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**CITY AND COUNTY OF SAN FRANCISCO**  
**BOARD OF SUPERVISORS**  
BUDGET AND LEGISLATIVE ANALYST

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**POLICY ANALYSIS REPORT**

**To:** Supervisor Ronen  
**From:** Budget and Legislative Analyst's Office   
**Date:** March 22, 2017  
**Re:** Teacher and Paraprofessional Staffing and Vacancies

**Summary of Requested Action**

Your office requested that we report on (1) the staffing levels and earnings of teachers and paraprofessionals in San Francisco Unified School District; (2) vacancy rates, teacher turnover and retention rates, and the potential effects of ongoing teacher shortages; and (3) the comparison of the salaries of teachers to the cost of market rate housing in San Francisco.

*For further information about this report, contact Severin Campbell in the Budget and Legislative Analyst's Office.*

**Executive Summary**

- In 2015, the Mayor and Board of Supervisors announced a plan to build and preserve housing for 500 San Francisco teachers by 2020. Proposition A, approved by the voters in November 2015, authorized \$310 million in general obligation bonds for investments in affordable housing. Bond-funded programs to help teachers obtain housing in San Francisco include down payment loans and the development of rental housing affordable to middle income earners.
- The San Francisco Unified School District (SFUSD) has approximately 3,386 fully-credentialed teachers (per Education Code 45023.1) and 158 teachers with intern, emergency, and emergent teaching credentials (2015-2016 school year). As of January 2016, fully-credentialed teacher salaries range from \$50,240 for entry-level teachers with a Bachelor's degree to \$87,660 for teachers with more than 25 years of experience with a Bachelor's degree plus 60 units. Nearly 20 percent of SFUSD fully-credentialed teachers earn more than \$80,000 per year while 33 percent of SFUSD fully-credentialed teachers earn less than \$60,000 per year. Teachers' salaries are based on an approximately nine-month school year, and anecdotally, teachers earn additional income through summer and other work.
- Salary schedules for teachers with intern, emergency, and emergent teaching credentials are lower, ranging from \$42,631 for entry-level teachers with a

Bachelor's degree to \$55,802 for teachers with six years of experience and a Bachelor's degree plus 60 units. Nearly 90 percent of these teachers earn less than \$45,000 annually.

- SFUSD has approximately 1,640 paraprofessional job positions in active status. Because many of these positions are part time, some paraprofessional staff work in more than one position. SFUSD reports 1,539 total paraprofessional staff. Paraprofessionals include instructional aides, and other support staff. Paraprofessionals are paid hourly, with 10 percent working fewer than 20 hours per week and 10 percent working full time; 80 percent of paraprofessionals work between 20 hours and 39 hours per week. Most paraprofessionals (85 percent) have wages ranging from \$20 to \$25 per hour.
- Nearly three-quarters of SFUSD teachers and paraprofessionals earn less than San Francisco's area median income of \$75,400 for an individual. While SFUSD teacher and paraprofessional salaries are less than the area median income, teacher salaries are based on an approximately nine-month school year and most paraprofessional salaries are for less than full time. SFUSD teachers and paraprofessionals may work other jobs, increasing their annual earnings.
- The number of teachers leaving the district has remained relatively constant at approximately 10 percent per year since 2011. Teacher turnover may be higher for more recent employees compared to longer term employees (56 percent of SFUSD teachers have 10 or more years of service). Of the 1,970 teaching positions hired in the five-year period between 2012-13 and 2016-17, 63 percent (1,243) are still in active status.
- According to surveys administered by SFUSD in May 2016, nearly 58 percent of teachers report that it is "somewhat difficult" or "very difficult" to pay rent or make mortgage payments each month. 70 percent of teachers report that their salaries provide the majority of their household income. The affordability gap for a first-year teacher with a B.A. plus 30 units is \$16,355 per year (\$1,363 per month) for a studio apartment, and \$23,255 per year (\$1,938 per month) for a one-bedroom. Even a senior teacher with a Bachelor's degree plus 60 units and more than 25 years of experience—the highest possible earning step—faces an annual \$6,000 gap to afford a studio in San Francisco. The affordability gap decreases, however, if teachers have additional earnings through summer or other employment or if teachers are in households with more than one income.
- The high cost of housing in San Francisco may impact teacher turnover at SFUSD, but cost of living is not the only factor. Statewide, 75 percent of districts are experiencing teacher shortages, and most say the shortages are worsening.

