



INDIANA EDUCATION EMPLOYMENT RELATIONS BOARD

143 West Market Street, Suite 400

Indianapolis, IN 46204

Telephone: (317) 233-6620

Fax: (317) 233-6632

<http://www.in.gov/ieerb>

2025 IC 20-29-3-15 Annual Report

INTRODUCTION

The Indiana Education Employment Relations Board (IEERB) has issued the Collective Bargaining Report (CBR) since 2013. The CBR is a survey that school corporation employers who bargain with an exclusive representative organization are required to complete. There are 304 such school employers in the state of Indiana. Of the 304, 289 are traditional public schools, 9 are special education cooperatives, and 6 are career centers. In 2018, Muncie Community Schools was designated a Transformation Zone Corporation, has opted out of collective bargaining, and has not completed this survey. To collect and report this information, school corporation central office staff enter data regarding the salary, wages, and salary and wage related fringe benefits of 1.0 Full Time Equivalent (FTE) teachers. IEERB contracts with the Indiana Business Research Center to use the Gateway platform to collect and publish the CBR¹.

The CBR has evolved since 2013. The most notable change is who is included in the Report. Prior to 2019, it included all bargaining unit members, but now it is limited to 1.0 FTE teachers in the bargaining unit. Bargaining unit members are certificated employees who are paid by the terms of the teachers' collective bargaining agreement. Effective July 1, 2019, the Indiana General Assembly passed and amended Indiana Code 20-29-3-15. It requires IEERB to collect and publish specific salary and compensation data for full time teachers, full time district level administrators, and superintendents². This law also requires IEERB to report Cost of Living Adjustments (COLAs) to the salary data, surrounding state salary averages, information about Indiana teacher candidates, the change in K-12 enrollment statewide, the number of teachers and district level administrators, and the teacher and district level administrator workforce growth.

The 2024-2025 school year CBR, hereafter referred to as the 2025 CBR, was open for submission on May 1, 2025, and closed July 30, 2025. As Reports were submitted, they were checked for validity by comparing the 2024 Reports to the 2025 Reports. When significant discrepancies were identified, IEERB contacted the employer with a request to review and correct the error, if necessary. For the 2025 CBR, 120 submissions contained errors that required correction. It is important to note that this is a survey completed by the school employer. IEERB cannot verify accuracy. The only means of quality control available to IEERB is to compare CBRs from year to year.

The 2025 Statewide CBR summary was last updated on October 23, 2025. If a unit makes changes to their data, the 2025 Statewide CBR summary webpage will reflect the most recent update.

¹ Gateway Indiana Collective Bargaining statewide report [link](#).

² It is important to note the IEERB administers the teacher collective bargaining laws. District level administrators and superintendents are excluded from the bargaining unit. Even though this is a Collective Bargaining Report, district level administrators and superintendents were included in this report instead of creating a new report.

Indiana Code 20-29-3-15 tasks IEERB with collecting very specific experience level and salary averages from surrounding states. IEERB officially requested these data points from the appropriate state agencies in Michigan, Illinois, Wisconsin, Ohio, and Kentucky.

The IEERB requested the following data from each of the aforementioned states regarding the previous school year:

1 st year 1.0 FTE teacher average salary	Minimum 1.0 FTE teacher salary
5 th year 1.0 FTE teacher average salary	Average 1.0 FTE teacher salary
10 th year 1.0 FTE teacher average salary	Maximum 1.0 FTE teacher salary
15 th year 1.0 FTE teacher average salary	
20 th year 1.0 FTE teacher average salary	Minimum 1.0 FTE district level administrator salary
25 th year 1.0 FTE teacher average salary	Average 1.0 FTE district level administrator salary
30+ year 1.0 FTE teacher average salary	Maximum 1.0 FTE district level administrator salary

The 1st, 5th, 10th, 15th, 20th, 25th, and 30+ years are referred to as benchmark years because the data represent salaries for teachers in the current school year who have exactly 1, 5, 10, 15, 20, 25, or 30+ total years of experience (in state and out of state). Teachers with years of experience 2-4, 6-9, 11-14, 16-19, 21-24, and 26-29 are not included in the benchmark year data. The 30+ benchmark, however, includes all teachers who have 30, 31, 32, etc. years of experience. District level administrators are defined as school employees working at the overall district - not individual building - level who hold an administrator license from the state department of education. The district level administrator category does not include the superintendent. The superintendent is a separate category.

