

Opportunities for Teachers, Results for Urban Students The Cost of Loyalty: Teachers' Stay-or-Leave Decision in the Indianapolis Public Schools

We believe that recruiting, retaining and rewarding effective teachers is critical to the improvement of the Indianapolis Public Schools (IPS). Teachers are the most important asset in closing achievement gaps and ensuring that all students succeed. Research suggests that having a top-performing teacher rather than a bottom-performing teacher four years in a row could close the black-white test score gap! Further, it is clear that most all teachers rapidly improve during their first few years in the profession.<sup>11</sup> Teachers in the second stage of their careers—past their initial training years but far from retirement—are a critical human resource that schools often undervalue. A focus on keeping our strongest teachers would have an immediate positive effect on student learning.

In IPS, although the centrality of excellent teachers is understood, district policies work against the retention of strong teachers. Incentives—both financial and nonfinancial—discourage teachers from building a career in the schools and classrooms where they are needed most.

Why does this happen? IPS is, in effect, a training ground for new teachers who work in the most challenging schools and then move to schools perceived as easier in districts with higher salaries just as the teachers are becoming more effective. Salaries in IPS remain relatively flat as salary and benefit packages grow in surrounding Marion County districts. In addition, the challenging working conditions teachers face in IPS exacerbate the lower salaries. As teachers struggle to achieve success with students in a system that offers little support, lower salaries often contribute to a tipping point that leads them out of the system in which they chose to begin their career.

This policy brief is based on the work of the Teach Plus Indianapolis Teaching Policy Fellows, a group of 18 earlycareer teachers from IPS and surrounding low-income Marion County schools. The Policy Fellows have spent the past academic year studying education research and policy and working with local, state and national policy leaders. These teachers see this staffing problem on a daily basis. They see their peers leave IPS and the students and families who need them. They know that many of these teachers, like themselves, are looking for a reason to stay. This brief will give policy makers and reformers in the Indianapolis community a look into this growing crisis: the loss of our best teachers from IPS because of misaligned incentives and challenging working conditions. We believe it is possible to solve this problem, to keep teachers from leaving IPS as they reach their peak of effectiveness. This brief includes:

- An analysis of data on teacher salaries from IPS and surrounding Marion County school corporations.
- An analysis of salary patterns in two comparison locations.
- The stories of current IPS teachers wrestling with the decision to stay or leave IPS.
- The brief concludes with our initial recommendations for contending with this crisis.

# **Teachers Leaving at Rapid Rates**

Between the 2008-2009 and 2009-2010 school year, 17 percent of teachers in the district were no longer teaching in IPS. Of the 2,462 teachers who were teaching in IPS in 2008-2009, 415 of them left their classrooms by 2009-2010.<sup>III</sup> A troublingly high proportion of that attrition—36 percent—is teachers with 2-5 years experience. These are teachers who have begun to build skill and expertise and who are taking this skill and expertise with them to other schools or out of the classroom altogether. While 100 percent retention is not the goal in any school corporation, the turnover rate is alarming.

The result is that the city's children who are most in need of the best educators are being assigned at high rates to the most novice teachers who are still learning to teach well.

# Salary, Better Working Conditions Lure Teachers Away

Why has the teaching profession become a revolving door in Indianapolis Public Schools? The teachers in IPS can easily tell you why: Indianapolis Public School teachers flock to the surrounding Marion County schools where they can earn significantly higher salaries than those of IPS and lock-in better fringe benefit packages and working conditions. Although many of these teachers would like to remain in IPS teaching the students to whom they committed when they entered the profession, the financial realities of how much more money they stand to make and how much they stand to lose over the course of their career—is hard to ignore. Moreover, when the teachers experience working conditions that thwart their efforts to be effective with their students, the price of staying in IPS becomes even greater.

The data are alarming: in every school corporation in Marion County that surrounds IPS, teacher salaries are higher at almost every level of experience.<sup>iv</sup> The differences are stark: teachers in the Marion County districts that surround IPS earn thousands of dollars more annually in the early years and tens of thousands of dollars more in the later years. It's the difference between a teacher's financial security and financial anxiety. For some teachers, the lower salary means taking on a second job in the evenings and weekends to support their families. The vignettes of current IPS teachers (see pages 5 & 6) illustrate how this pay inequity creates a job dilemma: to stay in IPS or to leave for a better salary and more appealing working conditions?

