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1. REPORT OF THE DEPARTMENTAL COMMITTEE FOR ENQUIRING INTO THE PRINCIPLES WHICH SHOULD DETERMINE THE CONSTRUCTION OF SCALES OF SALARY FOR TEACHERS IN ELEMENTARY SCHOOLS. *Vol I + II*
TIS:83:52-3.N2t E8.1-E8.2
2. DO FOR TEACHERS IN SECONDARY AND TECHNICAL SCHOOLS. VOL. 1.
3. DO ~~FOR~~ *72:83:52-3.N2t E8.1-E8.2* VOL 2.

CONSTITUTION OF THE COMMITTEE.

Sir HARRY STEPHEN (*Chairman*).

Miss M. M. ALLAN.

Mr. J. W. ALSOP.*

Dr. H. B. BRACKENBURY.

Miss I. CLEGHORN.

Mr. C. W. CROOK.

Mr. W. R. DAVIES, C.B.

Miss I. A. DICKSON, H.M.I.

Mr. A. FLAVELL.

Mr. H. MELLISH, C.B.

Mr. H. PEARSON.

Mr. A. R. PICKLES.

Mr. W. PULLINGER.

Mr. F. ROSCOE.

Mr. T. H. J. UNDERDOWN.

Miss HERMIONE UNWIN.

Rev. D. H. WILLIAMS.

Mr. A. H. WOOD (*Secretary*).

Mr. G. D. ROECHLING (*Assistant Secretary*).

* Mr. Alsop was compelled, owing to pressure of private business, to resign his membership of the Committee.

TERMS OF REFERENCE.

To inquire into the principles which should determine the construction of scales of salary for Teachers in Elementary Schools, due regard being had to such differentiation, if any, in respect of locality, duties, qualifications, sex and other relevant considerations as is consistent with or necessary for the organisation of the teaching service throughout the country, on a system conducive to the efficiency of National Education.

The Committee will be at liberty to illustrate any system of scales which they recommend by such specific sums of money as they think fit; but they are not asked to consider the question of the amounts by which existing scales of salary should be improved in particular areas, or the sources from which the amounts required for that purpose should be provided.

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Departmental Committee for Enquiring into the Principles which should determine the construction of Scales of Salary for Teachers in Elementary Schools.

REPORT.

To the Right Honourable H. A. L. FISHER, M.P.,
President of the Board of Education.

SIR,

WE have the honour to present to you our Report on the principles which should determine the construction of scales of salary for teachers in Elementary Schools.

In the course of our enquiries we have met on 26 days and have examined 49 witnesses. These have included Officers of the Board of Education, witnesses nominated by Associations of Local Authorities and by Associations of Officers of Local Education Authorities, Officers of Local Education Authorities selected by the Committee, Teachers nominated by Teachers' Associations, Teachers selected by the Committee, and a witness nominated by the National Education Association. We present separately summaries of the evidence of these witnesses, which have been submitted to and approved by the witnesses in every case, together with a few memoranda from other persons and bodies. We desire to express our sincere thanks for the assistance which has been given to us in this way.

The initial stages of our enquiry were greatly helped by a general statement on the existing position which was laid before us by Mr. F. H. B. Dale, C.B., Chief Inspector of the Elementary Branch of the Board of Education and H.M.I. Mr. Richards, one of the Board's Divisional Inspectors. We have realised the value of a general review of this kind as a background to a study of the subject under enquiry and we have appended to our Report a short Memorandum on the existing position as regards teachers in Elementary Schools and their scales of salaries. This Memorandum has been prepared for us by our Secretaries, with assistance from various officers of the Board, for which our thanks are due. Valuable information was also supplied towards the compilation of the Memorandum by various Associations, in particular the Association of Directors and Secretaries for Education and the National Union of Teachers. Similar assistance was also given by various officers of Local Education Authorities and by individual members of the Committee.

GENERAL PRINCIPLES.

1. *The Teaching Profession.*—Teaching is by common consent a profession. Its range is wide, as it includes on the one hand men and women in high and well-recognised positions such as University Professors, and on the other self-appointed teachers, and teachers with no claims to a liberal education. At the same time it suffers from the fact that its membership is not so strictly defined as is that of Law or Medicine. For this as well as for other reasons, historical, economic, and social, the English public have not realised its great importance to the national welfare, and have not accorded to its members the position to which their education and the importance of their work entitle them. We may however look forward to a time when admission to the profession will be limited to persons who have reached accepted standards of education and training, a result which will be of great benefit to national education. It is true that the position of the most numerous and important section of teachers in Elementary Schools is defined by the possession of a Certificate; but even they will remain isolated until the profession as a whole is organised in the manner suggested.

The efficiency of national education cannot in our opinion be fully secured unless all school authorities, central and local, treat fully qualified teachers in Elementary Schools as men and women engaged in a liberal calling, and so mould the conditions of their service as to make it possible for them to bring to their work a culture as wide and deep as can be expected of their years. With this end in view, teachers should be so remunerated as to have every reasonable opportunity of maturing their knowledge and widening their horizon through study, through social intercourse with educated men and women of their own and other callings, and through travel.

2. *Recruiting of Teachers.*—For many years past it has not been possible to secure recruits in numbers adequate to the needs of the schools. It is now not only necessary to replace wastage from various causes, but it is also desirable to make some progress towards more adequate standards of staffing, in some areas by reducing the size of classes, in others by improving the quality of the staff. Though we may hope that there will be an enlargement of the circle within which recruits may be looked for, economic factors which militate against recruiting for the teaching profession appear to operate with increasing effect, especially in the case of men. There are many business callings for young people of fairly good education in which a reasonably good initial salary can be earned at an earlier age than is possible for a teacher. The large majority of those who enter such occupations may never attain high positions. But distinguished careers may be open to the few who are fortunate or highly endowed, whereas the pecuniary prospects before a teacher, though fairly certain, are best described as modest, especially as the highest administrative posts in public education do not necessarily fall to teachers. In the case of women there has in the past been a less wide choice of professions or other callings, and no doubt teaching appeals to a larger proportion of women than of men. But new openings for women, entailing less prolonged training and yet offering remuneration fairly comparable with that of women teachers, naturally prove a strong counter-attraction, and the expectation of marriage makes many occupations acceptable for a time, though as a permanency they may be less attractive in every way than teaching. How far the conditions we have described will persist after the war must be a matter of speculation. It is at least certain that to whatever extent women can without educational loss replace men as teachers of younger boys, men will still be required to teach older boys. Only a proportion of those who have been on active service will return to the schools, while any educational improvements such as the raising of the age for obligatory full-time attendance, or the introduction of compulsory attendance at part-time day continuation schools, will entail a new demand for both men and women teachers.

3. *Teachers as Public Servants.*—Though exercising a profession, teachers in Elementary Schools are almost always members of local public services which in the aggregate may be regarded as in some respects a single national service. This has certain characteristics which distinguish it from other services, and the differences which give rise to the distinctions are worth noticing in order to avoid analogies sometimes mistakenly drawn between teaching and other callings. The elementary teaching service is not a centralised service like the Civil Service, the ultimate controllers of which are Secretaries of State and other high officials holding office under the Crown. It is controlled in a large measure by Local Education Authorities, but it must be distinguished from the municipal service of the country, if indeed that can be considered as a single service, because the legislature has from the first concerned itself directly with its training and indirectly with its efficiency and its salary. It is distinguished in the same way from employments such as Banking, Insurance and Railway work, which, whatever their importance may be, are treated as essentially private matters, to be regulated by contracts between corporations and individuals with which the State has no direct concern. When the position of the teaching service is considered, reference may often usefully be made to the positions of independent professional men and women working outside any service, of Civil Servants, of the servants of municipalities, and of less widely spread private undertakings; but the differences which we have noticed must always be carefully borne in mind. As regards circumstances which are common to both teaching and other services, we need not enlarge upon the benefits of security of income and permanence of employment which are in practice enjoyed by members of services and in particular by public servants. The possible bad effects of the sense of security may appear in any service, and such correctives as watchful administration and firm discipline, good organisation, including the provision of higher and better paid posts, and the proper regulation of promotion, apply to teachers as much as to Civil Servants or members of municipal services.

4. *The Scale System.*—Teachers in Elementary Schools are generally though not universally paid by scale, that is they receive salaries the initial amounts of which, together with the stages by which the initial salary is normally augmented in process of time, are determined by published regulations applicable to the classes of teachers defined in the regulations. A scale of salaries in our view includes not merely the statement of initial sums and of the amounts, number and frequency of increments payable, but also the conditions which determine in particular cases whether the sums stated, or some other sums, should be paid, and as will be seen later we have in particular considered what should be the conditions for the payment of increments. The practice of payment by scale was introduced by the School Boards for the more important urban areas, spread to the School Boards for other urban areas, was inherited by the Councils which in urban areas succeeded the School Boards, and has now been adopted by the great majority of Local Education Authorities for Elementary Education.

5. *Advantages and Disadvantages of the Scale System.*—The reasons why teachers in Public Elementary Schools are paid by scale are fairly obvious. In all but the areas with quite small populations the number of teachers is large. If there were no scales at all for teachers, those who contemplate entering the service would have no certain financial prospects before them, and members of Local Education Authorities and their officers would have to face the burden of examining and deciding upon applications from individual teachers for increases of salary, a burden which in the case of a large service would be very heavy indeed. Moreover, if the decisions upon the applications involved discrimination between the claims of those of equal standing in the service, difficulties and contentions would be inevitable, and both members and officers would be exposed to attempts to interest them in favour of particular applicants. A scale of salaries defines the prospects before a teacher, determines more or less automatically questions which might otherwise create friction between the Authority and the teachers for whose salaries

it is responsible, and reduces to a minimum the possibility of favouritism or unfair treatment. In the absence of a surplus supply of teachers, Authorities controlling smaller services would find difficulty, even if they wished it, in avoiding the adoption of scales for their class teachers, though in some few places the preference of teachers for service near their homes has enabled the Authority to dispense with scales.

On a priori grounds scales are sometimes represented to be, at best, a necessary evil, and some objections to them have been stated to us by witnesses. It is said that scales rest upon expediency and not upon principle; that teachers who are subject to scales are dealt with by classes and not as individuals, so that differences in merit and efficiency which ought to be recognised are ignored; that even if for the majority of a class the treatment provided in a scale is appropriate, some individuals are overpaid while some are underpaid; that the sense of security given by a scale may in itself lead to a slackening of effort, and that, on the whole, payment by scale does not tend to preserve the efficiency of a service.

We are satisfied however that there are other and sufficient reasons for scales than these of mere expediency; that in dealing with large services convenience of administration itself is a principle; and that in every such service which is properly organised the advantages of a suitably constructed and well administered scale system outweigh the disadvantages. There are precedents for the scale system in very many grades of the Civil Service, in the larger municipal services, and in the establishments of large banks, insurance companies and other businesses. In the teaching service the method of payment by scale is acceptable to the great majority of Authorities as well as to the teachers, and we are satisfied that in the case of class teachers all Authorities including the smallest would do well to adopt the method. We are not all agreed that scales are equally desirable for small groups of teachers such as the head teachers in an area where there are few schools. Nor do we regard the criticisms which can be directed against the scale system as negligible. As will appear later we consider that some of the objections we have quoted should be borne in mind by those who have to supervise the teaching service of an area and to construct and administer its scales of salary.

6. *The Objects to be secured by Scales.*—It is not possible to lay down in any single formula the principles on which scales of salaries for teachers should be constructed. The supply of teachers available to meet the demands of the Education Authorities; the value of the work done; the needs of the teachers at different points in their careers, besides other minor matters, must all be considered in framing a scale. The clearest way of dealing with so complex a subject is probably to consider in general terms what it is that the Authorities may properly demand of the teachers, and on what conditions the teachers may properly be expected to supply it.

From this point of view what the Authorities want is a constant supply of teachers with specified qualifications, who will be ready to put up with the inconveniences of an organised service in return for the advantages it confers, who will be likely to prefer their calling to any other that is offered to them, and who can be counted on to render energetic and cheerful service to the end of their working lives. Authorities also wish to be able to reward merit, to penalise the reverse, and to get rid at the earliest possible moment of a teacher whom they consider likely to be permanently incompetent. It is further necessary for them to be able to foresee as accurately and fully as possible what is the future expenditure to which they are committed.

To supply these demands the teachers may properly expect that from the date of their appointment they will have a reasonable assurance of a remuneration that will enable them to live appropriately without financial embarrassment; that if men they will be able to marry while yet young; that they may be able to pay the expenses of any self-improvement that may advance them in their profession; that their salary may increase with their age, and in accordance with definite rules, up to a certain point; that they may have a fair chance of advancement to posts of greater importance; that their old age may be properly provided for, and that their prospects may be as certain as it is possible to make them.

These are not all matters that can be provided for in a scale; but if we have indicated the facts correctly, it is satisfactory to observe that the requirements on one side are in fact complementary to those on the other; and that in principle at least each side is prepared to give what the other wants.

7. *The Use of Increments.*—The construction of a scale thus involves the distribution of a total payment for the whole of a teacher's service over the various periods in that service in such a way that the remuneration shall be adequate in the sense appropriate to each stage of the career. There must be some adjustments to the needs of teachers, which in most cases increase up to a point with length of service. The point of maximum need varies of course with the circumstances of the individual; but for men as a class we are satisfied that needs increase more rapidly and to a later age than for women as a class. Again the value of a teacher's service generally increases for some time with the length of service, and the recognition of this fact in the construction of a scale is obviously desirable. Lastly a rising scale of emoluments cannot but act as an encouragement to good service. These considerations explain and justify the increment system and point also to the conclusion that increments according to a scale, at least up to a point representing an adequate salary, should be receivable as a matter of right, and as part of the contract, by every teacher whose service is not characterized by definite default or wilful neglect.

8. *Variations in Scales from Area to Area.*—Teachers in the Elementary Schools of different areas belong of course to different services, but they are members of one profession and the efficiency of the education given in an area is a matter of national and not merely local interest.

An Authority which is arranging a scale for its own area should therefore regard the task not as a business of purely local concern, but rather as its allotted share of the work of establishing the teaching services of the country on a basis conducive to the efficiency of the system of national education. A national minimum scale may be desirable, but the framing of such a scale is so definitely a matter of amounts as to lie outside our terms of reference. We believe it is possible to find a common basis of principles for scales in general, but we are bound to recognise that the application of the same principles in the circumstances of different areas will produce a diversity of results. We have already indicated the problem that confronts each Authority in constructing a scale. The conditions which control the solution of this problem may vary from area to area, and prolonged investigations would be required for the establishment of conclusions on so fundamental a point as the bearing of local economic circumstances on the remuneration of teachers. We think it desirable however to refer to the two important general matters dealt with in the following paragraphs, namely differences in cost of living in different areas, and the broad differences between town and country.

9. *Cost of Living.*—We learn on inquiry at the Ministry of Labour that the only official investigation into cost of living of which results are available, is that which was made by the Board of Trade into retail prices, &c., in 1912 in continuation of a similar inquiry in 1905.* This investigation was confined to 88 towns, including 71 in England and Wales. So far as regards the cost of living, the inquiry fell into two parts—(a) rents of working-class dwellings; (b) retail prices paid by the working-classes for the principal articles of food and for coal. The results were expressed by the method of Mean Index Numbers and may be summarised as follows:—

	No. of Towns.	Rent.	Retail Prices Food and Coal.	Rent and Retail Prices combined.
London (Middle Zone)	—	100	100	100
Northern Counties and Cleveland	9	66·0	98·0	91·6
Yorkshire (except Cleveland)	10	58·5	96·0	88·5
Lancashire and Cheshire	17	56·9	95·1	87·5
Midlands	14	52·3	94·2	85·8
Eastern and East Midlands	7	53·4	97·7	88·8
Southern Counties	10	63·7	99·5	92·3
Wales and Monmouth	4	64·8	98·5	91·8

We are doubtful whether any conclusion as to the rents of teachers' houses in the several towns can be derived from figures as to working-classes dwellings, and similarly whether any precise conclusions as to differences in the whole cost of living can be based upon the figures as to rent and retail prices combined. No doubt however the results of the inquiry into the retail prices of food and coal are in the main applicable to all classes of the community. It will be observed from the above figures that variations in this respect were confined within comparatively narrow limits, and as this is probably the weightiest factor in the cost of living we should not regard such differences between provincial areas as in themselves affording ground for any large variation in salary scales. As regards rent it is a matter of common experience that in London and the immediate neighbourhood the rents of dwellings for all kinds of middle class people are higher for the same standard of accommodation than in urban areas in the provinces. It is true that in the provincial towns there are considerable differences in the cost of housing, but even where the cost is highest it is, we understand, materially less than in London. Moreover it is clear to us that in the area of Greater London a much greater proportion of the teachers than elsewhere have necessarily to incur daily travelling and other expenses. We think that these differences between London and the contiguous urban areas on the one hand, and provincial towns in the other, are in themselves sufficient to account for higher scales of salary in the former. It must be remembered also that the Metropolis offers a greater variety of good careers to persons of education than other parts of the country. Looking at all the circumstances therefore we have come to the conclusion that in London and areas of the urban Authorities immediately adjacent to it, better salaries than elsewhere must be offered if an adequate supply of teachers is to be attracted and retained.

