

State Teacher Shortages 2026 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, all 50 states plus the District of Columbia employed an estimated 387,843 teachers who were not fully certified for their teaching assignments. Twenty-nine states plus the District of Columbia published data on vacancies, with 37,569 unfilled teacher positions. (See [Table 1.](#)) These estimates indicate that, at a minimum, 425,412 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	29 + DC	37,569
Estimated minimum number of teachers not fully certified for their teaching assignments	50 + DC	387,843
Total estimated number of teaching positions unfilled or filled by teachers not fully certified for their teaching assignments	-	425,412
Total FTE teachers	50 + DC	3,253,316

Note: For the 2024–25 school year, the full-time equivalent (FTE) teacher data point for Tennessee was missing in the Common Core of Data, so we used the FTE teacher data point provided in the state report card.

Source: Learning Policy Institute analysis of state-reported data sources (see Table 2). Total number of teachers drawn from U.S. Department of Education. (2025). *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,” 2024–25 v.1a.

Data Description

Table 2 captures the estimated minimum number of unfilled positions and number of teachers not fully certified for their teaching assignments in each of the states with published data (the most recent year of data available, ranging from 2023–24 to 2025–26).

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. For the number of teachers not fully certified for their teaching assignments, 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. Next, Table 2 includes the total FTE teachers for each state—as reported in the Common Core of Data 2024–25—to make it easier to interpret these values.¹

This scan updates previous scans published in July 2023, August 2024, and July 2025.² The 2025 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 2026.

The national estimates in Table 1 represent an undercount of unfilled positions and teachers not fully certified for their assignments, 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 2023–24 to 2025–26).

Compared to the 2025 scan, these numbers represent an increase of approximately 13,860 teaching positions that were either unfilled or filled with teachers not fully certified for their assignments. For unfilled positions, 29 states plus the District of Columbia had data for both the 2025 and 2026 scans,⁴ and these states exhibited a decrease of approximately 7,000 unfilled positions (a 16% decrease).⁵ If we examine the 48 states plus the District of Columbia that had data on teacher certification for both the 2025 and 2026 scans,⁶ the estimated number of teachers not fully certified for their teaching

assignments increased by approximately 15,800 (a 4% increase), with 23 states plus the District of Columbia reporting larger numbers in the most recent year of data. Looking across the four years in which we conducted these scans, this is the third consecutive year of increases in the combined estimated number of unfilled positions and positions filled by teachers who are not fully certified. In the 2026 scan, this overall increase was primarily driven by the large increase in the number of teachers not fully certified for their assignments, with seven states and the District of Columbia reporting a 20% or more increase in the number of teachers who are not fully certified in the most recent year of data.⁷