The depth of this crisis is pervasive. IPS cannot afford to lose experienced, effective teachers to the surrounding districts. Teachers cannot afford to teach in IPS; they stand to lose thousands of dollars each year and hundreds of thousands of dollars over the course of their careers. Clearly, something must change.

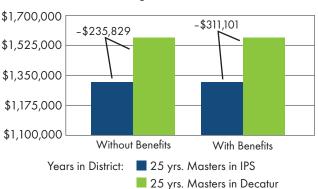
# Salary Gaps at Every Level between IPS and Marion County

We found that every Marion County school corporation pays teachers more at every level of experience—in some cases, thousands of dollars more per year than in IPS.<sup>y</sup> For example, beginning teachers in Franklin Township earn nearly 3,500 dollars more (10 percent more) in salary and benefits than beginning teachers in IPS. As teachers gain knowledge and skill, the gaps in teacher salaries only widen. For example, teachers in their fifth year in Decatur earn \$7,123 more per year than IPS teachers in their fifth year. Similarly, fifth year teachers in Washington Township earn \$5,718 more per year than their counterparts in IPS.<sup>yi</sup>

The biggest salary gaps appear when teachers look at how much they could earn as they gain years of experience. In every Marion County district, as teachers reach the top of the pay scale with a master's degree, they earn from 10 to 25 percent more than teachers at the top of the pay scale in IPS.<sup>vii</sup> In real dollars, that amounts to \$7,112 to \$16,068 more per year for teachers at the top of the scale with a master's degree. See Table 1.

# A Lifetime of Earnings Lost

If teachers choose to stay in IPS, they are making a weighty financial decision that comes with significant consequences in terms of lifetime earnings. Consider, for example, the difference between the earnings over a twenty-five year teaching career in IPS compared to a twenty-five year career in Decatur Township. Over the course of the career, the teacher in Decatur will earn nearly a quarter of a million dollars more than the teacher in IPS—enough to pay for two children's college tuition, a larger house, or ensure a more secure retirement. See Table 2 below.



#### Table 2. Lifetime Earnings: IPS versus Decatur



Table 1. Salary	Gaps between	Indianapolis Pu	ublic Schools and	Marion County

Sahaal Cameria	1	Eth DA	104	154	2011-111	T D
School Corporation	1st yr BA	5th yr BA	10th yr MA	15th yr MA	20th yr MA	Top Pay Master's
IPS	34,984	40,804	49,545	56,826	62,993	65,384
Retirement	105	105	105	105	105	105
Total	35,089	40,909	49,650	56,931	63,098	65,489
Beech Grove	34,732	41,678	54,877	63,560	71,548	71,548
Retirement 4.5%	1,563	1,876	2,469	2,860	3,220	3,220
Total	36,295	43,554	57,346	66,420	74,768	74,768
% Difference from IPS	3.4%	6.5%	15.5%	16.7%	18.5%	14.2%
Decatur	37,343	45,745	56,388	65,070	73,939	77,673
Retirement 5%	1,867	2,287	2,819	3,253	3,697	3,884
Total	39,210	48,032	59,207	68,323	77,636	81,557
% Difference from IPS	11.7%	17.4%	19.2%	20.0%	23.0%	24.5%
Franklin	36,925	42,606	53,258	61,246	69,235	76,336
Retirement 4.5%	1,662	1,917	2,397	2,756	3,116	3,435
Total	38,587	44,523	55,655	64,002	72,351	79,771
% Difference from IPS	10.0%	8.8%	12.1%	12.4%	14.7%	21.8%
Lawrence	34,059	41,893	55,516	64,882	68,829	69,229
Retirement 4%	1362	1,676	2,221	2,595	2753	2769
Total	35421	43,569	55,516	67,477	71,582	71,998
% Difference from IPS	0.9%	6.5%	11.8%	18.5%	13.4%	9.9%
Perry	34,788	41,746	53,921	62,618	69,576	74,456
Retirement 6.6%	2,296	2,755	3,559	4,133	4,592	4,914
Total	37,084	44,501	57,480	66,751	74,168	79,370
% Difference from IPS	5.7%	8.8%	15.8%	17.2%	17.5%	21.2%
Pike	35,784	41,436	51,797	59,735	72,240	72,240
Retirement .5%	179	207	259	299	361	361
Total	35,963	41,643	52,056	60,034	72,601	72,601
% Difference from IPS	2.5%	1.8%	4.8%	5.5%	15.1%	10.9%
Speedway	37369	40,949	46,810	54,529	72,767	73,267
Retirement 1%	374	409	468	545	728	733
Total	38,117	41,358	47,278	55,074	73,495	74,000
% Difference from IPS	8.6%	1.1%	-4.8%	-3.3%	16.5%	13.0%
Warren	35,508	45,095	58,588	67,465	71,016	75,277
Retirement 4.25%	1,509	1,917	2,490	2,867	3,018	3,199
Total	37,017	47,012	61,078	70,332	74,034	78,476
% Difference from IPS	5.5%	14.9%	23.0%	23.5%	17.3%	19.8%
Washington	35,811	44,764	57,119			74,487
				66,071	71,622	
Retirement	1,563	1,863	2,375	2,723	2,959	3,055
Total	37,374	46,627	59,494	68,794	74,581	77,542
% Difference from IPS	6.5%	14.0%	19.8%	20.8%	18.2%	15.6%
Wayne	37996	45,080	57,142	68,412	75,448	75,448
Retirement	510	510	750	1,020		
Total	38506	45,590	57,892	69,432	75,448	75,448
% Difference from IPS	9.7%	11.4%	16.6%	22.0%	19.6%	15.2%