The circumstances which lead us to this view apply, we think, to a much smaller degree as between the greater provincial cities and the remaining urban areas. As salaries are fixed by the Local Education Authorities it is inevitable that there should be some variations, but we see no good reason why differences in cost of living alone should be held to justify the offer in one town of salaries which are much less than those offered in other towns.

Retail prices in smaller towns and in villages have not been officially investigated. It is a common assumption that they are lower than in large towns and that rents are also lower. But if proper weight were given to all the factors which enter into the maintenance of a standard of life proper to a teacher, especially one having children to educate, the advantages of smaller places in point of cheapness might appear, on a balance, to be less than is commonly taken for granted.

*Cost of living of the working-classes. Report of an Inquiry by the Board of Trade in 1912 Cd. 6955/1913.

10. *Town and Country.*—We have referred to the second source of variation in scales from area to area as the difference between town and country. The description, however, is more convenient than exact. If we divide all Authorities into two classes according to whether they pay more or less, we do not find that the division corresponds with the distinction between urban and rural Authorities. But the causes that lead to the payment of low salaries are most clearly seen when we consider the difficulties of rural Authorities, and for our present purposes the matter is most conveniently treated by considering the difference of scales as corresponding to the difference of town and country.

The first and most obvious reason that causes salaries in the country to be lower than those in towns is that the schools are smaller. The size of schools in big towns is limited only by educational considerations; in the country it must frequently be regulated by the population of the neighbourhood. Thus a thousand children in Birmingham may be accommodated in three schools; in Westmorland they will require at least ten. In the one a head teacher may well spend all his time in supervision; in the other he will necessarily undertake a considerable quantity of classwork. In a town the Authority frequently finds a difficulty in keeping down the numbers in the different classes; the difficulty of a rural Authority may well be just the reverse. Further an Authority which is responsible for the education in large schools can generally find means of employing a teacher who is possessed of special gifts that may be useful to some but not all the children taught, and by promotion or otherwise may in fact recognise those gifts by an advance in salary. Such a policy is far harder to follow for an Authority whose schools are small. It is much more difficult than it might at first sight appear to be to compare the financial resources of urban and rural Authorities; but it must be remembered that the institution of a central educational Authority for every county dates only from 1902, while the Authority of a County Borough for example has traditions of considerably longer standing, which support a rate of expenditure that is unusual in at any rate some county districts; a fact which a representative body can never forget. An urban Authority can generally recognise merit by promotion without calling on a teacher to change his residence. A rural Authority is generally unable to do this. This consideration does not affect the amount of salary paid, but it does affect the question of the person to whom it is paid, which is much the same thing.

Lastly it is unfortunately the case that service in a town is preferred by many teachers to service in the country. A teacher whose education has acquainted him with town life will in many cases dislike the narrow scope for his energies and the isolation which await him in many country districts, and will be anxious to serve in a town where he may hope for better recognition of his merits, easier access to the means of intellectual development, and a wider social intercourse with his fellow men. These attractions of town service, especially in view of the conditions which prevailed up to 1902 in the rural districts, prevented the country schools from obtaining their fair share of the best teachers. We are satisfied that this is one of the reasons why the salaries of some of the country areas are less liberal than those of important towns in their neighbourhood.

Such are the factors which have tended to the establishment of lower scales of salaries for teachers in country districts. Some of these factors must be permanent; others we may hope may become less important in the future than they have been in the past. The smaller a school is, the more necessary it is that the head teacher at least should have those gifts which constitute a good teacher. If a rural Authority cannot encourage specialist teachers to the same extent as an urban one, it is all the more important that the teachers who are available should have as wide a range of knowledge and as much sympathy as possible. If local tradition does not yet support a generous expenditure on education, we hope it may do so in the future. If, for reasons other than those connected with salaries, a career in a town is more popular among teachers than one in the country, it is certainly a misfortune that a lower salary should be added to the loss of other amenities. If a country district is isolated and wanting in means of intellectual development, the case is the same for the child as it is for the teacher, and in fact we look to the teacher to mitigate these drawbacks for the rest of the population.

On the narrow question of salaries therefore we wish to see the country child in possession of as many as possible of the educational advantages that are available for the town child; and we should be glad to see the salary of the country teacher equal to that of his colleague in the town. We cannot hope to see such equality immediately; but we shall welcome any approximation of the lower to the higher salaries, and hope that all possible means may be taken to bring it about. What those means may be we cannot undertake to say; but apart from such improvements in salaries as may be practicable in the near future, we have no doubt that much can be done by those most nearly concerned to bring about a happier state of things. Country life and interests even now offer attractions to some teachers, and more good teachers may be drawn into country service if good work, even though it may be on a small scale, is likely to meet with promotion, if suitable house accommodation is available, if country teachers are enabled to take part in such intellectual activities as a town may afford, and if the social isolation in which many of them now live can be rendered less complete.

11. *Men and Women.*—A scheme of salaries that is framed to meet with any general degree of acceptance must also take account of the difficulties which arise from the employment of both men and women in the schools. The question whether the salaries of men and women teachers should be the same, and, if not, what the difference should be, is, of course, only a part of the very wide question of the economic relation that ought to obtain between the two sexes. But it is a part in which contending principles are from the circumstances of the case brought to a very close issue. The admitted fact that we have to deal with is that women teachers almost invariably receive lower salaries than those paid to men of similar qualifications and the same standing in the service of the same Authority. But there is no constant

relation between the scales for men and women in an area; the maximum difference in salary for Certificated class teachers in the same year of service may be £15 in one area and £60 in another; sometimes the difference grows steadily from the first year of service, sometimes it remains unaltered for many years and only grows rapidly when teachers are approaching a comparatively advanced stage in their career. It is perhaps worth remark that a relatively small ultimate difference is always associated rather with a low scale for men than with a high scale for women.

Men and women often work side by side in the same schools; even if they are relatively seldom in competition for the same posts their duties are similar if not identical; and we are satisfied that the work of women, taking the schools as a whole, is as arduous as that of men and is not less zealously and efficiently done. We have therefore felt bound to consider whether there is any sound principle underlying the universal practice of engaging women under a scale which is lower than that for men in the same area. The general effect of the evidence received on this subject is summarised in the following paragraphs.

Those who press for equal payment argue that a distinction in salary based on sex alone is unjust; that a lower salary paid to women tends to keep them in a position of economic dependence, creates antagonism between men and women teachers, and between women teachers and other workers, and tends to restricted attainments, impaired health and early breakdown among women teachers. They further maintain that the practice is contrary to the spirit of the time and that a growing public opinion tends in the direction of equal payment for men and women. The advocates of equal payment maintain that salary should be determined by qualifications and the value of the work done, and that other considerations such as the social or customary responsibilities of men as compared with women should not enter into the question. They also represent that even if weight is given to the question of responsibilities, it is not true that women teachers as a class have to provide only for their own maintenance, since the burden of family obligations does in fact press very heavily upon many unmarried teachers, upon some married teachers, and upon all teachers who are widows with children, while the unmarried woman teacher who remains in the service for life has to make her own provision for old age and cannot look for help from children.

Those who oppose the claim that scales should be based on the principle of equal payment point out that the obvious reason for paying men more than women is that women accept a lower scale and that the chief reasons for this are not far to seek. A man teacher expects to have to cover more with his salary than a woman teacher; he looks forward to maintaining a wife and family on what he earns, and he will be increasingly reluctant to enter the teaching service unless the salary offered to him will enable him to marry. Many women, on the other hand, enter the teaching service with no intention of remaining there for life, regarding it as an interesting and profitable occupation till marriage. There are also minor calls for expenditure, some based on duty, others perhaps rather on social custom or mere inclination, made on men that are not made on women. Before the war women teachers were being recruited in much greater numbers than men teachers, and, though the number of either sex recruited was insufficient to meet the needs of the schools, the deficiency of suitable entrants was, it is maintained, much greater in the case of men than in the case of women. In order to secure sufficient men for the schools, it is contended that the salaries of men must be increased to an extent that would make payment to women at the same rate enormously expensive. It is also represented that a woman is, in fact, a less useful teacher than a man because she is likely to leave the service on marriage at a time when her work in the schools is still increasing in value and because she is physically weaker and, on the whole, is more often absent from duty than a man.

The arguments brought forward on either side are not all of equal weight, and some are perhaps negligible; we do not think it necessary to examine them in detail. In our view any scale of salaries whether for men or for women should offer an adequate provision, and as the schools cannot be efficiently staffed by teachers of one sex, the cases of men and women call for separate consideration. By adequate we mean that the scale of salary offered must be good enough to attract a sufficient number of recruits suitable for the work to be done, to retain them while other careers are still open, and to secure service of the desired quality from those who adopt teaching as their life work. The ratepayers and taxpayers of the country cannot in our view with justice be asked to undertake the burden of paying, whether to men or to women, higher salaries than such as are adequate in the sense in which we have used the word; and we are satisfied that in existing circumstances a scale of salaries which is adequate for women teachers is not adequate for men.

We cannot, therefore, recommend equal payment as a general principle on which scales for men and women teachers should be constructed. In the case of Uncertificated Teachers, however, as will be seen later, we see little, if any, reason why men should be offered more than women, since we believe there is reason to discourage young men from remaining in that grade, and that the offer of equal payment will tend to have this effect. Moreover, we see no reason for offering to men Certificated Teachers initial salaries which are much higher than those offered to women. If a reasonably good maximum salary is offered to a Certificated master, we think that in average circumstances a woman of similar standing should be offered a salary rising to not less than three-fourths of that maximum. We must not be interpreted as placing emphasis on the exact proportion we name; we suggest it rather as a convenient starting point for the examination of the question by individual Authorities.

12. *Differences in Teaching Ability.*—We have examined carefully certain objections which have been advanced against the uniform application of one scale to teachers whose services are not all equally valuable, and have considered whether such objections, so far as they

are valid, can be met in the planning or administration of a scale. Individual teachers in an area differ from one another in general ability, in technical skill, in keenness and liking for their profession, in capacity for hard work, and in many other ways that may affect the value of their service. Some may have it in them to improve as teachers up to a comparatively late age, others may have done quite good work at thirty-five but may be doing no better work at forty or any later age; others again may give fairly satisfactory service for the first few years, but prove incapable of reaching a really high level of efficiency. Are the very best teachers to receive no better financial treatment than is appropriate to the majority in the service, and are the inferior teachers, if retained in the service at all, to proceed without question to the maximum for the service as a whole?

13. *Teachers of Special Merit.*—The best method of recognising superior merit is by advancement to positions of greater responsibility and increased emolument. In areas where schools are small, and especially where Certificated assistants are few in number, no other method may be necessary than appointments to head teacherships. In areas where schools are large and liberally staffed with Certificated teachers, vacancies in head teacherships will be relatively so infrequent as not to meet the needs of the situation, and if there is no form of promotion other than this there may be great difficulty in using to the best advantage the powers of the abler men and women among the class teachers. Such conditions can hardly be conducive to the highest efficiency of the service. But in large and well staffed schools it becomes possible and desirable to attempt schemes of work rather more ambitious than are practicable with less liberal staffing, and these will often give opportunities of assigning particular responsibilities to teachers who are specially fitted to undertake them. There will be similar opportunities in areas where children capable of profiting by more advanced courses than are appropriate to the majority of older scholars are taught in Higher Elementary or Central Schools or in Supplementary Courses in ordinary Public Elementary Schools. We have no doubt that when provision is made for such educational improvements as those contemplated in the Education Bill recently laid before Parliament, opportunities for recognising special ability and capacity on the part of individual teachers will be considerably increased. Again the administrative work of large schools, especially of large mixed schools, may justify the delegation of certain duties to a class teacher who acts as first assistant, or, in a mixed school, as chief woman assistant with special responsibility for girls. In areas where such posts as these exist and have real responsibilities attached to them, and where those who hold them are selected on the ground of special fitness, appointments to them will be a form of promotion, and if they carry, as they should, an increase beyond the normal scale of salary, much will have been done to answer the first of the two questions asked above.

There may however remain teachers who though distinctly above the average are not suitable for promotion even to such intermediate posts as we have described, or if suitable have not been appointed owing to lack of vacancies. The position of these teachers is one upon which we have received a considerable body of evidence from our witnesses.

It was urged by most of the teachers who appeared before us that no exceptional treatment as regards salary should be given to individual class teachers who were not employed in special duties which distinguished them from their fellows; that it was contrary to the spirit of a large service to make any such differences, and that in any case it would be exceedingly difficult, if not impossible to select a few class teachers for special monetary rewards, and that any attempt to do so would meet with serious opposition from teachers. It was further maintained that there was no need for any such scheme; that though a few teachers might feel themselves to be above the average in merit or long service, they felt no resentment at being left on the general scale, and that teachers as a whole might be trusted to do their best from a strong feeling of professional honour without the stimulus of financial prospects or the hope of special recognition.

The opposite view was strongly presented to us by those of His Majesty's Inspectors who gave evidence, and by most of the members of Local Education Authorities and of the Directors of Education who appeared before us. It was contended by them that it was injurious to the teaching service as a whole that large numbers of the most important members of that service should reach the end of their increments and of their chances of promotion at a comparatively early age, and have to face another 20 or 25 years of service without anything to look forward to in the way of improved prospects; that it was no reflection on a hard-working and conscientious body of men and women to hold that they were subject to the usual limitations of human nature and, as it was put, liable to rest on their oars in the absence of all stimulus to exertion and of all recognition of merit; and that to treat all teachers alike tended to reduce them to a general level of mediocrity. It was admitted that the task of selection of teachers for special recognition was a delicate and invidious one; but it was urged that it would not be more difficult than the selection of teachers for head teacherships, and that Local Education Authorities should not shirk this important part of their duties.

We have given our most careful attention to these representations and to the question of adding to the normal scale a system of payments, other than those for special services, which may be awarded to teachers who have reached the maximum of the normal scale and whose long and exceptionally meritorious services are thought to deserve special recognition. In our opinion such a system presents some of the practical difficulties suggested above, particularly in large areas; but if these difficulties can be overcome we are of opinion that the selection of certain members of the staff who may proceed to a maximum higher than that of the normal scale may be advantageous. We understand that certain Authorities have in fact made or are making provision in their scales of salaries for the adoption of this system, and the question whether the

departments were only started because there were not enough older pupils to utilise all the accommodation provided, and they acted as a good feeder to the upper school. The recent large increases in the number of older pupils may in some cases necessitate the exclusion of children under 10 years of age, and this will encourage the growth of private-venture preparatory schools, where unqualified mistresses are frequently employed, and the education given is of the poorest. In many districts for some time past there has been no good kindergarten or preparatory school except the elementary schools.

10. Scales of salaries are helpful in raising salaries where these are low, and they give the teacher a clear view of her prospects, but they are constructed to meet average cases only, and should allow elasticity in dealing with either special ability or valuable service, or the reverse. Otherwise they tend to discourage effort and produce mediocrity.

11. In scales of salaries for Secondary Schools, teachers holding the Higher Froebel Certificate would, as a rule, be on a lower scale than graduate teachers. The same scale would be suitable for them as for other non-graduate teachers in the same school. But it should be possible for them, as for other really capable assistants not holding high academic qualifications, to be promoted to the higher scale for outstanding merit, or specially valuable service.

12. Special responsibilities, such as the headship of a kindergarten department or the training of students, should be recognised by higher salaries. Previous service should be taken into account in fixing initial salaries.

E. OTHERS.

Mr. H. A. ROBERTS, Secretary of the Cambridge University Appointments Board.

1. My evidence is concerned with the light which the experience and statistics of the Cambridge University Appointments Board, of which I am secretary, throws upon the diminishing number of graduates who desire to enter the teaching profession, compared with the increasing opportunities which other callings, especially commerce and the Civil Service, offer to men who might otherwise become teachers.

2. The Appointments Board has been in existence since 1902. The men whom we register are all Cambridge graduates, and entry to the register is strictly by recommendation of the college tutor, whose information concerning each candidate is based on three or four years intimate knowledge of him.

3. The number of students matriculating at Cambridge had in the last few years before the war considerably increased. From 1891 to 1900 the yearly average was 931, whereas from 1909 to 1913 it was 1,187. The increase of matriculations seems to be in part due to the growing number of students who will enter their fathers' businesses, and who therefore are not available for professional purposes, and do not seek employment through any agency. On the other hand, the educational area to be supplied has widened, and the outlook of the university men in the way of employment has greatly widened also, especially in the ten years which preceded the outbreak of war. The University has now to provide for Government Service at home, for Civil Service in India, Egypt and the Crown Colonies, for the scientific services in the same (agricultural, engineering, geographical and other surveys, etc.), and for an increasing demand in commerce and industry.