*Project staff: Severin Campbell and Linden Bairey*

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## Introduction

### Statewide teacher workforce trends

San Francisco Unified School District (SFUSD) is the seventh-largest school district in California and serves over 58,000 students in San Francisco's public schools. District staffing levels range from 3,300 to 3,500 full-time equivalent K-12 teachers each year.

Like many school districts in California, SFUSD faces a persistent staffing problem for both teachers and paraprofessionals. Statewide, 75 percent of districts are experiencing teacher shortages, and most say the shortages are worsening.<sup>1</sup> The Learning Policy Institute has identified several key teacher workforce trends in California:

- Stagnant teacher supply in the face of growing teacher demand
- Increases in the issuance of waivers, intern credentials, and provisional, short-term, and limited assignment teaching permits
  - Particularly acute in special education teachers
- Near-historic low enrollment in teacher preparation programs
- Shrinking pipeline of prepared math and science teachers
- Expected increases in demand for bilingual education teachers after the passage of Proposition 58<sup>2</sup>
- A disproportionate effect on low-income and minority students

On top of the statewide trends of stagnant supply, shrinking pipelines, and growing demands, San Francisco's high cost of living and its lack of affordable housing options are often cited as compounding factors in the City's local teacher shortage.

This report presents information on the earnings of teachers and paraprofessionals and various measures of vacancy rates, attrition, and turnover. These figures alone do not directly connect teacher shortages and turnover to high housing costs in San Francisco, and cannot show that the latter has caused the former.<sup>3</sup> However, the results from surveys conducted by SFUSD do show that housing and affordability are consistent and significant concerns for teachers in San Francisco. According to surveys administered by SFUSD in May 2016, nearly 58 percent of teachers report that it is "somewhat difficult" or "very difficult" to pay rent or make mortgage payments each month.

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<sup>1</sup> Carver-Thomas, D. & Darling-Hammond, L. (2017). *Addressing California's growing teacher shortage: 2017 update*. Palo Alto, CA: Learning Policy Institute.

<sup>2</sup> Proposition 58, which passed in November 2016, allows California districts to reinstate bilingual education programs.

<sup>3</sup> The Learning Policy Institute reports that teacher staffing is a problem throughout the state, even in areas with lower costs of living than San Francisco.

## Responses to the problem

In 2015, the Mayor and Board of Supervisors announced a plan to build and preserve housing for 500 San Francisco teachers by 2020. Proposition A, approved by the voters in November 2015, authorized \$310 million in general obligation bonds for investments in affordable housing. Bond funds to assist teachers and other middle income applicants were allocated as follows:

### *Down Payment Assistance Loan Program: \$14.5 million between 2016 and 2020*

This program provides loans to eligible first-time home buyers to assist with down payments. New rules for this program were implemented in FY 2016–17 to increase eligibility for down payment assistance to households with income up to 175 percent of San Francisco's area median income (AMI).<sup>4</sup> Loan amounts were increased to \$375,000 per household.

### *Teacher Next Door Forgivable Loans: \$5 million between 2016 and 2010*

These loans are designated specifically for SFUSD teachers, and may be used in addition to the Down Payment Assistance Loans. Households with income up to 200 percent of AMI are eligible.

### *Teacher Rental Housing on SFUSD Site*

The Mayor's Office of Housing and Community Development (MOHCD) is working with SFUSD to develop rental housing for teachers on SFUSD property. MOHCD anticipates issuing predevelopment funding for this project in 2017.

## Overview

This report first presents current staffing levels and earnings of teachers and paraprofessionals in SFUSD. The second section provides data on vacancies, attrition, turnover, and other indicators of teacher shortages in SFUSD. The third section reports housing costs in San Francisco and calculates the gap between affordable rent and the earned salaries of teachers and paraprofessionals. The final section relies on survey data reported by SFUSD to connect teacher staffing trends with the cost of living and housing affordability in San Francisco.

