both scans, the estimated number of uncertified teachers increased by 72,939 (a 25% increase); 35 states and the District of Columbia reported higher numbers in the most recent year of data. For unfilled positions, 21 states had data for both scans. These 21 states showed a total increase of 3,233 unfilled positions (a 12% increase); 13 of these states reported more unfilled positions in the latest year.

Table 2. Teachers Without Full Certification and Unfilled Positions by State

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Alabama	2022–23	6,125	Not reported	42,022	Alabama does not publish statewide data on unfilled teacher positions. The state report card indicated that 6,125 teachers were teaching outside of their certified subject area (out of field) for the 2022–23 school year. Of those out-of-field teachers, 3,840 teachers were using emergency or provisional credentials.	Alabama Report Card
Alaska	2022–23	1,928	355	7,160	Alaska’s Department of Education and Early Development reported that 355 teacher positions were unfilled on the first day of school for the 2022–23 year. The state reported that 1,606 teachers were teaching outside of their endorsed subject area (out of field) for the 2022–23 school year and that 322 emergency teaching certificates were issued for 2022–23.	Alaska Education Committee – Teacher Retention and Recruitment Alaska’s Public Schools: A Report Card to the Public
Arizona	2022–23 2023–24	6,748	2,230	49,566	The Arizona School Personnel Administrators Association reported that 2,230 teacher positions remained vacant as of a few weeks into the 2023–24 school year. The state report card indicated that 872 teachers were using emergency or temporary credentials, and 5,876 teachers were not certified for the subject area they were teaching (out of field) for the 2022–23 school year.	Arizona School Personnel Administrators Association Press Release Arizona School Report Cards: Teacher Qualification
Arkansas	2022–23	3,350	Not reported	38,815	Arkansas does not publish statewide data on unfilled teacher positions. The state reported that 668 teachers were using an emergency teaching permit, 1,138 teachers were using a provisional license for demonstrating content expertise but without teacher preparation, and 1,544 teachers were teaching a course for which they were not licensed (out of field) for the 2022–23 school year.	Arkansas State Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
California	2022–23	32,252	Not reported	267,659	California does not publish statewide data on unfilled teacher positions. The California Department of Education reported that 5,566 teachers were still completing preparation while serving as the teacher of record (intern); 11,747 were using a limited assignment permit or waiver (out of field); and 14,938 were using provisional, short-term, or substitute credentials (“ineffective”) during the 2022–23 school year.	California Teaching Assignment Monitoring Outcomes
Colorado	2023–24	1,489	635	53,553	The Colorado Department of Education reported that 635 teacher positions were left unfilled in the 2023–24 school year. The minimum number of teachers not fully certified for their teaching assignments represents the number of educators hired to fill vacancies for 2023–24: 519 positions were filled with long-term substitutes, 818 positions were filled with alternative licensure candidates, and 152 positions were filled with emergency licensure candidates. This value likely underreports the number of teachers not fully certified for their teaching assignments because it does not account for all teachers in Colorado and only reflects the limited certification status of educators hired to fill vacancies in 1 year.	Colorado’s Educator Shortage Survey Results
Connecticut	2022–23	1,203	1,221	44,007	The Connecticut State Department of Education reported that there were 1,221 unfilled teacher positions at the start of the 2022–23 school year. The state reported that 1,203 teachers were working with emergency or provisional credentials and/or not teaching in the subject or field for which they were certified or licensed for the 2022–23 school year. ^b	Connecticut State Board of Education Agency Update Connecticut Report Cards: State of Connecticut

