

State Teacher Shortages 2025 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, 48 states plus the District of Columbia employed an estimated 365,967 teachers who were not fully certified for their teaching assignments. Thirty-one states plus the District of Columbia published data on vacancies, with 45,582 unfilled teacher positions. (See [Table 1](#).) These estimates indicate that, at a minimum, 411,549 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
Minimum number of unfilled positions	31 + DC	45,582
Estimated minimum number of teachers not fully certified for their teaching assignments	48 + DC	365,967
Total estimated number of teaching positions unfilled or filled by teachers not fully certified for their teaching assignments	-	411,549
Total FTE teachers	50 + DC	3,253,091

Source: Learning Policy Institute analysis of state-reported data sources (see [Table 2](#)). Total number of teachers drawn from U.S. Department of Education. (2024). *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," 2023–24 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 2022–23 to 2024–25). 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 FTE teachers—as reported in the Common Core of Data 2023–24—is included for each state to make it easier to interpret these values.¹

This scan updates previous scans published in July 2023 and August 2024.² The 2024 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, state agency materials, or published research reports. All linked data sources in [Table 2](#) were accessed as of June 2025.

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 2022–23 to 2024–25).

Compared to the 2024 scan, these numbers represent a small increase of approximately 4,600 teaching positions that were either unfilled or filled with teachers not fully certified for their assignments. There was one fewer state reporting teacher certification data for the 2025 scan compared to the 2024 scan.⁴ If we examine the 48 states plus the District of Columbia that had data on teacher certification for both scans,⁵ the estimated number of teachers not fully certified for their teaching assignments increased by approximately 7,100 (a 2% increase); half of these states reported higher numbers in the most recent year of data. For unfilled positions, 27 states plus the District of Columbia had data for both the 2024 and

2025 scans,⁶ and these states exhibited a total increase of approximately 3,200 unfilled positions (an 8% increase). Fourteen states and the District of Columbia reported more unfilled positions in the latest year. Looking across the three scans, this is the second consecutive year of increases in the estimated number of unfilled positions and positions filled by teachers who are not fully certified, although these increases are substantially smaller than those observed from 2023 to 2024.

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

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Alabama	2023–24 2024–25	1,684	5,971	42,858	Alabama’s Department of Education reported that 1,684 teaching positions in the highest teacher shortage areas were not filled with certified teachers as of December for the 2024–25 school year. This is likely an overcount of unfilled positions in these specific subjects as it includes positions that were not filled at the time of the survey but also positions filled by long-term substitutes or teachers on emergency credentials. The state report card indicated that 5,971 teachers were teaching outside of their certified subject area (out of field) for the 2023–24 school year. Of those out-of-field teachers, 4,418 teachers were using emergency or provisional credentials.	Alabama’s Highest Teacher Shortage Areas Alabama Report Card
Alaska	2023–24 2024–25	598	1,545	7,221	Alaska’s Department of Education and Early Development reported that 598 teacher positions were unfilled on the first day of school for the 2024–25 year. The state reported that 1,545 teachers were teaching in a subject area in which the teacher did not hold an Alaska endorsement (out of field) for the 2023–24 school year, and 136 of those teachers held emergency or provisional credentials. ^c	Alaska Legislative Presentation on HB 69 Alaska’s Public Schools: A Report Card to the Public: 2023–2024