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## Current Staffing Levels and Earnings in SFUSD

### Teachers

The salary schedule for teachers and other certificated personnel in SFUSD is governed by a three-year contract between SFUSD and United Educators of San Francisco. The current agreement covers the period from July 1, 2014 through June 30, 2017. The salary schedule distinguishes between fully-credentialed teachers (per Education Code 45023.1) and teachers with intern, emergency, and emergent teaching credentials, with the latter earning a lower salary. These two

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<sup>4</sup> 175 percent of San Francisco AMI in 2016 for a four-person household was \$188,500.

categories are broken into subcategories based on a teacher's additional college credits: (1) a teacher with only a Bachelor's degree, (2) a teacher with a Bachelor's degree plus 30 units, and (3) a teacher with a Bachelor's degree plus 60 units. Teachers are typically hired at the Bachelor's degree plus 30 units level.

The California Department of Education's School Fiscal Services Division compiles teacher salary statistics as reported on the Form J-90, which requests salary schedule information and employee placement on the schedule by full-time equivalents (FTE). Appendix I presents the J-90 data for 2015–16 for all certificated teachers and the FTE count associated with each salary level.

According to the California Department of Education's data, more than one-half of SFUSD fully-credentialed teachers (56 percent) have ten or more years of service and more than 40 percent of SFUSD fully-credentialed teachers have 13 or more years of service, as shown in Figure 1 below.

**Figure 1: Fully-credentialed teacher FTE count in 2016 by years of service**

Years of Service	FTE Count	Percent
1 to 3 years	575	17%
4 to 6 years	459	14%
7 to 9 years	449	13%
10 to 12 years	445	13%
13 years and more	1,458	43%
<b>Total</b>	<b>3,386</b>	<b>100%</b>

Source: California Department of Education.

Teacher salaries increase incrementally for each year of service until teachers reach the top of their salary range. Annual salaries as of January 1, 2016 range from \$50,240 for entry-level teachers with a Bachelor's degree to \$87,660 for teachers with more than 25 years of service and a Bachelor's degree plus 60 units, as shown in Figure 2 below. Teacher salaries are based on an approximately 9 month school year. Anecdotally, many teachers earn additional money through summer jobs.

**Figure 2: Fully-credentialed teacher salaries in FY 2015-16 by years of service <sup>a</sup>**

	Bachelor's degree	Bachelor's degree plus 30 units	Bachelor's degree plus 60 units
Entry-level	\$50,240	\$53,283	\$55,369
5 years of service	\$52,911	\$56,453	\$61,240
10 years of service	\$56,624	\$60,474	\$69,913
15 years of service <sup>b</sup>	\$59,051	\$64,258	\$76,097
> 25 years of service <sup>c</sup>	No change	No change	\$87,660

Source: California Department of Education.

<sup>a</sup> Salaries increase by approximately 1 percent per year for each year of service.

<sup>b</sup> Fully-credentialed teachers with (1) Bachelor degrees reach the top of their salary range at 13 years of service and (2) Bachelor degrees plus 30 units reach the top of their salary range at 12 years of service.

<sup>c</sup> Fully-credentialed teachers with Bachelor degrees plus 60 units reach the top of their salary range at 26 years of service.

According to surveys administered by SFUSD in May 2016:

- 70 percent of teachers report that their salaries provide the majority of their household incomes; and
- One-third of fully-credentialed teachers earned less than \$60,000 per year in 2015–16, as shown in Figure 3 below. The weighted average salary was \$68,675.

Figure 3 below displays the distribution of annual salaries for fully-credentialed teachers in SFUSD.

**Figure 3: Distribution of annual salaries among fully-credentialed teachers in SFUSD, 2015–16**

Annual Salary	Count	Percent
Less than \$60,000	1,116	33%
\$60,000–\$70,000	737	22%
\$70,000–\$80,000	885	26%
More than \$80,000	648	19%
Total	3,386	100%

Source: California Department of Education.

According to the California Department of Education, in 2015–16 SFUSD had 158 teachers with intern, emergency, and emergent teaching credentials, of whom 73 percent (115 teachers) were in their first year of service.<sup>5</sup> Annual salaries for these teachers range from \$42,631 for entry level with a Bachelor's degree to \$55,802 for teachers with six years of service and a Bachelor's degree plus 60 units.

