

TEACHER SHORTAGE

INTRODUCTION WHAT SHORTAGE?

The teacher shortage is a demand and supply problem. It is “the inability to staff teacher vacancies at current wages with individuals qualified to teach in the fields needed.” (*Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute.*) In South Carolina the teacher shortage is a combination of an increase in the number of open teaching positions and a decrease in the supply of potential first-year teachers.

The increase in open teaching positions is based on several demand factors:

- increasing student enrollment,
- higher teacher turnover, and
- lower pupil-teacher ratios.

A fourth factor for 2018 was an expected one-time increase in teacher retirements.

As discussed above, the major supply issue is the decrease in college teacher preparation program graduates.

This fact sheet covers these demand and supply issues including highlighting the sources for filling teaching positions and the subject areas with the highest teacher vacancies. The primary sources of information are the “South Carolina Annual Educator Supply & Demand Report” documents published by the Center for Educator Recruitment, Retention &

Factors Increasing the Demand for Teachers

- Increasing student enrollment
- Higher teacher turnover
- Lower pupil-teacher ratios
- Expected spike in teacher retirements

Factor Decreasing the Supply of Teachers

- Drop in teacher education program graduates

Advancement (CERRA). For information on teacher salaries, see the “Teacher Salaries” fact sheet.

DEMAND FACTORS

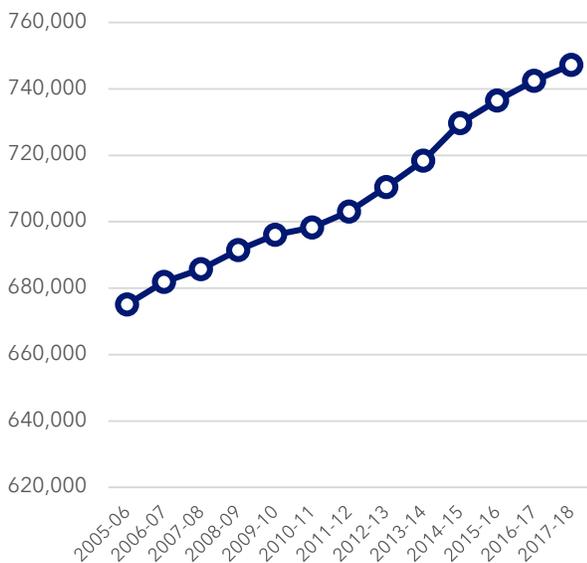
THE NEED FOR MORE TEACHERS

Student Enrollment Growth

Student enrollment in the state and in Greenville County Schools continues to grow resulting in the need for more teachers. Over the five-year period (2012-13 to 2017-18), total public school enrollment in the state increased at an average annual rate of 1% with an average of 7,400 additional students per year. Greenville County Schools' enrollment had a one-time decrease in 2017-18 due to charter schools moving to the State Public Charter School District. For the four year's prior, enrollment increased at an average annual rate of 1%. *(State data includes the South Carolina Public Charter School District and special schools in the state.)*

Student Enrollment, South Carolina Public Schools

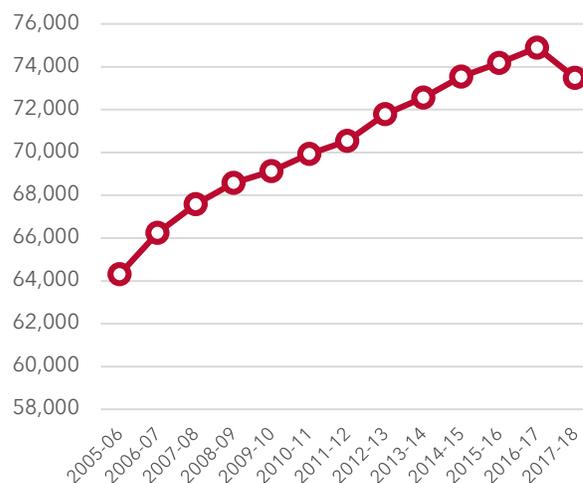
School Years 2005-6 through 2017-18



Note: Includes special and charter school districts. Source: "135-Day Average Daily Membership by School District," SC Revenue and Fiscal Affairs Office. (<http://rfa.sc.gov/econ/educ/revperpupil>)

