SREB

A Blueprint to Solve Teacher Shortages

For School and District Leaders

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Southern Regional Education Board

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How school and district leaders can create successful plans to address teacher recruitment and retention challenges

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A nonprofit, nonpartisan interstate compact created in 1948, the Southern Regional Education Board works to improve education at every level, from early childhood through doctoral education.

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A Blueprint to Solve Teacher Shortages: For School and District Leaders

Let's renovate the teaching profession

Teacher Shortages Hurt Education and the Economy

Teacher shortages are a pervasive problem plaguing the nation, especially in the South — and they have implications for not only schools but also our economy. Without enough qualified educators, nearly **20 million students** in the South are at risk of not receiving the quality instruction needed to prepare them for the workforce. What will the continued consequences for individuals, families and local economies be if we can no longer depend on public schools with trained, qualified teachers to educate the students in that community?

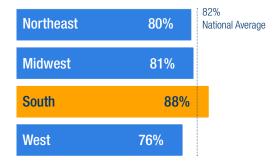


In 2022, SREB published <u>A Blueprint to Solve Teacher Shortages</u> for state leaders to develop action plans for restoring their state's educator workforce through comprehensive approaches that address teacher preparation, licensure, compensation and professional support. We recognized the need for similar guidance tailored to local district and school leaders working to improve key policies and practices in a purposeful way.

School districts persistently face challenges filling vacancies. According to data gathered from 4,000 public schools by the School Pulse Panel Survey, 88% of public schools in the South had two or more teacher vacancies at the start of the 2024-25 school year — higher than any other region in the country and the national average of 82%. Only 81% of schools in the South filled these vacancies before the school year started. Even after the school year was underway in October 2024, 55% of school leaders in the South felt understaffed.

Percentage of Public Schools With 2+ Teacher Vacancies

August 2024



Source: National Center for Education Statistics, School Pulse Panel Survey

But teacher shortage issues are not only about *quantity* or having a person to fill every teaching position — they are also about teacher *quality* and the distribution of teaching talent. Research from the Learning Policy Institute shows that teacher turnover is costly to taxpayers. But filling vacant positions with underprepared teachers also costs us by slowing student learning and achievement, which could lead to economic loss in future years. The exact nature of these challenges can look different from place to place, meaning each school district needs a unique plan to maintain their own quality educator workforce.

Local officials, school and district leaders, teachers, community partners and other shareholders working together can mitigate these ongoing challenges. SREB works with hundreds of schools each year coaching leaders and teachers. We conduct research, interview and survey educators, stay up to date on the latest evidence-based information, and bring together policymakers and education leaders at all levels to collaborate and learn together. The guidance in this report is informed by these insights.

Why We're Losing Teachers

According to findings from Merrimack College's 2023 second annual teacher survey, Is Teacher Morale On the Rise?, teachers report feeling overworked, underpaid and undervalued at higher rates than before the pandemic — all factors that lead to turnover in any profession. A 2024 publication, The Rise and Fall of the Teaching Profession, analyzed teacher workforce trends from 1970 to 2020. The results reveal that feelings of dissatisfaction, lack of recognition or respect, and waning interest in entering the teaching profession among high school students were all widespread trends prior to the COVID-19 pandemic. The teacher shortage issue is a decades-long problem, further exacerbated by pandemic stressors.



66 Teachers are not staying due to inflation and making such a low salary. I am a divorced mom of three children under the age of 8. Life is very hard and only receiving \$39,000 a year is tough. **

> - 35-year-old elementary school teacher with 8 years of experience

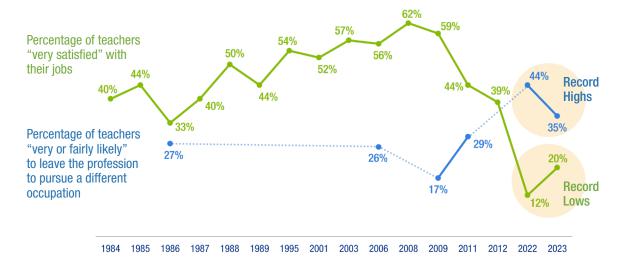
> > Source: Merrimack College, 2023 American Teacher Survey

Because these trends have endured for so long, it is critical to understand the persisting causes. Teachers' overall satisfaction has ebbed and flowed since the first iteration of the MetLife Survey of the American Teacher in 1984, with an increase in satisfaction during the economic recession of the mid-1990s and an overall peak of a 62% satisfaction rate in 2008. However, four years later in 2012, the same survey reported that only 39% of teachers felt very satisfied. In 2023, only 20% of teachers felt satisfied, according to Merrimack College's survey, which revived the nation's temperature-taking on teacher workforce issues once the MetLife survey ceased after 2012.