# It Doesn't Have to Be This Way: Inequities Do Not Exist in Nearby Districts

In other urban districts within Indiana, the city center pays better than the surrounding communities. For example, in the Fort Wayne Community Schools, a district of very comparable size to IPS, teachers are paid more at almost every stage of teaching than teachers in the surrounding districts.<sup>viii</sup> Fort Wayne implicitly acknowledges through its salary schedule the challenges that come with teaching in high-poverty schools. To retain effective teachers, quality pay and commensurate benefits are a must. See Table 3.

Similarly, in the neighboring state of Kentucky, teachers in Louisville (Jefferson County, Kentucky), a high-poverty

district, are paid considerably more than teachers in the more affluent school corporations that surround Jefferson County. See Table 4.

# IPS Per Pupil Expenditures Among the Highest in the Area

Although Indianapolis Public School teachers' salaries are the lowest in the area, the opposite is true of the district's expenditures. In fact, IPS spends more than every Marion County district (except Lawrence) in per pupil expenditures (see Table 5).<sup>ix</sup> Where is this money going? How is it being spent? The money is obviously not being allocated to teacher salaries.

School District	1 st yr BA	5th yr BA	10th yr MA	15th yr MA	20th yr MA	Top Pay Master's
Fort Wayne	33,540	38,906	50,743	58,437	63,055	63,055
Southwest Allen	33,240	39,888	51,854	59,500	62,588	62,724
% Difference from FWCS	-0.9%	2.5%	2.2%	1.8%	-0.7%	-0.5%
Adams Central	2.5%	35,922	44,360	50,294	56,852	59,078
% Difference from FWCS	2.2%	-7.7%	-12.6%	-13.9%	-9.8%	-6.3%
Bluffton Harrison	1.8%	35,389	44,929	51,391	57,853	59,146
% Difference from FWCS	-0.7%	-9.0%	-11.5%	-12.1%	-8.2%	-6.2%
Northern Wells	-0.5%	35,705	46,112	52,516	62,443	64,044
% Difference from FWCS	-4.5%	-8.2%	-9.1%	-10.1%	-1.0%	1.6%
South Adams	30,841	35,466	43,793	49,653	56,129	56,129
% Difference from FWCS	-8.0%	-8.8%	-13.7%	-15.0%	-11.0%	-11.0%

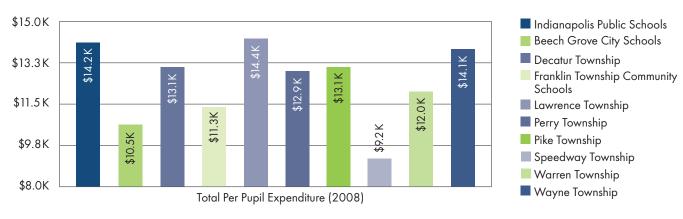
## Table 3. Teacher Salaries in Fort Wayne and Surrounding Districts

