QUALITY EDUCATION MEANS QUALITY TEACHER PAY

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Louisiana’s public school teachers and support staff have not seen an across-the-board pay raise since 2008, when former Gov. Kathleen Blanco signed into law a $1,019 increase that brought Louisiana’s teacher pay to the Southern Regional Education Board (SREB) average for the first time since 1983.\(^1\)

Since that high point, Louisiana teachers have steadily lost ground compared to their peers in other Southern states and across the nation. Average teacher pay in Louisiana in 2016 was $49,244 - or $1,711 below the Southern average. But that doesn’t tell the whole story. When we look at the buying power of that money, the picture is even worse. The average first-year teacher in Louisiana would need to make $2,637 more - and average teacher salaries would need to be $4,004 higher - to have the same buying power as their salaries did in 2008.

Teacher salaries also vary widely from district to district. In 2018, teachers in 45 of the state’s 69 public school districts were paid below the statewide average, which suggests that a few well-paying school districts are bringing up the statewide average. In St. Helena Parish, a first-year teacher can expect to be paid $27,499 - or less than half the $56,118 that a starting teacher can expect in Red River Parish.

Prior to 2008, Louisiana’s public school funding formula, the Minimum Foundation Program (MFP), increased its base per-pupil spending annually by 2.75 percent to account for inflation. Half of that increase was used for teacher pay increases. This allowed both school funding and teacher salaries to grow each year alongside inflation. But two massive income-tax cuts, combined with the 2008-2010 Great Recession, cratered the state budget and forced the Board of Elementary and Secondary Education to stop providing these annual inflation adjustments.

The stagnant state funding has widened the gap between Louisiana’s lowest- and highest paid teachers, as low-income districts with little tax revenue are not able to increase pay at the same rate as districts with higher incomes and more tax revenue. Since 2008, state per-pupil spending has increased just once, in 2015, to $3,961 where it remains today. This has put financial pressure on local school districts and communities as they attempt to raise local dollars to provide an adequate education.\(^2\)

When teachers are underpaid, they are more likely to leave the profession for jobs that pay more. This can raise costs for school districts, who have to spend more on recruitment and training, and can have negative effects on student achievement.

With Louisiana’s economy on an upswing, there is bipartisan support for giving teachers a raise during the 2019 legislative session and bringing them closer to their Southern peers. While all teachers and school support staff are long overdue for a raise, legislators should give careful consideration to how these raises are allotted. While an across-the-board raise is the simplest solution, this would do little to address the vast disparities that exist between school districts that has made some districts less competitive when recruiting teachers.

A better approach would be to distribute the raises in a way that prioritizes the poorest districts, and the jobs that are hardest to fill. Moreover, any raise should be accompanied by a renewed commitment to ensuring that school funding keep pace with the cost of living.

\(^1\) Southern Regional Education Board. Elementary and Secondary Education: Teachers. 2016.
Since the last raise

The 2008 raise brought teacher pay above the Southern average, where it remained for five years. That changed in 2014, as seen in Chart 1, when Louisiana once again fell behind its Southern peers as other states invested in their educators. Louisiana is the only Southern state where average pay has actually decreased over the past five years.

![Chart 1. Louisiana teacher salaries have remained under the SREB average since 2014](image)

In 2018, the average teacher salary in Louisiana was $50,359, but that includes bonuses and other one-time pay. Without this extra compensation, the average pay in 2018 was $49,122. For starting teacher salaries to have kept up with inflation since 2008, the current starting salary for a new teacher with a bachelor’s degree would need to be $2,637 higher than is now. The imbalance gets worse as teachers progress in their careers. The average teacher in Louisiana would need to earn an additional $4,404 today to match the buying power of their 2008 salary.

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3 For the purpose of this brief, teacher pay without extra compensation will be used to assess teacher salary, as extra compensation such as bonuses are not collected by every teacher and are not consistent year-to-year.
Looking only at statewide averages for teacher salary, however, obscures a significant factor in Louisiana teacher pay: different districts pay teachers at different rates, and most pay below the average salary. In 2018, 45 of our 69 school districts (65 percent) had average salaries below the state average. This tells us that a few districts with unusually high average salaries are pulling up the state average, and that the state average may not reflect an average teacher’s take home pay. To better understand what teachers make in Louisiana, it is best to break teacher salaries down by district.