Student Enrollment, Greenville County Public Schools

School Years 2005-6 through 2017-18



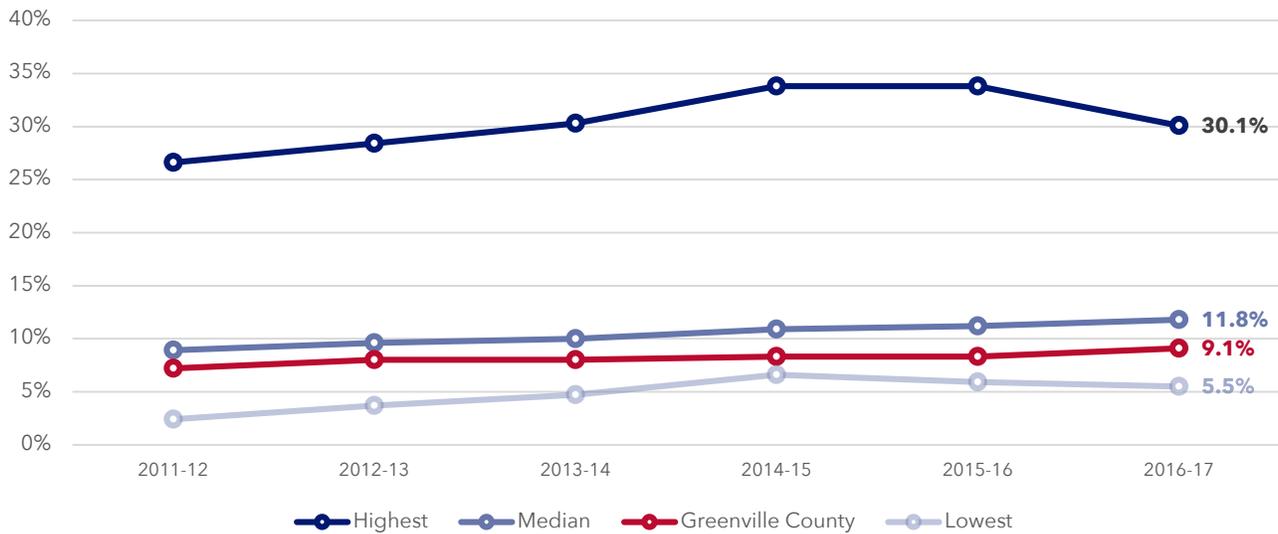
Source: "135-Day Average Daily Membership by School District," SC Revenue and Fiscal Affairs Office. (<http://rfa.sc.gov/econ/educ/revperpupil>)

Higher Teacher Turnover

Statewide another factor affecting the teacher shortage is teacher turnover. As of 2016-17 there were seven school districts that consistently had teacher turnover rates above 20%. The district with the highest rate saw 30% of its teachers turn over. Of the 82 school districts in the state (includes the South Carolina Public Charter School District), one-fourth had a rate above 15%, double the number of districts four years earlier. At 9.1% Greenville County Schools' turnover rate for 2016-17 was below the median district figure of 11.8% and was the 13th lowest of the 82 districts. As the chart below demonstrates, the median teacher turnover rate increased from 9% in the 2011-12 school year to nearly 12% in 2016-17.

Teacher Turnover Rate: State School Districts

School Years 2011-12 through 2016-17



Source: SC Teacher Turnover Data, Center for Educator Recruitment, Retention & Advancement. (<https://www.cerra.org/research.html>)

Another statewide concern is the number of teachers who leave after their first year of teaching. Of the first-year teachers hired for the 2017-18 school year, 25% neither returned to the same position nor moved to a teaching position in any other South Carolina public school district.