When teachers report feeling satisfied with their jobs and less likely to quit. it is most often because they feel recognized as qualified professionals, earn a fair salary and have time to collaborate with their colleagues.

Teacher Labor Market Trends

1984-2023



Sources: MetLife Survey of the American Teacher; Merrimack College, 2023 American Teacher Survey

As teaching has become a less satisfying profession, turnover has increased. According to research from RAND, district leaders reported that both teacher and principal turnover increased to unprecedented levels during the 2021-22 school year compared to pre-pandemic trends. SREB reports the teacher turnover rate at nearly 20% in the South in 2022-23, more than double the average turnover rate of less than a decade ago.

Research from Teacher Labor Market Trends, a 2024 report by SREB and Vanderbilt University, indicates that teachers who plan to stay do so because of a positive, supportive culture among staff and students. Of the teachers surveyed who intended to exit the profession, a lack of leadership support was the most commonly cited reason.

School districts face challenges hiring qualified teachers to fill the vacancies created by turnover and fewer people choosing to enter the profession in the first place. The national School Pulse Panel survey indicates that a variety of challenges filling teacher vacancies are more common in school districts across the South than in other regions of the country.

Percentage of Public Schools Reporting Challenges in Filling Vacant Teaching Positions for the 2024-25 School Year

August 2024

	Northeast	Midwest	South	West	Average
Too few candidates applying for open teaching positions	63%	72%	63%	51%	62%
A lack of qualified candidates applying for open positions	61%	64%	71%	55%	64%
Candidates felt the salary and benefits for teaching positions weren't enough	36%	32%	32%	24%	31%
Applicants turned down teaching positions once offered for reasons other than salary and benefits	23%	16%	20%	16%	19%
Other	8%	6%	6%	10%	7%
We did not experience any challenges filling teacher vacancies	12%	12%	13%	17%	14%

Source: National Center for Education Statistics. School Pulse Panel Survey

Targeted answers to the pervasive teacher shortage problem lie with school districts.

District leaders who investigate the causes of their teacher shortage can point to a combination of leadership quality, culture, support, compensation, benefits and more.

Better Student Learning, Stronger Economies

Employing a sufficient number of quality educators in all schools will positively impact student learning, the local community and the economy by developing the next generation of workers. Schools and passionate educators shape the pipeline of those who will go on to postsecondary education, are prepared for future employment and even form the next generation of teachers.

The teacher shortage crisis is not just about filling each staff position. It is about the quality of dedicated educators engaging with students. When policymakers and district leaders shift their focus from hiring and growing highly qualified, well-prepared educators to simply filling classrooms with anyone accepting the job, students are negatively impacted. Research from the Learning Policy Institute reveals that higher turnover is almost unavoidable when districts hire uncertified teachers as a stop-gap measure, further exacerbating the challenge and harming student learning.



Supporting teachers, valuing their skills and making schools a positive place to work can lead to recruiting and retaining great educators.

Recent research from Texas Tech University shows:





Students with uncertified novice teachers with no prior classroom experience lose about four months of learning in reading and three months in math.

The effects are cumulative: Numerous years of inadequate instruction from uncertified and underprepared teachers eventually lead to years of compounded learning loss, resulting in **economic loss** for the region once students enter the workforce.

It is critical that local leaders focus on **long-term pipeline planning**, including identifying ways to uplift the value of the profession — rather than immediate fixes designed to temporarily bandage teacher shortages without addressing root problems.

Source: Kirksey, J., 2024.

Big Problems Call for Bold Solutions

Imagine a world where more great people entered teaching, stayed in the profession, and got better and better. How do we achieve this?

Let's make teaching an attractive career. Elevate the teaching profession — make it a rewarding, valued, appreciated position in our communities.

Attractive career fields share some key elements: support, career advancement, fair pay and recognition, according to Drive by Daniel Pink. Pink argues employees are motivated through autonomy, mastery and purpose. To solve teacher shortages, we must support teachers' mastery, agency and autonomy — and that means improving how we prepare, advance and compensate them.