Our statistics enable us to illustrate the increasing proportion of graduates who are leaving the University to go into business.

Before 1870.	1870-80.	1885-90.	1900.
3 per cent.	6 per cent.	11 per cent.	20 per cent.

It is estimated that at the present time 43 per cent. of men from Trinity go into businesses. Other colleges give 20 per cent., 23 per cent., etc.

Further, there is a corresponding increase in the number of men actually placed in business by the Appointments Board.

1907	1908	1909	1910	1911	1912	1913
34	38	53	69	99	123	132

4. The average number of first degrees taken in a year is 954. Of students taking a first degree our Appointments Board deals in the year with 470, namely, about half. I should estimate that we deal with almost the whole of those seeking appointments when they have taken a degree; the remainder have a predestined career (the Church, the Bar, the Medical Profession, places in fathers' businesses, Civil Service, etc.)

These 470 are divided into a general register of 320 and an educational register of 150. About two men in every three registered obtain appointments through the Board. A number, however, who do not obtain educational appointments through us, do so through agencies, or through their college tutor.

5. The following figures give the approximate number of appointments filled by the Board between the 1st January and the 31st December, 1913:—

I. Educational appointments	...	...	134
II. Appointments other than educational	...	...	204
		Total	338

The appointments made to schools include schools of various types, from the public school to the municipal secondary school. Of the appointments made in commerce and manufacture, it is difficult to give any general idea as to salary and prospects. It may roughly be said that the appointments vary from quite small initial salaries up to £300 a year, and the ultimate prospects vary from a few hundreds to well over £1,000 a year, and in some few cases even £4,000 or £5,000. As to scientific appointments, the destination of the chemists who graduated in Part II. of the Natural Sciences Tripos in the years 1911 and 1912 is of interest. 24 of them graduated in chemistry. Of these one only took an educational appointment, the remainder obtaining technical appointments in chemistry or appointments in business in which a knowledge of chemistry was valuable.

6. It is not surprising that the number of graduates desirous of entering the teaching profession should have decreased. In order to attract more men, the profession must offer better prospects and greater security of tenure, especially in middle life. I believe that a high initial salary with poor prospects does much harm in the end to any profession. The lowest scale which would, I think, attract good university graduates is the following:—

Initial Salary.	Increment.	Increment.
£200 (non-resident)	£10—£250	£15—£400.
£140 (resident).		

On such a scale as this, a teacher should, I think, be appointed for a probationary period. Four terms would, I suggest, be a reasonable length; this would be just long enough to introduce a man to a new class of boys.

7. The teaching profession cannot in the long run compete financially with the better prospects offered in commercial and industrial posts, but it is after all a profession affording the happiest kind of work, and if some security of tenure were given, and reasonable prospect of advance to a moderate competence were held out, I think it would hold its own.

8. In our educational system at present the town and urban districts appear to be reasonably provided, and we get from them a steady stream of undergraduates to the University, but I believe there is still in country districts a vast reservoir of good ability at present cut off from the Universities, to which we may look in the future to an increasing supply of teachers, if proper provision for it is made.

school staffs is good both for schools and for teachers. A school may gain through adding to its staff a teacher who has worked elsewhere, and a teacher's experience, other things being equal, is more valuable if it has been obtained in more than one school. Within reason some mobility in the teaching profession is to be desired, and we are aware of no educational reason why such mobility should be limited to movements of teachers from school to school within the same area. But unless the Authority for the area to which a teacher goes is prepared to give substantial recognition to satisfactory service elsewhere, a good teacher is unlikely to enter the area for other than personal reasons, such for example as the state of his health or a desire to return to the part of the country to which he originally belonged. A teacher who has failed to get on well in one area might be willing to go to another, even if the change involved loss of salary in some form.

Authorities will, of course, reserve power to determine as they think fit the initial salaries of any immigrant teachers as to whose efficiency or suitability there may be room for doubt. Subject to this we think that Authorities would be well advised if they decided to count, within a reasonable limit, actual service elsewhere which is satisfactory as if it had been service in their area. The fixing of a limit is however a matter on which we find some difficulty in making a recommendation. If the limit be placed too low, teachers with considerable experience, especially those in areas with good scales, are not likely to find service in other areas attractive. On the other hand, if an Authority, especially one with a long scale, were prepared to count actual service elsewhere without limit or up to a point in the neighbourhood of that at which the scale reaches the maximum, it would run some risk of paying a relatively high salary in respect of a relatively short period of service, during the later years of which the efficiency of the teacher might be at best stationary. In practice, teachers with long service in one area are unlikely to go to another except by way of promotion, and other things being equal, the teachers who are likely to benefit most by a change of experience are those who are comparatively young in the service. Very young teachers may not have thoroughly digested their first experience, while teachers with a long experience need some such change of occupation as promotion brings rather than change of employer without change of occupation. There are other obstacles to the counting of a large number of years of service in other areas. In most areas a substantial proportion of the appointments are not made by the Authority itself, and the powers of an Authority in regard to appointments made by Managers may for various reasons fail in practice to provide adequate guarantees that the persons appointed to fill vacancies are always in an educational sense the best of the candidates for the posts. In such conditions an Authority may be chary of promising unconditionally to accept long periods of service elsewhere as equivalent to service in its own area.

Subject to what we have said above we think that an Authority which has assured itself of the suitability of appointments made in its area might usefully proceed on the following lines. In the case of Uncertificated Teachers, who will presumably always have a scale of comparatively small range, satisfactory service in other areas might be reckoned in full. In the case of Certificated Assistants, we think that not less than six years of satisfactory service elsewhere should be recognised in full, and that any further service should be counted for half its duration. So much depends upon the proper selection of head teachers that an Authority would do well to retain a free hand to make such allowances as it thinks appropriate for the previous service of teachers who come from outside to fill head teacherships in the Authority's area.

18. *Teachers whose Service has been interrupted.*—It occasionally happens that a teacher who has, for one reason or another, withdrawn from teaching after some years of work may again become available. An Authority which is prepared to assent to the employment of such a teacher would have to decide how the scale is to be applied. In any ordinary circumstances a long interruption in service will cause a teacher to lose touch with the work, and we should expect that such a teacher might sometimes find that the methods which he or she had been accustomed to use were no longer practised in the schools. Whether in any particular case this were so or not, we agree that an Authority which has to decide where such a teacher is to come upon the scale cannot reasonably be expected always to recognise previous service in full. Such cases are best dealt with individually.

19. *Probation.*—It appears to be the practice of a few Authorities to make some or all of the appointments to their teaching service provisional pending the completion of a period of probation. We are not called upon to inquire into the under-lying reasons for this procedure, still less to say whether we think it desirable or not; but we do not think that the fact that a teacher's appointment is on probation should affect the application of the scale to that teacher, and we strongly recommend that the ultimate position of a teacher on the scale should depend upon the total of his confirmed and probationary service.

20. *Superannuation and Disablement of Teachers.*—It is clear that those who have to arrange a salary scale for a long service calling must have some regard to the arrangements which exist for superannuating those who come under the scale. The Elementary School Teachers Superannuation Acts, the principal features of which are described in the Memorandum annexed to our Report, apply only to Certificated Teachers. A few Authorities have obtained powers which they exercise in order to supplement the provisions of these Acts by additional or compulsory schemes of their own, but in the great majority of areas the State scheme constitutes the only definite provision for the old age or invalidity of teachers in Elementary Schools. We are informed that no pension has yet exceeded £69 6s. 4d. for a man (allowance £60 15s. in respect of 45 years service, annuity £8 11s. 4d.) or £59 0s. 4d. for a woman (allowance £53 18s. in respect of 44 years service, annuity £5 2s. 4d.). The average amounts of the retiring allowances commencing in 1916-17 were £60 for men on an average service of 40 years, and £49 for

women on an average service of 38 years. It is evident that the maximum pensions we have mentioned do not in themselves constitute a sufficient provision for the old age of a teacher, so that those teachers without private means who seek to assure themselves a reasonably comfortable existence in their declining years will have to do so out of their incomes in the course of their working lives. Moreover the scheme makes no provision for a teacher's dependents in case of his or her death in the service, a specially material consideration for a man teacher who undertakes the responsibility of marrying and bringing up a family. We may note also that in the case of retirement before the age of 65 no benefit accrues till that age unless the retirement is attributable to entire disablement. In considering whether a teacher's salary is adequate in relation to his or her needs it will therefore be necessary to bear in mind that until the present superannuation scheme is improved teachers in most areas will have to make out of their salaries some further provision for old age or disablement, and some provision for the contingency of early death. Changes may be made in the present superannuation scheme; but we see no reason why the possibility of such changes should affect the principles which we recommend for determining the construction of scales.

21. *Other Matters as to the Remuneration of Teachers.*—The previous suggestions will to some extent be found applicable to several other matters which have a bearing on the remuneration of teachers, for example, the treatment of class teachers temporarily acting as head teachers pending the filling of vacant posts, or of head teachers with exceptional as distinct from normal duties in regard to the training of pupil teachers or student teachers or the supervision of young teachers appointed on probation. There are other matters which we have not explored in detail and upon which we make no recommendation, *e.g.*, regulations for payment during absence for reasons of health, arrangements in respect of residences forming part of school houses, and the suggestion that it might be found advantageous in some cases to grant leave of absence on full pay in order that teachers might be able to widen their experience after long spells of continuous school work.

22. *The Application of Revised Scales to Existing Teachers.*—Regrading schools (*see* paragraph 25, (iv and v), and amending scales on the lines suggested in this Report will present special difficulties. In making any suggestions to meet these difficulties, it is assumed that a substantial improvement of salary scales has been made or is in course of being made, and that there will be no delay in doing full justice to the claims of teachers whose remuneration has for long been incommensurate with the value of their services.

Excessive immediate rises in salary from the maximum of an old to that of a new scale might be avoided by raising the maximum year by year till the new figure is reached. Similarly, if the transition from present salaries to those which will be accorded when the new scale comes into full operation entails advances which would be excessive if made in one step, the case might be met by a provision that no rise should exceed a certain sum in any year; but care would have to be taken that newly appointed teachers were not more liberally treated than the existing staff.

Again, teachers who were originally appointed at low salaries are not in every case the right persons to be remunerated at the much higher rates which may for the future be assigned to their posts. A teacher underpaid at £110 may be overpaid at £200. For example, the salaries offered to head teachers of small village schools have often been so low as to attract poor fields of candidates, and appointments have sometimes been made not for their appropriateness, but because there have been no possible alternatives. It would not always be equitable to pay such teachers at rates which would secure much better candidates at the present time. If serious overpayments are to be avoided such cases as these will require careful consideration, and while we hope that Authorities will consider sympathetically the cases of all older teachers, we think that the upper ranges of revised scales should not of necessity be open to them without an extended review of their work.

DETAILED APPLICATION OF GENERAL PRINCIPLES TO THE DIFFERENT CATEGORIES OF TEACHERS.

23. *The different Categories of Teachers.*—In a large service such as the teaching service, the members must be classified in broad categories for purposes of salary scales, each category having a scale of its own. Amongst teachers in Elementary Schools, the obvious preliminary classification is that of the Code, and it is safe to begin with the main categories of teachers, namely Certificated Teachers, Uncertificated Teachers, Supplementary Teachers and Teachers of Special Subjects. For salary purposes it is also safe to follow the universal division of Certificated Teachers into Head Teachers and Class Teachers. It will further be convenient in the first instance to consider the position of these teachers in what may be termed ordinary Public Elementary Schools, *i.e.*, all Schools which are administered under the Code, and to consider subsequently the case of teachers in schools administered under the Board's Regulations for Schools for Blind, Deaf and Defective Children.

The main divisions therefore which we have to consider at present are these:—

- Certificated Class Teachers.
- Certificated Head Teachers.
- Uncertificated Teachers.
- Supplementary Teachers.
- Teachers of Special Subjects, *i.e.*, Domestic Subjects and Handicrafts.
- Teachers in Special Schools.

Taking these main classes in turn, we will state how we believe that the main principles which should govern the construction of a scale of salaries should be applied to each of them,

and consider whether in the case of any class there exist such differences in the work or qualifications or other circumstances of the individuals composing the class as to require any variations or modification of the scale. We have already discussed certain conditions which, while they may affect scales, affect all classes of teachers alike, *e.g.*, cost of living and the situation of the school in town or country.

24.—Certificated Class Teachers.

(1) *The best Type of Scale.*—Large numbers of Certificated class teachers cannot expect to become head teachers. There are not enough head teacherships to provide promotion for all, and many class teachers therefore remain as assistants for the whole of their teaching career. Beginning at the age of 21 they continue to act as class teachers till they retire at the age of 65. The fact however that a scale of salaries for class teachers has to meet the case of two different classes of teachers, those who obtain promotion and those who do not, introduces no practical difficulty in the construction of the scale. A scale which is satisfactory for those who remain class teachers will also form a satisfactory foundation for the scale of those who secure appointments as head teachers.

If we assume that a given sum of money is to be distributed in annual payments over a long period of years, and that the payments should rise in value from a minimum to a maximum, the scale can of course be arranged so that the maximum comes late or early or at some intermediate point in the teacher's career. We do not favour either of the first two methods. If the maximum comes late, it must be reached by very small stages and after a very long period of service. The maximum may be larger when at last it is reached, but the scale as a whole will not be attractive. It is not well adjusted to the needs of the teacher, especially in the case of men, and fails to comply with the essential requirements of a good scale. A scale under which the maximum is reached early is also unsuitable. It is unnecessarily costly to the Authority, as large salaries will be provided for young and inexperienced teachers who may not remain in the service, and it is not really satisfactory to teachers who remain in the profession, for though they enjoy a large salary early in life, they will not find any improvement in it as their responsibilities increase. Moreover it is not in the interests of education generally that teachers as a whole should lose too early in life such encouragement to continued effort as comes from the hope of improvement in financial position.

We have no hesitation therefore in recommending a scale of the intermediate kind. In the case of men teachers we prefer a scale which begins with annual increments for not less than twelve years, followed by increments at intervals of not more than three years for a further period of about ten years. A scale of this character which started from such a minimum as the Board are understood to contemplate and rose by reasonable increments would provide, for a teacher who began at the bottom of the scale at the age of 21 or 22, a fairly substantial salary at the age of about 33 or 34, and a gradual increase till he was about 45. A teacher who at the age of 21 or thereabouts came on the scale one or two steps above the minimum would reach these points a year or two earlier. A scale of this kind should enable a man to marry at the age of 27 or 28, and to rely upon such improvement in his salary as would enable him to meet his growing responsibilities. For the average man it seems to be agreed that the period of stress falls between the ages of 35 and 45.

Speaking generally we are of opinion that the scale for women teachers should be on the same lines, except that in their case the maximum should be reached at an earlier age. The actuarial investigation made in 1914 shows that of the women who enter into service at the age of 21, 50 per cent. drop out within the first 20 years, and that four-fifths of this exodus takes place during the first 12 years. In other words women who marry or drop out of the service for other reasons do so for the most part before they reach the age of 30 to 32, and we think it is a reasonable assumption that the financial responsibilities of those who remain do not increase at a rapid rate after that date. We recommend therefore that the scale for women Certificated Teachers should provide annual increments for about eight years, and increments at intervals of not more than three years for a further period of about ten years. This provides a woman who enters the service at about 21 years of age with a reasonable salary at the age of about 30 and with a maximum when she approaches 40, or at a somewhat earlier age if she does not begin at the lowest point of the scale.

We may now consider what should be the relative size of the increments during what may for convenience be termed the annual and triennial periods. During the annual period there is the same choice of arrangement as exists for scales as a whole. The increments may be uniform throughout, or they may be larger to begin with and decrease later, or they may be smaller during the first few years and increase subsequently.

Uniform increments have the considerable merit of simplicity. But there appears to be no other positive argument in their favour, and Authorities which adopt them may be expected to do so merely on the ground that they know of no substantial reason for doing anything else. In favour of larger increments to begin with, it has been represented to us that teachers need a scale which gives a good salary at an early date to enable them to repay the loans which are often incurred for their training at College, and in the case of a man also to provide an income sufficient to enable him to marry reasonably early. There is force in both these considerations, but we believe that they are both met by the provision of a good minimum salary.

In favour of lower increments to begin with various arguments may be mentioned. It may be urged that young teachers should be paid a lower salary on the ground that they are only on probation, or that even where there is no period of probation under that name, teachers should have smaller increments to begin with to correspond with their lack of experience. Whatever weight may be attached to these arguments, we think that the strongest ground for making the earlier increments in a teacher's career smaller than the later ones is to be found in the value of the arrangement as a practical expedient. A considerable number of young teachers, especially women, drop out during their first few years before they have had time to be of much use to the service. It is a reasonable plan to economize on the salaries of these teachers in order to be able to give more to the teachers who remain in the service for life. It suits the Authority as it enables them to retain their teachers by offering them good prospects; and it suits the long service teacher by improving his position. We think therefore that there are advantages in dividing the period of annual increments into two, and giving the larger increments in the second period. We are not prepared, however, to suggest what should be the length of each. On the contrary, we think that scales might well be flexible on this point. It is probable that Authorities who may be willing for the first time to allow as many annual increments as we have suggested will at first reserve their larger increments till near the end of the annual period or even give uniform increments throughout the period. As time goes on, however, Authorities could always improve such a scale by introducing the larger increments at an earlier point.