## Table 4. Teacher Salaries in Jefferson County, Kentucky and Surrounding Districts

School District	1 st yr BA	5th yr BA	10th yr MA	15th yr MA	Top Pay Master's
Jefferson County (Louisville)	37,069	42,170	53,040	61,197	73,425
Bullitt County	36,079	40,528	49,974	54,170	64,508
% Difference from JC	-2.7%	-3.9%	-5.8%	-11.5%	-12.1%
Hardin County	36,018	39,444	47,241	51,836	65,914
% Difference from JC	-2.8%	-6.5%	-10.9%	-15.3%	-10.2%
Henry County	34,432	39,336	48,679	51,657	61,641
% Difference from JC	-7.1%	-6.7%	-8.2%	-15.6%	-16.0%
Shelby County	35,148	39,133	49,986	52,187	65,065
% Difference from JC	-5.2%	-7.2%	-5.8%	-14.7%	-11.4%
Spencer County	37,107	42,481	51,107	53,726	60,799
% Difference from JC	0.1%	0.7%	-3.6%	-12.2%	-17.2%







# To Stay or to Leave? The Stories of Current IPS Teachers

The decision of whether to leave IPS for other Marion County school corporations is often a heart-breaking choice. Many of the teachers entered IPS out of a sense of mission and purpose—to teach low-income and minority students, to change students' life trajectory through education, and to prepare students to be active contributors in the 21<sup>st</sup> century. The following vignettes describe the experiences of two such teachers, Darren Egbert and Sheila Akinleye. Both teachers are experienced IPS teachers. Both teachers struggle with the decision to stay in IPS or to leave the district for substantially higher salaries and schools perceived as more supportive.

## **Darren Egbert**

I stare out my window at Arsenal Technical High School in Indianapolis Public Schools. One student goes by, then two more, then a group of four, hiding from administrators when they are supposed to be in class. This chaos happens during the school day, a time when students should be receiving instruction they desperately need to graduate from high school, end a cycle of poverty into which they have been born, and control their own destiny.

I'm exhausted. I'm optimistic. I'm frustrated. I'm an IPS teacher. I entered this career as a biology teacher three years ago after working in the biochemistry department at Purdue University. I thought my impact could be larger by teaching in an urban school setting as opposed to working in a research lab. Every day, I enter my classroom and never know who will be coming to my class. The students are constantly reassigned or continually absent. Having a class that constantly changes makes keeping track of their needs, missed assignments, grades, and skills impossible.

I live in Perry Township. I know that if I left IPS and took a job at nearby Southport High School in Perry Township, I would make nearly \$5,000 more in salary and benefits and cut the references to \$3k and \$6k (see Table 1). Over the course of my career, I would earn almost \$200,000 more if I chose Perry over IPS. "That's just salary; the differences, with benefits, is larger.

So why don't I leave IPS? I have a responsibility to my students and to this system. I didn't enter this job for the money. I am driven by the room for improvement. Next year, I will teach at Key School, a different secondary school in the IPS system. I am excited about the new challenges it will bring, and I hope my voice will be heard. Supports will be in place to help me be effective with students: administrators who listen and include me in decision-making about the school; feedback to improve my teaching; opportunities to work with colleagues. At the same time, I am incredibly sad to leave my students and their families.

As much as I want to stay in IPS, there are so many factors that push me to leave. I didn't enter teaching to make an enormous salary, but to make a difference with students. I need the systems in place to support my efforts. I cannot become a highly effective teacher if I work in isolation or chaos with a lack of administrative support. If the working conditions and lack of support are not present, the salary differences are even more sharp and the lure of the townships more enticing. If I cannot be effective with my students and my salary pales in comparison to Marion County districts, then I am not sure how much longer I can afford to stay in IPS.



## **Sheila Akinleye**

At age 37, armed with engineering and architecture degrees and a wealth of professional experience, I entered the Indianapolis Teaching Fellows program and trained to become an IPS teacher. I am a product of the IPS system and graduated from Broad Ripple High School. I believe IPS is the change agent so many kids need. I was raised in an African American family where education was highly valued, but my parents didn't graduate from high school. Although they were supportive, they didn't know how to push me toward college and beyond; but I had teachers in IPS that made me believe college was possible. I wanted to provide that same influence, excitement and direction about the future to my students. Call me naïve, but I was bound to save the world. I entered McFarland Middle School as a math teacher in the fall of 2007 and worked around the clock to bring my best game every day. I worked such crazy hours that my family began to question my sanity. I struggled with how to get math concepts across to the students; I needed to make it relate to their world so they would see the need for mastering these concepts and become excited about the challenge.