While state policies may or may not aid in this goal, school and district leaders can work to effect change in their schools by designing an effective blueprint. Reversing increased teacher turnover and vacancies will allow districts and schools to recruit and retain a range of talent and reallocate time and funding to invest in educator development, support and school innovation — together, improving schools' overall performance and our economic outlook.

A New Teacher Workforce Blueprint for School Districts

SREB's first Blueprint for state-level leaders recommended **four steps** to create a blueprint for renovating our educator workforce. These four steps also apply to district-level policy and practice:

Step 1: Understand your district's specific shortage issues.

To identify issues and develop targeted solutions, leaders must first understand the conditions causing the problem. Regularly collect and analyze data to pinpoint specific challenges and begin to infer why these challenges exist. Many districts already understand the importance of using student data to improve instruction and have systems in place to gather, analyze and apply this data. Districts should also study their teacher workforce and talent pipeline data to ensure they have the human capacity needed to continue driving student learning and success. For example, collect and analyze data on applicants, current teachers and staff turnover to identify gaps and trends.



Long-term, annual data collection and analysis will highlight the exact challenges you face — not the perceptions of challenges.

It will also inform leaders of the real-time effects of teacher workforce interventions.

District leaders can lean on existing resources to help build a solid data collection and analysis process, including SREB, the New Teacher Center, data technology system specialists and even neighboring districts who have a strong, data-focused approach.

Review your district's data to help answer some or all of the following questions:

- What are your top teacher shortage challenges? How do they vary by school?
- What are the challenges to attracting and preparing future teachers for the job? Are certain schools, grade levels or subjects harder to recruit and hire for than others?
- How is your district partnering with educator preparation programs to increase your pipeline of talent and support their professional growth? How are your partner preparation programs responding to the challenges you face?
- What trends do you see in teacher retention, turnover and vacancy data by experience level, age and other demographics, certification, pathway into teaching and effectiveness level?
- What do your teacher surveys tell you? What do your exit surveys and retention surveys tell you about why staff choose to leave or stay?
- What support do your novice and veteran teachers want? What support do they need most according to their supervisors and mentors? Are the types or amounts of support different by preparation pathway?

Step 2: Collaborate to create a comprehensive redesign blueprint.

Once your district and schools understand what the data says about your top challenges and have discussed negative trends or concerns, it is time to use this analysis to plan a better way forward.

Open communication to and from district leaders and staff — including insights and perspectives from educators, principals and school leadership teams can break down silos to allow for deeper reflection and collaboration at all levels. This reflective process should include exploration of proven and promising practices and lead to a bold, innovative districtwide blueprint for tackling the top short- and long-term challenges.

No blueprint can solve everything immediately.

The strongest blueprints act as the map for solving challenges comprehensively over time.

The blueprint should represent district voices and address all causes — from significant to minor — that negatively affect the ability to attract, support and retain strong educators in all schools.

Step 3: Put the plan into action. Commit to long-term, systemic change.

Next, the district must put the plan into action, while simultaneously committing to a long-term vision of systemic change. Too often, changes in leadership disrupt or end plans to create new programs, shift processes or change practices, without first analyzing the longitudinal trends or impacts. The data-driven, highly collaborative process of developing a comprehensive blueprint to solve your district's teacher shortage challenges should include a long-term plan for implementation and the districtwide commitment to see it through.

The issues that factor into teacher shortages — such as turnover and the decrease in qualified, well-prepared new educators — cannot be solved in two to three years. Numerous causes and factors must be studied, addressed strategically and improved to bring about impactful and lasting change. This means a 10-to-20-year commitment to seeing the blueprint through, persisting even through leadership changes.

Step 4: Make a continuous investment in your district's future.

Not only does implementation of your blueprint require a long-term *commitment* by your district, it also takes continuous, year-over-year *investment* in studying the results and making necessary adjustments. This means that district and school leaders need to prioritize the blueprint's goals and action items in their budgets, seek out additional support when needed, and work diligently to supply the human capital and resources to sustain the efforts long term.

Investing doesn't have to mean an influx of millions of dollars to see results. Investing can be done through thoughtful realignment of available resources and capacity. Long-term investment in change requires innovation and agility, which may necessitate conversations with state-level leaders to request support and budget flexibility.