During the period during which increments may be given less frequently than every year, which we think should last about ten years, increments should be given on the same conditions as obtained while they were annual, and the amount should be not less than the larger annual increment. If it is accepted as a principle that during this period the intervals should not exceed three years, their precise arrangement is not a point on which we have any decided views. An Authority might give annual increments for a year or two at the beginning of the period followed by triennial increments, or give biennial or triennial increments throughout.

(ii) *College Training*.—As pointed out in the Memorandum annexed to our Report, the usual procedure for teachers who go to a Training College is to obtain admission at about the age of 18 and to take a two-years' course, which qualifies them for recognition as Certificated Teachers. A certain number of teachers, however, do not proceed to College at this age, but work in Elementary Schools for a few years and then go to College for a period, some of them having in the meantime become Certificated. Moreover, two-year students who have completed their course satisfactorily may take a third year of study, either continuously or after a period of teaching in School, the year being spent either at a Training College, including an institution such as the Froebel Institute, or at some other approved institution, or even in a foreign country. Other students may be admitted to College in the first instance either for a one year's course or for a three or four years' course. Without going into details as to the conditions under which these various courses are taken, we may point out that they all have this in common, that they are full-time courses and are not compatible with teaching duties in school. All students therefore who take them are at a considerable financial disadvantage; they have not only to find part of the cost of their training but also to forego the salary they would have earned if they had taken posts in schools.

It has been suggested to us that College Trained Teachers have brighter prospects of promotion than other Certificated Teachers, and that this should be a sufficient incentive and reward for the time and cost involved in training. We are of opinion however that something more immediate and tangible is advisable, and that it is both just and necessary that College Trained Teachers should receive higher salaries when they first begin to work in school than teachers who have become Certificated by passing the Acting Teachers' Examination. We consider that the most appropriate means of providing these higher salaries is by counting the period spent in training as equivalent to a corresponding period spent in service in school. Thus a teacher who had spent two years in College before beginning work as a Certificated Teacher would come on to the scale for Certificated Teachers at the third point in the scale. If for instance such a teacher were appointed in an area which adopted Scale I. of the Illustrative Scales given on page 25, the salary during the first year of service would be £110 in the case of a man and £100 in the case of a woman.

There is, however, one exception which we would make to this rule. If a Certificated Teacher who has begun work in School without going to College, subsequently proceeds to College for a year's course, we think that on return to School she should be in a better position than if she had not done so, in view of the fact that she has now raised her status to that of a College Trained Teacher. Thus if a woman was earning a salary of £100 as a Certificated Teacher in the year before she went to College, she should on her return to school receive for the ensuing year a salary of £115, instead of the salary of £110 which she would have received, on a scale of £5 annual increments, if she had remained at school.

It remains to be considered for how long the initial advantage given to teachers who go to College should last. Is it sufficient that they should be placed higher on the scale and thus get to the maximum earlier, or should they go further than this and proceed to a higher maximum? Our witnesses were by no means unanimous on the subject. Some of them held that College training exerted a permanent influence for good on the teacher and that as a class they were manifestly superior to untrained teachers and deserved to be on a different scale for a long period, or even for life. This superiority was seen not only in better technique and larger stores of knowledge, but also in the other advantages of teachers who had the benefit of a long course of full-time study. Other witnesses while not depreciating the value of College training were of opinion that it should not give a teacher so permanent an advantage; that in the long run men

and women must be judged not by their early opportunities but by the use they make of them, and that after a few years' work teachers must stand or fall by their merits.

Our view of the matter is that College Trained Teachers should not as a matter of course go to a maximum beyond that of the normal scale for Certificated Teachers. We have, however, suggested in paragraph 13 that under certain conditions it may be advantageous to advance teachers of long or exceptionally meritorious service to a maximum higher than that of the normal scale, and we think that an Authority which adopts this suggestion should include College training as one of the factors to be taken into account.

(iii) *Academic Qualifications.*—A reference to paragraph 6 B (v) on page 36 of the Memorandum annexed to our report will show the various conditions under which many Authorities make allowances in their salary scales for the possession of qualifications beyond those required by teachers for recognition as Certificated Teachers. Though the practice is fairly common, being found in the areas of about half the Authorities in England and Wales, we are not prepared to recommend it as a principle to be adopted in the construction of scales. The most common distinctions for which allowance is made are a University Degree and the Higher Froebel Certificate, and it seems probable that the majority of teachers who have obtained these distinctions, certainly in the case of Degrees, have obtained them under conditions which already qualify them for an advance on the salary scale in respect of a period of training during which the distinctions were earned. Our view in fact is that while no academic or other qualifications should in themselves secure any special financial advantages to teachers who hold them, any period of full time study spent on an approved course at a recognised institution should be counted as College Training and carry with it the same privileges. We think, however, that while a Degree should not in itself entitle a teacher to a step on the scale, the possession of a Degree might properly be taken into account by an Authority which makes arrangements for advancing selected teachers to a maximum higher than that of the normal scale.

It follows that we should ignore differences between teachers who pass the same tests at different standards, or between those who pass additional tests in an examination and those who do not. These differences are too small to justify differences in salary, and to recognize them for salary purposes might lead teachers to devote time to obtaining certificates counting for salary purposes which might have been spent to better educational advantage in some other way.

(iv) *Employment in Schools of Different Types.*—We have been led to consider whether the varying circumstances of the Elementary Schools in which class teachers are called upon to work constitute a valid ground for any modification of the normal scale of salaries. Higher Elementary Schools, Central Schools and the Supplementary Courses which have been or will be organised in other Elementary Schools, give more advanced courses of instruction than those given to the majority of older children in ordinary Elementary Schools. The teachers therefore must be of a higher calibre, specially chosen on account of their attainments and their special aptitude for the work. Selection for such posts is of the nature of promotion to work of greater responsibility, and we are of opinion that, like any other form of promotion, it should carry with it an increase of salary.

With this exception we are of opinion that there are no substantial grounds for arranging different salary scales for different kinds of Elementary Schools for normal children. It may be necessary in exceptional cases to offer special inducements to teachers to take posts in schools of special difficulty or schools in specially unattractive places, such as, for instance, some mining villages. But such cases should be very rare. It is in the first place practically impossible to classify such schools on any basis that would obtain general acceptance. Schools which are difficult or unattractive to one teacher will prove the reverse to another. Moreover, if schools are so situated that work in them really involves a greater strain on the teacher, it is inadvisable in the interests either of the teacher or the school that work in such schools should carry a higher salary. Such an arrangement tends either to attract the wrong sort of teacher, or to keep even the right kind of teacher too long in the school. The better way as a rule to meet the difficulty is not to increase the salary but to offer the teacher other compensation, such as smaller classes, or shorter hours, and the chance of transfer after a few years' service.

As regards work in ordinary Public Elementary Schools, we find that in a few areas women teachers employed in boys' departments are paid above the ordinary rates for women. Similarly as regards head teachers, in some areas higher salaries are paid in the upper departments than in Infants' Schools, or to head mistresses of Mixed Schools as compared with Schools for Girls only. We do not consider that there is any sufficient justification for modification of the service scale on these or similar grounds. Teachers no doubt have their own preferences and vary in aptitude for taking children of different ages or sexes. These however are matters too personal for recognition by a salary scale. So long as the different kinds of classes in Elementary Schools require teachers of substantially the same ability, which we believe broadly to be the case, the general service scale can with propriety apply to them all. The case of Special Schools for Blind, Deaf, and Defective Children is however a different one, and is dealt with elsewhere as a subject by itself. (See page 22.)

(v) *Employment in Posts of special Responsibility.*—Class teachers who have been selected to undertake wider responsibilities than those of the majority of class teachers, should in our view be regarded as having received promotion, and the fact should be recognised by some addition to their salaries. This may be done by giving a duty allowance in addition to the scale salary, by allowing the teacher to proceed to a higher maximum, or by a combination of these alternatives. On the whole we are disposed to think that if the additional responsibilities and duties are substantial, as they should be, it is proper to give an immediate allowance in the form of some addition to the scale salary, and not merely to allow the teacher a higher maximum without otherwise affecting his salary.

(vi) *Teachers doing "Supply" Work.*—These teachers fall into two separate classes. The first consists of teachers who, though not permanently assigned to the staffs of particular schools, are permanently employed by an Authority and moved from place to place to meet emergencies. If these teachers do the work of teachers, whether heads or assistants, who are on a scale, we see no reason why they should not be on the scale corresponding to their work; if their work is intermediate between that of class teachers and head teachers, a special scale appropriate to the circumstances is reasonable. In addition a suitable allowance should be made to Supply Teachers to cover the extra expenses due to the peculiar circumstances of their engagement. The amount of this allowance must be settled by an equitable arrangement between the Authority and the teacher, so that the terms as a whole may be sufficiently attractive to compensate for the drawbacks of peripatetic teaching.

The second class of Supply Teacher consists of those who for whatever cause only take up teaching intermittently for short engagements. The discontinuous nature of their employment is foreign to the idea of a service, and ordinarily means that they are not dependent on teaching for a livelihood; we see no reason why they should be placed on a scale. Their salaries must be fixed by mutual understanding in each case.

25.—Certificated Head Teachers.

(i) *The Need for Scales for Head Teachers.*—In dealing with the question of head teachers' salaries we wish to make it clear that we cannot make recommendations in detail and that we can only state certain broad principles. Among the more obvious reasons for this conclusion, we may refer to the fact that in some areas vacant headships are frequently filled by the appointment of quite young teachers, while in other areas few teachers receive their first appointment to a head teachership until they are of comparatively long standing in the service. At the same time the considerations which in our view justify and require the provision of scales of salaries for class teachers may often apply to head teachers, though in some areas, where there are but few schools and where appointments to headships are only made at long intervals, it is less necessary than elsewhere to regulate the salaries of these posts by a general scale. Authorities which have to deal with large numbers of schools, differing from one another in size and in other respects, may probably consider it necessary, for convenience of administration, to classify the schools for the purpose of arranging the salaries of head teachers, and to set up scales for the several classes. In the long run they will probably find it desirable also to set out their arrangements in published documents. But for various reasons, among which we may cite the fact that even in the same area there is no fixed age or period of service at which appointments to head teacherships are made, the scales for head teachers should be more elastic than those for class teachers and need not be so uniformly adhered to.

(ii) *The Relation of Head Teachers' Salaries to those of Assistants.*—Whether the salary of a head teacher is regulated by scale or not, certain general principles should be observed as regards the relation between a head teacher's salary and that of a class teacher in the same area. When a teacher passes from the charge of a class to that of a school he undertakes new duties and a wider responsibility. It is therefore reasonable that a class teacher appointed to a head teachership in the same area should receive an immediate increase in salary. Some of the witnesses we have heard held the view that the minimum salary of a head master or head mistress should necessarily exceed the maximum salary for a Certificated class master or mistress as the case may be. That view, which we do not ourselves hold, would be reasonable if the remuneration of the teaching service were so arranged that all increases in the salary of a teacher corresponded to increases of responsibility. But as length of service chiefly determines the salary of a Certificated class teacher, we see no reason why this factor should cease to operate at an earlier age in the case of the head teacher, and we do not consider that a head master or head mistress however young should necessarily receive a salary in excess of the maximum for a class master or mistress in the area. It may occasionally happen that a young teacher is selected for the headship of a school where there are Certificated assistants at the maximum of the scale, and it has been suggested in evidence that difficulties may arise if the head teacher's salary is less, even temporarily, than that of the best paid member of the staff. We do not think that such difficulties will in practice be insuperable. We are satisfied, however, that the salary of a head teacher at any time should always exceed that which he would have reached at the same time if he had remained as an assistant in the area, and that the head teacher should have a definite prospect of reaching a maximum substantially greater than that of a class teacher.

In an area where it is found desirable to adopt general scales for head teachers, it would be consistent with the principles we have recommended that the initial salary of a teacher who is appointed to his first headship should be the salary he would have received as a class teacher together with an additional sum appropriate to the particular school, or to the grade of the school if the Authority prefers to grade the schools. The amount of the additional sum might also be varied in some measure with the length of the teacher's service in the area, so that a somewhat larger addition might be given if the appointment were obtained after a larger number of years' service. From the initial amount the salary would then proceed by increments to the maximum for the school, which would exceed the maximum for a class teacher by an amount, appropriate to the particular school or particular grade, not less than the additional sum included in the initial salary. Similar arrangements might determine the initial and maximum salaries of a teacher who is transferred from one headship to another which carries with it heavier responsibility. We see no reason why the head teacher should not proceed towards his maximum rather more rapidly than a class teacher, provided that he reached the maximum not earlier, and preferably rather later, than the class teacher. We also think it reasonable that if schools are graded, the maximum for a school of higher grade should be attainable a little later than the maximum for a school of lower grade.

Such results as these could be secured in various ways. It might be arranged, for example, that the period of annual increments should continue to a stage of the teacher's service which is later for a head teacher than for a class teacher, and later for a head teachership of a higher grade than for one of lower grade, or that increments which are not annual should be received at intervals which are shorter for a head teacher than for a class teacher, for example biennially in the case of a head teacher and triennially in the case of a class teacher. Again increments might be larger for a head teacher than for a class teacher. On referring to the illustration given on page 26 it will be seen that such a system as we are describing would have consequences of the following kind. The immediate increase of salary receivable on promotion would tend to be greater the later promotion came to a teacher; again, the later the promotion, the shorter the time required to reach the maximum of the new post, and in an extreme case a teacher promoted at an advanced stage in his service might receive at once the maximum salary of the new appointment. These are not necessarily undesirable arrangements since it is often to some extent a matter of accident whether a teacher receives promotion early or late.

It should, however, be clearly understood that we do not suggest that the scheme we describe here and illustrate on page 26 is the only one which is consistent with the general principles which we think applicable to head teachers' salaries.

(iii) *Increments of Head Teachers.*—We think that the increments of a head teacher against whose service no fault of conduct or negligence is established should be automatic up to a certain point, and should continue beyond that point to the maximum in the absence of evidence that his service is not of the requisite quality. The point at which differences in the quality of service might have a bearing on the question of further increments will depend so much upon local circumstance that we offer no suggestion on the subject.

(iv) *Grading of Schools.*—We have already indicated that the grading of schools for the purpose of assigning salaries to the head teacherships is a legitimate and even necessary procedure in areas where the schools are numerous, especially if they differ at all considerably in size or in other respects. The system recognises in a practical way that the work and responsibilities of a head teacher vary over a considerable range as between the schools in the area. It also contributes to the establishment of a scheme of promotion for the head teachers, a matter which is of considerable importance even though in existing circumstances schemes of promotion cannot be completely operative. The practice of grading is very common already, but there is much diversity in the current systems and the absence of recognised principles will be evident from the account given in the Memorandum annexed to our Report, and from the figures given in Table 6 at the end of that Memorandum.

Existing methods rest almost exclusively upon the basis of size. There are historical reasons for this and it is in any case clear that some important responsibilities, especially those connected with the supervision of a large staff, increase with the size of the school. But the number and qualifications of the staff, the type of the school, its organisation and its relation to other schools, directly affect the responsibilities and actual duties of a head teacher, and regard should be had to these other factors, as well as to the size of the school, in determining its grade. Factors other than size are of special importance in the case of small schools, as to which we make a specific recommendation below.