<sup>5</sup> Of the remaining 43 teachers with intern, emergency, and emergent teaching credentials, 31 had two years of service, six had three years of service, two had four years of service, two had five years of service and two had six years of service.

Appendix I presents the 2015–16 J-90 teacher salaries and the FTE count associated with each salary level.

Nearly 90 percent teachers with intern, emergency, and emergent teaching credentials earned less than \$45,000 per year in 2015–16, as shown in Figure 4 below. The weighted average salary was \$43,157.

**Figure 4: Distribution of annual salaries among teachers with intern, emergency, and emergent teaching credentials in SFUSD, 2015–16**

Annual Salary	Count	Percent
Less than \$45,000	141	89%
More than \$45,000	17	11%
Total	158	100%

Source: California Department of Education.

### Paraprofessionals

Paraprofessionals in SFUSD include instructional aides, early education aides, special education instructional aides, support service providers, community relations specialists, and security aides. Like the salary schedule for teachers, compensation for paraprofessionals in SFUSD is governed by a three-year contract between SFUSD and United Educators of San Francisco. The agreement covers the period from July 1, 2014 through June 30, 2017. Unlike teachers and other certificated staff, paraprofessional staff are considered classified because they do not require a credential, and are paid an hourly rate.

SFUSD currently employs approximately 1,539 paraprofessionals. Because some paraprofessionals work multiple part-time job positions, there are approximately 1,640 paraprofessional job positions in active status. Of these positions, 10 percent are for fewer than 20 hours per week and 10 percent are full-time. Most paraprofessional job positions (80 percent) are between 20 hours and 40 hours per week, as shown in Figure 5 below.

**Figure 5: Distribution of weekly hours by position for SFUSD paraprofessionals in active status, 2017**

Hours per Week	Total Paraprofessional Positions in Active	
	Status	Percent
Less than 20 hours	171	10%
20 to 39 hours	1,298	80%
40 hours	171	10%
Total	1,640	100%

Source: SFUSD.

Hourly wages for paraprofessionals range from approximately \$15 per hour to \$47 per hour.<sup>6</sup> Hourly compensation is determined by job class and then by step. As

<sup>6</sup> One employee is recorded as earning \$13/hour.

shown in Figure 6 below, 87 percent of paraprofessional job positions in active status pay \$20 to \$25 per hour.

**Figure 6: Distribution of hourly wages for SFUSD paraprofessional job positions in active status, 2017**

Hourly Wage	Count	Percent
Up to \$20/hour	47	3%
\$20–\$25/hour	1,423	87%
More than \$25/hour	170	10%
Total	1,640	100%

Source: SFUSD.

Note: Hourly wages were rounded to the nearest integer prior to count.

Because hours per week and hourly earnings vary among paraprofessionals, the annual rates and percent time worked give a more complete picture of staff earnings based on projected hours worked per year. Figure 7 below displays annual earnings of 1,469 active paraprofessional job positions that are half-time or more. Most paraprofessionals work 60 to 75 percent of a full-time 40-hour schedule, and most earn less than \$40,000 per year.



**Figure 7: Distribution of annual rates among active paraprofessional positions working half-time or more in SFUSD, 2017**

Percent time	Annual rates	Number	Percentage
50-59%			
	\$20,000–\$25,000	49	3%
	\$25,000–\$27,000	30	2%
	\$27,000–\$31,000	86	6%
	\$31,000–\$38,000	1	0%
	<b>Total</b>	<b>166</b>	<b>11%</b>
60-75%			
	\$24,000–\$30,000	126	9%
	\$30,000–\$35,000	351	24%
	\$35,000–\$40,000	435	30%
	\$40,000–\$47,000	25	2%
	<b>Total</b>	<b>937</b>	<b>64%</b>
80-94%			
	\$26,000–\$36,000	40	3%
	\$36,000–\$42,000	51	3%
	\$42,000–\$45,000	94	6%
	\$45,000–\$55,000	10	1%
	<b>Total</b>	<b>195</b>	<b>13%</b>
100%			
	\$32,000–\$42,000	11	1%
	\$42,000–\$50,000	84	6%
	\$50,000–\$60,000	26	2%
	\$60,000–\$70,000	39	3%
	\$70,000–\$80,000	3	0%
	\$80,000–\$98,000	8	1%
	<b>Total</b>	<b>171</b>	<b>12%</b>
<b>Grand Total</b>		<b>1,469</b>	<b>100%</b>

Source: SFUSD.