**No two districts are the same**

Different districts pay vastly varying salaries to both new and veteran teachers. A 2018 college graduate in Louisiana would, on average, expect to begin their career in education making $42,405. Depending on where they decide to teach, however, they could make as little as $27,499 or as high as $56,118 in their first year. Average salary by school district, a measure which includes veteran teacher salaries, shows a similar trend, with average district salaries varying from a low of $35,273 to a high of $62,205.

These variances aren’t necessarily tied to the wide disparity in the cost of living between different parts of the state. For example, the median cost to buy a house in the districts with the highest and lowest 2018 starting salaries share are very similar ($85,900 and $77,400, respectively) - and in both places are far below the state median ($152,900). For this reason, statewide averages for teacher pay give an incomplete picture of how teachers fare in Louisiana.
Chart 3. Average and starting teacher salaries vary heavily by district.
Table 1 shows a breakdown of teacher pay by district from 2008 to 2018, as well as what 2018 teacher salaries are worth in 2008. Teacher salaries in most districts have failed to keep up with inflation. In 2018, starting teacher salaries were above 2008 levels after adjusting for inflation in only nine school districts, and average salaries were above their inflation-adjusted 2008 mark in only five districts. The districts that have been able to keep up with inflation over the last decade tend to have smaller student populations and/or have a higher concentration of industry than other districts in the state due to geographic location or an abundance of natural resources.

**Low pay may drive high turnover among teachers**

High rates of teacher turnover remove veteran educators from the classroom and impose additional costs on school districts. A 2015 study by the National Center for Education Statistics (NCES) looked at national data on the attrition rates of new teachers and found that starting salary had a significant influence on teacher retention rates. Ninety-seven percent of new teachers in 2008 were still teaching in 2009 if their starting salary was more than $40,000, but only 87 percent of new teachers in 2008 were still teaching the next year if their starting salary was below $40,000. This trend continued four years into that cohort’s career. By 2012, 89 percent of the teachers who started in 2008 with salaries over $40,000 were still teaching compared to only 80 percent of teachers who started with salaries under $40,000.

Available data suggests there is a similar correlation in Louisiana between retention rates and starting salary. The median year-to-year retention rate for Louisiana school districts was 84 percent in 2018. This means that half of Louisiana’s school districts had retention rates of more than 84 percent, and half had retention rates below 84 percent. The districts with retention rates below the median had an average 2018 starting salary of $39,440. In the districts with retention rates above the median, the average starting salary was $41,781. That is a $2,343 difference in average starting salary between districts with the best and worst retention rates. The lowest retention rate is in the St. Helena Parish School District, with only 56 percent of teachers from 2017 continuing to teach in the same school in 2018. St. Helena also has the lowest starting salary of any school district in the state ($27,499), the second lowest average salary ($37,053) and the lowest hourly rate ($27 an hour) of all districts in Louisiana. Furthermore, Chart 4 displays a positive correlation between the hourly rate teachers experienced in the 2017 school year and the percentage of teachers who remained teaching in the same school from 2017 to 2018.

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4 Table 1 is located in the appendix
5 Acadia, Assumption, Calcasieu, DeSoto, East Carroll, Iberville, Madison, Plaquemines, Red River
6 Bienville, DeSoto, East Carroll, Iberville, Red River
7 Lucinda Gray, Soheyla Taie, and Isaiah O’Rear. *Public School Teacher Attrition and Mobility in the First Five Years: Results from the First Through Fifth Waves of the 2007-08 Beginning Teacher Longitudinal Study*. National Center for Education Statistics. 2015.
8 A retention rate indicates the percentage of teachers who taught at the same school from 2017 to 2018.
9 The average annual salary divided by average hours worked in a school district gives us a district’s hourly rate.
The high turnover seen in Louisiana school districts can negatively impact student achievement in the core subjects of English language arts and math, particularly in low-performing districts with high percentages of students of color. Higher turnover also means that districts are constantly recruiting new teachers, which becomes costly. Dollars spent hiring and training new employees in any industry are intended to be an investment, and when an employee leaves within a year or two of hiring there is no return on that investment. A pilot study by the National Commission on Teaching and America’s Future assessed the real cost of turnover in five school districts across the United States. The districts evaluated in the study lost anywhere between $4,366 to $17,872 per teacher who left the district. These costs can drain resources for low-income schools that tend to suffer from the highest turnover rates and are already stretched thin financially.