The responses from each state varied. Wisconsin publishes a database that contains all school employee salary, wages, and benefits data. The Wisconsin database was filtered to the specific criteria for this report. Ohio sent a link to an Excel file that contained all school employee salary data. The Ohio spreadsheet was filtered to the specific criteria for this report. Illinois and Kentucky returned an Excel file containing specific responses to each query. The records request from Michigan resulted in an email from Chad of the Michigan Center for Educational Performance and Information Customer Support stating, “unfortunately this [salary data] is not data that we collect.”

The tables below compare the average, minimum, and maximum salaries for teachers and district level administrators, as well as benchmark year average teacher salaries, for each state identified in IC 20-29-3-15.

DATA TABLES

Salary - Teachers

	Indiana	Wisconsin	Ohio	Kentucky	Illinois	Michigan ³
Average	\$62,528	\$67,407	TBD	\$60,978	\$78,245	NA
Minimum	\$40,020	\$35,285	TBD	\$269	\$12,669	NA
Maximum	\$112,519	\$123,100	TBD	\$147,221	\$219,473	NA
1st Year	\$50,179	\$51,988	TBD	\$43,940	\$52,873	NA
5th Year	\$53,454	\$55,563	TBD	\$51,480	\$61,341	NA
10th Year	\$58,361	\$62,519	TBD	\$57,761	\$71,108	NA
15th Year	\$64,501	\$67,721	TBD	\$66,047	\$81,033	NA
20th Year	\$71,569	\$74,300	TBD	\$71,306	\$92,868	NA
25th Year	\$76,614	\$81,264	TBD	\$73,451	\$100,938	NA
30th + Years	\$80,574	\$84,345	TBD	\$76,443	\$106,909	NA

Salary – District-Level Administrators

	Indiana	Wisconsin	Ohio	Kentucky	Illinois	Michigan
Average	\$156,826	\$164,097	TBD	\$86,340	\$117,838	NA
Minimum	\$55,020	\$107,500	TBD	\$4,525	\$24,895	NA
Maximum	\$204,009	\$299,000	TBD	\$143,664	\$272,022	NA

Cost-of-Living Adjustment

To appropriately compare teacher salaries in Indiana to the five surrounding states, the difference in costs of living must be considered. That is why Indiana Code 20-29-3-15 tasks IEERB with adjusting the surrounding state salaries. The charts in this section show the COLA for all surrounding states except Michigan.

IEERB partnered with the Indiana Business Research Center (IBRC) to provide COLAs to Indiana teacher average salaries. To compare average teacher salaries between Wisconsin and Indiana, Ohio and Indiana, Kentucky and Indiana, and Illinois and Indiana, first the Wisconsin, Ohio, Kentucky, and Illinois salaries are adjusted to Indiana salaries using the most recent, 2024 Regional Price Parities for States. Second, the differences between the Wisconsin, Ohio, Kentucky, Illinois, and Indiana salaries are calculated. Parentheses indicate a negative number.

³On October 23, 2025, IEERB received an email from the Michigan Center for Educational Performance and Information stating these data are not collected.

To compare individual corporation salaries to surrounding states, use this [link](#) to access individual corporation collective bargaining reports. Compare the individual corporation salary data points to the state specific adjusted salary tables below.

Wisconsin Adjusted Salaries

	Indiana	Wisconsin	Adjusted to IN\$	Difference
Average	\$62,528	\$67,407	TBD	TBD
Minimum	\$40,020	\$35,285	TBD	TBD
Maximum	\$112,519	\$123,100	TBD	TBD
1st Year	\$50,179	\$51,988	TBD	TBD
5th Year	\$53,454	\$55,563	TBD	TBD
10th Year	\$58,361	\$62,519	TBD	TBD
15th Year	\$64,501	\$67,721	TBD	TBD
20th Year	\$71,569	\$74,300	TBD	TBD
25th Year	\$76,614	\$81,264	TBD	TBD
30th + Years	\$80,574	\$84,345	TBD	TBD