### Comparison to Area Median Income

The U.S. Department of Housing and Urban Development (HUD) generates a table of area median income (AMI) limits based on household size relative to the median income of a geographic area. The 2016 AMI for San Francisco was \$75,400 for an individual and \$107,700 for a four-person household.

The earnings of teachers and paraprofessionals are compared to San Francisco's AMI in Figure 8 below. Because of data availability limitations, paraprofessional salaries are based on 2017 statistics, rather than 2016, but the overall trend persists.

**Figure 8: Annual earnings of teachers (2015–16) and paraprofessionals (2017) in SFUSD compared to AMI (2016)**

	Fully- credentialed	Intern/ emergency/ emergent credentials	Paraprofessionals	Total
Number below AMI <sup>a</sup>	2,164	158	1,712	4,034
Percent	64%	100%	99%	77%

Source: California Department of Education (teachers), SFUSD (paraprofessionals), and HUD (AMI)

<sup>a</sup> Based on the 2016 AMI for an individual of \$75,400.

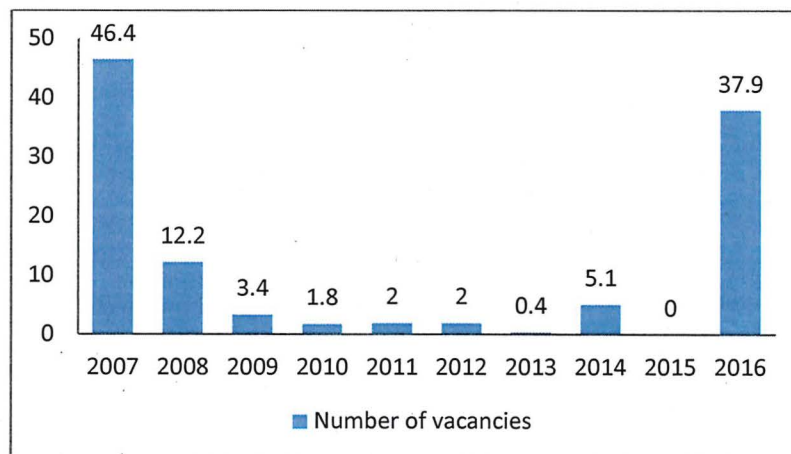
Nearly two-thirds of fully-credentialed teachers, all teachers with intern, emergency, and emergent teaching credentials; and nearly all paraprofessionals in SFUSD earn less than San Francisco’s individual area median income. While SFUSD teacher and paraprofessional salaries are less than the area median income, teacher salaries are based on an approximately nine-month school year and most paraprofessional salaries are for less than full time, as noted in Figure 5 above. SFUSD teachers and paraprofessionals may work other jobs, increasing their annual earnings.

## Vacancies, Attrition, and Turnover

### Vacancies

Position vacancies in SFUSD are driven by a number of factors, including attrition (resignations, retirements, non-reelections), leaves (medical, personal, parental), sabbaticals, transfers to other schools within the district, and the creation of new positions. Figure 9 below displays the number of certificated teacher classroom vacancies on the first day of school starting in 2007.

**Figure 9: SFUSD certificated teacher classroom vacancies on the first day of school**



Source: SFUSD.

From 2009–2015, SFUSD has had fewer than 6 classroom vacancies each year on the first day of school. However, that figure increased to nearly 38 vacant positions in 2016.

SFUSD has not tracked the number of paraprofessional vacancies in a consistent way, so historical vacancy rates for paraprofessionals are not available. However, according to SFUSD, at the beginning of the 2016–17 school year there were 90 paraprofessional vacancies, and as of March 2017 there are 62.

### Attrition

Teacher attrition is a significant driver of vacant classroom positions. Including resignation, retirement, and termination, district attrition rates have remained around 10 percent since 2011, according to SFUSD.