Of the teachers who left their positions during or at the end of 2017-18, 35% had five or fewer years of classroom experience in South Carolina and 13% had one year or less. Excluding retired teachers,

48% of the teachers who left had five or fewer years of classroom experience in South Carolina and 17% had only one year or less.

There are three major reasons that teachers leave their current teaching position: leave for a teaching position in another school district; retirement; and family-related, personal reasons (including staying home with children, caring for sick/aging parents, spouse relocation and military assignment).

Reasons for Leaving Teaching Position

Not returning for school year 2018-19

Reason	South Carolina	Greenville County Schools
Teaching position in another SC school district	27.2%	19.0%
Retirement	26.4%	26.5%
Personal choice, family-related*	17.4%	36.9%
Changed profession	4.7%	8.0%
Teaching position in another state or country	3.8%	0.0%
Termination, non-renewal	3.6%	<1%
Personal choice, job-related*	2.8%	<1%
Other	14.1%	8.6%

*Family-related includes staying home with children, caring for sick/aging parents, spouse relocation, military assignment, etc.; job-related includes salary, administrative support, lack of preparation, general dissatisfaction, etc. Source: Table 4A, "South Carolina Annual Educator Supply & Demand Report," Center for Educator Recruitment, Retention & Advancement (CERRA), January 2019. (<https://www.cerra.org/research.html>)

Among all school districts, 27% of teachers leaving their teaching position left to go to another school district in 2018-19. This percentage has steadily increased over the last five years. Teachers retiring accounted for 26% of all teachers leaving their position—an increase from 20% the previous year as 600 more teachers retired in 2018-19 than in the prior year. The end of the TERI program (see below) is a likely contributor to this increase.

In Greenville County Schools in 2017-18, the highest reason for leaving was family-related personal choice at 37% followed by retirement at 27%.

As noted by CERRA, some reasons for leaving may be under-reported, as “some districts do not ascertain why teachers are leaving or that teachers may be reluctant to respond to the inquiries.” Several districts reported the reason for some departures as “unknown.”

Overall, approximately 7,300 teachers left their positions during or at the end of the 2017-18 school year. Taking out those that went to teach in another public school district in the state, more than 5,300 teachers were no longer teaching in any South Carolina public school—a 38% increase from five years earlier. (*“South Carolina Annual Educator Supply & Demand Report,” Center for Educator Recruitment, Retention & Advancement (CERRA), January 2019*).

Lowering of Pupil-Teacher Ratios

The Great Recession of 2007-09 led to an increase in school district pupil-teacher ratios as state funding was cut drastically. In recent years, pupil-teacher ratios were lowered in many districts to return them to pre-recession levels. This increased the demand for teachers.

Teacher Retirement in 2018

A significant increase in the number of teachers retiring occurred in 2018. This is likely due, at least in part, to the end of the South Carolina Teacher and Employee Retirement Incentive (TERI). Initiated in 2000 to keep experienced teachers in the classroom, the TERI program allowed teachers to work up to five

Of the first-year teachers hired for the 2017-18 school year, 25% did not return to teaching in South Carolina.

years after they officially retired during which time their pension benefits were banked in a special account. They then received a lump sum payment of the accrued benefit amounts at the end of their program participation. Effective July 1, 2012 the program was closed to new hires, and new enrollees in the program after that date were required to end their participation within five years or by June 30, 2018, whichever is earlier.

As previously stated, the number of teacher retirements in 2018 in all South Carolina public schools increased by 600 from the previous year - a 45% increase. In Greenville County Schools retirements more than doubled with 70 more in 2018 than the previous year.