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Delaware	2021-22	2,242	Not reported	9,991	Delaware does not publish statewide data on unfilled teacher positions. The state report card indicated that 2,242 teachers were out of field for the 2021-22 school year. Delaware considers a teacher to be out of field if they are using an emergency certificate, teaching a subject outside of their certified content area, using a certificate of eligibility, and/or are uncertified.	Delaware Report Card
District of Columbia	2022-23	848	288	8,052	The Office of the State Superintendent of Education reported that there were 288 unfilled teacher positions as of October 2, 2022. The District of Columbia reported that 848 teachers in DC Public Schools did not hold DC teaching certification for the 2022-23 school year. This estimate likely underreports the number of teachers not fully certified for their teaching assignments, because it excludes teachers in public charter schools and does not include teachers teaching a course outside their area of certification. ^c	District of Columbia Educator Workforce Data Files
Florida	2022-23	23,825	4,440	156,787	The Florida Department of Education reported that there were 4,440 unfilled teacher positions as of September 1 for the 2022-23 school year. The state report card indicated that 23,825 teachers were using temporary teaching certificates for the 2022-23 school year. The number of teachers not fully certified for their teaching assignments is likely underreported because it does not include the number of teachers who were teaching outside their certified subject area. Florida reported that 9.3% of classes were taught by teachers who were not appropriately qualified based on state requirements, but the number of out-of-field teachers cannot be estimated based on the publicly reported data.	Florida High Demand Teacher Needs Report Florida Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Georgia	2022–23	21,042	Not reported	121,301	Georgia does not publish statewide data on unfilled teacher positions. The state reported that there were 8,523 teachers using emergency or provisional credentials and 12,514 teachers who were teaching classes outside their certified or licensed subject area for the 2022–23 school year.	Georgia K–12 Public Schools Report Card
Hawai'i	2022–23 2023–24	2,146	294	11,984	The Hawai'i Department of Education reported that they were actively recruiting for 294 teacher positions as of September for the 2023–24 school year. The state Every Student Succeeds Act report indicated that 2,146 teachers were not licensed or state certified for the subjects or grade levels that they taught (out of field) in the 2022–23 school year, and 1,023 of these teachers were emergency hires who had not met the full requirements for licensure.	Hawai'i Office of Talent Management Presentation Hawai'i ESSA Report
Idaho	2022–23	1,116	Not reported	18,121	Idaho does not publish statewide data on unfilled teacher positions. The state's Professional Standards Commission reported that 902 alternative authorizations were approved during the 2022–23 school year, including authorizations for teachers who were working while completing preparation and credentialed teachers who were working outside of their endorsement area. An additional 214 emergency provisional certifications were issued in 2022–23 for teachers who did not hold Idaho certification and were not qualified to pursue an alternative preparation pathway. These numbers may overestimate the number of teachers not fully certified because teachers may hold multiple authorizations or certifications.	Idaho Professional Standards Commission Annual Report

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Illinois	2022–23 2023–24	4,649	3,558	135,363	The Illinois State Board of Education reported 3,588 unfilled teacher positions as of October 1 for the 2023–24 school year. The state report card indicated that 4,649 teachers in the 2022–23 year were assigned a grade or content area for which they did not hold the appropriate state-issued license, endorsement, approvals, or previous qualifications (out of field). The state report card also indicated that 4,465 teachers had an active provisional license or approved emergency approval. It is unclear whether the out-of-field teacher count includes all teachers with provisional or emergency licenses, so the number reported here may be an undercount.	Illinois Unfilled Positions Illinois Report Card
Indiana	2021–22	6,206	840 ^d	66,414	The Indiana Department of Education reports teacher vacancies and certifications on the Teacher Statistics Report. Based on Learning Policy Institute (LPI) calculations of state-reported data, there were at least 840 teacher vacancies for the 2021–22 school year. A teaching position is considered vacant if it was unfilled for at least 90 days. This number is likely underreported since 119 local education agencies did not respond to the survey. The state issued 6,206 emergency permits for the 2021–22 school year. This number may be overreported since it includes emergency permits given to school counselors and administrators.	Indiana Teacher Statistics Report