Resources for Districts and Schools

There are numerous models around the nation that can help districts invest in their educator workforce support programs, salaries and other benefits — in some cases while remaining budget neutral. Models to look to include:

- Dozens of districts in North Carolina's advanced teaching roles program
- Public Impact's Opportunity Culture model, including a self-driven design portal for districts
- · Staffing frameworks and guides from Education First and **Education Resource Strategies**
- · Models from Texas highlighted by the state education agency and associations

State Spotlight

"The Mississippi Miracle" or a Strong Blueprint?

Mississippi's recent progress in literacy illustrates how a strong blueprint and intentional process can achieve meaningful change.

For years, Mississippi ranked toward the bottom of all states in fourth grade reading achievement on the National Assessment of Education Progress. In 1998, just 17% of Mississippi fourth-graders scored at or above Proficient. By 2024 (26 years later), this number climbed to 32% — slightly better than the national average of 30% and now placing Mississippi ninth among all 50 states for fourth-grade reading proficiency.

Percentage of 4th-Graders Scoring at or Above Proficient on NAEP



A central component of Mississippi's blueprint includes strengthening the professional expertise of the teaching workforce. In 2005, Mississippi began requiring teacher preparation programs to include early literacy coursework, a policy the state has continued to adjust over time. Mississippi's progress began to accelerate in 2013, when state legislators passed the Literacy-Based Promotion Act. The bill addresses student literacy through a comprehensive, multi-pronged approach with an explicit focus on the recruitment of highly qualified literacy coaches and ongoing professional support for teachers and school leaders.

Although there is still work to be done — such as addressing persistent literacy disparities by race, family income and gaps beyond fourth grade — Mississippi's efforts highlight many of the components of a strong blueprint, including interconnected policies and practices, aligned investments and a long-term commitment to change.

The impact of this work goes far beyond improved NAEP scores — research estimates that **for** every dollar Mississippi spends on these efforts, the state gains an additional \$32 in **lifetime earnings**, a significant long-term economic boon.

Sources: The Nation's Report Card, Data Tools: State Profiles; Economics of Education Review, 2024; Education Week, 2023; Arkansas Advocate, 2025.

Elements of a Teacher Workforce **Renovation Blueprint for Districts**

The solution to districts' teacher recruitment, quality and retention challenges requires a comprehensive approach, reliable data and an upgrade to one or more district policies and practices. The issues many districts face were not created overnight or caused by one problem, thus it will take a multi-pronged approach that is tailored to your local community. The most effective blueprints include improvements to four interconnected areas:



Before turning to solutions, there are several key things to remember as you begin designing your district's teacher workforce blueprint:

✓ Be data centered.

Collect and analyze as much staffing data as possible. Automate data systems and work with or employ an experienced data analysis expert to aid with efficiency.



✓ Interact with and listen to your teachers as much as possible.

This can be done through surveys, interviews and focus groups, diverse teacher advisory committees, online comment boxes, virtual townhall meetings and more. Teachers' firsthand experiences and insights are essential sources of information for understanding and explaining your district's staffing trend data and making informed decisions about targeted strategies.

√ Talk to your principals and administrators.

Listen to school leader insights about what novice teachers need to grow and stay in the profession, as well as what veteran teachers want and need to advance in the next stage of their careers.





√ Implement a districtwide system for longitudinal data.

This system should include multiple measures of labor market conditions and teacher feedback, such as educator supply and demand data, surveys and interviews. Review available state and district statistics each year, including:

- Information on your teachers' preparation pathways
- · The number of uncertified, inexperienced and out-offield teachers
- Data on teacher retention, vacancies and eliminated positions

To identify targeted solutions, analyze the impact local trends may be having on student outcomes and achievement. Use your districtwide data management system to inform teacher recruitment, hiring, licensure, support and compensation strategies.



Pathways and Preparation

School districts are largely dependent upon other entities to develop and govern strong teacher preparation and pathways into the profession. Yet some districts that have been unable to recruit enough strong teachers have developed their own programs to recruit and prepare new teachers. Regardless of what your district offers, there are several strategies to aid in hiring more fully prepared, ready-for-day-one educators.