Open Positions and Vacancies

As a result of the above factors, the number of open teaching positions in South Carolina continues to increase. For the 2018-19 school year there were 8,220 open teaching positions (full-time equivalents-FTEs) in South Carolina public schools—a 37% increase from 2012-13 to 2018-19.

This includes 621 teaching positions that were not filled. This is a 13% increase from 2017-18, a 29% increase compared to 2016-17 and more than double the number in 2012-13.

In 2018-19 there were 52,600 teaching positions (FTEs) in regular public schools in the state. Of all teaching positions 16% had been open, and as of the fall semester just over 1% were still vacant.

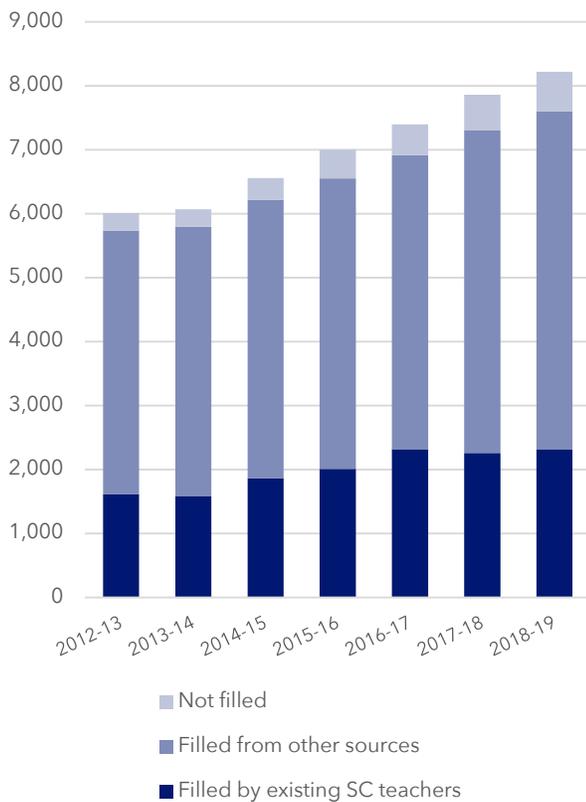
In Greenville County Schools, the number of open teaching positions increased slightly to 561 (FTEs) from the previous year. The number is a 40%

increase from six years earlier. Start-of-the-year vacant positions decreased from a high of 25 in 2014-15 to 12 in 2018-19.

In 2018-19 the school district has a total of 5,069 teachers in full-time equivalents (FTEs). Open positions for this school year were 11% of the total. (“South Carolina Annual Educator Supply & Demand Report,” Center for Educator Recruitment, Retention & Advancement (CERRA), January 2019).

Open Teaching Positions, South Carolina Public Schools

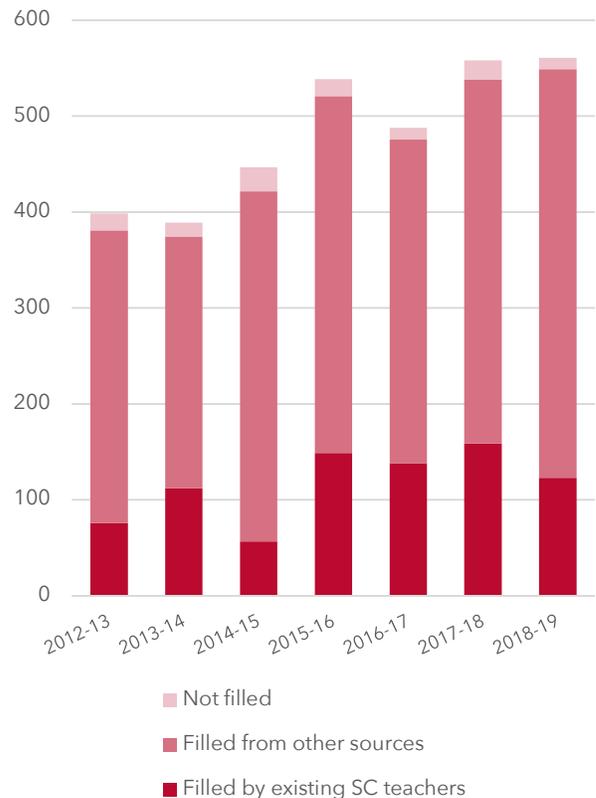
School Years 2012-13 through 2018-19



Source: Tables 2B & 5A, South Carolina Annual Educator Supply & Demand Reports, Center for Educator Recruitment, Retention & Advancement (CERRA). (<https://www.cerra.org/research.html>)