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Arizona	2023–24 2024–25	2,261	8,229	49,260	The Arizona School Personnel Administrators Association reported that 2,261 FTE teacher positions remained vacant as of a few weeks into the 2024–25 school year. The state report card indicated that 1,073 teachers were using emergency or temporary credentials, and 7,156 teachers were not certified for the subject area they were teaching (out of field) for the 2023–24 school year.	Arizona School Personnel Administrators Association Press Release Arizona School Report Card
Arkansas	2023–24	Not reported	3,537	38,755	Arkansas does not publish statewide data on unfilled teacher positions. The state reported that 729 teachers were using an emergency teaching permit, 1,138 teachers were using a provisional license for demonstrating content expertise but without teacher preparation, and 1,670 teachers were teaching a course for which they were not licensed (out of field) for the 2023–24 school year.	Arkansas School Report Card
California	2022–23	Not reported	32,252	268,195	California does not publish statewide data on unfilled teacher positions. The California Department of Education reported that 5,566 FTE teachers were still completing preparation while serving as the teacher of record (intern), 11,747 FTE were using a limited assignment permit or waiver (out of field), and 14,938 FTE were using provisional, short-term, or substitute credentials (“ineffective”) during the 2022–23 school year.	California Teaching Assignment Monitoring Outcomes

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Colorado	2024–25	255	1,254	53,776	The Colorado Department of Education reported that 255 FTE teacher positions were left unfilled in the 2024–25 school year. The minimum number of teachers not fully certified for their teaching assignments represents the number of educators hired to fill vacancies for 2024–25: 454 FTE positions were filled with long-term substitutes, 692 FTE positions were filled with alternative licensure candidates, and 109 FTE 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 Education Shortage Survey Results
Connecticut	2023–24 2024–25	1,092	1,178	43,104	The Connecticut State Department of Education reported that there were 1,092 unfilled teacher positions in August of the 2024–25 school year. The state reported that 1,178 FTE teachers were working with emergency or provisional credentials and/or not teaching in the subject or field for which they were certified or licensed (out of field) for the 2023–24 school year. ^d	Connecticut Educator Vacancy Dashboard Connecticut State Report Card
Delaware	2022–23 2024–25	189	4,150	9,909	The Delaware Department of Education reported that 189 instructional positions remained unfilled as of October for the 2024–25 school year. The state report card indicated that 4,150 teachers were out of field for the 2022–23 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 Excellent Educator Hiring Practices Survey Delaware Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
District of Columbia	2023–24	363	781	8,335	The Office of the State Superintendent of Education reported that there were 363 unfilled FTE teacher positions as of October 5 for the 2023–24 school year. The District of Columbia reported that 781 teachers in DC Public Schools did not hold DC teaching certification for the 2023–24 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. ^e	District of Columbia Educator Workforce Data File
Florida	2023–24	4,776	23,115	155,800	The Florida Department of Education reported that there were 4,776 unfilled teacher positions at the beginning of the 2023–24 school year. ^f The state report card indicated that 23,115 teachers were using temporary teaching certificates for the 2023–24 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 10.3% 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 Identification of High Demand Teacher Needs Areas for 2024-25 Florida Report Card
Georgia	2023–24	Not reported	23,447	123,640	Georgia does not publish statewide data on unfilled teacher positions. The state reported that there were 10,232 FTE teachers using emergency or provisional credentials and 13,215 FTE teachers who were teaching classes outside their certified or licensed subject area for the 2023–24 school year. ^g	Georgia K–12 School Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Hawai'i	2023–24	294	741	12,113	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's data book indicated that 93% (10,697) of the state's teachers were fully licensed in the 2023–24 school year. Given the state-reported total number of teachers (11,538), this indicates that 741 teachers were not fully licensed. This number is likely an undercount, as it does not include teachers with assignments outside of their certification area (out of field).	Hawai'i Office of Talent Management Presentation Hawai'i Data Book
Idaho	2023–24	Not reported	1,177	17,965	Idaho does not publish statewide data on unfilled teacher positions. The Idaho State Board of Education reported that 1,005 alternative authorizations were approved during the 2023–24 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 172 emergency provisional certifications were issued in 2023–24 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 Educator Pipeline Report