Ohio Adjusted Salaries

	Indiana	Ohio	Adjusted to IN\$	Difference
Average	\$62,528	TBD	TBD	TBD
Minimum	\$40,020	TBD	TBD	TBD
Maximum	\$112,519	TBD	TBD	TBD
1st Year	\$50,179	TBD	TBD	TBD
5th Year	\$53,454	TBD	TBD	TBD
10th Year	\$58,361	TBD	TBD	TBD
15th Year	\$64,501	TBD	TBD	TBD
20th Year	\$71,569	TBD	TBD	TBD
25th Year	\$76,614	TBD	TBD	TBD
30th + Years	\$80,574	TBD	TBD	TBD

Kentucky Adjusted Salaries

	Indiana	Kentucky	Adjusted to IN\$	Difference
Average	\$62,528	\$60,978	TBD	TBD
Minimum	\$40,020	\$269	TBD	TBD
Maximum	\$112,519	\$147,221	TBD	TBD
1st Year	\$50,179	\$43,940	TBD	TBD
5th Year	\$53,454	\$51,480	TBD	TBD
10th Year	\$58,361	\$57,761	TBD	TBD
15th Year	\$64,501	\$66,047	TBD	TBD
20th Year	\$71,569	\$71,306	TBD	TBD
25th Year	\$76,614	\$73,451	TBD	TBD
30th + Years	\$80,574	\$76,443	TBD	TBD

Illinois Adjusted Salaries

	Indiana	Illinois	Adjusted to IN\$	Difference
Average	\$62,528	\$78,245	TBD	TBD
Minimum	\$40,020	\$12,669	TBD	TBD
Maximum	\$112,519	\$219,473	TBD	TBD
1st Year	\$50,179	\$52,873	TBD	TBD
5th Year	\$53,454	\$61,341	TBD	TBD
10th Year	\$58,361	\$71,108	TBD	TBD
15th Year	\$64,501	\$81,033	TBD	TBD
20th Year	\$71,569	\$92,868	TBD	TBD
25th Year	\$76,614	\$100,938	TBD	TBD
30th + Years	\$80,574	\$106,909	TBD	TBD

Miscellaneous Data

IC 20-29-3-15 requires IEERB to report data about the number of teacher candidates in teacher preparation programs, the change in K-12 enrollment, Indiana teacher, district level administrator, superintendent salary and total compensation, and teacher and district level administrator workforce and workforce growth. Salary is defined as the salary listed on the regular teacher contract. Total compensation includes all salary, wages, and benefits paid to and on behalf of the employee (examples include life insurance, health insurance, retirement benefits, etc.) Workforce growth is calculated by determining the change in the number of employees in a particular group from one year to the next. Cells that contain N/A mean that the data were not collected or not available for that school year.

Indiana Teacher Preparation

These numbers represent the number of teacher candidates enrolled in Indiana colleges and universities that offer teacher credentialing programs.⁴ This table will be updated and republished when the data become available.

	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025 ⁵
Total number of teacher candidates who are currently enrolled in a teacher preparation program	11,376	11,824	11,757	11,900	Not available
Total number of teacher candidates who have recently completed a teacher preparation program	3,374	3,446	3,340	3,451	Not available

⁴ Indiana Teacher Preparation data are retrieved from the Title II Higher Education Act website: <https://title2.ed.gov/Public/Report/StateHome.aspx>

⁵ As of October 17, 2025 these data were not yet available.

Indiana K-12 Enrollment

	2021-2022	2022-2023	2023-2024 ⁶	2024-2025
Increase or decrease in K-12 enrollment as of October 1st of current school year compared to previous school year	-1,557	-2,907	-6,060	-9,908

Indiana 1.0 FTE Teacher Workforce

	2021-2022	2022-2023	2023-2024	2024-2025
Total number of 1.0 FTE teachers in Indiana from IEERB CBR	62,673	62,882	63,462	63,306
Indiana teacher workforce growth	559	209	580	-156
# 1st year 1.0 FTE teachers hired	3,724	3,636	3,596	3,206
# of 1.0 FTE teachers who retired during previous school year	1,149	1,415	1,149	1,347
# of 1.0 FTE teachers retained from previous school year	55,682	55,227	55,971	57,220
# of 1.0 FTE teachers hired with previous work experience in teaching	4,168	4,557	4,464	3,647
Average tenure of all 1.0 FTE teachers	13	13	13	13

If there are discrepancies between the total number of 1.0 FTE teachers for a specific year and the number retained from the previous year plus the number of first year teachers hired for the current school year plus the number of teachers hired with previous experience for the current school year, it may be due to staffing fluctuations throughout the school year.