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Iowa	2022-23 2023-24	1,826	1,013	36,138	The School Administrators of Iowa reported that 1,013 teacher positions were unfilled at the start of the 2023-24 school year. The state report card indicated that 1,826 teachers were using a provisional license for the 2022-23 school year. Teachers using a provisional license do not meet the licensure requirements in a particular content area and are considered to be teaching out of field.	School Administrators of Iowa Iowa State Summary
Kansas	2022-23 2023-24	1,578	1,810 ^e	37,885	The Kansas State Department of Education reported 1,810 teacher vacancies as of the beginning of the 2022-23 school year. This number overrepresents the number of unfilled teaching positions because it also includes positions filled by a person who is not appropriately licensed. The state report card indicated that 638 of teachers had a valid teaching license but were teaching outside of their endorsement area (out of field), 604 held a temporary type of license (not standard but qualified), and 336 did not hold a teaching license (“ineffective”) for the 2022-23 school year.	Kansas State Board of Education Presentation Kansas Report Card
Kentucky	2022-23	1,844	277	43,023	The Kentucky Legislative Research Commission reported that 277 teacher positions that were posted during the summer were still open at the start of the 2022-23 school year. The state report card indicated there were 1,844 teachers who did not meet all Kentucky certification requirements for the subject or grade level that they were teaching for the 2022-23 school year, including 1,128 teachers with emergency or provisional certifications.	Kentucky Public School Staffing Shortages Kentucky School Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Louisiana	2022-23	16,195	1,145	41,110	The Louisiana Recruitment, Recovery, and Retention Task Force reported that there were 1,145 unfilled teacher positions as of October of the 2022-23 school year. The state reported that 8,326 certified teachers were teaching outside their certified subject area (out of field) and 7,869 teachers were uncertified for the 2022-23 school year.	Louisiana Recruitment, Recovery, and Retention Task Force Louisiana's State Profile Report
Maine	2022-23	358	Not reported	15,192	Maine does not publish statewide data on unfilled teacher positions. The state reported 358 teachers were teaching in a subject or field for which they were not licensed for the 2022-23 school year (unqualified), including 73 teachers using emergency, targeted need, or transitional credentials.	Maine ESSA Dashboard
Maryland	2022-23 2023-24	7,404	1,935	62,236	The Maryland State Department of Education reported 1,935 unfilled teacher positions as of the first day of school of the 2023-24 school year. The state report card indicated that 11.9% of teachers were teaching a subject outside their area of certification (out of field) in the 2022-23 school year. Given that the state reported a total of 62,217 teachers, an estimated 7,404 teachers were not fully certified for their teaching assignments. Of these out-of-field teachers, an estimated 5,102 teachers (8.2% of all teachers) were using emergency or provisional credentials for the 2022-23 school year.	Maryland's Teacher Workforce: Supply, Demand, and Diversity Maryland State Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Massachusetts	2023-24	5,280	Not reported	76,978	Massachusetts does not publish statewide data on unfilled teacher positions. The state reported that 93.2% of teachers were not using a waiver or provisional license for the 2023-24 school year (72,350), indicating that the remaining teachers were using a waiver or provisional license. Given that the state reported a total of 77,630 teachers, an estimated 5,280 were not fully certified for their teaching assignments. Massachusetts does not require teachers in charter schools to be licensed.	Massachusetts State Report
Michigan	2022-23 2023-24	6,894	1,351	85,880	The Education Policy Innovation Collaborative at Michigan State University reported that there were 1,351 full-time equivalent (FTE) teacher positions that were either temporarily or permanently unfilled during the 2022-23 school year. The report notes that this figure is likely underreported. The state reported that 6,894 teachers were teaching in a subject or field for which they were not certified or licensed (out of field) during the 2023-23 school year. Of these out-of-field teachers, 2,513 teachers were using emergency or provisional credentials.	Michigan Teacher Shortage Study Report Michigan Annual Education Report