(v) *The Principles to be observed in Grading Schools.*—In our opinion an Authority which decides to grade the schools in its area will do well to observe the following general principles:—

- (a) The number of grades should be small, not more than three or four. So far as a system of promotion can be established a small number of grades will be all that is necessary and will adequately recognise the range of difference between the work and responsibilities of the head teachers concerned. If, however, an area contains schools which are abnormally large or otherwise carry special responsibilities we see no reason why special salaries outside the grading system should not be attached to the head teacherships of those schools. This is proper in itself and provides posts of greater value as a stimulus for the teachers of the area.
- (b) The differences in the scales for the successive grades should be sufficient to induce head teachers of schools of lower grade to seek promotion to schools of higher grade. We consider that it is not necessary or desirable that the minimum salary for a school of higher grade, should be higher than the maximum salary for a school of the next lower grade, and we think that such arrangements as we suggest above, and illustrate in detail in paragraph 31 (iii) would prove satisfactory.
- (c) Schools should not as a rule be re-graded except on the occurrence of a vacancy in the head teachership. A reduction in either salary or prospects is not consistent with the conception of a scale as a means of remuneration for a long service career. Nor do we think that salary or prospects should necessarily be improved merely because the attendance has increased, for the head teacher might not be the best candidate available for a school of a higher grade. When a school grows so much larger or smaller that the salary paid to the head teacher is entirely inappropriate, re-grading may become desirable. A new appointment of head teacher should then be made. If the old head teacher is not re-appointed, he should be transferred to another school without change of salary. When this is not possible the school should not be re-graded.
- (d) The size of a school, so far as this enters into the determination of grading, might conceivably be reckoned in several ways, for example by average attendance, number on the roll, accommodation, number of classes, number of teachers, or

some combination of two or more of these. To reckon size by accommodation seems practicable only in areas where the schools are as a rule full. To reckon size by the number of classes, or of teachers, is in theory reasonable; but the character of a building so largely determines the organisation and staffing of a school, and the staffing itself is so liable to fluctuations, that such a basis would not in practice be satisfactory. As regards the choice between average attendance and number on the roll there was a difference of opinion among our witnesses. Some argued that average attendance was the proper basis because the head teacher was only concerned with the children actually taught in the school, or because the number in average attendance means the same thing in every school since in every school the practice of reckoning average attendance is uniform, whereas considerable variations of practice are possible in arriving at the average number on the books. Others maintained that the average attendance was not a fair basis to the teacher; that he was responsible for the individual children attending whether they came regularly or not; that absence caused additional trouble to the head teacher, and that as he was not responsible for absence he should not be prejudiced by it. In this connexion the occurrence of epidemic sickness especially amongst children attending Infants' Departments was referred to.

We consider that if the recommendations we make above are adopted the point is of minor importance. Fluctuations in attendance during the tenure of the head teacher would not affect his salary, and if there were few grades the number of schools which would be affected if grading were decided on one system rather than another would be small. But whether size be reckoned by average attendance or by number on the roll, it appears to us that in regrading on the occurrence of a vacancy, the figures should be taken for a period of at least three years in order to exclude the effect of casual fluctuations in numbers and that allowance should as a matter of course be made for any special circumstances which have caused temporary increases or decreases in attendance during the period considered.

(vi) *Small Schools*.—Though we have thought it possible to suggest that certain broad principles might with advantage be observed in framing a scheme of grading, we recognise that the practical difficulties of the problem must be faced by each Authority for itself. We have come to a definite opinion however as to the grading of schools where the head teacher is responsible for the teaching of a class as well as for the conduct of the school as a whole, and where as a rule there is no other Certificated teacher employed. Such conditions are often found in country districts, and occasionally in urban areas, particularly in schools with less than 100 children in attendance; and the fact that children whose ages or attainments vary over a somewhat wide range must be taught in the same class, adds to the difficulties of the head teacher and of the staff which looks to him for advice and direction. The duties and responsibilities of the head teacher of such a school are not necessarily less when the school has fifty or forty scholars than when it has seventy, eighty or more scholars, and for this and other reasons we think that the lowest grade might reasonably include all schools where the average attendance or number on the books is about 100 or less. In our opinion an arrangement by which schools of 50 or less are in a grade below schools of 50 to 100, is likely to militate against the efficient staffing of the smaller schools, where it is difficult in any case to secure really capable and well qualified head teachers.

26.—Uncertificated Teachers.

(i) *Temporary and Permanent Uncertificated Teachers*.—In order that our recommendations as to scales of salaries for Uncertificated Teachers may be understood it is important that their position in the teaching service should be made clear. Speaking broadly, they follow the same course of training, study, and examination, as Certificated Teachers down to their eighteenth year, when they take the Board's Preliminary Certificate Examination or some equivalent examination which qualifies them either for admission to a Training College or for recognition under the Code as Uncertificated Teachers. At this point the careers of these teachers who hitherto have followed the same course bifurcate. Some of them go to a Training College either at once or after a period of work in school as Uncertificated Teachers and thus become College Trained Certificated Teachers. Others, who for one reason or another do not go to College, take posts as Uncertificated Teachers and work during their spare time for the Acting Teachers' Examination, and if successful become Certificated Teachers without college training. Those who are unsuccessful remain Uncertificated Teachers, together with those who have never made the effort to pass an examination which qualifies for the Board's Certificate. Uncertificated Teachers therefore fall into the two distinct classes of those who remain in school for a short period before going to College or passing an Examination qualifying for the Certificate, and those who never become Certificated. The former constitute a temporary class who soon become absorbed in the general body of Certificated Teachers; the latter become a permanent class in the teaching service.

It is impossible to make any suggestions as to a proper scale of salary for these teachers without a clear idea as to what their future is to be. It was suggested to us by various witnesses that the Board should refuse in future to give any permanent recognition to teachers entering the Uncertificated Grade, and that as such teachers would be compelled to leave the service after they had completed a period of six or seven years' work without obtaining their Certificate, a very short and modest scale of salaries should suffice for them. Any suggestions of this sort,

however, take us into regions of policy with which we are not concerned. We have contented ourselves, therefore, with considering the position as it exists at present. There are still some 41,000 Uncertificated Teachers serving in the schools, and for a long time to come it would be impossible to find Certificated Teachers to take their places. While, however, the class of Uncertificated Teachers will be indispensable for many years to come, we recognise that it is important to maintain or increase the number of Certificated Teachers at present available, especially in the case of men, and that every inducement should be given to teachers to qualify for their Certificates.

(ii) *Scales for Uncertificated Teachers.*—If we carried to its logical conclusion the argument that young Uncertificated Teachers should have no financial inducement to remain in that Grade, we should have to recommend that they should have no scale at all. A flat rate of pay, which would just suffice for decent living, would meet the case. We recognise the force of the argument, but we think that there are somewhat serious objections to so rigorous a procedure. It could hardly fail to have some adverse effect on recruiting girls for the service, and it would increase the difficulties of young teachers who have to postpone their entry to College till they have saved the amount of their College fees. It seems necessary, therefore, to devise a scale which while avoiding these difficulties does not provide such prospects as might make these teachers content to remain permanently in the grade. In all the circumstances we recommend that Uncertificated Teachers should be placed on a short scale which would cover a period of four to six years, and, starting from such minimum as may be fixed by the Board, would rise by small increments to a maximum falling short of the minimum given to Certificated Teachers. The sort of scale we have in mind is one which would rise from £65 to £80. Such a scale as this would, however, leave little margin for meeting the expenses of study or for saving to go to a Training College. This difficulty might be met if the Authority made suitable instruction available and easily accessible or advanced the means of taking a College course.

The scale and its accompanying conditions should, we think, apply equally to both sexes. The considerations which have led us not to recommend equal payment for men and women Certificated Teachers do not apply in the case of Uncertificated Teachers, or at least are outweighed by others. The determining factor is that there is no place in the teaching service for men who remain permanently Uncertificated, and there is no reason, therefore, for making their temporary stay in the transitional grade lucrative or attractive. It is to be anticipated that a large proportion of men who wish to be teachers in Elementary Schools will go early to College, and of the residue the great majority will abandon teaching if they fail within a reasonably short time to pass the Certificate Examination.

The scale we have suggested for Uncertificated Teachers only covers the first few years of their work. It remains to be considered what further prospects should be open to those teachers who have failed during the early part of their career to rise to a higher grade. We have already recognised the fact that this class of permanent Uncertificated Teacher will remain for years an established part of the service, and though as a class they are inferior to Certificated Teachers, many of them have sufficient practical skill and experience to make them useful in the schools. A few in fact are of exceptional merit, and have only failed to qualify as Certificated Teachers through ill health, lack of means, or other similar causes. We do not think it proper that while teachers of this grade remain as a permanent part of the service they should be debarred from all the privileges of a long service career. We recommend therefore that women Uncertificated Teachers who have completed 10 years' service and are considered worthy of permanent employment should advance beyond the scale we have already laid down and proceed to a higher maximum, which should not however, in normal cases, much exceed the minimum of the scale in force for Certificated Teachers. The same principle might also apply to men who are already recognised as Uncertificated Teachers. The powers which Authorities will probably reserve to make arrangements in special cases outside the various scales may in some instances no doubt be usefully exercised in order to grant further increases to Uncertificated Teachers of unusual merit and long service.

27.—Supplementary Teachers.

(i) *The Position of Supplementary Teachers.*—The position of Supplementary Teachers differs essentially from that of Certificated and Uncertificated Teachers. Teachers in both these latter classes are, in different degrees, qualified teachers who have attained their rank by passing the necessary examinations. A Supplementary Teacher, however, need have no academic qualifications at all. She is approved by H.M. Inspector for the particular school in which she is engaged and recognition can at any time be withdrawn. Supplementary Teachers thus form a strictly local staffing supply in certain areas, mainly rural, and are not to be regarded as belonging to the general teaching power of the country. Many, probably the majority, live at home and are employed in a school in the neighbourhood. We have no information as to the length of their service, but we understand that while a considerable number remain in their particular school for long periods, there is a larger wastage among Supplementary Teachers than amongst the higher grades of teachers.

(ii) *Scales for Supplementary Teachers.*—We find some considerable difficulty in making recommendations for the salaries of these teachers. It is a matter of general agreement that having no professional qualifications, they can hardly claim to form an established grade of the teaching service and that they would be the first class of teacher to disappear if and when the numbers of qualified teachers increased. It would be undesirable, therefore, to give them such a scale of salaries as would imply some undertaking as to their continued recognition. On the other

hand it is equally undesirable that the situation of these teachers should be entirely without prospects. We have not had much evidence on the subject, but from a study of the published scales of Authorities it is clear that Supplementary Teachers as a rule are poorly paid, even if allowance is made for the fact that they often live at home and have had no expense in qualifying themselves for teaching. So long as these teachers are employed by public bodies with the approval of the Board of Education, and to such an extent as they remain in the service for long numbers of years, it is not satisfactory that their salaries should fall below a standard of decent subsistence.

On a review of all the circumstances we are prepared to recommend that Supplementary Teachers should be placed on a scale of which the normal maximum should not as a rule exceed the minimum of the Uncertificated Teachers' scale in the same area. The scale must only have a small financial range as otherwise the minimum will fall below a decent living wage, which after all is the most important point to secure in this connexion. We understand that the Board do not contemplate fixing a minimum salary for Supplementary Teachers and we must therefore content ourselves with the general principle mentioned above.

We would add that we recommend that Authorities should extend to this class of teacher the same chances of recognition for long and meritorious service that we think should be provided for teachers of a higher grade. There is no doubt that a few Supplementary Teachers have natural gifts which make them really valuable assistants in country schools. We think it would be proper, therefore, that exceptional teachers of this class should be given special increments beyond the normal maximum of their scale.

28.—Teachers of Domestic Subjects.

(i) *The Position, &c., of Domestic Subjects Teachers.*—Details of the general status and position of these teachers will be found in the Memorandum annexed to our Report. The essential facts appear to be that the large majority of them have been trained for two years at a recognised Training School for Domestic Subjects after passing either the same examination that is required of applicants for admission to a two-year course at an ordinary Training College or the admission examination of the Training School. They enter the teaching service at about the same age as Certificated Teachers, and like them have undergone a definite preparation for their work and take up teaching in Elementary Schools as a permanent calling. Their general education has as a rule been obtained in Public Secondary Schools and their Diploma represents a high level of specialized qualification.

(ii) *Scales for Domestic Subjects Teachers.*—In view of these facts there would appear to be no reason why Trained Teachers of Domestic Subjects should not be placed on the same scale of salaries, and at the same point, as ordinary Trained Certificated Teachers, and we recommend that this should be done. This recommendation applies equally to teachers of Domestic Subjects who complete an Advanced Course in addition to the normal two year Course at the Training School. The period spent on such additional full time training should count as service in school, as is already suggested in the case of Certificated Teachers. We do not consider, however, that Trained Teachers of Domestic Subjects, who also obtain the Board's Certificate, should on that account receive any additional salary.

The above recommendations deal entirely with Trained Teachers. There remains the case of the few teachers of Domestic Subjects who possess no standing under the Code, but who are approved for particular schools by H.M. Inspector. The number of such teachers is very small, and we think that there should be no difficulty in dealing with them on their merits in accordance with the general principles of our Report.

29.—Teachers of Handicraft.

(i) *The Classes of Handicraft Teachers.*—In the Memorandum annexed to our Report we have set out the qualifications required of teachers of Handicrafts in Elementary Schools and the manner in which the teaching of Handicraft is at present organised. It will be seen that these teachers may be divided into three main classes. Firstly there are Certificated or Uncertificated Teachers who become qualified to teach Handicraft by taking one of the examinations specified for the purpose or by obtaining the special approval of the Board. Secondly, there are what are conveniently termed "Artizan teachers," who are primarily artizans without any Code qualification but who become qualified to teach Handicraft in Elementary Schools by passing the necessary examination. Thirdly, there is a small class of Handicraft Teachers who have served a special apprenticeship for the work, first as Manual Training Pupil Teachers and then as Probationers. It has to be borne in mind that only those Handicraft Teachers who hold the Board's Certificate come under the provisions of the Superannuation Acts.

From the information at our disposal it appears that most of the larger Authorities have scales of salaries for Handicraft Teachers, and that those who employ both Instructors and Assistant Instructors have a separate scale for each of these classes. But the available information does not enable us to establish any relation between the three kinds of teachers mentioned in the preceding paragraph and the two grades in which instructors are usually organized. We are not able in fact to discover that any definite policy has been adopted generally by Authorities as regards the previous general education or training of their Handicraft Teachers. The Code makes no distinction between them, and it seems probable that while individual Authorities have their preferences, the majority employ the most suitable applicants without regard to their educational origin.

(ii) *Scales for Handicraft Teachers.*—Taking first the case of Certificated or Uncertificated Teachers who qualify as Handicraft Teachers, we are of opinion that such teachers should not in any case receive less than the salary that they would receive for ordinary work in school. If any difficulty is experienced in finding enough men of this type for Handicraft Teaching, this is of course a valid reason for offering something better than the salary of the normal scale. Moreover, if the Certificated or Uncertificated Handicraft Teacher obtains additional qualifications by means of attendance at full time courses of study during which no salary can be earned, the case for an addition to his salary would rest on the same grounds as an advance of a step in the scale in the case of College Trained Teachers. Otherwise we do not consider that the possession by these teachers of qualifications which make them eligible to teach Handicraft should be a ground for additional pay. It will, of course, be understood that this refers to the Handicraft Teacher in his capacity as a class teacher. Where the organisation of Handicraft work in an area involves the creation of posts in which additional responsibilities are thrown on the teacher, it is assumed that appointments to such posts will carry with them additional salary.

Whereas the teacher whose case we have been considering begins as a general teacher, and subsequently specialises in Handicraft, the opposite is the case with the Artizan Teacher, who begins as a craftsman and subsequently takes up teaching. It has been suggested to us by some of our witnesses that though the general education of an Artizan Teacher may be on a lower level than that of a Certificated Teacher, yet the course of training and examination which he has to go through before he can be recognised as a Handicraft Teacher under the Code goes some way to make up this deficiency. Moreover he has a first hand knowledge of industrial conditions, and has high manipulative skill. It was also stated to us that of the artizans who take up teaching many have gained distinctions in Science, Art and Technological Examinations, and that their certificates are evidence of a good level of general culture.

While all this may be true in the case of many Artizan Teachers, we feel that the differences in previous education and teaching experience among these teachers is so great that it is difficult to suggest either a scale of salaries for them or the relation which such a scale should bear to that of Certificated Teachers. The difficulty is increased by the fact that the arrangements of Authorities are not based necessarily upon the distinctions between these and other teachers. They have scales for Instructors and Assistant Instructors, and Artizan Teachers may so far as our knowledge goes be actually in receipt of a salary on either scale. It does not seem feasible for us however to make any attempt to arrive at the principles which should regulate the salaries of Artizan Teachers or those who have been Manual Instruction Pupil Teachers until the conditions under which they are employed are much more definite than is at present the case.

30.—Teachers in Special Schools for Blind, Deaf, and Defective Children.

(i) *Position of Teachers in Special Schools.*—We have thought it convenient to deal separately with the case of teachers in Special Schools, *i.e.*, in Schools for Blind, Deaf, Epileptic, Mentally Defective and Physically Defective Children. It is true that these schools though recognized and administered under a single set of Regulations are by no means homogeneous in character; that in some respects the position of teachers in them does not differ from that of teachers in Elementary Schools, and that a few Special Schools, such as schools for high grade mentally defective children and certain Open Air Schools differ more from other Special Schools than from ordinary Elementary Schools. Yet a review of all the circumstances of these schools leads to the conclusion that service in them has marked characteristics of its own, which justify or even necessitate a separate consideration of the question of the scales of salaries for the teachers who work in them.