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 (2024–25) ^a	Data description ^b	Sources
Alabama	2024–25	1,684	6,311	43,161	The Alabama 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 because it includes positions that were not filled at the time of the survey but also includes positions filled by long-term substitutes or teachers on emergency credentials. The state report card indicated that 6,311 teachers were teaching outside of their certified subject area (out of field) for the 2024–25 school year. Of those out-of-field teachers, 4,715 teachers were using emergency or provisional credentials.	Alabama’s Highest Teacher Shortage Areas Alabama Report Card
Alaska	2025–26 2024–25	324	1,603	6,858	The Alaska Department of Education and Early Development reported that 324 teacher positions were unfilled on the first day of school for the 2025–26 year. The state reported that 1,603 teachers were teaching in a subject area in which the teacher did not hold an Alaska endorsement (out of field) for the 2024–25 school year, with 209 of those teachers holding emergency or provisional credentials.	Alaska Teacher Vacancy Dashboard Alaska Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Arizona	2025–26 2024–25	4,242	8,181	61,859	The Arizona Department of Education reported that 4,242 FTE teacher positions remained vacant as of September for the 2025–26 school year. The state report card indicated that 956 teachers were using emergency or temporary credentials, and 7,225 teachers were not certified for the subject area they were teaching (out of field) for the 2024–25 school year.	Arizona Teacher Shortage Impact Fall Report Arizona Report Card
Arkansas	2024–25	Not reported	3,470	39,398	Arkansas does not publish statewide data on unfilled teacher positions. The state reported that 693 teachers were using an emergency teaching permit, 1,031 teachers were using a provisional license for demonstrating content expertise but without teacher preparation, and 1,746 teachers were teaching a course for which they were not licensed (out of field) for the 2024–25 school year.	Arkansas School Report Card
California	2023–24	Not reported	35,182	267,944	California does not publish statewide data on unfilled teacher positions. The California Department of Education reported that 6,214 FTE teachers were still completing preparation while serving as the teacher of record (intern), 12,113 FTE were using a limited assignment permit or waiver (out of field), and 16,855 FTE were using provisional, short-term, or substitute credentials (“ineffective”) during the 2023–24 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 (2024–25) ^a	Data description ^b	Sources
Colorado	2025–26	272	1,344	53,489	The Colorado Department of Education reported that 272 FTE teacher positions were left unfilled in the 2025–26 school year. The minimum number of teachers not fully certified for their teaching assignments represents the number of educators hired to fill vacancies for 2025–26: 430 FTE positions were filled with long-term substitutes, 750 FTE positions were filled with alternative licensure candidates, and 164 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 Educator Shortage Survey Results
Connecticut	2025–26 2023–24	795	1,178	43,004	The Connecticut State Department of Education reported that there were 795 unfilled teacher positions in August of the 2025–26 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. ^c	Connecticut Educator Vacancy Dashboard Connecticut State Report Card
Delaware	2024–25	189	3,131	9,627	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 3,131 teachers were out of field for the 2024–25 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 (2024–25) ^a	Data description ^b	Sources
District of Columbia	2025–26	194	1,137	8,607	The Office of the State Superintendent of Education reported that there were 194 unfilled FTE teacher positions as of October 5 for the 2025–26 school year. The District of Columbia reported that 1,137 teachers in DC Public Schools did not hold DC teaching certification for the 2025–26 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. ^d	District of Columbia Educator Workforce Data File
Florida	2025–26 2024–25	2,260	25,292	155,946	The Florida Education Association reported that there were 2,260 unfilled teacher positions at the beginning of the 2025–26 school year. The state report card indicated that 25,292 teachers were using temporary teaching certificates for the 2024–25 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 14.4% 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 County Vacancy Data Florida Report Card
Georgia	2024–25	Not reported	21,500	124,125	Georgia does not publish statewide data on unfilled teacher positions. The state reported that there were 9,266 FTE teachers using emergency or provisional credentials and 12,234 FTE teachers who were teaching classes outside their certified or licensed subject area for the 2024–25 school year. ^e	Georgia K–12 Public 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 (2024–25) ^a	Data description ^b	Sources
Hawai'i	2023–24 2024–25	294	910	12,215	The Hawai'i State 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 10,811 of the state's teachers were fully licensed in the 2024–25 school year. Given the state-reported total number of teachers (11,721), this indicates that 910 teachers were not fully licensed. This number is likely an undercount because 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	17,787	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 (2024–25) ^a	Data description ^b	Sources
Illinois	2025–26 2024–25	2,943	4,653	137,812	The Illinois State Board of Education reported 2,943 unfilled FTE teacher positions as of October 1 for the 2025–26 school year. ^f The state report card indicated that 4,653 teachers in the 2024–25 year had a short-term or provisional license. Illinois reported that 106,079 sessions 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.	Illinois Unfilled Positions Dashboard Illinois Report Card
Indiana	2023–24	Not reported	3,442	67,718	Indiana does not publish statewide data on unfilled teacher positions. The state report card indicated that 3,442 teachers were not teaching in a subject of certification (out of field) and held emergency or provisional credentials in the 2023–24 school year.	Indiana Federal Report Card
Iowa	2024–25	434	1,658	36,217	The Iowa Department of Education reported that 434 teacher positions were unfilled between fall 2024 and fall 2025. ^g The state report card indicated that 1,658 teachers were using a provisional license for the 2024–25 school year. ^h 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 Teacher Shortage Areas Iowa School Performance Profiles: State Summary
Kansas	2025–26 2024–25	1,747	1,340	36,411	The Kansas State Department of Education reported 1,747 teacher vacancies as of fall 2025. The state report card indicated that 580 teachers had a valid teaching license but were teaching outside of their endorsement area (out of field), 549 held a temporary type of license (not standard but qualified), and 211 did not hold a teaching license (“ineffective”) for the 2024–25 school year.	Kansas Annual Report: Coherence Kansas Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Kentucky	2025–26 2024–25	671	1,435	42,762	The Kentucky Department of Education reported that 671 teacher positions were vacant as of September 1 for the 2025–26 school year. ⁱ The state report card indicated there were 1,435 teachers who did not meet all Kentucky certification requirements for the subject or grade level that they were teaching for the 2024–25 school year, including 819 teachers with emergency or provisional certifications. ^j	Kentucky Superintendent Webcast Meeting Kentucky Report Card
Louisiana	2024–25	736	17,131	48,637	The Louisiana Department of Education reported that there were 736 unfilled teacher positions for the 2024–25 school year. The state reported that 8,555 certified teachers were teaching outside their certified subject area (out of field), and 8,576 teachers were uncertified for the 2024–25 school year.	Louisiana State Profile
Maine	2024–25	Not reported	267	15,162	Maine does not publish statewide data on unfilled teacher positions. The state reported that 250 teachers were teaching in a subject or field for which they were not licensed for the 2024–25 school year (“non-certified”), including 15 teachers using emergency, targeted need, or transitional credentials. The state also reported 17 long-term substitutes in 2024–25.	Maine ESSA Dashboard