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Illinois	2023–24 2024–25	3,864	4,634	136,492	The Illinois Association of Regional Superintendents reported 3,864 unfilled FTE teacher positions as of October 1 for the 2024–25 school year. ^h The state report card indicated that 4,634 teachers in the 2023–24 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 4,308 teachers had a short-term or provisional license. It is unclear whether the out-of-field teacher count includes all teachers with provisional licenses, so the number reported here may be an undercount.	Illinois Educator Shortages Report Dashboard Illinois Report Card
Indiana		Not reported	Not reported	67,374	Indiana 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.	
Iowa	2023–24	1,013	1,644	36,068	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 1,644 teachers were using a provisional license for the 2023–24 school year. ⁱ 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.	Iowa Schools 2023-24 Staff Shortages Iowa School Performance Profiles: State Summary

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Kansas	2023–24 2024–25	1,954	1,286	37,167	The Kansas State Department of Education reported 1,954 teacher vacancies as of the beginning of the 2024–25 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 588 teachers had a valid teaching license but were teaching outside of their endorsement area (out of field), 490 held a temporary type of license (not standard but qualified), and 208 did not hold a teaching license (“ineffective”) for the 2023–24 school year.	Kansas 2023-24 Year in Review Kansas Report Card
Kentucky	2023–24 2024–25	1,252	1,193	42,972	The Kentucky Department of Education reported that 1,252 teacher positions were vacant as of September 1 for the 2024–25 school year. ^j The state report card indicated there were 1,193 teachers who did not meet all Kentucky certification requirements for the subject or grade level that they were teaching for the 2023–24 school year, including 1,082 teachers with emergency or provisional certifications. ^k	Kentucky Superintendents' Webcast Kentucky Report Card
Louisiana	2023–24	748	16,637	48,864	The Louisiana Department of Education reported that there were 748 unfilled teacher positions for the 2023–24 school year. The state reported that 8,344 certified teachers were teaching outside their certified subject area (out of field) and 8,293 teachers were uncertified for the 2023–24 school year.	Louisiana State Profile

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Maine	2023–24	Not reported	273	15,288	Maine does not publish statewide data on unfilled teacher positions. The state reported that 273 teachers were teaching in a subject or field for which they were not licensed for the 2023–24 school year (“non-certified”), including 50 teachers using emergency, targeted need, or transitional credentials.	Maine ESSA Dashboard
Maryland	2023–24 2024–25	1,619	7,028	62,754	The Maryland State Department of Education reported 1,619 unfilled teacher positions as of the first day of school of the 2024–25 school year. The state report card indicated that 11.2% of teachers were teaching a subject outside their area of certification (out of field) in the 2023–24 school year. Given that the state reported a total of 62,753 teachers, an estimated 7,028 teachers were not fully certified for their teaching assignments. Of these out-of-field teachers, an estimated 6,213 teachers (9.9% of all teachers) were using emergency or provisional credentials for the 2023–24 school year.	Maryland Educator Workforce Data Update Maryland Report Card
Massachusetts	2023–24	Not reported	5,280	77,630	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 FTE teachers, an estimated 5,280 FTE were not fully certified for their teaching assignments. Massachusetts does not require teachers in charter schools to be licensed.	Massachusetts State Report

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Michigan	2023–24	2,406	7,111	86,022	The Education Policy Innovation Collaborative at Michigan State University reported that there were 2,406 vacant teacher positions that were either unfilled, temporarily filled, or assigned to temporary employees during the 2023–24 school year. The state reported that 7,111 teachers were teaching in a subject or field for which they were not certified or licensed (out of field) during the 2023–24 school year. Of these out-of-field teachers, 3,859 teachers were using emergency or provisional credentials.	Michigan Teacher Shortage Study: 2025 Report Michigan School Report Card
Minnesota	2023–24 2024–25	205	5,385	59,181	The Minnesota School Boards Association reported that there were 205 unfilled teaching positions as of November for the 2024–25 school year. The state's Professional Educator Licensing and Standards Board reported that there were 1,193 FTE teachers with a Tier 1 license and 2,003 FTE teachers with a Tier 2 license who held a teaching assignment as of October for the 2023–24 school year. Both Tier 1 and 2 licenses are temporary teaching credentials issued to teachers who are not fully certified. There were 2,189 FTE teachers who were teaching outside their certified subject area (out of field) for the 2023–24 school year. ¹	Minnesota School Boards Association Survey Minnesota Licensure Compliance Report