Open Teaching Positions, Greenville County Schools

School Years 2012-13 through 2018-19



Source: Center for Educator Recruitment, Retention & Advancement (CERRA). (<https://www.cerra.org/research.html>)

SUPPLY FACTORS

DECREASING AVAILABILITY

Sources for Filling Open Positions

Of the 8,220 open teaching positions in state public schools in 2018-19, 92% were filled and 8% were vacant in the fall of the school year. Of the filled positions, 31% were filled by teachers moving from one school district to another. Just

under one-fourth (24%) were filled by students graduating from a South Carolina public or independent institution with a bachelor's degree and eligible for teacher certification. In Greenville County Schools 22% moved from another district and 24% were in-state graduates.

Sources for Filling Open Teaching Positions (Excluding those filled by existing SC teachers)

School Year 2018-19

Source	South Carolina	Greenville County Schools
In-state teacher education program graduates	34.7%	30.8%
Teachers from other states	22.7%	27.0%
Alternative teacher certificate programs	12.3%	13.8%
Out-of-state teacher education program graduates	10.8%	14.3%
Teachers from outside U.S.	7.5%	0.9%
Inactive in-state teacher returning to teaching	6.7%	6.1%
Teachers from a college or private K-12 school in state	2.8%	0.9%
Online teacher education program graduate	1.6%	6.1%
Other	1.0%	0%

Source: Table 2B, "South Carolina Annual Educator Supply & Demand Report," Center for Educator Recruitment, Retention & Advancement (CERRA), January 2019. (<https://www.cerra.org/research.html>)

When positions filled by existing South Carolina teachers are excluded, 35% of the remaining positions in the state were filled with students just graduated from a public or independent South Carolina teacher education program. This is down from 50% six years earlier. The percentage for Greenville County Schools for 2018-19 was 31%, a large drop from 70% in 2012-13.

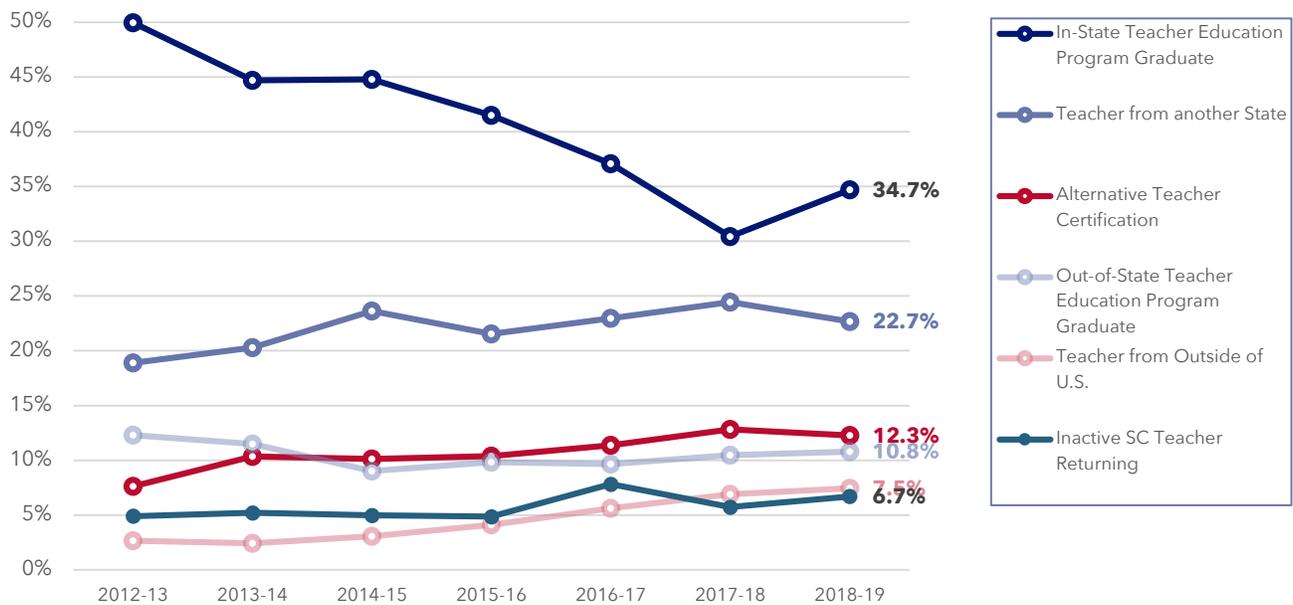
Again, with existing South Carolina teachers excluded, the second largest source for filling open teaching positions in South Carolina public