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Maryland	2025–26 2024–25	886	9,644	63,071	The Maryland State Department of Education reported 886 unfilled teacher positions as of fall 2025. The state report card indicated that 15.3% of teachers were teaching a subject outside their area of certification (out of field) in the 2024–25 school year. Given that the state reported a total of 63,035 teachers, an estimated 9,644 teachers were not fully certified for their teaching assignments. Of these out-of-field teachers, an estimated 6,240 teachers (9.9% of all teachers) were using emergency or provisional credentials for the 2024–25 school year.	Maryland Teacher Workforce Supply and Demand Maryland Report Card
Massachusetts	2024–25	Not reported	5,877	77,221	Massachusetts does not publish statewide data on unfilled teacher positions. The state reported that 92.4% of teachers were not using a waiver or provisional license for the 2024–25 school year (71,344), indicating that the remaining teachers were using a waiver or provisional license. Given that the state reported a total of 77,221 FTE teachers, an estimated 5,877 FTE were not fully certified for their teaching assignments.	Massachusetts State Report
Michigan	2024–25	2,421	6,863	86,462	The Education Policy Innovation Collaborative at Michigan State University reported that 2.8% of the total teaching FTEs were vacant in the fall of 2024. Given the federally reported FTE teachers for the 2024–25 school year (86,462), an estimated 2,421 teacher positions were either unfilled or assigned to an employee that is not permanent (e.g., substitute, temporary employee, or outside contractor) during the 2024–25 school year. The state reported that 6,863 teachers were teaching in a subject or field for which they were not certified or licensed (out of field) during the 2024–25 school year. Of these out-of-field teachers, 4,407 teachers were using emergency or provisional credentials.	Michigan Teacher Shortage Study: 2026 Report Michigan Annual Education Report