Teacher pay can be a tool to improve retention and reduce turnover costs. But the goal of a district should never be 100 percent retention, as zero turnover means low-performing teachers remain in the classroom along with their high-performing colleagues. Unfortunately, districts with the lowest retention rates and highest percentages of uncertified teachers are the same districts serving the largest populations of low-income and minority students in Louisiana. This presents another argument for Louisiana having competitive pay for teachers, as better pay will not only reduce losses of high-performing teachers starting out in the state, but will likely attract additional high-performing, certified teachers to Louisiana’s schools.

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Future generations cannot afford to teach

A teacher in Louisiana can expect to be paid 23.5 percent less than their peer college graduates.\textsuperscript{12} This perhaps explains why teaching has become increasingly less attractive to college students. In 1975, 11.2 percent of college freshmen nationwide planned on majoring in education. By 2016, only 4.6 percent of college freshmen nationwide intended on majoring in education.\textsuperscript{13} School districts are feeling the effects of this smaller talent pool.

Districts looking to recruit good teachers, like employers in every other professional field, must contend with supply and demand. Competitive pay and promise of professional growth are required to attract strong candidates to the field and to encourage them to remain. The average student in Louisiana who graduated from a higher education institution in 2017 had accumulated more than $27,210 in student loan debt.\textsuperscript{14} To secure an adequate and qualified talent pool, particularly as students enter the workforce with significant financial obligations, teacher pay must be competitive.

It is safe to assume that people who consider going into teaching are interested in working with children and believe teaching will be a fulfilling profession. But a Louisiana teacher with a bachelor’s degree and 15 years of experience can expect to earn less than professionals in other people-centered professions with similar or lower education requirements.\textsuperscript{15}

\textbf{Chart 5.} Average salaries of comparable occupations in Louisiana requiring bachelor’s degree or post-secondary accreditation

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Occupation & Salary & Occupation & Salary \\
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Registered Nurse & $63,560 & Teacher (bachelor’s and 15 years experience) & $51,345 \\
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Occupational Therapy Assistant & $57,310 & Physical Therapist Assistant & $47,270 \\
\hline
Dental Hygienist & $57,450 & & \\
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\textit{Source: Louisiana Department of Education and Bureau of Labor Statistics.}

\textsuperscript{13} The Chronicle of Higher Education. *Backgrounds and Beliefs of College Freshmen.* 2017.
\textsuperscript{14} The Institute for college access & success. *Project on Student Debt.* 2017.
\textsuperscript{15} The Louisiana Department of Education does not report on aggregated average pay by education level and only has average pay by education level disaggregated by years of experience. For this reason, average salary of teacher with for a bachelor’s and 15 years’ experience and master’s with 15 years’ experience will be used as the comparative statistic.
In Chart 5, one can see that the only average salary listed below a seasoned teacher with a bachelor’s degree is “physical therapist assistant,” an occupation that does not require a 4-year degree and only requires post-secondary accreditation. In fact, the only occupation in the chart above that requires a 4-year degree besides teaching is that of a registered nurse, whose average pay is $12,000 higher than a teacher with 15 years’ experience.

The pay disparity is even worse for teachers with a master’s degree, who can expect to earn $14,000 less than a speech pathologist and $45,000 less than the average nurse practitioner.

![Chart 6. Average salaries of comparable occupations in Louisiana requiring master’s degree](image)

These comparisons reveal the pressure that low salaries can exert on talented students deciding on a career path. If a smart, talented student who is financing their own education could make more than $57,000 as an occupational therapy assistant and only take on two years or less of student debt, as opposed to waiting 15 years as a teacher to make $51,000 while accumulating four years of student debt, many are probably choosing the former.