SFUSD is not the only district in California facing teacher vacancies. A fall 2016 survey conducted by the Learning Policy Institute revealed that 75 percent of districts in California are experiencing teacher shortages. Meanwhile, the supply of teachers is stagnant: new California teaching credentials have remained constant since 2013–14, and enrollment in teacher preparation programs remains near historic lows.<sup>7</sup>

### New hiring by position

Since 2012–13, SFUSD has hired 1,970 new K-12 teacher positions.<sup>8,9</sup> Overall 63 percent of the new teaching positions filled in the past five school years remain active; however, the older cohorts have the lowest percentage still active. Of the new positions that were hired five years ago, only 46 percent remain active and 49 percent have been terminated.

The distribution of status by position is displayed in Figure 10 below.

**Figure 10: Current status of new hires by position since 2012–13**

	Active	Leave of Absence	Leave With Pay	Retired	Terminated	Grand Total	Percent Active
2012-2013	156	9	6		166	337	46%
2013-2014	196	4	1		208	409	48%
2014-2015	245	4	4	1	177	431	57%
2015-2016	311		5		116	432	72%
2016-2017	335	2	3		21	361	93%
<b>Total</b>	<b>1,243</b>	<b>19</b>	<b>19</b>	<b>1</b>	<b>688</b>	<b>1,970</b>	<b>63%</b>

Source: SFUSD.

<sup>7</sup> Carver-Thomas, D. & Darling-Hammond, L. (2017). *Addressing California’s growing teacher shortage: 2017 update*. Palo Alto, CA: Learning Policy Institute.

<sup>8</sup> Based on SFUSD’s list of job codes for TK-12 teachers. Data filtered to include job codes 700, 729, 731, 732, 733, 734, 735, 736, 737, 737, 738, 739, 740, 743, 761, 763, 765, 768, 769, 770, 771, 772, 775, 777, 779, 780, 782, 807, 810, 811, 813, 814, 818, 825, 831, 834, and 736C.

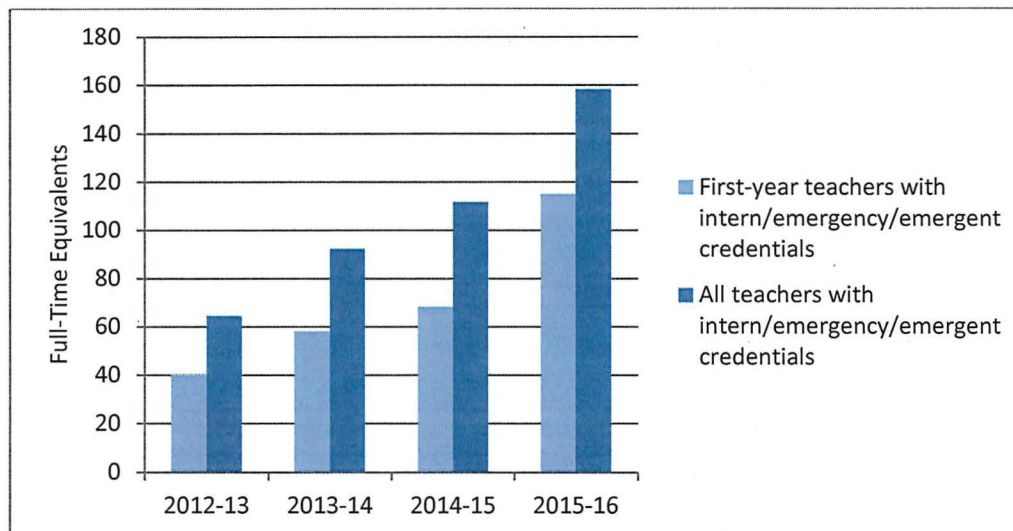
<sup>9</sup> The hiring data provided captures the number of new hires by position, not individual, so there are multiple entries for employees who worked multiple teaching positions.