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Minnesota	2024–25	205	6,886	58,560	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 1,429 FTE teachers with a Tier 1 license and 1,847 FTE teachers with a Tier 2 license who held a teaching assignment as of October for the 2024–25 school year. Both Tier 1 and 2 licenses are temporary teaching credentials issued to teachers who are not fully certified. There were 3,610 FTE teachers who were teaching outside their certified subject area (out of field) for the 2024–25 school year. ^k	Minnesota School Boards Association Survey Minnesota Tiered Licensure and Permissions Report
Mississippi	2025–26 2023–24	3,815	2,095	32,037	The Mississippi Department of Education reported 3,815 unfilled teacher positions in the 2025–26 school year as reported by districts in fall 2025. 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 Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Missouri	2025–26	656	1,481	70,411	The Missouri Department of Elementary and Secondary Education reported that there were 656 FTE unfilled teacher positions as of October of the 2025–26 school year. There were 1,481 FTE open teaching positions that were filled with inappropriately certified teachers for the 2025–26 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 because it only includes teachers who filled vacancies in the 2025–26 school year and does not include some teachers with temporary and provisional licenses.	Missouri Educator Vacancy Report
Montana	2023–24 2024–25	1,039	1,051	10,726	The Montana Office of Public Instruction stated that there are 1,039 education positions that need to be filled before heading into the 2023–24 school year. This is likely an overestimate and may include positions in schools that are not full-time teaching positions. The state report card indicated that 367 FTE teachers were teaching courses outside their endorsed subject areas (out of field) and 684 FTE teachers were using a provisional license while completing their preparation for the 2024–25 school year.	Montana Critical Educator Shortages Report Montana State Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Nebraska	2025–26 2024–25	107	1,448	24,201	The Nebraska Department of Education reported that 107 teacher positions were vacant as of October for the 2025–26 school year. This number only includes data from 355 of the 434 public school districts and education service units in the state. The state report card indicated that there were 1,448 FTE teachers not fully endorsed for their teaching assignment (out of field) for the 2024–25 school year, including 236 FTE teachers working on provisional or emergency credentials.	Nebraska Teacher Vacancy Survey Report Nebraska Public Schools Snapshot
Nevada	2024–25	2,881	7,956	24,465	The Nevada Department of Education reported 2,881 teacher vacancies in the 2024–25 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 4,957 long-term substitutes were approved to fully staff classrooms for the 2024–25 school year and 2,999 teachers held licensure in an area other than the grade or subject area of their current teaching assignment (out of field), including 2,856 teachers working on provisional or emergency credentials. ¹	Nevada Report Card
New Hampshire	2024–25	Not reported	2,601	14,438	New Hampshire does not publish statewide data on unfilled teacher positions. The state report card indicated that 86% of teachers were certified in their content area for the 2024–25 school year. Given the federally reported FTE teachers for the 2024–25 school year (14,438), an estimated 2,021 teachers were not certified for their content area (out of field) and 580 teachers were using an intern credential for the 2024–25 school year.	New Hampshire State Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
New Jersey	2024–25	Not reported	3,080	117,868	New Jersey does not publish statewide data on unfilled teacher positions. The state reported that 3,080 teachers were potentially teaching outside their area of certification (out of field) for the 2024–25 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	2025–26 2024–25	604	681	24,781	New Mexico State University reported 604 open teacher positions as of September for the 2025–26 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 468 teachers were teaching outside their subject area, and 213 teachers were teaching with an emergency or provisional credential in the 2024–25 school year.	New Mexico Educator Vacancy Report New Mexico Report Card