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Minnesota	2022–23 2023–24	5,524	946	56,124	The Minnesota School Boards Association reported that there were 946 unfilled teaching positions as of August for the 2023–24 school year. The state’s Professional Educator Licensing and Standards Board reported that there were 962 FTE teachers with a Tier 1 license and 2,464 FTE teachers with a Tier 2 license who held a teaching assignment as of October for the 2022–23 school year. Both Tier 1 and 2 licenses are temporary teaching credentials issued to teachers who are not fully certified. There were 2,098 FTE teachers who were teaching outside their certified subject area (out of field) for the 2022–23 school year.	Minnesota Open Position Survey Minnesota Licensure Compliance Report
Mississippi	2022–23 2023–24	2,522	2,775	33,768	The Mississippi Department of Education reported 2,775 unfilled teacher positions in the 2023–24 school year as reported by districts in fall 2023. The state report card indicated that there were 1,475 teachers using emergency or provisional teaching licenses for the 2022–23 school year. The state also reported that 96.7% of a state-reported total of 31,261 teachers had a valid certificate and were teaching a course for which they were properly endorsed, suggesting that an estimated 1,047 teachers were teaching courses outside their endorsement area.	Mississippi Educator Workforce Shortages and Strategies Report Mississippi State Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Missouri	2023–24	1,932	891	69,838	The Missouri Department of Elementary and Secondary Education reported that there were 891 unfilled teacher positions as of October of the 2023–24 school year. There were 1,932 open teaching positions that were filled with inappropriately certified teachers for the 2023–24 school year. The state defines inappropriately certified as a teacher in any subject area or grade level for which they are not certified. This number is likely an undercount, as it only includes teachers who filled vacancies in the 2023–24 school year and does not include teachers with temporary and provisional licenses.	Missouri Educator Vacancy Report
Montana	2022–23	353	443 ^f	11,036	The Montana Office of Public Instruction identified critical quality educator shortage areas based on the number of teaching positions that, in any of the prior 3 school years, were filled with a teacher using an emergency or provisional certificate or filled from a candidate pool of less than five applicants, or if a teaching position remained unfilled for more than 30 days. LPI calculations from this data estimated that 443 teacher positions were unfilled for at least 30 days as reported in the 2022–23 school year. ^g This overestimates the number of unfilled teaching positions because it includes 3 years of data rather than just 1. The state report card indicated that 53 teachers were teaching courses outside their endorsed subject areas (out of field) and 301 teachers were using a provisional license while completing their preparation for the 2022–23 school year.	Montana Critical Educator Shortages Report Montana State Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Nebraska	2022–23 2023–24	1,718	128 ^b	23,911	The Nebraska Department of Education reported that 128 teacher positions were not filled with qualified personnel as of October for the 2023–24 school year. This number includes both positions left vacant and those filled by teachers who were not fully qualified, and it only includes data from 310 of the 436 public school districts and Educational Service Units in the state. The state report card indicated that there were 1,718 teachers not fully endorsed for their teaching assignment (out of field) for the 2023–23 school year, including 237 teachers working on provisional or emergency credentials.	Nebraska Teacher Vacancy Survey Report Nebraska State Report Card
Nevada	2022–23	3,730	2,922 ^j	23,076	The Nevada Department of Education reported 2,922 teacher vacancies in the 2022–23 school year, defined as “vacancies at each school which are not filled by a teacher who has a contract to teach at the school on a full-time basis.” It is not clear if this includes teacher positions filled by teachers not fully certified. The state report card indicated that 3,730 long-term substitutes were approved to fully staff classrooms for the 2022–23 school year. ^j The number of teachers not fully certified for their assignments is likely underreported because it only includes long-term substitutes across five subject areas (elementary, mathematics, science, social studies, and English) and does not include teachers working out of field.	Nevada Teacher and Professional Staff Shortages and Equity in Education Report Nevada State Report Card
New Hampshire	2022–23	Not reported	Not reported	14,731	New Hampshire does not publish statewide data on unfilled teacher positions. The estimated number of teachers not fully certified for their assignments cannot be determined based on publicly available data.	

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
New Jersey	2022–23	2,811	Not reported	117,661	New Jersey does not publish statewide data on unfilled teacher positions. The state reported that 2,811 teachers were potentially teaching outside their area of certification (out of field) for the 2022–23 school year. According to the state’s Performance Report, a teacher is labeled out of field if they are potentially teaching outside their area of certification. This could occur if the teacher cannot be found in the New Jersey Department of Education’s certification system, if their job code does not match their certification, or if the teacher has an expired certificate.	New Jersey School Performance Report
New Mexico	2022–23 2023–24	1,166	751	21,572	New Mexico State University reported 751 open teacher positions as of September for the 2023–24 school year. This number represents current job postings as advertised by districts on their websites or the New Mexico Regional Education Applicant Placement database, so it may overestimate the number of unfilled positions. The state report card indicated that 1,166 teachers were teaching outside their subject area in the 2022–23 school year.	New Mexico Educator Vacancy Report New Mexico Educator Qualifications
New York	2022–23	18,302	Not reported	215,761	New York does not publish statewide data on unfilled teacher positions. The state report card indicated that 18,302 teachers were teaching classes in subjects or fields for which they did not hold certifications during the 2022–23 school year.	New York State Report Card
North Carolina	2022–23 2023–24	5,300	2,840	99,980	The North Carolina School Superintendents Association reported 2,840 unfilled teaching positions at the start of the 2023–24 school year. The state report card indicated that there were 5,300 teachers with provisional licenses in the 2022–23 school year.	North Carolina Teacher Recruitment and Retention Trends North Carolina State Report