By Christmas, our staff learned that our building was closing. I was placed on the involuntary transfer list. I interviewed at three different IPS schools and was offered positions at all three. I chose to go to an IPS high school because I had heard good things about the principal and wanted to work with a high-need student population.

For the past two years, I have found strong student discipline and a well-ordered building, but I find it difficult to get my voice heard by administrators and colleagues. I can see ways in which to improve the instruction and curriculum being delivered to our students, but it seems impossible to get those improvements implemented. To put it plainly, it has been a discouraging and frustrating two years.

Veteran teachers at both of the schools where I have taught have frequently told me, "Get out while you can," adding, "before you're too expensive." At first I didn't understand what they meant, but eventually the message of my veteran colleagues became clear: leave IPS before you get too much experience. Move to an "easier" teaching setting in the township schools or in Hamilton County where I could make more money. Get out now while I am relatively inexperienced and my salary relatively low.

But what if I don't want to do that? IPS isn't just a job for me; it is my mission. I came here to save the world. Can I really do that in Carmel? Will my impact be the same? Will I be cheating my students out of an African American role model? Despite these misgivings, I decided I needed to pursue a more empowering and collegial environment. I interviewed for a position at Merle Sidener Gifted and Talented Academy in IPS, a school renowned for its academic programs but with a less challenging student population than I originally committed to teach. I just accepted a position there teaching seventh grade math. It is with great trepidation and sadness that I leave the students I currently serve. I am conflicted; I feel like I was doing a disservice to my students by staying, because I wasn't teaching to my full capacity.

Moving to Sidener keeps me in IPS, and it feels like a fresh start. I'm one of the fortunate ones because I get to move to a building with a good reputation where I will have strong collaboration with other teachers. But do I understand why so many of my colleagues are leaving IPS to teach in surrounding Marion County schools where the jobs pay more and are perceived as less challenging? And do I understand why teachers elect to leave the profession altogether? Unfortunately, I do.



# Recommendations

## What the District Can Do

- Examine current spending patterns to see if they align with goals of retaining effective teachers. Make adjustments to the IPS budget that align with the policy that teachers are the best asset and top priority.
- Bring health and retirement benefits up to the same levels as Marion County average contributions.
- Ensure the strongest principals are in the schools where students and teachers most need their support to be effective.
- Track teacher attrition and mobility data and report every year.
  - How many teachers leave the district altogether each year?
  - How many teachers leave their classrooms to take administrative jobs in IPS?
  - How many teachers leave their schools to teach in other IPS schools?
- Support teacher development in the early years through a high-quality new teacher induction program.
- Create incentives so that high-need students have increased access to effective teachers.
- Improve working conditions for teachers.
  - Ensure that teachers in all schools have preparation time to collaborate with other teachers and prepare to do their jobs.
  - Support principals and hold them accountable for teacher satisfaction and effectiveness.
- Publicly report on working conditions.
  - Annual surveys of teachers on working conditions.
  - Link results of surveys to teacher attrition data and to student achievement results.

## What the Schools Can Do

- Administrators should recognize teachers as problemsolvers and leaders; bring them to the table for their ideas and involve them in leading the school.
- Ensure teachers have ample time to collaborate and prepare for their classes.
- Implement an effective, school-wide system of high expectations with consequences for students.
- Promote opportunities for teacher collaboration and leadership within and outside the school.

# Conclusion

IPS has a tremendous asset in the hundreds of teachers who choose to enter the system each year. As these teachers gain experience and skill, many of them hope to continue working with IPS students. The district must find a way to value their loyalty. Current compensation structures put IPS at a disadvantage for retaining its most effective teachers. Until this inequity shifts, IPS students will continue to be shortchanged.