New York	2024–25	Not reported	18,583	218,424	New York does not publish statewide data on unfilled teacher positions. The state report card indicated that 18,583 teachers were teaching classes in subjects or fields for which they did not hold certifications during the 2024–25 school year.	New York Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
North Carolina	2025–26 2024–25	2,155	4,542	97,257	The North Carolina School Superintendents' Association reported 2,155 unfilled teaching positions at the start of the 2025–26 school year. ^m The state report card indicated that there were 4,542 teachers on emergency licenses in the 2024–25 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 Superintendents' Association Vacancy Report North Carolina State Report
North Dakota	2024–25	219	78	10,411	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 78 teachers using emergency or provisional certificates for the 2024–25 school year.	North Dakota Unfilled Positions Survey North Dakota Insights Education Dashboard
Ohio	2024–25	Not reported	1,858	100,363	Ohio does not publish statewide data on unfilled teacher positions. The state reported that 1,858 FTE teachers did not have the proper certification for the courses they taught (out of field) for the 2024–25 school year. ⁿ	Ohio District Teacher Information
Oklahoma	2024–25	Not reported	11,163	43,050	Oklahoma does not publish statewide data on unfilled teacher positions. The state report card indicated that there were 9,254 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), 783 teachers who held nonstandard teaching certificates (provisional), and 1,126 emergency-certified teachers who did not have a teaching license and may not have had traditional teacher training in the 2024–25 school year. ^o	Oklahoma State Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Oregon	2024–25	Not reported	2,498	31,294	Oregon does not publish statewide data on unfilled teacher positions. The state report card indicated that 2,498 FTE teachers in the 2024–25 school year were teaching a course for which they did not have a proper endorsement (out of field), including 764 FTE teachers who were working on emergency or provisional licenses.	Oregon Statewide Report Card
Pennsylvania	2025–26 2023–24	1,659	13,352	129,658	The Pennsylvania Department of Education reported 1,659 unfilled teacher positions in October of the 2025–26 school year. The state reported that 13,352 teachers were teaching a subject or grade for which they were not fully certified (out of field) in the 2023–24 school year. Of those teachers, 3,904 were not fully certified and held an emergency certification. ^p	Pennsylvania Professional Vacancies Pennsylvania ESSA Educator Equity
Rhode Island	2024–25	Not reported	941	10,557	Rhode Island does not publish statewide data on unfilled teacher positions. The state report card indicated that 941 teachers did not hold the appropriate certificate for their teaching assignments (out of field) for the 2024–25 school year. Of those teachers, 916 were using emergency or preliminary certificates.	Rhode Island State Report Card
South Carolina	2025–26 2024–25	706	7,138	57,886	The Center for Educator Recruitment, Retention, and Advancement at Winthrop University reported 706 unfilled teacher positions as reported by districts in September or October of the 2025–26 school year. The state report card indicated that 7,138 teachers were teaching a course or courses outside their field of certification (out of field) for the 2024–25 school year.	South Carolina Annual Educator Supply and Demand Report South Carolina Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
South Dakota	2024–25	137	1,072	10,227	The South Dakota Department of Education reported 137 unfilled FTE instructional staff positions at the start of the 2024–25 school year. The state report card indicated that 465 FTE teachers held an active certificate but were not authorized to teach the subject they were assigned (out of field), 321 FTE were completing specific requirements to become fully certified (provisional or temporary certificate), 248 FTE were completing their preparation while working as a teacher of record (alternative certification or educator permit), and 38 FTE had no certification for the 2024–25 school year.	South Dakota Instructional Staff Turnover and Vacancy South Dakota Report Card
Tennessee	2024–25	831	4,095	60,052	The Tennessee Department of Education reported a total of 831 vacancies as of fall 2024 for the 2024–25 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 673 teachers received an exemption to teach courses outside their endorsement area for the 2024–25 school year (out of field) and 3,422 teachers were using a temporary permit for unlicensed teachers (provisional).	Tennessee Educator Vacancy Report Tennessee Report Card