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Mississippi	2023–24 2024–25	2,964	2,095	33,694	The Mississippi Department of Education reported 2,964 unfilled teacher positions in the 2024–25 school year as reported by districts in fall 2024. The state report card indicated that there were 1,023 FTE teachers using emergency or provisional teaching licenses for the 2023–24 school year. The state also reported that 30,080 of a state-reported total of 31,152 FTE teachers had a valid certificate and were teaching a course for which they were properly endorsed, suggesting that an estimated 1,072 FTE teachers were teaching courses outside their endorsement area.	Mississippi Educator Workforce Shortages and Strategies Mississippi Succeeds Report Card
Missouri	2024–25	1,086	1,492	69,786	The Missouri Department of Elementary and Secondary Education reported that there were 1,086 FTE unfilled teacher positions as of October of the 2024–25 school year. There were 1,492 FTE open teaching positions that were filled with inappropriately certified teachers for the 2024–25 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 2024–25 school year and does not include some teachers with temporary and provisional licenses.	Missouri Educator Vacancy Report

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Montana	2022–23 2023–24	443	734	10,828	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. 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 560 FTE teachers were teaching courses outside their endorsed subject areas (out of field) and 174 FTE teachers were using a provisional license while completing their preparation for the 2023–24 school year. ^m	Montana Critical Educator Shortages Report Montana State Report Card
Nebraska	2023–24 2024–25	194	1,713	24,052	The Nebraska Department of Education reported that 194 teacher positions were vacant as of October for the 2024–25 school year. This number only includes data from 310 of the 436 public school districts and education service units in the state. The state report card indicated that there were 1,713 FTE teachers not fully endorsed for their teaching assignment (out of field) for the 2023–24 school year, including 307 FTE teachers working on provisional or emergency credentials.	Nebraska Teacher Vacancy Survey Report Nebraska Public Schools State Snapshot

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Nevada	2023–24	2,958	6,655	22,533	The Nevada Department of Education reported 2,958 teacher vacancies in the 2023–24 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” as reported at the end of the year. The state report card indicated that 4,827 long-term substitutes were approved to fully staff classrooms for the 2023–24 school year and 1,828 teachers held licensure in an area other than the grade or subject area of their current teaching assignment (out of field). ⁿ	Nevada Report Card
New Hampshire		Not reported	Not reported	14,494	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.	
New Jersey	2023–24	Not reported	2,931	118,031	New Jersey does not publish statewide data on unfilled teacher positions. The state reported that 2,931 teachers were potentially teaching outside their area of certification (out of field) for the 2023–24 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

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
New Mexico	2023–24 2024–25	737	3,253	21,596	New Mexico State University reported 737 open teacher positions as of September for the 2024–25 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 3,253 teachers were teaching outside their subject area in the 2023–24 school year.	New Mexico Educator Vacancy Report New Mexico State Report Card
New York	2023–24	Not reported	18,704	217,522	New York does not publish statewide data on unfilled teacher positions. The state report card indicated that 18,704 teachers were teaching classes in subjects or fields for which they did not hold certifications during the 2023–24 school year.	New York State Report Card
North Carolina	2023–24 2024–25	3,142	4,122	100,994	The North Carolina School Superintendents Association reported 3,142 unfilled teaching positions at the start of the 2024–25 school year. The state report card indicated that there were 4,122 teachers on emergency licenses in the 2023–24 school year. This likely undercounts the number of teachers not fully certified for their assignments because it does not include teachers working out of field.	North Carolina School Superintendents Association Vacancy Report North Carolina School Report Cards
North Dakota	2023–24 2024–25	219	96	9,639	The North Dakota University System reported 219 unfilled FTE teaching positions in the fall for the 2024–25 school year. The state reported that there were 92 teachers using emergency or provisional certificates and that 0.04% of teachers were teaching outside their endorsed subject area for the 2023–24 school year. Given that the state reported 9,156 teachers, an estimated 4 teachers were teaching out of field.	North Dakota Unfilled Positions Survey North Dakota Insights Education Dashboard