### Indianapolis Teaching Policy Fellows 2009–2011

Tina Ahlgren, T.C. Howe Community High School Sheila Akinleye, Northwest High School Darren Egbert, Arsenal Technical High School Maren Jennings, Decatur Middle School Peggy Larkin, Irvington Community Charter School James Larson, Tindley Accelerated Charter School Gabe McDowell, Warren Central High School Lee Anne McKelvey, Indianapolis Lighthouse Charter School Rachel Nesbit, Lynwood Elementary School LaMeca Perkins, IPS School #74 Fatima Rich, Greenbriar Elementary School Karen Smith, Garden City Elementary Abby Taylor, IPS School #39 Laura Yates, Monument Lighthouse Charter School Sarah Zuckerman, Key Learning Community

#### Teach Plus Staff Support on this project:

Casey Patterson, Indianapolis Executive Director Heather Peske, National Director of Programs Celine Coggins, Teach Plus CEO

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## Methods

Teach Plus staff and Indianapolis Teaching Policy Fellows collected these data from the school districts. Salary data for the following districts is posted on the school corporation websites:

- Decatur Township: ww.msddecatur.k12.in.us
- Franklin Township: www.ftcsc.k12.in.us
- Indianapolis Public Schools: www.ips.k12.in.us
- Pike Township: www.pike.k12.in.us
- Washington Township: ww.msdwt.k12.in.us
- Wayne Township: www.wayne.k12.in.us

We collected the retirement information by adding the amounts for the contributions to the 401(a), 403(b), and VEBA<sup>x</sup> plans together to get one total percentage. We multiplied that total percentage by the respective salary amount to calculate the total corporation contribution to the teacher's retirement accounts. We did not include the percentages contributed to Teachers Retirement Fund, but all of the corporations included in this document contribute three percent to the state-run Teachers Retirement Fund.

To obtain data from Perry Township, we found the Perry Township teachers contract on the Perry Education Association website www.perryea.org.

For Beech Grove, Speedway, and Warren Township we collected the information from the teachers' contracts as they were given to us by:

- Beech Grove City Schools: Dr. Tom Keeley, Director of Personnel and Business
- Speedway City Schools: Mr. Ken Hull, Superintendent
- Warren Township: Mr. Stephen Gainey, Vice-President, Warren Education Association

#### **Retirement Data**

All of the corporations contributed to each teacher's retirement fund an annual percentage of a teacher's base salary except for Indianapolis Public Schools, Wayne Township, and Washington Township. IPS gives a flat annual amount of \$105 per teacher to that teacher's 403(b) account.

Washington Township contributes 1.85% to the 401(a) accounts, 1.5% to the VEBA accounts, and to the 403(b) accounts according to the following scale: 0-5 years +BA= \$363; 6-10+BA= \$412; 6-10+MA= \$462; 11-15+BA= \$462; 11-15+MA= \$510; 16 or more years +MA= \$560).

Wayne Township contributes to teachers 403(b) accounts according to the following scale: 0-5 years = \$510; 6-10= \$750; 11-15= \$1020.

#### **ENDNOTES**

- i Most effective teachers are those teachers in the top quartile of performance in this district, while very ineffective teachers are teachers in the bottom quartile of performance in this district, as measured by "value-added" measures individual teacher performance. Source: Gordon, R., Kane, T.J., and Staiger, D.O. (2006). Identifying Effective teachers Using Performance on the Job. Washington, D.C.: The Brookings Institution.
- Steven G. Rivkin, Eric A. Hanushek, and John F. Kain, 2005. "Teachers, Schools, and Academic Achievement." Econometrica 73(2): 417-58.
- Data received from the Indiana Department of Education, received 5.03.10.
- iv There are two exceptions to this pattern: Speedway teachers in their 10th and 15th years make less than IPS teachers in their 10th and 15th years.
- v There is one exception in Speedway, as noted above.
- vi All these comparisons include earnings in salary and benefits.
- vii The column "top pay" designates the highest level of pay in a district for a teacher with a master's degree and in some cases additional hours beyond a master's degree. Because salary schedules are negotiated within each district's collective bargaining agreement, there is variation in the number of years of experience or credit hours a teacher must accrue within a district before earning "top pay."
- viii The exception to this statement is Southwest Allen district, where teachers in years 5-15 are paid slightly more—by a few hundred dollars—than their counterparts with the same experience in Fort Wayne. Additionally, teachers at the top of the salary scale in Northern Wells are paid slightly more—about one thousand dollars—than their peers at the top of the salary schedule in Fort Wayne.
- ix These data are available through the Kids Count Data Center. http://datacenter.kidscount.org/data/bystate/Rankings.aspx?stat e=IN&loct=10&by=a&order=a&ind=1161&dtm=10864&tf=35
- Variable Employee Benefit Account: This type of account is can be used by the teacher post-retirement for health related costs such as insurance premiums and co-pays.