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Texas	2024–25 2025–26	Not reported	92,268	371,144	Texas does not publish statewide data on unfilled teacher positions. The state reported in the Out-of-Field Teaching report that 61,272 FTE general education teachers were teaching outside their certified subject area for the 2024–25 school year and an additional 13,130 FTE special education teachers did not have special education and content certification for their assignments. Teachers who hold emergency permits and who do not have any Texas certification are not included in the out-of-field teaching report. In the Newly Certified and New Teacher Hires dashboard, the state reported that there were 12,096 teachers hired with no certification or permit, 1,344 teachers hired with emergency permits, and 4,426 teacher candidates hired who were still completing their preparation programs (intern certified) for the 2025–26 school year. These numbers only represent new hires in 2025–26 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 Dashboard
Utah	2023–24	Not reported	5,031	31,705	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), including 9% of teachers who 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

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Vermont	2024–25	Not reported	1,025	7,882	Vermont does not publish statewide data on unfilled teacher positions. The state reported that 87% of teachers were properly licensed in the 2024–25 school year. Given the federally reported FTE teachers for the 2024–25 school year (7,882), an estimated 1,025 FTE teachers were not fully certified for their teaching assignments.	Vermont Annual Snapshot
Virginia	2025–26 2024–25	2,463	19,215	94,345	The Virginia Department of Education reported that there were 2,463 unfilled FTE teacher positions as of October 1 for the 2025–26 school year. The Virginia State Quality Profile reported that 8,889 teachers were not fully endorsed for the content they were teaching (out of field) and 10,326 teachers were teaching on a provisional license while completing their preparation for the 2024–25 school year. ^q	Virginia Positions and Exits Data Virginia State Quality Profile
Washington	2023–24	Not reported	8,823	61,269	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
West Virginia	2024–25	Not reported	1,439	18,077	West Virginia does not publish statewide data on unfilled teacher positions. The state reported that 1,439 teachers were using provisional credentials for the 2024–25 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

State	Year	Unfilled positions	Estimated minimum number of teachers not fully certified for their teaching assignments	Total FTE teachers in the state (2024–25) ^a	Data description ^b	Sources
Wisconsin	2024–25	Not reported	4,321	59,308	Wisconsin does not publish statewide data on unfilled teacher positions. The state reported that 4,321 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 2024–25 school year. ^f	Wisconsin Distribution of Teachers
Wyoming	2024–25	Not reported	396	7,427	Wyoming does not publish statewide data on unfilled teacher positions. The state report card indicated that there were 395 FTE teachers using emergency or provisional credentials and 1 FTE teacher working outside their licensed subject area for the 2024–25 school year.	Wyoming ESSA State Report Card
Total		37,569	387,843	3,253,316		

^a U.S. Department of Education (2025). *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,” 2024–25 v.1a. For the 2024–25 school year, the FTE teacher data point for Tennessee was missing in the CCD, so we used the FTE teacher data point provided in the state report card.

^b The sum of the numbers described in the data description may differ slightly from the total numbers reported in columns 3 and 4 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, which comes from the Common Core of Data.

^c Information on the number of out-of-field teachers in Connecticut is detailed in the Excel file available for download on the 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.”

^d Information on DC’s number of unfilled teaching positions and teachers not fully certified can be found by downloading the Excel file “2025–26 Educator Workforce Data Files.” The number of teachers not fully certified represents the total number of teachers in DC Public Schools (DCPS) minus the total number of teachers holding DC certification as reported on the “Certified_Tch_SEA” 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.

^e 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.”

^f The total number of unfilled teaching positions in Illinois can be found by clicking on “2026 Unfilled Positions” under “Unfilled Positions Data.” On the dashboard, click on “Teaching” under “Position Type” for the number of unfilled teaching positions. This number may include a small number of non-teaching roles, including speech pathologists.

^g The total number of unfilled teaching positions in Iowa can be found by downloading the linked Excel file “2025–26 Iowa Public School District Full-Time Teacher Vacancy Rates spreadsheet.” The spreadsheet notes that the number of full-time teacher vacancies is from the fall 2025 Fall Basic Education Data Survey data collection and represents positions posted between August 20, 2024, and August 20, 2025. The survey manual notes that this number should include a count of the number of job postings for each unfilled teaching position between August 2024 and August 2025.