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Ohio	2023–24	Not reported	2,215	100,659	Ohio does not publish statewide data on unfilled teacher positions. The state reported that 2,215 FTE teachers did not have the proper certification for the courses they taught (out of field) for the 2023–24 school year. ^o	Ohio District Teacher Information 2023-24
Oklahoma	2022–23 2023–24	1,019	6,997	42,751	The Oklahoma State School Boards Association reported that there were 1,019 unfilled teaching positions in the beginning of the 2022–23 school year. This number only includes data from 328 of the 509 public school districts in the state. The state report card indicated that there were 5,896 FTE 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), 545 teachers who held nonstandard teaching certificates (provisional), and 556 emergency-certified teachers who did not have a teaching license and may not have had traditional teacher training in the 2023–24 school year. ^p	Oklahoma State School Boards Association Vacancy Survey Oklahoma 2024 State Report Card
Oregon	2023–24	Not reported	5,555	31,083	Oregon does not publish statewide data on unfilled teacher positions. The state report card indicated that 5,555 FTE teachers in the 2023–24 school year were teaching a course for which they did not have a proper endorsement (out of field) and, of these teachers, 732 FTE teachers were working on emergency or provisional licenses.	Oregon Statewide Report Card
Pennsylvania	2022–23 2024–25	2,477	17,888	129,545	The Pennsylvania Department of Education reported 2,477 unfilled teacher positions in October of the 2024–25 school year. The state reported that 17,888 teachers were teaching a subject or grade for which they were not fully certified (out of field) in the 2022–23 school year. Of those teachers, 3,416 were not fully certified and held an emergency certification. ^q	Pennsylvania Professional Vacancies Pennsylvania ESSA Educator Equity

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Rhode Island	2023–24	Not reported	1,212	10,735	Rhode Island does not publish statewide data on unfilled teacher positions. The state report card indicated that 1,212 teachers did not hold the appropriate certificate for their teaching assignments (out of field) for the 2023–24 school year. Of those teachers, 975 were using emergency or preliminary certificates. ^c	Rhode Island State Report Card
South Carolina	2023–24 2024–25	1,043	8,223	57,243	The Center for Educator Recruitment, Retention, and Advancement at Winthrop University reported 1,043 unfilled teacher positions as reported by districts in September or October of the 2024–25 school year. The state report card indicated that 8,223 teachers were teaching a course or courses outside their field of certification (out of field) for the 2023–24 school year.	South Carolina Annual Educator Supply and Demand Report South Carolina State Report Card
South Dakota	2023–24	86	1,151	10,315	The South Dakota Department of Education reported 86 unfilled FTE instructional staff positions at the start of the 2023–24 school year. The state report card indicated that 505 FTE teachers held an active certificate but were not authorized to teach the subject they were assigned (out of field), 142 FTE were completing specific requirements to become fully certified (provisional or temporary certificate), 389 FTE were completing their preparation while working as a teacher of record (alternative certification or educator permit), and 115 FTE had no certification for the 2023–24 school year.	South Dakota Instructional Staff Turnover and Vacancy South Dakota Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Tennessee	2023–24	1,434	3,977	66,417	The Tennessee Department of Education reported a total of 1,434 vacancies for the 2023–24 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 619 teachers who received an exemption to teach courses outside their endorsement area for the 2023–24 school year (out of field) and 3,358 teachers were using a temporary permit for unlicensed teachers (provisional).	Tennessee Vacancy Data Tennessee State Report Card
Texas	2023–24 2024–25	Not reported	79,522	376,582	Texas does not publish statewide data on unfilled teacher positions. The state reported in the Out-of-Field Teaching report that 47,225 FTE general education teachers were teaching outside their certified subject area for the 2023–24 school year and an additional 13,366 FTE special education teachers did not have special education and content certification for their assignments. In the Newly Certified and New Teacher Hires Dashboard, the state reported that there were 13,486 teachers hired with no certification or permit, 1,458 teachers hired with emergency permits, and 3,987 teacher candidates hired who were still completing their preparation programs for the 2024–25 school year (intern certified). These numbers only represent new hires in 2024–25 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 Teaching Report Texas Newly Certified and New Teacher Hires Dashboards