Indiana 1.0 FTE Teacher Salary and Compensation

	2021-2022	2022-2023	2023-2024	2024-2025
Statewide average total compensation for 1.0 FTE teachers	\$75,199	\$76,608	\$79,905	\$82,508
Statewide average daily 1.0 FTE teacher salary rate	\$308	\$318	\$329	\$340
Statewide average teacher contract days	184	184	184	184
# of 1.0 FTE teachers earning a salary under the statewide average	31,888	31,757	31,307	32,601

⁶ The IDOE K-12 enrollment reporting changed during the 2023-2024 school year. This Report now uses source data from the [IDOE Data Center and Reports page](#), Attendance & Enrollment section, specifically the report titled "[Corporation Enrollment by Grade Level](#)." K-12 enrollment is calculated by including 290 traditional public schools, including Muncie Community Schools, and excludes the pre-k and 12+/Adult columns.

# of 1.0 FTE teachers earning a salary in excess of the statewide average	30,932	31,188	32,041	30,716
---	--------	--------	--------	--------

Indiana 1.0 FTE District Level Administrator Workforce

	2021-2022	2022-2023	2023-2024	2024-2025
Total number of 1.0 FTE district level administrators in Indiana according to the CBR	944	806	855	910
Indiana district level administrator workforce growth	3	-138	49	55

Indiana 1.0 FTE District Level Administrator Salary and Compensation

	2021-2022	2022-2023	2023-2024	2024-2025
Statewide average 1.0 FTE district level administrator salary	\$ 106,558	\$ 113,745	\$ 120,905	\$ 117,912
Statewide average 1.0 FTE total compensation district level administrators	\$ 139,036	\$ 150,809	\$ 157,908	\$ 156,533
Statewide average daily 1.0 FTE district level administrator salary rate	\$ 435	\$ 466	\$ 494	\$ 478
Statewide average 1.0 FTE annual administrator contract days	245	244	245	246

Indiana Superintendent Salary and Compensation

	2021-2022	2022-2023	2023-2024	2024-2025
Average superintendent salary	\$ 133,064	\$ 136,961	\$ 142,140	\$ 146,992
Average superintendent total compensation	\$ 180,068	\$ 184,717	\$ 192,15	\$ 200,417

The individual school corporation data for all data points are available on the Gateway Report Builder website on the [IEERB Collective Bargaining](#) page. Additional statewide teacher, district level administrator, and superintendent data are available on the Gateway Report Builder website on the [IEERB Collective Bargaining Statewide Summary](#) page.

Teacher Vacancy Data

IC 20-19-3-20 requires the Indiana Department of Education (IDOE) to collect and report data regarding teacher vacancy. Typically, the IDOE issues a teacher vacancy survey to all school corporations during the summer. The survey asks employers to report the number of vacant teaching positions by grade, subject, and required credential. The IDOE compiles the data into a Teacher Statistics Report and publishes it on the [Data Center & Reports](#) webpage. The 2024-2025 Teacher Statistics Report was not available at the time this report was published. However, as soon as the data become available, this report will be republished.

METHODOLOGY

Indiana Data Collection

IEERB uses the Gateway platform to survey and collect data from all Indiana public school employers that collectively bargain. The Collective Bargaining Report (CBR) gathers salary, wage, and wage related fringe benefits for 1.0 FTE teachers, district level administrators and superintendents. These data points are self-reported and not verified by an external entity. District level administrators are defined as school employees working at the overall district, not individual building, level who hold an administrator's license from the Indiana Department of Education. The district level administrator category does not include the superintendent.