- ^h 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."
- ⁱ The data on unfilled positions for certified vacancies is shared at the 16:30 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.
- ^j The number of out-of-field teachers and the number of teachers on emergency/provisional licenses in Kentucky can be found under "Faculty, Staff and Community" in the table at the bottom of the "Disproportionality" tab (under the header "Inexperienced Staff").
- ^k The number of teachers working on Tier 1 licenses, Tier 2 licenses, and out-of-field permissions in Minnesota can be found on p. 13 (Table 2) of the [linked report](#).
- ^l 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 "Professional Qualifications (2025 Forward)" tab: (1) vacancies, (2) # out-of-field teachers, and (3) # teachers with emergency/provisional credentials. Then, select the data point: long-term subs for the five listed subjects (under the "Personnel" tab).
- ^m The number of unfilled positions for North Carolina can be found in the first table in [the linked report](#). We added the number of K-5 vacancies, 6-8 vacancies, 9-12 vacancies, and early childhood teacher vacancies to get a total number of unfilled teaching positions.
- ⁿ Information on the number of out-of-field teachers in Ohio can be found by downloading the "District Teacher Information 2024-25" file and summing up the numbers reported in Column AK (Number of Teachers (FTE) with Courses Outside of Credentialed Area).
- ^o The number of teachers not fully certified in Oklahoma can be found by downloading the "2025 - Teachers" csv file under the "Download Data" tab on the report card website. Restrict the data to state totals using the "EducationAgencyType" (Column B), and then restrict 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.
- ^p For information on the number of unfilled positions in Pennsylvania, download the "2025-26 Professional Vacancies Q1" file and go to the summary tab. For information on the number of teachers not fully certified, download the "2024 ESSA Educator Equity" file and go to the "State Educator Equity" tab.
- ^q For information on the number of unfilled teacher positions in Virginia, select "2025-26" as the year, "state" as the report level, "personnel" as the position category, and "teachers" as the position type.
- ^r For information on the number of teachers not fully certified in Wisconsin, download the "Statewide Data" file under "2024-25 Reports and Data," and go to the "State Detail" tab.
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Endnotes

1. U.S. Department of Education. (2025). *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,” 2024–25 v.1a. <https://nces.ed.gov/ccd/elsi/expresstables.aspx?bridge=quickFacts&tableid=23&level=State&year=2024-25>
2. Franco, M., & Patrick, S. K. (2023). *State teacher shortages: Teaching positions left vacant or filled by teachers without full certification*. Learning Policy Institute. <https://learningpolicyinstitute.org/product/state-teacher-shortages-vacancy>; 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. <https://learningpolicyinstitute.org/product/state-teacher-shortages-vacancy-2024>; Tan, T. S., Comai, S., & Patrick, S. K. (2025). *State teacher shortages 2025 update: Teaching positions left vacant or filled by teachers without full certification*. Learning Policy Institute. <https://learningpolicyinstitute.org/product/state-teacher-shortages-vacancy-resource-tool-2025>
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. For Alabama, Delaware, Hawai‘i, Minnesota, and North Dakota, the same data points used in the 2025 scan were used in this scan. The five states did not have updated data on unfilled teaching positions as of June 2026.
5. The six states that reported more unfilled positions in the latest year of data were Arizona, Colorado, Michigan, Mississippi, Montana, and South Dakota.
6. The 2025 scan did not report teacher certification data for New Hampshire and Indiana. For Connecticut, Idaho, Mississippi, Utah, and Washington, the same data points used in the 2025 scan were used in this scan. These states did not have updated data on teacher certification as of June 2026.
7. Between the 2023–24 and 2024–25 school years, the seven states that saw a 20% or more increase in the number of teachers who are not fully certified are Hawai‘i, Kentucky, Maryland, Minnesota, Montana, Nevada, and Oklahoma.

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