Policy

- Innovate your district's teacher recruitment policies and **processes**. Consider offering benefits in your local policy that will attract quality candidates, such as guaranteed mentors, multiple career advancement tracks, partnerships with local educator preparation programs for discounts on courses or professional learning opportunities, increasing salaries for early career teachers above the minimum pay scale or helping paraprofessionals earn their degree and teaching certificate.
- Examine your hiring policies and procedures to better assess candidate readiness, while also expanding your recruitment tactics to cast a wider net for applicants. Consider specialized online forums or advocacy groups, connecting to virtual job fairs and veteran recruiting boards. Showcase your schools' community support and assets to attract new attention.
- Consider implementing new policies and budgeting techniques to allow for creating more positions that can provide **direct support to** teachers-of-record, including teacher apprentices, residency candidates, interns and paraprofessional-to-teacher candidates.



Practice

Form strong partnerships with local educator preparation **programs** at colleges and universities or other quality providers. Working with these partners can lead to better alignment between necessary workforce skills and preparation programs' content and pedagogical curricula.

Partnerships can also foster innovations in preparation pathways, such as increased hands-on-learning, extended residencies, new course scheduling designs and more. Districts should clearly communicate to preparation programs what candidates need to become better prepared new hires.

- Make room for more **teacher pathways.** Work with programs that allow your district to play an active role in preparing future teachers through full-time residencies, apprenticeships and extended internships. This will provide teacher candidates with greater realworld readiness, practical techniques and mentoring, while offering your district more opportunities for extended onboarding and relationship-building with potential future employees. This work may involve targeting pathways beyond traditional bachelor's programs that have a classic student-teaching experience and alternative certification programs that often provide pre-service teachers with little to no practicum experience.
- Consider working with entities or programs to develop a paraprofessional-to-teacher pathway in your district. Provide paraprofessionals support and direct access to securing a bachelor's degree and professional certification while they are employed at the district. An example of this is **BloomBoard's** paraprofessional degree and certification pipeline program.



Licensure and Advancement

While licensure policies are set by states, districts can influence these policies and adapt their own systems to better support more teachers with reaching professional and advanced certifications.



Policy

- Examine your state's policies to understand the requirements and processes used for teachers to acquire their professional license. Consider if these policies align with your district's guidance: Are there any current or potential roadblocks that may prevent teachers from becoming certified after completing a traditional or nontraditional preparation program? Are there any roadblocks to teachers earning advanced certifications (if available in your state)? Identify ways your district's policies can help eliminate or mitigate these roadblocks.
- Look at innovative **staffing models**, such as Opportunity Culture and the New Teacher Center Model, as examples of how to create strategic, team-based staffing structures. This could include classic teacher roles, roles for future teachers and teacher-leadership roles. Shape your district's budget to allow for proper compensation aligned with these differentiated roles.
- Define clear pathways for interested teachers in your district to advance into **leadership roles that are not administrative**, such as lead or reach teachers, teacher-mentors, master teachers, multiclassroom lead teachers, team leaders and other instructional leadership positions.



Practice

- Consider **factors** such as financial hardships, lack of proper preparation and reciprocity issues — that may prevent an individual from becoming fully licensed prior to or during employment. Address these issues through targeted strategies, such as increasing access to quality development opportunities, PRAXIS support or support with navigating the licensure process.
- Develop professional learning and coaching opportunities designed to help more employed teachers achieve professional certification and then advanced certification, if available in your state.



There were a lot of issues getting my license transferred. I was in Illinois.

[I was told] you're going to have to basically retake all of your tests in order to get your endorsements back on your license. ""

New teacher in Tennessee

Source: SREB Focus Group

Professional Support and Mentorship

Providing direct support to educators is a primary role and leverage point for district leaders to grow and develop their educator workforce, as well as attract and retain great educators.



Policy

- Review your district's policies from the perspective of providing the maximum amount of support possible to **new and struggling staff**, especially those lacking full educator preparation or on-the-job learning before starting their position. Be sure to look for opportunities to include more support for needs common among novice teachers, such as classroom management. Ensure structures are in place to enhance district- and school-level responsiveness to staff requests and to provide evidence-based supports that have demonstrated positive impact on staff and student outcomes.
- 66 I think if there was someone to model a few lessons and really just help you through that first year ... just something to help take all the stress off. ??
 - 20-something new teacher with non-traditional preparation

Source: SREB Focus Group

Review your district's policies from the perspective of providing maximum support to **experienced teachers**, teacher-leaders and administrators. These educators have different needs than novice teachers but still require professional learning, collaboration and guidance to continuously grow their skills, advance their impact and adapt in an ever-changing world.