The questions posed to school corporations in the CBR that are used to derive the COLA adjusted data are:

1. Total number of 1.0 FTE teachers in 2024-2025
2. Total salary costs for all 1.0 FTE teachers 2024-2025
3. Minimum annual 1.0 FTE teacher salary 2024-2025
4. Maximum annual 1.0 FTE teacher salary 2024-2025
5. Total number of 1.0 FTE teachers with 1 year of experience
6. Total salary costs for all 1.0 FTE teachers with 1 year of experience
7. Total number of 1.0 FTE teachers with 5 years of experience
8. Total salary costs for all 1.0 FTE teachers with 5 years of experience
9. Total number of 1.0 FTE teachers with 10 years of experience
10. Total salary costs for all 1.0 FTE teachers with 10 years of experience
11. Total number of 1.0 FTE teachers with 15 years of experience
12. Total salary costs for all 1.0 FTE teachers with 15 years of experience
13. Total number of 1.0 FTE teachers with 20 years of experience
14. Total salary costs for all 1.0 FTE teachers with 20 years of experience
15. Total number of 1.0 FTE teachers with 25 years of experience
16. Total salary costs for all 1.0 FTE teachers with 25 years of experience
17. Total number of 1.0 FTE teachers with 30+ years of experience
18. Total salary costs for all 1.0 FTE teachers with 30+ years of experience
19. Total number of 1.0 FTE district level administrators
20. Total salary costs of 1.0 FTE district level administrators

The highest and lowest corporation reported 1.0 FTE annual teacher salary and district level administrator salary was identified as the maximum and minimum annual teacher salary and district level administrator salary. To determine the average teacher salary and district level administrator salary, the total cost of all teacher and district level administrator salaries was divided by the total number of respective teachers and district level administrators. To determine the average salary at each benchmark year (1, 5, 10, 15, 20, 25, and 30+) the total salary costs for each benchmark year was divided by the total number of teachers in each benchmark year.

Ohio Data Collection

The Ohio Department of Education collects teacher salary data, which has historically been available upon request to the Office of Data Quality and Governance. A request was made on September 3, 2025. A response from the Data Analytics Lead, Mary Rose, indicated a request would need to be made through the "[Data Ohio Portal](#)." An account was created and a request was made on October 2, 2025. The request was approved on October 29, 2025, and excel files with these data were made accessible

for years 2005-2024. IEERB reached out to Mary Rose in regard to the availability of the 2024-2025 school year. IEERB received a response stating that those data “will be up in a few weeks.” On December 3, 2025, IEERB received an email from Mary Rose, the Data Analytics Lead for the Ohio Office of Data Quality and Governance, stating the requested data will be released on the Data Ohio Portal. No date was given. As of February 5, 2026 the 24-25 data have not been released.

Wisconsin Data Collection

The Wisconsin Department of Public Instruction publishes a “Public All Staff Report” on their website. Data for the 2024-2025 school year were filtered in the “All Positions” category for “Teacher” and “District Administrator” assignments. Each filter returned an Excel file that was then filtered to remove extraneous data.

The columns that were removed from the Teacher and District Administrator files were: Research Id, School Year, Last Name, First Name, Entity ID, Gender, RaceEthnicity, Contract Hire Agency, Contract High Degree, Contract Local Experience, Total Fringe, Position Classification, Assignment Area, Assignment Staff Category, Hire Agency, Assignment Work Agency, Work Agency Type, Assignment Work School, Assignment Hire Agency Type, Assignment Work CESA Number, Assignment Work County, Assignment Work School Level, Assignment Grades Served, Assignment Bilingual Program, Assignment Alternative Program, School Mailing Street Address, School Mailing Po Box, School Mailing City, School Mailing State, School Mailing Zip Code, District Mailing Street Address, District Mailing Po Box, District Mailing City, District Mailing State, District Mailing Zip Code, Assignment Subcontracted, Appropriately Licensed.

The columns used to create the filters were: Contract Days, Contract Total Experience, Total Salary, Assignment Position, Assignment FTE, Assignment Long Term Substitute, Assignment Requires DPI License. These columns were then filtered, and the data narrowed to align Wisconsin factors to Indiana.