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
North Dakota	2022-23	74	Not reported	9,581	North Dakota does not publish statewide data on unfilled teacher positions. The state reported that there were 71 teachers using emergency or provisional certificates and that 0.03% of teachers were teaching outside their endorsed subject area for the 2022-23 school year. Given that the state reported 9,128 teachers, an estimated 3 teachers were teaching out of field.	North Dakota Insights Education Dashboard
Ohio	2021-22	3,932	Not reported	102,323	Ohio does not publish statewide data on unfilled teacher positions. The state reported that 3,932 teachers did not have the proper certification for the courses they taught for the 2021-22 school year.	Ohio's Teacher Workforce
Oklahoma	2022-23	9,916	1,019	42,124	The Oklahoma State School Boards Association reported that there were 1,019 unfilled teaching positions in the beginning of the 2022-23 school year. The state report card indicated that there were 8,069 teachers who held a teaching certificate but were assigned to teach a subject or grade level for which they were not qualified (out-of-field teachers), 511 teachers who held nonstandard teaching certificates (provisional), and 1,335 emergency-certified teachers who did not have a teaching license and may not have had traditional teacher training. ^k	Oklahoma State School Boards Association Vacancy Survey Oklahoma State Report Card
Oregon	2022-23	3,517	Not reported	30,906	Oregon does not publish statewide data on unfilled teacher positions. The state report card indicated that 3,517 of teachers in the 2022-23 school year were teaching a course for which they did not have a proper endorsement (out of field) or were using emergency or provisional credentials.	Oregon Statewide Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022–23) ^a	Data description	Source
Pennsylvania	2021–22 2023–24	17,003	865	127,037	The Pennsylvania Department of Education reported 865 unfilled teacher positions in October of the 2023–24 school year. ¹ The state reported that 17,003 teachers were teaching a subject or grade for which they were not fully certified (out of field) in the 2021–22 school year. Of those teachers, 2,499 were not fully certified and held an emergency certification.	Pennsylvania Professional Vacancies Pennsylvania Educator Equity
Rhode Island	2022–23	879	Not reported	10,786	Rhode Island does not publish statewide data on unfilled teacher positions. The state report card indicated that 879 teachers did not hold the appropriate certificate for their teaching assignments (out of field) for the 2022–23 school year. Of those 879 teachers, 785 were using emergency or preliminary certificates.	Rhode Island State Report Card
South Carolina	2022–23 2023–24	8,656	1,380	55,947	The Center for Educator Recruitment, Retention, and Advancement at Winthrop University reported 1,380 unfilled teacher positions as reported by districts in September or October of the 2023–24 school year. The state report card indicated that 8,656 teachers were teaching a course or courses outside their field of certification (out of field) for the 2022–23 school year.	South Carolina Annual Educator Supply and Demand Data Tables South Carolina School Report Card

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
South Dakota	2022-23	1,112	96	10,261	The South Dakota Department of Education reported 96 unfilled instructional staff positions at the start of the 2022-23 school year. The state report card indicated that 436 teachers held an active certificate but were not authorized to teach the subject they were assigned (out of field), 186 were completing specific requirements to become fully certified (provisional or temporary certificate), 384 were completing their preparation while working as a teacher of record (alternative certification or educator permit), and 106 had no certification for the 2022-23 school year.	South Dakota Instructional Staff Turnover and Vacancy South Dakota State Report Card
Tennessee	2022-23	2,888	1,009 ^m	65,781	The Tennessee Department of Education reported a total of 1,009 vacancies for the 2022-23 school year. A teaching position was considered vacant if it was unfilled by a licensed teacher for at least 20 days. The state reported that 530 teachers were using an endorsement exemption to teach courses for which they did not have a valid endorsement for the 2022-23 school year (out of field) and 2,358 teachers were using a permit or emergency credential for those with a bachelor's degree but without a teaching license.	Tennessee Vacancy Data Collection