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
Utah	2023–24	Not reported	5,031	33,537	Utah does not publish statewide data on unfilled teacher positions. The state report card indicated that 15% of teachers were teaching a grade or subject for which they were not licensed (out of field) and 9% of teachers had a temporary license or authorization for the 2023–24 year. Given the federally reported FTE teachers for the 2023–24 school year (33,537), an estimated 5,031 FTE teachers were not fully certified for their teaching assignments.	Utah Report Card
Vermont	2023–24	Not reported	1,115	7,962	Vermont does not publish statewide data on unfilled teacher positions. The state reported that 86% of teachers were properly licensed in the 2023–24 school year. Given the federally reported FTE teachers for the 2023–24 school year (7,962), an estimated 1,115 FTE teachers were not fully certified for their teaching assignments.	Vermont Annual Snapshot
Virginia	2023–24 2024–25	3,207	18,519	94,035	The Virginia Department of Education reported that there were 3,207 unfilled FTE teacher positions as of October 1 for the 2024–25 school year. The Virginia State Quality Profile reported that 8,352 teachers were not fully endorsed for the content they were teaching (out of field) and 10,167 teachers were teaching on a provisional license while completing their preparation for the 2023–24 school year. ^s	Virginia Positions and Exits Data Virginia State Quality Profile
Washington	2023–24	Not reported	8,823	62,552	Washington state does not publish statewide data on unfilled teacher positions. The state report card indicated that 3,814 teachers were teaching without having completed all the requirements for a full certification (limited status) and 5,009 teachers were teaching at least one course outside their endorsement area for the 2023–24 school year.	Washington Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2023–24) ^a	Data description ^b	Sources
West Virginia	2023–24	Not reported	1,632	18,688	West Virginia does not publish statewide data on unfilled teacher positions. The state reported that 1,632 teachers were using provisional credentials for the 2023–24 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 Balanced Scorecard
Wisconsin	2023–24	Not reported	4,059	59,623	Wisconsin does not publish statewide data on unfilled teacher positions. The state reported that 4,059 FTE teachers were either teaching outside their license area (out of field) or teaching on an emergency permit while enrolled in preparation (“ineffective”) for the 2023–24 school year. ^c	Wisconsin Distribution of Teachers
Wyoming	2023–24	Not reported	405	7,452	Wyoming does not publish statewide data on unfilled teacher positions. The state report card indicated that there were 397 FTE teachers using emergency or provisional credentials and 8 FTE teachers working outside their licensed subject area for the 2023–24 school year.	Wyoming Report Card
Total		45,582	365,967	3,253,091		

^a U.S. Department of Education (2024). [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,” 2023–24 v.1a.

^b The sum of the numbers described in the data description may differ slightly from the total numbers reported in columns 2 and 3 due to rounding. Additionally, the total FTE teachers reported by the state in the data description may differ slightly from the total FTE teachers in the state presented in column 5 that comes from the Common Core of Data.

^c To confirm the information presented in the linked presentation, we received additional information from the Alaska legislature and Alaska Department of Education and Early Development. This information confirmed that Alaska reported 598 vacant positions on the first day of school for the 2024–25 school year.

^d 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 2023–24 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.”