- The column Assignment FTE was filtered to include only 1.0.
- The column Assignment Long Term Substitute was filtered to include only N.
- The column Assignment Requires DPI License was filtered to only include Y.
- The column Contract Total Experience was used to filter out the benchmark years of experience to determine the average salary for teachers with specific years of experience.
- The column Contract Days was filtered to include contract days greater than and equal to 190. Wisconsin requires students in grades first through sixth to be in school for 1050 hours per year and grades seventh through twelfth to be in school for 1137 hours per year. Indiana requires students in grade first through sixth to be in school for 5 hours per day for 180 days and grades seventh through twelfth to be in school for 6 hours per day for 180 days. Dividing the Indiana hours per day for both grades first through sixth ($1050/5=210$) and seventh through twelfth by the Wisconsin hours ($1137/6=189.5$, rounded to 190) results in 210 days for grades first through sixth and 190 days for seventh through twelfth. All numbers below 190 and above 210 were excluded from the filter.
- In the column Total Salary, using Ohio’s starting salary as the minimum reference any salary below \$35,000 was excluded.
- Extreme outliers were eliminated, i.e. teachers with zero years of experience making in excess of \$100,000.

To determine the district level administrator salary data, the file downloaded from the Wisconsin Public All Staff Report was originally filtered at the Assignment Position as “05 – District Administrator.” Once the file downloaded, the same filtering process was used to determine the district level administrator salary data with the exception that contract days below 190 were excluded from the filter, all years of experience were counted, and only 1.0 FTE was included.

Kentucky Data Collection

On September 11, 2025, IEERB submitted a data request to [KYSTATS website](#) and received confirmation of the request. On February 3, 2026, IEERB received a spreadsheet, from Ross Barrett at KYSTATs, that contained the requested data.

Illinois Data Collection

A Freedom of Information Act request was submitted to the Illinois State Board of Education on September 11, 2025. An email response from ISBE Records center indicated the requested data would be finalized and available for release in early November. A second request was submitted on November 10, 2025 and the requested data were received November 21, 2025 in the form of an excel file.

Michigan Data Collection

A records request was submitted to the Michigan Center for Educational Performance and Information (CEPI). On October 23, 2025, IEERB received an email from James Hines, the Communications Specialist from CEPI, stating that CEPI does not collect the specific data requested.

Cost of Living Adjustments (COLAs)

When comparing educator salaries across the Midwest, it is important to recognize that examining salaries without considering the different costs associated with living in a particular area provides an incomplete picture of the different salaries. In Indianapolis, \$50,000 goes much further than \$50,000 in Chicago. The challenge is to determine how to best account for these regional differences in living costs.

One measure of costs is the Consumer Price Index (CPI). The U.S. Bureau of Labor Statistics produces the CPI, which measures the average change in time in prices paid by consumers for a market basket of consumer goods and services. The CPI helps measure inflationary pressures in the United States. Yet, the CPI does not show the differences in costs between regions.

A second measure, an index that measures the relative differences in costs among the states is called the Regional Price Parities for States (RPP). The U.S. Bureau of Economic Analysis (BEA), which produces the National GDP, the National Product and Income Accounts, and the CPI, also publishes the RPP. Because it is based in large part on the vast amount of data the BEA utilizes to produce the national, state, metropolitan and county level personal income estimates – which uses data from the Internal Revenue Service, Social Security Administration, and the Bureau of Labor Statistics – we determined that this measure could be used to adjust salary data from other states to Indiana “dollars.”

The RPP measures the differences in price levels across states. “All items” RPPs, as they are called, cover all goods and services consumption, including housing rents. According to the U.S. BEA, areas with high/low RPPs typically correspond to areas with high/low price levels for rents. For 2023, the RPP shows that Indiana has a higher price parity than Kentucky and Ohio and a lower price parity than Illinois, Wisconsin, and Michigan.

2023 Price Parity Index

Year	2017	2018	2019	2020	2021	2022	2023	2024
U.S.	100	100	100	100	100	100	100	100
Illinois	98.5	98.1	97.4	100.5	101.4	101.3	98.9	TBD
Indiana	89.8	89.3	89.7	92.5	92.7	91.8	92.2	TBD
Kentucky	87.9	87.8	87.4	89.8	89.1	89.4	90.5	TBD
Michigan	93	92.4	92.3	94	94.3	93.4	94.2	TBD
Ohio	89.9	88.4	88.4	91.7	92.5	91.5	91.8	TBD
Wisconsin	92.4	91.9	91.9	93.2	93.3	92.3	93.1	TBD

QUESTIONS

Email questions about this report to Questions@ieerb.in.gov

DISTRIBUTION LIST:

Executive Director Indiana Legislative Council
Indiana State Board of Education General Counsel
Indiana Department of Education General Counsel
Budget Committee