schools was teachers from other states at 23%--an increase from 19% six years earlier. For Greenville County Schools, teachers from other states were also the second largest source for filling teacher positions at 27%--a substantial increase from 15% in 2012-13.

Alternative teacher certificate programs and out-of-state teacher education programs were also significant contributors of 2018-19 hired teachers for both Greenville County Schools and public schools in the state.

Top Sources for Filling Open Teaching Positions in SC Districts (Excluding those filled by existing SC Teachers)

School Years 2012-13 through 2018-19



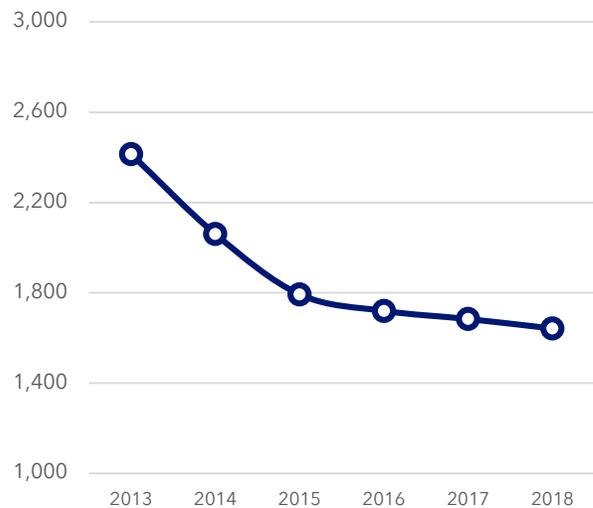
Source: Table 2B, South Carolina Annual Educator Supply & Demand Reports, Center for Educator Recruitment, Retention & Advancement (CERRA). (<https://www.cerra.org/research.html>)

Number of In-State Bachelor's Degree Graduates Eligible for Teacher Certification

Despite a one-year increase, the percentage of open positions filled by bachelor's degree graduates of in-state teacher education programs (at public and independent institutions) is in decline. As shown in the graph to the right, the actual number of in-state graduates with a bachelor's degree eligible for teacher certification has been declining for the last five years from 2,415 in 2013 to 1,642 in 2018—a 32% decrease.