### Increases in waivers, intern credentials, and special teaching permits

Concurrently, throughout California the issuance rates for waivers, intern credentials, and provisional, short-term, and limited assignment teaching permits, which are issued only when fully qualified candidates are not available, have increased substantially. The Learning Policy Institute reports that the number of teachers who had not completed teacher preparation or other state credentialing requirements for a preliminary teaching credential more than doubled from 2012–13 to 2015–16, from 4,724 to 10,209 statewide.<sup>10</sup>

Our analysis of SFUSD shows a similar trend, as shown in Figure 11 below. Based on the J-90 data from the Department of Education, in 2012–13 SFUSD reported 40 first-year teachers with intern, emergency, and emergent teaching credentials. By 2015–16, the number of teachers with intern, emergency, and emergent teaching credentials had more than doubled, to 115 FTEs. Similarly, in 2012–13 SFUSD reported 65 teachers with intern, emergency, and emergent teaching credentials in total at all steps; by 2015–16, the figure had more than doubled to 158 FTEs. In 2012–13, 2.0 percent of SFUSD teachers had intern, emergency, and emergent teaching credentials. By 2015–16, 4.5 percent had intern, emergency, and emergent teaching credentials.

**Figure 11: First-year and all teachers with intern, emergency, and emergent teaching credentials in SFUSD, 2012–13 to 2015–16**



Source: California Department of Education.

Taken together, the data on vacancy rates, attrition, new hiring, and the number of teachers with intern, emergency, and emergent teaching credentials in SFUSD confirm the difficulties surrounding teacher retention. According to a survey conducted by SFUSD, 22 percent of principals responded that teacher retention

<sup>10</sup> These figures include teachers with waivers, special and general education limited assignment teaching permits, provisional and short-term permits, and intern credentials. Learning Policy Institute.

was a challenge in at least one subject area in 2010; by 2016, 47 percent responded yes to the same question.

## Housing Costs in San Francisco

### Affordability gaps

As reported in a previous section, HUD calculates San Francisco’s 2016 area median income as \$75,400 for one person and \$107,700 for a four-person household. The Mayor’s Office of Housing and Community Development (MOHCD) uses AMI to calculate rent affordability gaps for San Francisco residents earning different percentages of AMI, using market rate rents from Zumper and assuming 30 percent of income is spent on rent. Figure 12 below combines MOHCD’s determinations of current market rent with the 2016 salaries of first-year, mid-career, and senior fully-credentialed teachers in SFUSD to calculate the housing affordability gaps for teachers in SFUSD.

**Figure 12: Rent affordability gaps for teachers in San Francisco**

Household size	Annual mkt rent	First-year salary <sup>a</sup>	Affordable annual rent	Gap	Mid-career salary <sup>b</sup>	Affordable annual rent	Gap	Senior teacher salary <sup>c</sup>	Affordable annual rent	Gap
Studio	32,340			(16,355)			(11,366)			(6,042)
1 BR	39,240			(23,255)			(18,266)			(12,942)
2 BR	54,000	\$53,283	\$15,985	(38,015)	\$69,913	\$20,974	(33,026)	\$87,660	\$26,298	(27,702)
3 BR	69,600			(53,615)			(48,626)			(43,302)

<sup>a</sup>: B.A. +30, year 1, 1/1/2016

<sup>b</sup>: B.A. +60, year 10, 1/1/2016

<sup>c</sup>: B.A. +60, year 30, 1/1/2016

Source: MOHCD, market rate rents (data from Zumper); California Department of Education, 2016 annual teacher salaries.

The affordability gap for a first-year teacher with a B.A. plus 30 units is \$16,355 per year (\$1,363 per month) for a studio apartment, and \$23,255 per year (\$1,938 per month) for a one-bedroom. Even a senior teacher at the B.A. plus 60 units level with 30 years of experience—the highest possible earning step—faces an annual \$6,000 gap to afford a studio in San Francisco.

The affordability gap decreases, however, if teachers have additional earnings through summer or other employment or if teachers are in households with more than one income.

### Comparisons to other districts

The National Council on Teacher Quality assessed the relative competitiveness of 113 school districts across the United States using 2013-14 salary schedules. After adjusting for costs of living,<sup>11</sup> school districts were ranked first by teacher earnings over a 30-year career and second by how long it takes teachers to reach a salary of

<sup>11</sup> 2013 annual cost of living estimates are from the Cost of Living Index produced by the Council for Community and Economic Research.

\$75,000. San Francisco ranked third from the bottom, above only Hawaii and Newark, New Jersey. Oakland and New York City also ranked in the bottom ten.<sup>12</sup>

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## Connecting the Cost of Living to Workforce Trends

According to a survey conducted by SFUSD, 22 percent of principals responded that teacher retention was a challenge in at least one subject area in 2010; by 2016, 47 percent responded yes to the same question.