^e 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 represents the total number of teachers in DCPS minus the total

number of teachers holding DC certification as reported on the “Certified_Tch_LEA” sheet. Please note that only 54% of all public school teachers in the district work in DCPS (the rest work in public charter schools). The number of unfilled teaching positions represents the total number of vacant teaching positions reported on the “Vacancies_SEA” sheet. On this sheet, the “Total” reported is incorrect, and we report the total by summing up all the subject-area vacancies reported.

^f Florida’s report, “Identification of High Demand Teacher Needs Areas for 2024–25,” primarily reports the number of projected vacancies. The actual number of vacancies at the beginning of the school year is reported below Exhibits 4 and 5.

^g Information on Georgia teacher certification can be found by navigating to the “K–12 Public Schools” section of the report card and then clicking on “Personnel & Fiscal.”

^h The total number of unfilled positions in Illinois may include a small number of non-teaching roles, including speech pathologists.

ⁱ Information on Iowa’s teacher certification can be found by navigating to the “Additional Metrics” section of the report card and then clicking on “Educator Effectiveness.”

^j The data on unfilled positions is shared at the 19:26 minute mark of the Kentucky Superintendents’ Webcast presentation, and the total number presented here combines the general teaching and special education/early childhood teaching position data.

^k The number of out-of-field teachers and the number of teachers on emergency/provisional licenses in Kentucky can be found in the table at the bottom of the “Equity” tab (under the header “Inexperienced Staff”).

^l The number of teachers working on Tier 1 licenses, Tier 2 licenses, and out-of-field permissions in Minnesota can be found on p. 9 of the linked report.

^m To calculate the number of unfilled teacher positions in Montana, 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.

ⁿ Information on teacher qualifications and unfilled teaching positions in Nevada can be found by navigating to the personnel “Professional Qualifications” section of the report card, clicking on the bottom of the page “to view a more detailed report,” and then selecting the following data points under the personnel tab: (1) vacancies (see professional qualifications section), (2) teachers teaching out of field (see professional qualifications section), and (3) long-term subs for the five listed subjects (under substitute teachers).

^o Information on the number of out-of-field teachers in Ohio can be found by downloading the “District Teacher Information” file and summing up the numbers reported in column AK.

^p 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.

^q For information on the number of unfilled positions in Pennsylvania, download the “2024–25 Professional Vacancies Q1” file and go to the summary tab. For information on the number of teachers not fully certified, download the “2023 ESSA Educator Equity” file and go to the “State Educator Equity” tab.

^r For information on the number of teachers not fully certified in Rhode Island, download the Excel data file on the “Educator Data” tab, go to the “LEAs” tab, restrict the data based on the C column to “All Schools,” and then sum the data provided in Column K (Emergency and Preliminary Credentials) and Column M (Out of Field).

^s For information on the number of unfilled positions, download the data file after selecting 2024–25 as the year, state as the report level, personnel as the position category, and teachers as the position type. Once downloaded, sum the number of unfilled positions by FTE in Column E.

^t For information on the number of teachers not fully certified in Wisconsin, download the “Statewide Data” file under “2023–24 Reports and Data,” and go to the “State Detail” tab.

Endnotes

1. U.S. Department of Education. (2024). *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,” 2023–24 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; Tan, T. S., Arellano, I., & Patrick, S. K. (2024). *State teacher shortages 2024 update: 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.
4. Indiana did not have updated data on uncertified teachers and unfilled teaching positions. The most recent data available for this state is from 2021–22. Given that this scan aimed to provide the most recent available data, ranging from 2022–23 to 2024–25, these data were excluded from the 2025 update. The 2021–22 data for Indiana can be found in the [2024 scan](#).
5. For California and Massachusetts, the same data points used in the 2024 scan were used in this scan. The two states did not have updated data on teacher certification as of June 2025.
6. For Hawai‘i, Iowa, Montana, and Oklahoma, the same data points used in the 2024 scan were used in this scan. The four states did not have updated data on unfilled teaching positions as of June 2025.

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