These disparities are further exacerbated by graduate level education. A registered nurse in Louisiana who completes their master’s of science in nursing to become a nurse practitioner will see an average salary jump of $35,000. The difference in average salary for a teacher with 15 years’ experience is less than $2,000 if that teacher pursues a graduate degree in education. This lack of opportunity for pay growth that is commensurate with experience and educational attainment likely deters potential teachers from joining the classroom, and current teachers from remaining in the classroom or from pursuing advanced education that would make them more effective educators.

Other college graduates may go into teaching because of their interest in teaching a particular subject. In a state like Louisiana that relies heavily on oil and gas to support its economy, potential teachers interested in fields such as
chemistry and biology can double, even triple their wages by taking a slightly different college course load. For instance, the average chemical engineer in Louisiana makes $108,070 - or more than twice the average salary of a high school teacher at $50,700\textsuperscript{16}. It is obvious that this is having an impact on schools and students. Districts often have the hardest time recruiting teachers in STEM fields such as chemistry, math and physics, as these subjects have the highest number of uncertified teachers in the classroom. Increasing teacher pay is integral to drawing high-performing college students interested in STEM into the classroom.

**A teacher pay raise would help Louisiana combat pay inequity**

Raising teacher pay will help with recruitment, but there are other tangible benefits as well. In 2017, the U.S. Census ranked Louisiana 51st for pay equity — behind every other state and Washington, D.C. The median salary for a woman in Louisiana was $33,832 compared to $49,730 for a man. This means that women in Louisiana earned, on average, 68 cents for every dollar earned by a man.\textsuperscript{17} The gender wage gap is more extreme when broken down by race. Black and Hispanic women are paid a mere 55 and 61 cents, respectively, on every dollar earned by a man.\textsuperscript{18}

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**Chart 7.**

**Chart 8.**

**Women make 68 cents for every dollar earned by a man**

**Women make up the vast majority of Louisiana’s teaching corps**

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Women make up 81 percent of Louisiana public school teachers, compared to 51 percent of the state’s total population. Black women are also slightly over-represented in the teacher corps. While black women make up only 17 percent of the state’s population, they comprise 18 percent of all teachers. A teacher pay raise would effectively raise the wages for 2.7 percent of working age women in the state. A raise for school support staff would boost the economic fortunes of thousands of additional women.


\textsuperscript{17} National partnership for women & families. *Louisiana Women and the Wage Gap*. 2017.

\textsuperscript{18} American Community Survey 2017
This puts the state of Louisiana in a unique position to fight gender pay equity by simply ensuring that teacher pay is competitive and increases with inflation, as it did for numerous years leading up to the Great Recession.

**Support staff wages keep some families in poverty**

Just as teacher pay has stagnated in Louisiana over the last decade, school support staff have also not seen a pay increase since 2007. This has left many of the thousands of people who fill essential non-teaching roles in Louisiana schools living in or near poverty while working full time to keep schools running. Teacher assistants, cafeteria workers, school bus drivers and other support staff are an integral part of a successful school. Unfortunately, many school support staff members are also paid wages that would put them below the poverty line.

![Chart 9. School support staff rarely make enough to stay above the poverty line, let alone provide basic needs](chart)

The average teacher’s assistant in Louisiana earns $20,610, which would put a single mother of two children below the federal poverty line. Bus drivers make slightly more, with an average wage of $21,690. This salary just squeaks by the poverty line for a family of three, but is significantly less than the top of the poverty line for a 4-person household. Both salaries are far below the amount that a family of four needs to cover basic needs such as housing, childcare, food, utilities, and transportation. According to the United Way’s ALICE report, fulfilling those basic needs requires a minimum annual income of $53,988 for a family with two adults and two young children. Almost every peer state beats Louisiana in teacher assistant pay, with Texas, Arkansas, Alabama, Georgia, Florida, South Carolina, Tennessee and North Carolina all having a higher mean and median wage for that profession.