(ii) *Scales of Salaries for Teachers in Special Schools.*—Teachers in Special Schools are drawn, broadly speaking, from the same classes as teachers in ordinary Elementary Schools, namely Certificated Teachers and Uncertificated Teachers; there are also teachers "possessing such other qualifications as the Board of Education may from time to time approve," including teachers of Domestic Science and Handicraft. So far therefore as salaries are influenced by the cost of preliminary training or by the needs of the teachers, the position of teachers in Special Schools does not differ materially from that of teachers of the corresponding grade in ordinary Schools. It is true that Certificated and Uncertificated Teachers in Schools for the Blind and Deaf are required in addition to their Code qualifications to pass a special examination approved by the Board in the methods of teaching blind and deaf children. But this examination is taken in the large majority of cases while the teachers are at work in school and involves neither a postponement of the date at which the teacher begins to earn a salary nor any substantial addition to the cost of training. So far as other Special Schools are concerned no qualifications are required by the Regulations over and above those which are required by teachers in ordinary schools.

While however teachers in Special Schools can base no claim for special treatment in the way of salary scales on the two grounds mentioned above, we must consider in more detail other reasons which have been urged before us as justifying or requiring a more generous scale of salaries for teachers in Special Schools than that of ordinary teachers.

(a) It is urged as an argument for giving somewhat special terms to teachers in Special Schools that the teaching service in these schools is in effect a closed service by itself and that the chances of promotion are small and the prizes few.

(b) In the case of teachers in Schools for the Blind and Deaf it is suggested that even if the special examinations which are required from these teachers involve no material addition to the cost of training and no loss owing to the postponement of the date at which the teachers first begin to earn a salary, they yet represent a substantial addition to the teacher's qualification and also impose a heavy strain on the teachers who work for them.

(c) The instruction of children in Special Schools is said to present greater difficulties than the instruction of normal children. As pointed out in a valuable memorandum submitted to us by Dr. Eichholz, one of the Board's Medical Inspectors, all these children are the victims of some affliction and this affliction tends, though in varying degrees, to produce an abnormal mental state. The teacher of such children therefore has to surmount obstacles between himself and his pupil which do not exist in normal cases. Further, the teacher has to make himself master of methods and subjects which are not required in ordinary schools. This is obvious in the case of blind and deaf children, where for instance a knowledge of Braille or of "language" teaching are essential parts of the teacher's equipment. In the teaching of physically defective children, though their mental state approximates more nearly to the normal, their physical conditions cause difficulties of another kind. The facts that in some cases children have to be taught in bed, and that class teaching or proper classification of the children is often impossible, are merely instances to show the special difficulties which have to be met in dealing with these children.

(d) Apart from these actual difficulties of teaching, it is urged that the normal work of these schools involves a greater physical and mental strain on the teacher than work with healthy children. It may be admitted that many women teachers find a special pleasure in tending delicate children; that work in Special Schools is often of absorbing interest and even, as in the case of an Open Air School in the summer, exceedingly pleasant compared with the monotony of ordinary classroom teaching. But this does not alter the fact that on the whole, and over a long period of time, work in Special Schools imposes an appreciably greater strain on the average teacher than work amongst normal children. The fact that the school hours are slightly shorter and the classes smaller does not compensate for the extra preparatory work involved in schools where much of the teaching is individual, where the children as a whole require special care, and where the children may in any one class vary considerably in age and requirements. In schools for mentally defective children it is stated that the slowness or absence of response, the low intelligence, the weak concentration, the feeble will power and the uncertain memory, weary and discourage even the most energetic and sanguine teachers, and that unusual skill, patience, and experience are required.

It will be convenient to deal with these arguments in order.

(a) Teachers in Special Schools are of course at liberty to give up their posts and take to work in ordinary schools. But in practice they do not appear to do so, and on a balance of advantages it seems probably better that they should not. This at least would be true in those cases where the teacher has spent years in qualifying by study or experience or both for dealing with special types of afflicted children. The ordinary school would probably benefit in some respects by the experience of teachers from open-air schools or schools for mentally defective children. But the recent growth of open-air schools and the anticipated expansion of schools for mentally defective children seem to make it very improbable that for some time to come there will be any experienced Special School teachers to spare.

While however we may agree that teachers in Special Schools cannot, as a rule, look for promotion outside these schools, we are much more doubtful as to the statement that the chances of promotion in these schools are few and the prizes small. Some *a priori* justification for this statement may no doubt be found in the fact that classes in Special Schools are much smaller than those in ordinary schools and the number of assistants therefore is larger than in other schools of the same size. On the other hand Special Schools as a rule are small in size, and this to a large extent compensates for the small classes. The question, however, is one which can only be tested fairly by recourse to actual figures and judging by the figures at our disposal we doubt whether the argument has much foundation in fact. If we take the case of full-time teachers only, we find that there were for instance in the statistical year 1913-14 in all the Special Schools put together 239 women Certificated head teachers as compared with 657 Certificated assistants, and 34 men Certificated head teachers compared with 103 Certificated assistants. If we compare all head teachers with all assistants, of whatever grade, we find there are 288 women head teachers to 1,055 assistants, and 59 men head teachers to 273 assistants. We have not analysed these figures or considered them in any detail, but they do not appear at first sight to support the idea that teachers in Special Schools as a whole have less chance of promotion than teachers as a whole in ordinary schools.

(b) We consider that the claim for additional salary based on the extra qualifications required from teachers in Blind and Deaf Schools is a more valid one. The argument may be looked at in two ways; either that success in these special examinations, which involves not only a high level of specialised training, but also a substantial amount of hard and patient work, in itself warrants some financial compensation, or that unless some such compensation is offered, teachers will not come forward and qualify themselves for these posts. It is unnecessary to determine which aspect of the argument has the more force, as in practice they may be regarded as inseparable. It is sufficient to say that they appear to justify the common practice of Authorities in offering a better scale to teachers in these schools.

(c) and (d) The remaining arguments are more difficult to deal with. We think that they should carry considerable weight, but that they are somewhat intangible and difficult to translate into terms of salary. In practice these arguments are very similar to the one mentioned in the

preceding paragraph, and may be taken as a reinforcement of it. It appears probable that in the long run a reasonable compromise will be arrived at because it will prove impossible to attract a sufficient number of the right kind of teacher to these Special Schools unless some financial compensation is made to set against the somewhat severe conditions under which the teachers conduct their daily work. Such compensation would vary with the different types of school, and with the requirements made from time to time as to the work or the qualifications of the teachers in each type, and only experience can show what its extent should be. In any case where there is difficulty in securing the right teachers, the bodies responsible for the schools will have no option but to offer salaries in excess of the normal scale, and they will clearly be acting reasonably in doing so.

In this connexion it is necessary to point out that though for convenience sake we speak of a normal scale, some of these Special Schools are so situated that there is in fact no normal scale to which the salaries of their teachers can be referred. When a Local Education Authority maintains a Day Special School, it can base the salaries of the teachers in that school on the scale adopted for teachers in its ordinary Elementary Schools, offering such an increase on the scale as may be found to be justified or necessary. But many Special Schools, about a quarter of the whole number, are residential, and of the residential schools three-quarters are conducted as voluntary institutions, to which indeed Local Authorities send children at approved charges, but over which they have no control. These residential schools are essentially non-local in character, and take children from the areas of Authorities scattered all over the country. There is, therefore, no normal scale to which the salaries of the teachers in the school can be referred. We are not able to make any suggestion for meeting this difficulty. We can only assume that in practice it will be met by the ordinary law of supply and demand. The schools maintained by Local Authorities will set up a standard of payment and the remainder, if they are kept up to the same standard of efficiency, will be compelled to approximate their scales to those of the publicly maintained institutions.

(iii) *Residential Special Schools.*—The fact that in the residential schools many of the teachers are required to live in the institution and assist in its management out of school hours, introduces another complication into the salary scale. It is reasonable that these teachers should expect a higher salary in respect of additional duties and responsibilities, and also probably as some compensation for the loss of leisure and freedom involved by "living in." Against this may be set off the cost of their board and lodging. It was suggested to us by one of our witnesses that the two things might be taken to cancel each other. We do not feel that we are in a position to make any recommendation on a point of this kind. No such recommendation could be made without detailed figures of the rate of pay allowed to the teacher for his school work, the proportion of his time given to school work and to out of school duties, the estimated value of his board and lodging, and so on. It must suffice for us to call attention to the point and to express our opinion that it is one which must be borne in mind in fixing the scale of salaries for residential teachers.

(iv) *Salaries of Head Teachers in Special Schools.*—It is necessary to add a word on the position of head teachers in Special Schools. The suggestions made above apply to all teachers in these schools, and any increase above the normal scale given to class teachers should be given also to head teachers. As regards the relation of head teachers' salaries to those of assistants, the recommendations we have made for ordinary schools apply here also in principle. Appointments to head teacherships should be regarded as entailing additional responsibility and should be accompanied by a rise in salary. It is obvious, however, that Special Schools cannot as a rule be graded in the same way as ordinary schools. Many of the schools are managed by voluntary bodies as separate institutions; hardly any Authorities have a sufficient number of schools to make grading possible; and in any case Special Schools vary greatly in difficulty, and their size therefore is a less reliable factor than in the case of ordinary schools. No clear recommendation therefore can be made as to the relation of head teachers' salaries to those of assistants in Special Schools. Beyond the general principles we have already laid down, it must be left to Authorities and Managers to fix the salaries of head teachers on the special circumstances of each case.

31.—ILLUSTRATIVE SCALES OF SALARY.

(i) *The Use of Figures.*—We are not asked to consider the question of the amounts by which existing scales of salary should be improved in particular areas or the sources from which the amounts required for the purpose should be provided, but our terms of reference allow us to illustrate any system of scales which we may recommend by such specific sums of money as we think fit. We are aware that figures, though given for illustrative purposes only, may be misinterpreted as actual recommendations of amounts. But after considering the advantages and disadvantages of illustration by symbols as compared with figures, we have come to the conclusion that our best course is to use the permission conveyed in the terms of reference. We therefore present certain tables below for the purpose of illustrating the suggestions we make for the construction of scales for Certificated Teachers, both class teachers and head teachers. We have not thought it necessary to present illustrations of our suggestions as to other groups of teachers.

(ii) *Certificated Class Teachers.*—The following table shows five scales for men and five for women, arranged in pairs in order that the suggestions for men and women may be more readily compared. The suggestions are not intended to do more than furnish a convenient basis for the detailed construction of scales by the several Authorities.

Illustrative Scales for Men and Women Certificated Class Teachers.

Year of Service for the purpose of the Scale.*	I.		II.		III.		IV.		V.	
	M.	W.	M.	W.	M.	W.	M.	W.	M.	W.
1	100	90	100	90	100	90	100	90	100	90
2	105	95	105	95	105	95	105	95	105	95
3	110	100	110	100	110	100	110	100	110	100
4	115	105	115	105	115	105	115	105	120	105
5	120	110	120	110	120	110	120	110	130	110
6	125	115	125	115	130	115	130	120	140	120
7	130	120	130	120	140	120	140	130	150	130
8	135	125	135	125	150	130	150	140	160	140
9	140	130	140	130	160	140	160	150	170	150
10	145	—	150	140	170	150	170	160	180	160
11	150	—	160	—	180	—	180	170	190	170
12	155	140	170	—	190	—	190	—	200	180
13	160	—	180	150	200	160	200	—	210	—
14	—	—	—	—	210	—	210	180	220	—
15	—	150	—	—	—	—	220	—	230	200
16	170	—	190	160	—	170	230	—	240	—
17	—	—	—	—	220	—	—	190	—	—
18	—	—	—	—	—	—	—	—	—	220
19	180	—	200	170	—	180	240	—	260	—
20	—	—	—	—	230	—	—	200	—	—
21	—	—	—	—	—	—	—	—	—	240
22	190	—	210	—	—	—	250	—	280	—
23	—	—	—	—	240	—	—	—	—	—
24	—	—	—	—	—	—	—	—	—	—
25	—	—	—	—	—	—	—	—	300	—

N.B.—The black line under the figures in the above scales show the points at which the larger increments begin.

* See paragraph 24 (ii) for the position of a College Trained Teacher on this scale.

In considering these illustrations the following points should be noted:—

- (a) In every illustration we give, the lowest salary is £100 for a man and £90 for a woman. These are the amounts which the President of the Board of Education stated that he had in mind as the minimum salaries for Certificated Teachers.
- (b) No increment of less than £5 appears in our illustrations. We think that no Certificated master or mistress should receive any smaller increment. We consider also that the amount of any scale increment which is given after an interval of more than a year should exceed £5. But though in our illustrations larger increments are invariably £10 (or in Scale V. £20), we must not be understood to suggest that increments which are between £5 and £10 are undesirable.
- (c) Each salary in the table is related to a year of service for the purposes of the scale, the year being given in the first column. This year is not necessarily the actual year of service in the area; for instance, a teacher trained in College for two years, would receive in the first year of actual service the salary corresponding to the third year of service for the purposes of the scale (see paragraph 24 (ii)).
- (d) A man who is placed upon any of the scales at the lowest point would proceed by annual increments for a period which ends, at the earliest, with the beginning of the thirteenth year of service, and from that point by increments which accrue at intervals of not more than three years for a period which ends at the earliest with the beginning of the twenty-second year of service. For a woman placed on any scale at the lowest point the corresponding periods end, at the earliest, at the beginning of the ninth and fifteenth years of service. In our illustrations the increments which are not annual are triennial, but we do not suggest that biennial increments are unreasonable.
- (e) The scales are varied by altering the point at which the larger increments are introduced and by prolonging the period during which increments are given annually. Other methods of varying scales, for example an increase of the initial salary, are not illustrated. But we express no opinion on the question whether such circumstances as, for example, high cost of living, are best met by higher initial salaries, or by larger or more numerous increments, or by some combination of these methods.

(f) Different relations between the maximum salaries of a man and of a woman are illustrated in the Table. In scale I. the woman's maximum is just under four-fifths of that of a man, in scale II. it is just over four-fifths, in scale III. it is exactly three-fourths, in scales IV. and V. it is exactly four-fifths.

(iii) *Illustrative Scheme of Salaries for Head Teacherships.*

Year of Service for the purposes of the Scale.	Assistants Scale No. III.		Grade.							
			I.		II.		III.		IV.	
	M.	W.	M.	W.	M.	W.	M.	W.	M.	W.
1	100	90	—	—	—	—	—	—	—	—
2	105	95	—	—	—	—	—	—	—	—
3	110	100	—	—	—	—	—	—	—	—
4	115	105	—	—	—	—	—	—	—	—
5	120	110	140	125	160	140	180	155	200	170
6	130	115	150	130	170	145	190	160	210	175
7	140	120	160	135	180	150	200	165	220	180
8	150	130	170	145	190	160	210	175	230	190
9	160	140	180	155	200	170	220	185	240	200
10	170	150	190	165	210	180	230	195	250	210
11	180	—	200	175	220	190	240	205	260	220
12	190	—	210	—	230	200	250	215	270	230
13	200	160	220	185	240	—	260	225	280	240
14	210	—	230	—	250	210	270	—	290	250
15	—	—	240	195	260	—	280	235	300	—
16	—	170	—	—	270	220	290	—	310	260
17	220	—	250	205	—	—	300	245	320	—
18	—	—	—	—	280	230	—	—	330	270
19	—	180	260	210	—	—	310	255	—	—
20	230	—	—	—	290	240	—	—	340	280
21	—	—	270	—	—	—	320	265	—	—
22	—	—	—	—	300	—	—	—	350	290
23	240	—	280	—	—	—	330	270	—	—
24	—	—	—	—	310	—	—	—	360	300
25	—	—	—	—	—	—	340	—	—	—
26	—	—	—	—	320	—	—	—	370	—
27	—	—	—	—	—	—	350	—	—	—
28	—	—	—	—	—	—	—	—	380	—
29	—	—	—	—	—	—	360	—	—	—
30	—	—	—	—	—	—	—	—	390	—
31	—	—	—	—	—	—	—	—	—	—
32	—	—	—	—	—	—	—	—	400	—

Within certain limits the Table shows, at each year of service for the purposes of the scale, the salary of a class teacher on Scale III. of our previous Table, and the salary of the head teacher of a school of each of the four grades we assume to be established for the area. The scheme thus definitely relates the salary of a head teacher to that of a class teacher and allows for the possibility of a teacher obtaining a head teachership of a higher grade only after serving in a lower grade. At each step in promotion the teacher receives a material though not very large immediate rise of salary with a greater increase of the maximum attainable. The immediate increase of salary for a class master promoted to a Grade I. head mastership is at least £20 and the increase of the maximum attainable is £40. Initial and ultimate advantages of like amounts are added in succession at each step in promotion. For women the advantages at each step are, initial at least £15, ultimate at least £30.