SC Students Graduating with a Bachelor's Degree Eligible for Teacher Certification

2013 through 2018

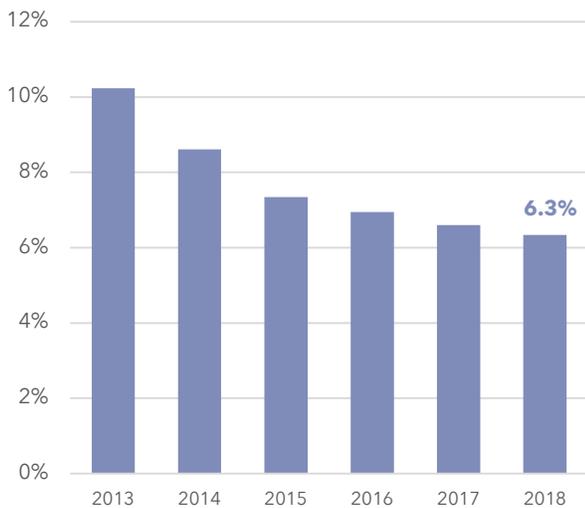


Source: Center for Educator Recruitment, Retention & Advancement (CERRA). (<https://www.cerra.org/research.html>)

As a percentage of the total number of bachelor's degrees awarded in the state, in-state teacher education program graduates accounted for more than 10% of the total in 2013. For the last three years this figure has been below 7% dropping to 6.3% in 2018.

SC Teacher Program Bachelor's Graduates as a Percentage of All In-State Bachelor's Degrees

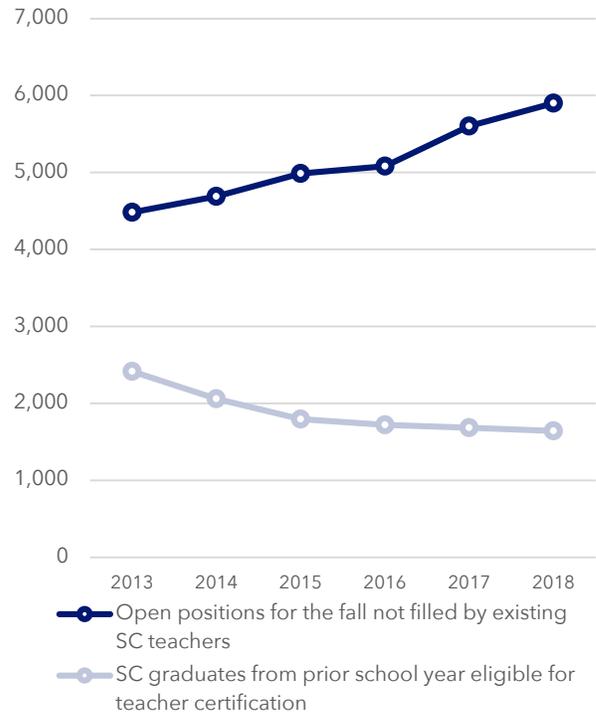
2013 through 2018



Sources: Center for Educator, Recruitment, Retention & Advancement (CERRA); SC Commission on Higher Education. (<http://www.che.sc.gov/DataPublications.aspx>)

Open teaching positions in South Carolina not filled by existing South Carolina teachers vs. in-state teacher program graduates

2013 through 2018



Source: Center for Educator Recruitment, Retention & Advancement (CERRA). (<https://www.cerra.org/research.html>)

In summary, the gap between open teaching positions not filled by existing South Carolina teachers and the number of in-state teacher program bachelor's degree graduates continues to widen. The number of graduates is decreasing (by 32% over five years) while the number of open teaching positions continues its upward trajectory (a 32% increase over the five-year period).

THE SHORTAGE HARDEST TO FILL POSITIONS

Hardest to Fill Positions

Nationally the hardest to fill teaching positions are in special education, math and science, English as a second language and English. *(Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute)*