SFUSD survey results also confirm that teachers face cost of living challenges in San Francisco. According to surveys administered in May 2016, nearly 58 percent of teachers report that it is “somewhat difficult” or “very difficult” to pay rent or make mortgage payments each month. 70 percent of teachers report that their salaries provide the majority of their household income.

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## Conclusion

Various measures of vacancy, turnover, and attrition rates, along with an increase in the hiring of teachers with intern, emergency, and emergent teaching credentials, attest to San Francisco’s ongoing shortage of fully-credentialed teachers. However, we cannot conclude that the shortage is directly tied to the high cost of housing in San Francisco based on salary, turnover, and housing cost statistics alone; indeed, statewide surveys suggest that a majority of California’s school districts, even those with lower costs of living, are facing a shortage of qualified teachers and high teacher turnover. However, the results from surveys conducted by SFUSD do show that housing and affordability are consistent and significant concerns for teachers and paraprofessionals in San Francisco.

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<sup>12</sup> Joseph, N. & Waymack, N. *Smart Money: What teachers make, how long it takes and what it buys them*. Washington, D.C.: National Council on Teacher Quality (revised version, December 5, 2014).

**Appendix**

**Salary schedule and FTE count for fully-credentialed teachers per Education Code 45023.1, 2015–16**

Experience	Years of Service	1/1/16 Annual Salary	FTE Count
Bachelor's Degree	1	\$50,240	47.7
	2	50,783	30.2
	3	51,425	19.3
	4	52,169	20
	5	52,911	8
	6	53,653	8
	7	54,396	10
	8	55,139	10
	9	55,882	6
	10	56,624	5.5
	11	57,392	5.2
	12	58,222	9.2
	13	59,051	22.9
FTE Subtotal			202
Bachelor's Degree Plus 30 Units	1	\$53,283	88.8
	2	54,075	122
	3	54,869	118
	4	55,661	68.5
	5	56,453	99.93
	6	57,246	41.6
	7	57,801	47.5
	8	58,442	52.1
	9	59,334	50.08
	10	60,474	36.3
	11	62,115	30.6
	12	64,258	26.6
	13	64,258	19.8
14	64,258	20	
15	64,258	88.2	
FTE Subtotal			910.01

Memo to Supervisor Ronen  
 March 22, 2017

Bachelor's Degree	1	\$55,369	43.2
Plus 60 Units	2	56,611	37
	3	57,853	69.1
	4	59,566	75.8
	5	61,240	73.3
	6	62,914	63.45
	7	64,590	69.3
	8	66,264	118
	9	67,939	85.6
	10	69,913	106.2
	11	72,423	109.4
	12	73,923	115.7
	13	73,923	85.5
	14	76,097	99.8
	15	76,097	83.15
	16	76,097	91.3
	17	78,771	106.1
	18	78,771	90.6
	19	78,771	103.6
	20	81,656	85.8
	21	81,656	66.1
	22	81,656	76.31
	23	84,486	54.3
	24	84,486	25.5
	25	84,486	44.6
	26	87,660	51.2
	27	87,660	52.1
	28	87,660	17.6
	29	87,660	21.5
	30	87,660	152.4
	FTE Subtotal		2,273.51
<b>Total</b>			<b>3,385.52</b>

Source: California Department of Education.



**Salary schedule and FTE count for teachers with intern, emergency, and emergent teaching credentials, 2015–16**

Experience	Years of Service	1/1/16 Annual Salary	FTE Count
Bachelor's Degree	1	\$42,631	73.5
	2	42,631	20
	3	42,950	5
	4	43,270	1
	5	43,587	0
	6	43,905	1
FTE subtotal			100.5
Bachelor's Degree Plus 30 Units	1	\$42,951	31.1
	2	42,951	8
	3	43,270	1
	4	44,555	0
	5	46,661	2
	6	48,766	0
FTE subtotal			42.1
Bachelor's Degree Plus 60 Units	1	\$45,390	10.5
	2	45,390	3
	3	47,993	0
	4	50,597	1
	5	53,199	0
	6	55,802	1
FTE subtotal			15.5
<b>Total</b>			<b>158.1</b>

Source: California Department of Education.