For simplicity our illustration has been rigidly planned, and is worked out on uniform lines in every part of the Table. We do not suggest that the salaries of head teachers of the several grades of schools and those of class teachers should always stand in such mutual relations as appear in the Table. But if the principle is accepted it can of course be applied with much more variation in detail than we have allowed for. For example, the initial rise in salary need not be the same at every step; the increase of the prospective maximum salary need not be twice the initial increase, *i.e.*, for a Grade I. school the proportion might be less than double, for Grade IV. school it might be more than double, or for every Grade the ultimate increase might

only exceed the initial rise by 50 per cent., and so on. Again, in Grade I, the head teacher might, like the class teacher, receive triennial increments towards the end of the scale; in Grade IV, the annual or other increments might be larger in amount than in the lower grades, and so on. We print the Table only for the sake of the system which it illustrates; this we believe has some merits and deserves to be examined, side by side with alternative systems in common use, by those Authorities which contemplate revising their existing arrangements for head teachers' salaries.

32.—SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

We may summarize, as follows, our conclusions as to the principles which should determine the construction of scales of salaries for teachers in Elementary Schools:—

- (i) Authorities, in constructing a scale, aim at obtaining a constant supply of suitable recruits, at retaining them while other careers are still open to them, and at securing service of the desired quality from those who make teaching their life work. (*See par. 6.*)
- (ii) Teachers, in accepting a scale, may properly expect that it shall provide them with a reasonable assurance of a remuneration that will enable them to live appropriately without financial embarrassment, and that they may have a fair chance of advancement to posts of greater importance and emolument. (*See par. 6.*)
- (iii) Increments are necessary so that (a) teachers' salaries may be adjusted to their needs; (b) the increase of value of the teacher's service may be recognised, and (c) good service may be encouraged. (*See par. 7.*)
- (iv) Increments according to a scale, at least up to a point representing an adequate salary, should be receivable as a matter of right, and as part of the contract, by every teacher whose service is not characterized by definite default or wilful neglect. (*See par. 7.*)
- (v) As Authorities, in framing their scales, are taking part in the work of establishing the teaching service of the country on a basis conducive to the efficiency of the system of national education, they should proceed upon a common basis of principles. It must be recognised, however, that the application of the same principles in the circumstances of different areas will produce a diversity of results. In London and the areas of the Urban Authorities immediately adjacent to it, better salaries than elsewhere must be offered if an adequate supply of teachers is to be attracted and retained. But outside this area, mere differences in cost of living do not justify substantial differences in the salaries offered in different towns. Moreover, if proper weight is given to all the factors of the case, the advantages of smaller or more rural places in point of cheapness may appear to be less than is commonly taken for granted. (*See par. 9.*)
- (vi) The country child should possess as many as possible of the educational advantages of the town child. In order to secure to rural areas their fair share of the best teachers an early approximation of the salaries of country teachers to those of town teachers is necessary. (*See par. 10.*)
- (vii) In existing circumstances we are not satisfied that a scale of salaries which is adequate for women teachers is adequate for men. We recommend that scales for men and women Certificated Teachers should not be constructed on the basis of equal payment. A convenient starting point for the further examination of the question of the relation of salaries of men and women Certificated Teachers would be that in average circumstances the woman's maximum should not be less than three-fourths of the man's. (*See par. 11.*)
- (viii) The best method of recognising superior merit in teachers is by advancement to positions of greater responsibility and increased emolument. Where no such posts can be found for teachers of long and exceptionally meritorious service, we consider that if the practical difficulties can be overcome, the selection of certain members of the staff who may proceed to a maximum higher than that of the normal scale may be advantageous. (*See par. 13.*)
- (ix) Whether or not an Authority arranges for an extended review of the work of teachers, constant care should be exercised in the schools to see that the teaching is efficient. For such supervision, and for the taking of suitable steps as occasion requires, the head teacher in the first instance should be definitely responsible. (*See par. 15.*)
- (x) The withholding of the increment for the year may be a convenient form of penalty if a teacher is guilty of a definite default or wilful neglect of his duty. The manner in which this penalty is imposed requires careful consideration. To withhold an increment in such a way that a teacher reaches every stage in the scale a year later than he would otherwise have done, would be an excessive punishment. (*See par. 16.*)

- (xi) In order to facilitate reasonable mobility amongst teachers, it is suggested that in the case of Certificated Assistants satisfactory service elsewhere, up to at least six years, should be recognised in full, and that further service should be counted for half its duration. Cases of teachers who come from other services to fill head teacherships must be treated on their merits. Uncertificated Teachers from other areas might have satisfactory service reckoned in full. (See par. 17.)
- (xii) Special arrangements will be necessary in the transitional stage of applying new scales to existing teachers. (See par. 22.)
- (xiii) As regards Certificated class teachers' salaries:—
- (a) In the case of men a scale should provide, for those who begin at the lowest point of the scale, annual increments for not less than twelve years, followed by increments at intervals of not more than three years for a further period of about ten years. For women the scale should correspondingly provide annual increments for about eight years, and increments at intervals of not more than every three years for a further period of ten years. There are advantages in dividing the period of annual increments into two, and giving larger increments in the second. (See par. 24 (i).)
- (b) Full time study at a Training College or other approved institution for higher education or professional training should be counted as time spent in service in school for the purpose of placing a teacher on a scale. (See par. 24 (ii).)
- (c) Degrees or other academic qualifications should not in themselves affect the position of a teacher on the salary scale, but may well be taken into consideration whenever questions of promotion or special remuneration arise. (See par. 24 (iii).)
- (d) The selection of teachers for posts in Higher Elementary or Central Schools or in the Supplementary Courses in other Elementary Schools is of the nature of promotion to work of greater responsibility and should carry with it an increase of salary. With this exception there are no substantial grounds for arranging different salary scales for different kinds of ordinary Elementary Schools. (See par. 24 (iv).)
- (e) Class teachers whose posts involve wider responsibilities than those of the majority of class teachers (such as First Assistants or, in mixed schools, Chief Women Assistants with special responsibilities for girls) should receive some addition to the scale salary. (See par. 24 (v).)
- (xiv) As regards head teachers' salaries:—
- (a) A class teacher on appointment as a head teacher in the same area should always receive an immediate increase of salary, and the maximum salary of a head teacher should always exceed the normal maximum for a class teacher in the area. (See par. 25 (ii).)
- (b) Though the size of a school is the most important factor in determining the salary of the head teacher, it is not the only factor to be considered. (See par. 25 (iv).)
- (c) In areas where the schools are numerous and differ from one another considerably in size and character, grading of the schools and the establishment of scales for the head teacherships of the several grades will probably be necessary for convenience of administration. (See par. 25 (i).)
- (d) In areas where all the schools are of about the same size and type, grading is less necessary, and where the number of schools is small and appointments to head teacherships are seldom made, the establishment of general scales of salary for head teachers is not indispensable. (See par. 25 (i).)
- (e) Grading should depend mainly, but not wholly, on size. Schools should not in ordinary circumstances be re-graded until a vacancy occurs in the post of head teacher. The precise manner in which the size of the school is estimated would in such circumstances be a matter of secondary importance. (See par. 25 (iv) and (v).)
- (f) Grades should be few in number. Some three or four grades will be sufficient, even as a basis for a scheme of promotion for the head teachers in an area. (See par. 25 (v) (a).)
- (g) The lowest grade should include all schools with less than about 100 children. (See par. 25 (vi).)
- (xv) Uncertificated Teachers, both men and women, should have a short scale covering a period of four to six years and rising from the minimum suggested by the Board to a maximum falling short of the minimum of the scale for women Certificated Assistants in the area. Women Uncertificated Teachers who complete ten years' service and are considered worthy of permanent employment should proceed to a

maximum not much exceeding the minimum for Certificated Assistants. Further increases for teachers of unusual merit and long service should be matters for individual consideration. Men who are already recognised as Uncertificated Teachers might receive similar increases beyond the normal scale. (See par. 26.)

- (xvi) Supplementary Teachers should be placed on a scale with a small financial range the minimum of which should not fall below a decent living wage, while the maximum should not as a rule exceed the minimum of the Uncertificated Teachers' scale in the same area. (See par. 27.)
- (xvii) Trained Teachers of Domestic Subjects should be placed on the same scale of salaries, and at the same point, as ordinary Trained Certificated Teachers. (See par. 28.)
- (xviii) Certificated and Uncertificated Teachers who are qualified to teach Handicraft should not in any case receive less than the salary they would receive for ordinary work in school. We do not make any recommendation as to the scales of salary for other teachers of Handicraft. (See par. 29.)
- (xix) As regards the salaries of teachers in Special Schools:—
 - (i) The basis of the scales of salaries for teachers in Special Schools should, so far as practicable, be that of teachers in ordinary schools, and the same consideration should be given to periods of training. (See par. 30 (ii).)
 - (ii) The general conditions of service in these schools and the consequent difficulties of obtaining a sufficient number of suitable teachers, justify the common practice of Authorities in putting teachers in Special Schools on a somewhat higher scale. (See par. 30 (ii).)
 - (iii) Head Teacherships in Special Schools as elsewhere should be regarded as involving additional responsibilities; but as the schools are usually small and as a rule too few in number in any area to require grading, the salaries of the head teachers must generally be settled on a review of all the circumstances of each case. (See par. 30 (iv).)

We wish in conclusion to express our cordial thanks to our Secretary, Mr. A. H. Wood, by whose ability and diligent transaction of business our work has been considerably simplified. We have also received material assistance from our Assistant Secretary, Mr. G. D. Roechling, particularly in the preparation of the Memorandum annexed to our Report, in which the present arrangements as to scales are described.

We have the honour to be, Sir,

Your obedient Servants,

(Signed) HARRY STEPHEN (*Chairman*).
 M. M. ALLAN.
 H. B. BRACKENBURY.
 I. CLEGHORN
 C. W. CROOK.
 W. R. DAVIES.
 I. A. DICKSON.
 A. FLAVELL.
 H. MELLISH.
 H. PEARSON.
 A. R. PICKLES.
 W. PULLINGER.
 F. ROSCOE.
 T. H. J. UNDERDOWN.
 †HERMIONE UNWIN.
 D. H. WILLIAMS.

A. H. WOOD (*Secretary*).

G. D. ROEHLING (*Assistant Secretary*).

December 20th, 1917.

NOTE BY MISS HERMIONE UNWIN.

While in agreement with the General Recommendations of the Report, it seems to me that in certain parts, as for instance at the beginning of paragraph 16, it places comparative inefficiency too nearly on a level with efficiency.

HERMIONE UNWIN.

MEMORANDUM

ON THE

EXISTING SITUATION AS REGARDS SCALES OF SALARY FOR TEACHERS IN ELEMENTARY SCHOOLS.

N.B.—This Memorandum was prepared for the Committee by their Secretaries with assistance from several Associations to whom acknowledgements are made on page 4, and from various Officers of the Board of Education. It should be understood, however, that the Board are in no way responsible for any of the statements contained in the Memorandum.

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1. INTRODUCTORY.

The scales of salary quoted in the following Memorandum are those which were in force on March 31, 1917. Had a later date been chosen, the collection of information would have presented considerable difficulties. It should, however, be borne in mind that the scales referred to in this Memorandum and in the Illustrative Tables at the end of it have in many cases been superseded by improved scales.

The amounts which are quoted are subject to the addition of war bonuses, a discussion of which would be outside the scope of the Committee's enquiry.

As regards the numbers of teachers and other statistics, the latest official statistical volumes, namely those for 1913-14, have been followed, except when otherwise stated.

Every care has been taken to secure accuracy in all the figures which have been quoted. But scales of

salary are often very complicated, and it is hardly possible to avoid occasional errors. It is believed, however, that the following statement is substantially accurate.

2. HISTORICAL NOTE.

The institution of scales of salary for Public Elementary School Teachers dates, for practical purposes, from the formation of School Boards under the Act of 1870. The number of teachers employed by the larger Boards soon became so considerable as to render the introduction of standardised systems of payment inevitable; such systems were adopted, for example, by the London and Birmingham School Boards as early as 1872. Scales of salaries for assistant teachers under large School Boards, similar in construction to those at present in force, took shape rapidly; but the evolution of scales for head teachers on the present lines was a more gradual

process. Under various School Boards the common practice of the Voluntary Schools was followed for some time; that is to say, the head teacher was paid a fixed sum supplemented by a fixed proportion of the grant received from the Education Department, which varied at that time according to the proficiency of scholars as tested by individual examination. The precise amount of annual salary payable to a head teacher was accordingly uncertain; it depended primarily on the number of children in his school, but secondly on the number of those children who were successful in passing the annual examination. As time went on, however, the School Boards tended to commute the variable portion of the head teacher's salary for a fixed payment based on the average receipts during a number of years; salaries thus remained roughly proportional to the number of children in the school. The present grading system was evolved from these conditions.

One other historical fact which has a bearing on present conditions deserves mention. Under the Education Department the grant for infants was paid at a lower rate than that for older children; the salaries of head teachers of infants' departments thus tended to be lower, and are still in some cases lower, than those of head teachers of senior departments.

The Act of 1902 for the first time placed all teachers—those in Voluntary as well as in Provided Schools—under a public Authority for purposes of salary. The systems of payment which had grown up under the School Boards were taken over by the urban Authorities under the Act of 1902, and as a rule applied by them to the Voluntary Schools. In County areas, where there had been few large School Boards, and where there were many Voluntary Schools, the problem was more difficult. The amounts and methods of payment of the teachers varied widely. The first step commonly taken by the newly constituted County Authority was to ascertain the actual amount which each teacher was receiving by way of salary, share of grant, allowances and other emoluments, such as the rental value of the dwelling house (if any), at the date when the Act came into operation in the area. It was generally found that the salaries of head teachers depended roughly on the size of the school as shown by the average attendance, and that the salaries of assistant teachers depended mainly on their sex and qualifications as recognised by the Board of Education. The conditions were, in fact, similar to those out of which the School Board scales had grown up, and in most areas scales on the present lines were soon evolved from them.

3. THE PREVALENCE OF EXISTING SCALES.

The great majority of the 319 Local Education Authorities in England and Wales have adopted and published scales of salaries for teachers in their schools. The scales are generally published in the form of a pamphlet which contains the rates of payment for the various grades of teachers, together with the principal regulations which govern them. The amount of detail given varies from area to area; some scales are little more than bare statements of the rates of payment; others include all the regulations which have been framed to meet common contingencies. In some cases the published scales are in the nature of excerpts from the handbooks or year-books, in which the regulations governing the employment and remuneration of teachers are set out in full. The London handbook states the approximate number of head teachers' posts in Council Schools in each grade, and the number of years' service after which teachers may regard themselves as eligible for promotion to head teacherships. But as a rule no information is given as to the number of schools in the different grades or as to a teacher's chances of promotion in the area. Many scales contain a discretionary clause reserving to the Authority the right to deal exceptionally with special cases, but it is believed that the latitude is comparatively little used in practice.

Exceptions to the common practice are the few Authorities which either have not adopted scales or do not publish them. They include cases in which only the minimum or maximum salary is specified or both. They fall into groups.

First, there are some half dozen County areas in which there is no scale for Certificated Class Teachers, each case being dealt with individually.*

A second group consists of some 90 or 40 urban areas in which there are published scales for assistant teachers but no scales for head teachers. They are mainly small towns with comparatively few schools, but one or two larger towns are also included in the group. The salaries attaching to the head teacherships are fixed presumably according to the circumstances of each appointment.

A third group consists of a small number of Authorities who have adopted and published scales for assistant teachers, and have adopted scales for head teachers for working purposes but do not publish them.

There are also a small number of areas in which there is no scale for Uncertificated Teachers, and a considerable number in which there is no scale for Supplementary Teachers.

4. COMMON FEATURES OF EXISTING SCALES.

The variations in the systems adopted by the Local Education Authorities in England and Wales for the payment of teachers' salaries are so numerous as to be simply bewildering. There are, however, certain broad features which are practically common to them all which it may be well to mention at this stage.

The first is the grading of assistant teachers according to their Code status.

The second is the grading of head teacherships according to the size of the school or department, with or without regard to other considerations.

The third is the differentiation between men and women. Separate scales for men and women are the rule, the men's scales being higher than the corresponding scales for women in the same area.

5. GRADES OF RECOGNISED TEACHERS.

Teachers in schools recognised under the Code fall into five grades. In order that the nature and extent of an enquiry into the salaries of these teachers may be understood, the various grades and the numbers in each are set out below.

Grade.	Approximate Numbers.		Total.
	Men.	Women.	
Certificated Teachers ...	37,250	72,000	109,250
Uncertificated Teachers ...	4,650	36,750	41,400
Supplementary Teachers ...	—	13,360	13,360
Domestic Subjects Teachers ...	—	2,200*	2,200
Handicraft Teachers ...	1,600*	—	1,600
Total	43,500	124,310	167,810

It will be convenient to deal with each of these grades separately. Particulars of teachers in Special Schools, i.e., Schools for Blind, Deaf, and Defective children are given in section 11.

6. CERTIFICATED TEACHERS.

A.—GENERAL.

(i) *Numbers, &c.*—Certificated Teachers are at once the highest grade of teachers recognised under the Code and also the most numerous. They may be classified as College-Trained and Non-College-Trained, the College-Trained being those who have completed satisfactorily a course of training approved by the Board under the Regulations for the Training of Teachers for Elementary Schools. They may also be classified as Head Teachers and Assistant or Class Teachers. The following figures show the approximate numbers in each class.