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Texas	2023-24	84,091	Not reported	373,332	Texas does not publish statewide data on unfilled teacher positions. The state reported in the Out-of-Field Teaching report that 47,225 general education teachers who were teaching outside their certified subject area for the 2023-24 school year and an additional 13,366 special education teachers did not have special education and content certification for their assignments. In the Newly Certified and New Teacher Hires dashboard ^b the state reported that there were 17,053 teachers hired with no certification or permit, 1,529 teachers hired with emergency permits, and 4,918 teacher candidates hired who were still completing their preparation programs for the 2023-24 school year (intern certified). These numbers only represent new hires in 2023-24 who were uncertified teachers, those working on an emergency permit, or not fully prepared teachers. As a result, the estimated number of teachers not fully certified for their teaching assignments may be underreported.	Texas Out-of-Field Report Texas Newly Certified and New Teacher Hires Dashboard

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Utah	2021-22 2022-23	3,428	37	31,164	The Utah Office of the Legislative Auditor General published data on teacher vacancies in their Teacher Turnover, Shortage, and Vacancy Maps. Based on LPI calculations of state-reported data, there were 37 unfilled teaching positions on the first day of school for the 2021-22 year. This is likely underreported because data were not reported for all districts. The state report card indicated that 3% of teachers were teaching a grade or subject for which they were not licensed (out of field) and 8% of teachers had a temporary license or authorization for the 2022-23 year. Given the Common Core of Data-reported total number of teachers for the 2022-23 school year (31,164), an estimated 3,428 were not fully certified for their teaching assignments.	Utah Teacher Turnover, Shortage, and Vacancy Maps Utah State Report Card
Vermont	2022-23	635	Not reported	7,934	Vermont does not publish statewide data on unfilled teacher positions. The state reported that 92% of teachers were properly licensed in the 2022-23 school year. Given the Common Core of Data-reported total number of teachers for the 2022-23 school year (7,934), an estimated 635 teachers were not fully certified for their teaching assignments.	Vermont High Quality Staffing
Virginia	2022-23 2023-24	16,317	3,650	92,651	The Virginia Department of Education reported that there were 3,650 unfilled teacher positions as of October 1 for the 2023-24 school year. The Virginia State Quality Profile reported that 6,915 teachers were not fully endorsed for the content they were teaching (out of field) and 9,402 teachers were teaching on a provisional license while completing their preparation for the 2022-23 school year.	Virginia Staffing and Vacancy Dashboard Virginia State Quality Profile

State	Year	Estimated minimum number of teachers not fully certified for their teaching assignments	Unfilled positions	Total number of teachers in the state (2022-23) ^a	Data description	Source
Washington	2021-22 2022-23	6,416	776	63,272	The Center for Education Data and Research reported 776 open teaching job postings as of October for the 2021-22 school year. ^o The state report card indicated that 2,794 teachers were teaching under a “limited certified status” and 3,622 teachers were teaching at least one course outside their endorsement area for the 2022-23 school year.	Washington School District Staffing Challenges in a Rapidly Recovering Economy Washington State Report Card
West Virginia	2022-23	1,492	Not reported	18,670	West Virginia does not publish statewide data on unfilled teacher positions. The state reported that 1,492 teachers were using provisional credentials for the 2022-23 school year. The estimated number of teachers not fully certified for their teaching assignment is likely underreported because it does not include the number of teachers who were teaching outside their certified content area.	West Virginia Department of Education Personnel Data
Wisconsin	2022-23	4,507	Not reported	60,011	Wisconsin does not publish statewide data on unfilled teacher positions. The state reported that 4,507 teachers were either teaching outside their license area (out of field) or teaching on an emergency permit while enrolled in preparation (“ineffective”) for the 2022-23 school year. ^p	Wisconsin Public Inequitable Distribution of Teachers Report
Wyoming	2022-23	275	Not reported	7,312	Wyoming does not publish statewide data on unfilled teacher positions. The state report card indicated that there were 269 teachers using emergency or provisional credentials and 6 teachers working outside their licensed subject area for the 2022-23 school year.	Wyoming State Report Card
Total		365,044	41,920	3,224,967		