Practice

- Assess which professional supports your district already provides and reevaluate if these are beneficial to the professional growth of your teachers, based on multiple data sources and educator survey feedback. Use **teachers' feedback** to define targeted areas of need and apply the structures and resources necessary to address these concerns.
- Prioritize more time and opportunities for novice teachers, experienced teachers, teacher-leaders, and other personnel within and across grade levels and schools to work together and collaborate as a form of professional development, culture-building and alignment.
- Without prioritizing collaboration, teachers don't feel like they're growing, and if they don't feel like they're growing, they leave the profession, and then we have shortages and we continue the cycle. ??

- High school math teacher-leader

Source: Educators For Excellence, Voices from the Classroom, 2024

- Develop and implement a **teacher induction program** for your district to provide all novice teachers with improved support from school leaders and mentor teachers, sufficient planning time, dedicated coaching time, as well as personalized instructional guidance, modeling and professional development opportunities. Reach out to trusted nonprofits like the New Teacher Center or SREB for guidance and assistance with implementing induction programs.
- Introduce or connect with a district leadership induction program for aspiring and new assistant principals, principals and even central office leaders. New leaders need guidance, mentorship, coaching and professional learning as much as new teachers. Induction programs can focus on typical duties and challenges of the job, and provide personalized support for participants.

Compensation, Incentives and Working Conditions

Teacher compensation is a complex web of state and district policies and practices. But to build compensation packages that help attract and retain strong educators, districts have a variety of options, many of which can even be cost-neutral.



Policy

- Examine current state and district pay structures and benefits to identify areas for improvement. Consider **fresh compensation strategies** to attract and retain staff, such as increased base pay, better benefits packages and salaries for pre-service teacher support roles, such as apprentices and residents. Districts can also explore options for pay increases that reward growth and development, improved teaching skills, or expanded competencies and responsibilities. Keep an eye on take-home pay for teachers, making sure that pay and benefit costs increase the spending power of teachers in your community.
- Develop **outreach strategies** to share information about improved educator compensation packages to help recruit a larger pool of potential new hires.
- Explore policies that ensure educators receive fair wages based on their **responsibilities**, **duties and impact** on student learning or school culture and accomplishments. Consider providing differentiated pay to teachers for differentiated roles, such as residents, assistants, novice teachers, professional teachers, and teachers with advanced skills and responsibilities. Consider targeted salary increases to attract talent to schools or subjects with especially high vacancy or turnover rates. Look to entities that provide support for customized budget design — including cost-neutral ways to build differentiated salaries and innovative or strategic staffing models — such as Public Impact and Education First.

- Institute new policies that recognize and reward teachers for their hard work and accomplishments, including monetary and nonmonetary recognitions. Even simple recognition and reward systems can have a positive effect on retention. This could include public praise, peer recognition, achievement awards, professional development opportunities and perhaps even experiential or monetary rewards.
 - 66 I'm a master's-level, second-year teacher and do not make enough for my family to be off of free and reduced-price lunch. ">>

Traditionally prepared teacher

Source: SREB Focus Group



Practice

- Deepen your understanding of working conditions at schools in your district — this is a key part of compensation, satisfaction and retention. Learn about the culture in all school buildings directly from staff, such as:
 - · Building leaders' strategies, strengths and challenges
 - Level and quality of relationships and collaboration among administrators and teachers
 - Quality of support from administrators, mentors and coaches
 - Amount of planning and collaboration time actually provided
 - Amount of resources supplied to teachers
 - · Support provided to educators around family engagement and student discipline



66 A little goes a long way ... A personal note, an email, a card when leaving an observation, mentioning someone on their team who has done well. ??

Elementary schopol teacher

Source: Merrimack College, 2023 American Teacher Survey

Every Student Deserves a Great Teacher

To renovate the teaching profession and rebuild the pipeline of great teachers for all students, states and districts will need to purposefully and collectively improve both policies and practices by providing teachers what they tell us they need — respect, support, fair compensation, a positive culture and sustainable working conditions.

The structure of SREB's blueprints for state and district leaders envision elevating the teaching profession by attracting great teachers, offering a variety of support so they can perform their best and grow professionally, and delivering the respect and compensation their skills and contributions deserve. Supporting our public educators in these ways can yield massive benefits for all — a more educated population, a productive workforce and a vigorous economy for years to come.



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