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Equitable and adequate state funding is needed to reduce disparities in teacher pay

The gap between Louisiana’s lowest- and highest-paid teachers is growing because low-income districts with little tax revenue are not able to increase pay at the same rate as districts with higher incomes and more tax revenue. The state, for many years, combated this through the Minimum Foundation Program, the state formula that finances public education. Before 2008, base per-pupil spending increased annually by 2.75 percent to account for inflation. Half of that increase was used for teacher pay increases. This allowed both school funding and teacher salaries to grow each year alongside inflation. After this annual increase was eliminated in 2008, base per-pupil spending was frozen at $3,855. Since 2008, per pupil spending has increased just once, in 2015, to $3,961 where it remains today. This stagnation of state funding has put financial pressure on local school districts and communities as they attempt to raise local dollars to provide an adequate education — resulting in stagnated teacher pay.\(^{21}\)

After the legislature froze the MFP in 2008, all districts were financially impacted. But wealthier districts were more capable of raising local revenue to fill the gap. The chart below reflects how the stagnant MFP has contributed to the growing disparity in teacher pay. The first school year without any increase from the previous year was 2009. From 2003 to 2008, the average gap between the 10th and 90th percentiles of teacher pay\(^{22}\) was around $8,673. From 2009 to 2018, the average difference is $10,879 (Chart 10).

\[\text{Chart 10. The gap between Louisiana’s highest and lowest paid teachers grew significantly after the annual MFP increase was eliminated}\]

\[\text{First year without MFP increase}\]

\[\text{Source: Louisiana Department of Education}\]


\(^{22}\) Unlike in the rest of this paper, average teacher pay “with additional compensation” is used for this evaluation, as wealthier school districts could also possibly instate bonuses, reward pay, etc. at a higher level than poorer districts.
**Policy recommendations: districts, teachers, support staff, and students need sustainable state support**

Historically, Louisiana has addressed teacher pay issues through across-the-board raises with the goal of bringing the state’s teacher pay average up to the level of the Southern average. It’s a common-sense approach and after a decade of pay stagnation, it’s clear that every public school teacher and support worker deserves a little more in their paycheck.

But this approach also fails to recognize the many discrepancies in pay across the state. Given that the difference in a teacher’s starting salary can range from $27,499 to $56,118, depending on the hiring school district, the Legislature should look to ensure that future raises are weighted toward the districts where they’re needed the most, and the subject areas where recruiting qualified and certified applicants is most difficult. One-time raises also fail to address teacher pay long term and will leave Louisiana teachers in the same financial situation in a few years.

Raising teacher pay will not magically solve every issue in public education. It won’t solve the escalating cost of pensions and health care that are squeezing many school districts. But paying teachers and support staff a competitive and respectable wage is vital to the success of students and schools, and it has been neglected for far too long.

The following policy recommendations, if adopted, would lead Louisiana to a more adequately and equitably funded state school system:

- To combat the large discrepancies in teacher pay across the state, future pay raises should be distributed in a similar fashion to Level 1 of the MFP. This would ensure that the state’s poorest districts, who are also more likely to have the lowest teacher pay, receive the largest raises, effectively closing the district-to-district pay gap and helping lower-income districts stay competitive with their peers across the state.
- The MFP should be adjusted annually to keep pace with inflation, and part of that adjustment should be directed to teacher pay. An annual inflationary adjustment is critical to ensuring teacher pay in every district, regardless of wealth, keeps up with rising costs of living and that teaching remains a financially viable career path.
All inflation adjustments were made using the Consumer Price Index (CPI). For more information or questions on methodology, please contact Neva Butkus at Neva@labudget.org

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About the Louisiana Budget Project:
The Louisiana Budget Project monitors and reports on public policy and how it affects Louisiana’s low- to moderate income families. We believe that the lives of Louisianans can be improved through profound change in policy, brought about by:

● creating a deeper understanding of the state budget and budget-related issues
● looking at the big picture of how the budget impacts citizens encouraging citizens to be vocal about budget issues that are important to them
● providing insight and leadership to drive the policy debate
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