- ^a U.S. Department of Education. (2023). [Full-Time Equivalent \(FTE\) Teachers](#). The data source is the National Center for Education Statistics, Common Core of Data (CCD), “State Nonfiscal Public Elementary/Secondary Education Survey,” 2022–23 v.1a.
- ^b Information on the number of out-of-field teachers is detailed in the Excel file available for download on the Connecticut State Report Card. The number of out-of-field FTE teachers can be found in the “All v Charter Out of Field Detail” sheet of the file. An out-of-field educator is defined as “any educator whose compliance status in 2022–23 confirmed that they were working with emergency or provisional credentials and/or not teaching in the subject or field for which they were certified or licensed.”
- ^c Information on the number of unfilled teaching positions and teachers not fully certified can be found in the linked Excel file. The number of teachers not fully certified represent the total number of teachers minus the total teachers holding DC certification as reported on the “Certified_tch_sea” sheet. The number of unfilled teaching positions represent the total number of vacant teaching positions reported on the “Vacancies_sea” sheet.
- ^d A teaching position is considered vacant if it was unfilled for at least 90 days.
- ^e The number of teacher vacancies in Kansas includes unfilled positions and positions filled by a person who is not appropriately licensed, so this overrepresents the number of unfilled positions.
- ^f The number of unfilled teacher positions in Montana represents the total number of teacher positions over the last 3 school years that were advertised and remained vacant and unfilled due to a lack of qualified candidates for a period in excess of 30 days.
- ^g To calculate the number of unfilled teacher positions, we sorted the data available in the *Critical Quality Educator Shortages* report to only include teacher positions and then summed all positions reported in the “Not Filled by Recruitment” column.
- ^h The number of unfilled teacher positions in Nebraska includes both positions left vacant and those filled by teachers who are not fully qualified. This number overrepresents the number of unfilled positions.
- ⁱ According to the Nevada Department of Education, the reported vacancies capture “vacancies at each school which are not filled by a teacher who has a contract to teach at the school on a full-time basis, as determined by the Commission on Professional Standards in Education.” It is not clear if that includes positions filled by teachers who are not fully certified.
- ^j Information on the number of teachers not fully certified can be found on the Nevada Accountability Portal on the State Report Card. The data on the professional qualifications of educators are available on the “Personnel” tab of the portal and must be filtered to include the number of long-term substitutes across the five subject areas. The report card also includes data reporting categories for out-of-field teachers, but these have not been updated for several years.
- ^k The number of teachers not fully certified in Oklahoma can be found by downloading the teacher data on the report card website, restricting the data to state totals using the “EducationAgencyType” (Column B), and then restricting the data to the rows showing the totals for all subgroups. The number of out-of-field teachers can be calculated by restricting the data to “Out of Field” in “IndicatorSubType.” The same process can be used to calculate the total number of “Emergency Certificate” and “Provisional Certificate” teachers.
- ^l The number of unfilled teacher positions in Pennsylvania can be found by downloading the “2023–24 Professional Vacancies” spreadsheet, restricting the data to “Classroom Teachers” using the Assignment Category (Column K), and then summing the number of “not staffed” positions reported.
- ^m A teaching position in Tennessee was considered vacant if it was unfilled by a licensed educator for a period of at least 20 days.
- ⁿ Teachers with provisional, probationary, intern, and 1-year certificates are included in the Texas Education Agency’s Out-of-Field Teaching report. These teachers are only flagged as out of field if their teaching assignment is outside of their certification areas. To calculate the number of out-of-field special education teachers, we subtract the number of special education and content-certified teachers from the total number of special education teachers (see page 3 of the Out-of-Field Teaching report).
- ^o This report relied on job postings from school district websites as a proxy for shortages and included job postings from 216 of Washington’s 295 districts. The 766 teaching positions included postings for substitute teachers.
- ^p The number of teachers teaching outside their license area (out of field) or teaching on an emergency permit while enrolled in prep (“ineffective”) in Wisconsin can be calculated by downloading the data file and then totaling the number of teachers reported in Column K (labeled “Out-of-field & ineffective FTE”) on the “School Detail” tab.
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Endnotes

1. U.S. Department of Education. (2023). [Full-time equivalent \(FTE\) teachers](#). The data source is the National Center for Education Statistics, Common Core of Data (CCD), “State Nonfiscal Public Elementary/Secondary Education Survey,” 2022–23 v.1a.
2. Franco, M., & Patrick, S. K. (2023). *State teacher shortages: Teaching positions left vacant or filled by teachers without full certification*. Learning Policy Institute.
3. We conducted general web searches for teacher certification, teacher qualifications, and teacher vacancy information in each state and consulted data compiled by Tuan Nguyen at www.teachershortages.com.

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