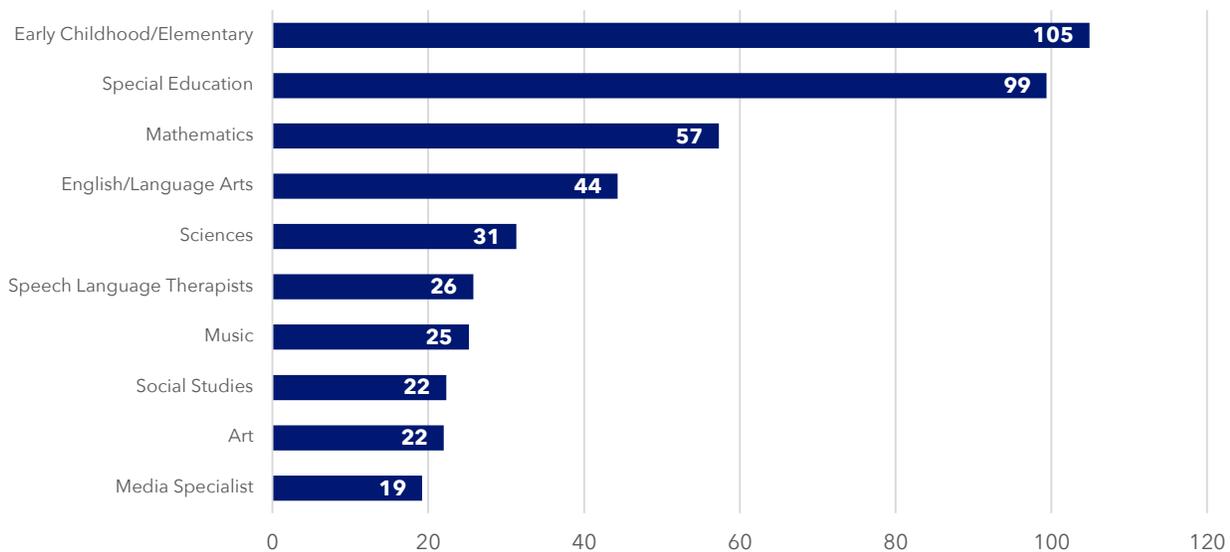
Over the three-year period 2016-17 to 2018-19, South Carolina public schools averaged 550 vacant positions at the start of each school year. The five subject areas with the most vacancies were early childhood/elementary, special education, math,

English/language arts and the sciences. On average, there were 105 early childhood/elementary teaching vacancies a year in South Carolina public schools, 99 in special education, 57 in math, 44 in English/language arts and 31 in the sciences.

Over the same three-year period, Greenville County Schools averaged 15 vacant teaching positions at the start of each school year. There were, on average, 4 vacant positions in special education and 2 in math per year. Eight other subjects each averaged 1 vacancy per year. *(Center for Educator Recruitment, Retention & Advancement)*

Vacant Teaching Positions Per Year: Top Ten Subjects South Carolina Public Schools

Annual Average Number, School Years 2016-17 through 2018-19



Source: Table 5A, South Carolina Annual Educator Supply & Demand Reports, Center for Educator Recruitment, Retention & Advancement (CERRA). (<https://www.cerra.org/research.html>)

According to the May 2016 “Teacher Supply Study Report” by CERRA, there are seven major subject areas in South Carolina public schools that are projected to experience a teacher shortage in the future as shown in the table below.

With teacher shortages in other areas such as guidance, media, speech language, literacy, gifted and talented and English for speakers of other languages (ESOL), in certain subjects there are projected to be a total shortage of 3,800 teachers in 2021-22 and over 6,000 in 2027-28. (*“Teacher Supply Study Report,” Center for Educator Recruitment, Retention & Advancement, May 2016*)

Future Teacher Shortage Subject Areas South Carolina Public Schools

In school years 2021-22 and 2027-28

Subject	Projected Teacher Shortage	
	2021-22	2027-28
Sciences	553	774
Social Studies	490	650
Mathematics	459	527
Special Education	339	511
Spanish	123	182
Business/Marketing/ Computer Technology	101	117
Art	62	104

Source: “Teacher Supply Study Report,” Center for Educator Recruitment, Retention & Advancement (CERRA), May 2016. (<https://www.cerra.org/research.html>)