—	Heads.	Assistants.	Total.
Men—			
College-Trained ...	9,900	18,000	27,900
Non-College-Trained	4,200	5,250	9,450
Women—			
College-Trained ...	9,100	30,000	39,100
Non-College-Trained	8,800	24,000	32,800
Total	32,000	77,250	109,250

Total College-Trained Certificated Teachers, 67,000
 " Non-College-Trained " " 42,250

* In most of these areas there is no scale for teachers of any kind, but one or two have scales for Uncertificated or Supplementary Teachers.

* These figures are estimated.

(ii) *The Average Duration of the preparatory Stages before Certification.*—The usual course for an intending teacher is to spend the years from 11 to 17 at a Secondary School, to spend the year from 17 to 18 as a Student Teacher in an Elementary School, and to enter a Training College at 18. Alternative arrangements are (a) to continue full-time education up to the age of 16 only, and spend the years from 16 to 18 as a Pupil Teacher receiving part-time instruction concurrently with work in the school; or (b) in rural areas, to spend the four years from 14 to 18 as a Pupil Teacher receiving part-time instruction concurrently with work in the school. Under any of these arrangements a candidate would normally begin the Training College course at 18. A small minority of candidates proceed straight from the Secondary School to the Training College at the age of 17.

The usual length of the Training College course is two years. A certain number of candidates take a four years' course, including three years' work for a degree followed by a year of professional training; and in other cases the two years' course may be extended to a third year. A one-year course is allowed to qualify for a Certificate in the case of certain students above the ordinary age and attainments.

A certain number of teachers instead of going to a Training College at 18 take up service as Uncertificated Teachers for a short period, subsequently either proceeding to a Training College or becoming Certificated through the medium of the Board's Certificate Examination for acting teachers.

(iii) *The Age of Certification.*—It will be seen from the above that the normal age of Certification is 20 in the case of the two-year students and 22 in the case of the four-year students. The average age of Certification would, however, be about 21, as a certain number of students enter Training Colleges every year who are considerably above the normal age.

Non-College-Trained Teachers as a rule become Certificated at a somewhat later age than College-Trained Teachers. The average age of the successful candidates in the Certificate Examination of 1913 was a little over 23 years in the case of men, and a little under 22 in the case of women, but it is not uncommon for Uncertificated Teachers to take the Certificate Examination at 25 or 30 years of age, or even later.

(iv) *The Cost of Training.*—The fee for the two years' course at a Training College varies from £15 to £40. The usual fee is from £25 to £30. This covers both tuition and residence.

For four-year students attending University Departments the greater part of the University fees are paid by the Board; but certain University fees have to be met by the students, and these, together with the fees for residence in Hostels, would probably amount to at least £20 a year, and might in many cases be higher. The fees charged at University Hostels vary considerably.

The sum required for two years at a Training College may be estimated at something between £30 and £50 for a woman student, and something between £40 and £60 for a man student, in addition to the fee. This includes the cost of (a) clothing, (b) books and stationery, (c) subscriptions to games and societies, (d) pocket money, and (e) travelling. It does not include the cost of living at home during the vacation.

The cost of living for a four-year student at a University may be estimated at about £25 for each year in addition to the fee, or £100 for the four years' course. This is probably a minimum and might easily be exceeded.

(v) *Code Privilege of College-Trained Teachers.*—Under the Code a teacher becoming Certificated after 1910 must be College-Trained in order to be eligible for recognition as head teacher of a school or department with an average attendance exceeding 40. In the statistical year 1911-12 there was a total of about 32,200 departments in ordinary Public Elementary Schools, of which approximately 2,800 had an average attendance not exceeding 40. In other words, so far as teachers becoming Certificated after 1910 are concerned, only about 9 per cent. of the total number of head teacherships are open to Non-College-Trained teachers.

(vi) *Annual Recruitment.*—In 1913-14 the number of persons becoming available as Certificated Teachers for the first time was approximately 6,600 (2,100 men and 4,500 women). Of these about 5,500 (1,900 men and 3,600 women) were College-Trained. In recent years the proportion among entrants to the service of College-Trained to Non-College-Trained teachers has been much higher than the proportion in the service as a whole. The great majority of the College-Trained teachers had taken a two years' course, the number of those who had taken a three or four years' course being approximately 570 (370 men and 200 women). The number of persons who passed the Certificate Examination after a period of service as Uncertificated Teachers was approximately 770 (170 men and 600 women).

(vii) *Teaching Life: Annual Wastage.*—As mentioned above, the large majority of Certificated Teachers become Certificated about the age of 21. The Certificate of a teacher who becomes Certificated after the 1st April 1899 normally expires on the teacher's attaining the age of 65 years, though short extensions may be allowed on account of special fitness. For practical purposes therefore the possible limits of the teaching career of a Certificated Teacher may be taken as 21 and 65. This gives a possible teaching life of 44 years.

In 1914 the question of annual wastage was actuarially investigated for the Departmental Committee on the Superannuation of Teachers. For the period from the 1st April, 1906, to 31st March, 1911, the annual wastage from all causes was found to be for men 2.36, and for women 4.81 per cent. of the average number of Certificated Teachers in service during the period. From the experience of the same period, the average teaching life was found to be 32½ years for a man Certificated Teacher commencing service at the age of 21 (exactly), and 23 years for a woman Certificated Teacher commencing service at the same age.

These figures are the latest and best available. They should be used with caution, however, as they are based on the experience of a limited and not very recent period. The effect of the war upon the employment of married women teachers must also be borne in mind in using the figures for women.

(viii) *Average Salaries.*—The scales of salaries for Certificated Teachers will be dealt with in detail later on. It may be convenient, however, to give here in summary form the average salaries of these teachers. The following figures are taken from the Tabular Statement of Staffing issued by the Board (Cd. 8513, 1917), and relate to salaries of Certificated Teachers in 1913-14:—

	Head Teachers.		Assistant Teachers.	
	Men.	Women.	Men.	Women.
	£	£	£	£
England and Wales—				
Counties (excluding London)	147.2	103.2	103.9	83.1
London	290.0	209.3	160.6	118.7
Boroughs	202.4	128.7	118.3	91.1
Urban Districts ...	233.9	155.4	139.4	104.6
County Boroughs ...	228.4	140.4	128.1	91.7
Average for England and Wales	176.6	126.3	129.3	95.7
Average for England ...	179.5	126.8	130.2	96.0
" " Wales ...	150.9	119.3	118.0	90.9

(ix) *Superannuation: Disablement Allowances.*—Teachers' pensions and disablement allowances have so important a bearing on their salaries that it seems desirable to set out as shortly as possible the terms and conditions upon which they are obtainable.

(a) *The Superannuation Acts.*—The Elementary School Teachers (Superannuation) Act, 1898, as amended by the further Act of 1912, applies to (a) teachers Certificated before 1st April, 1899, who accepted the Act in accordance with the option given to them; (b) teachers Certificated after 1st April, 1899, who must not only have qualified by academic examination, but also have submitted satisfactory evidence of physical capacity (or, in other words, must be good lives for the purposes of insurance).

The benefits of the Act accrue in respect of Recorded Service, which is defined by the Act as service in the capacity of Certificated Teacher in a Public Elementary School. This is held to include service in Certified Efficient Schools and Certified Schools for Blind, Deaf, Defective, and Epileptic Children, and also, under a special provision of the Act, service in Reformatory and Industrial Schools. Service as a teacher in a Training College, or as an organising teacher, or as a teacher in a central class for pupil teachers, which the Board of Education were empowered by the Act to record if they saw fit, has not been recorded since 31st May, 1907, except in the cases of teachers continuously employed in such capacities from before that date. It is a necessary condition of service being recorded that the prescribed contributions to the Deferred Annuity Fund should be paid in respect of it.

The benefits are of two kinds:—

- (1) The Annuity, purchased by the teacher's contributions;
- (2) (a) The Superannuation or (b) the Disablement Allowance, provided by the State.

The Annuity.—From the date of the commencement of the Act—1st April, 1899—every teacher to whom the Act applies must contribute to the Deferred Annuity Fund while serving in Recorded Service, and may contribute in respect of intervals not exceeding 6 months between periods of Recorded Service, at a rate now fixed at £3 12s. a year for men and £2 8s. for women. The contributions are normally deducted by Local Education Authorities when salary is paid, and collected from the Authorities by the Board of Education at annual intervals. In certain circumstances provision is made for direct payments by the teacher. Each payment to the Board of Education is treated as a single premium purchasing a fixed amount of paid-up Deferred Annuity according to a scale set out in tables. This amount of Annuity becomes payable to the teacher when he has reached the age of 65, or if his recognition as a Certificated Teacher has been specially extended, at the later date when his Certificate expires. His right to the Deferred Annuity is inalienable if he reaches the prescribed age, but if he does not reach it he derives no benefit from his contributions, which are not returnable either to him or to his representatives. They go to increase the Deferred Annuity Fund, and so to benefit other teachers. The rates of Annuity may be varied by the Treasury if the state of the Fund permits, and an actuarial valuation is held septennially; but the results of the two valuations already held, in 1906 and in 1913, did not appear to the Treasury to justify any alteration.

The Superannuation Allowance.—When a teacher reaches the age of 65 or, if his Certificate has been extended, at the later date when it expires, the Treasury have power to grant him on his retirement an allowance, provided that he has served in Recorded Service not less than half the number of years that have elapsed since he became Certificated. The allowance is calculated on the number of years of Recorded Service, and is at the rate of £1 for each complete year. There is also a further allowance for teachers who were in service before 1899, at the rate of 3d. for men and 2d. for women over and above the £1 in respect of each complete year of service before that date, the additional allowance being payable on the whole period of their service. These rates are fixed by the Act of 1898 as amended in 1912, and can only be varied by Parliament.

The Disablement Allowance.—When a teacher who has served not less than 10 years in Recorded Service and not less than half the number of years since he became Certificated is certified to be permanently incapable owing to infirmity of mind or body of continuing to teach efficiently and is not excluded by certain disqualifications, the Treasury may grant him a Disablement Allowance. These allowances are calculated on the number of years of Recorded Service, and are at the rate for men of £20 for 10 complete years of service with the addition of £1 10s. for each complete additional year, and for women of £15 for 10 complete years with the addition of £1 for each complete additional year. The allowance may not exceed the amount which a teacher would receive for a Superannuation Allowance and Annuity combined if he continued to serve to the age of 65. It takes the place of the Superannuation Allowance and Annuity,

so that if the teacher on reaching the age of 65 is still in receipt of a Disablement Allowance this continues to be the form of his pension, and the Deferred Annuity which would otherwise have been payable to him is transferred to the State. A Disablement Allowance may be reviewed by the Treasury from time to time. This course is normally taken in cases where it appears that there is a prospect of the teacher's recovery. The Treasury may also withdraw, suspend, or reduce a Disablement Allowance if they are satisfied that the grantee has ceased to be incapable or is no longer in pecuniary need, or, if a woman, has married since the grant.

It is to be noted that as the Act makes provision for an increase of the Superannuation Allowance in respect of service before 1899, when no Annuity was being obtained by teachers, the tendency as years pass on will be for the average Superannuation Allowance to decrease while the average Annuity will increase. It should also be noted that so far as the grants are provided from the State Fund, they are made at the discretion of the Treasury, and it must not be taken for granted that in any given case the teacher will necessarily receive a Superannuation or Disablement Allowance at the rates quoted above.

(b) *Local Pension Schemes.*—The following Local Authorities pay or are empowered to pay complementary pensions to teachers:— London, Newcastle-on-Tyne, Halifax, St. Helens, Chiswick, Southport, Birmingham, Liverpool, Manchester, Bradford, Croydon, Bootle, East Ham, Leeds and Lincoln. The schemes of these Authorities only apply to about a quarter of the Certificated Teachers in England and Wales. No detailed investigation of these schemes has been made, but the following general remark may be made upon them. In every instance the pensions obtainable under them are based upon the *pro rata* principle; that is, the contributions made by the members, and the benefits receivable by them, are proportioned to their salaries. As a rule, the maximum total pension obtainable is two-thirds of the average salary during the last five years of service.

(x) *Outside Employment.*—Several of the witnesses who appeared before the Committee called attention to the fact that it is a common practice for teachers in Elementary Schools to supplement their salaries by outside employment. No figures, however, on the subject were supplied. It may be mentioned that out of a total number of about 40,500 teachers in Evening Schools in 1912-13, about 17,300 were also employed on the staffs of Public Elementary Schools, of whom approximately 12,450 were men and 4,850 women. Teachers of all grades are included in these figures.

B.—CERTIFICATED CLASS TEACHERS.

(i) *Illustrative Tables.*—Tables 1, 2, 3, and 4 at the end of this Memorandum show the nature and variety of existing scales for College-Trained Certificated Teachers. With the exception of Table 4 they do not cover the scales of all the Authorities in England and Wales; but they include carefully selected samples of all the various types. The scales of all the Authorities may be seen set out in the useful Handbook of the National Federation of Class Teachers.

Table 1 illustrates generally the varieties of scales from all parts of the country, the areas being classified under London, Counties, County Boroughs, Municipal Boroughs and Urban Districts.

Table 2 is constructed on the same general plan as Table 1, but shows the scales in force in three groups of adjacent areas. The urban areas in each group resemble one another roughly as regards the prevailing occupations. It will be seen that though there is some measure of approximation, and sometimes the same scale is found in two or three different areas, there are still many variations.

Table 3 shows the scales in force in four groups of areas which are not adjacent but are of roughly the same size and financial capacity as represented by the produce of a 1d. rate per child. Here again the same or similar scales are sometimes found in two or three different areas, but the differences, especially in the women's scales, are as conspicuous as the resemblances.

Table 4 is a summary table showing the number of scales of each length in years in all the areas in England and Wales, arranged under the different

types of Authority. The Table shows for instance now many County Authorities have scales of 6, 7, 8 years' length and so on.

In the case of all these Tables separate figures are given for men and women.

(ii) *The Construction of Existing Scales for College-Trained Class Teachers.*—The Tables already referred to hardly call for detailed commentary as regards the initial salaries, the duration of the scales and the maximum salaries they provide. It will be seen, for example, that while there is a fairly wide range of variation as regards the initial salaries in scales for men, and similarly as regards the scales for women, there is a far larger range of variation in the maximum salaries. It is also apparent from a glance at the Tables that there is a wide range of variation in the duration of the scales. But there are other important differences between scales which are less evident on the face of the Tables, and it seems advisable to add a few notes on the differences of internal structure. Such differences as well as the variations in the initial and maximum salaries cause the differences in the total payments receivable under the scales during a complete teaching career of 44 years, and in the average annual payment received during the same period.

The commonest type of scale is that under which the initial salary is augmented by successive annual increments of a fixed amount. The amount of the increment is as a rule £5 for both men and women. For men the amount is occasionally £4, £3 and even £2½; in one case it is £7½. The amount is never higher for women than for men, but it is not as a rule less. In those cases where there is a difference, such sums as £5, £4, £3, £2½ are fixed for women when £7½, £6, £4, £3 are fixed for men, and there is at least one case where women receive increments of £2½ when men receive increments of £5. The number of increments when the amount is £5 range from two to sixteen for men and from two to fifteen for women; but when the women's scale includes a large number of £5 increments, the men's scale in the same area includes as a rule the same number of increments or thereabouts, of which some at least are more than £5. Scales for men with fixed increments of £5 generally provide a larger number of increments than are provided for women in the same area; occasionally the number of increments is about the same, but the increment is then less than £5 for the women. The range of variation in the number of increments greatly exceeds that of the variation in initial salaries; but in the main, and apart from some notable exceptions, a large number of increments is associated rather with a relatively high than with a relatively low initial salary.

The next commonest type of scale is that under which the period of annual increments falls into two, during the first of which the increment is less than in the second. A minor variety of this type includes a number of scales in which there is a third period during which the increment differs from that in the second, sometimes being still higher and sometimes reverting to the figure of the first period. Scales with variable increments are commoner for men than for women, and are often applied to men in an area where women have a scale, with increments of a fixed amount, of about the same duration as the scale for men or, occasionally, even of one or more years' longer duration. The amounts of the increments for men in scales of this type are sometimes, but rarely, £4 and £5, more often £5 and £7½, and most commonly £5 and £10. In scales for women which belong to this type, the same pairs of figures occur, and there is at least one where the amounts are £2½ and £5. As regards the durations of the periods for which the increments are respectively given it can hardly be said that there is any common practice; for example, the scale for men provides in one area two increments of £5 and twelve of £7½; in another, four of £5, six of £7½ and four of £5; in another, five of £5 and eight of £10; in another, six of £7½ and five of £10; in another, six of £5, four of £7½ and two of £10. For women such instances occur as four of £4 and six of £5; three of £5 and three of £10; three of £5, two of £10 and six of £5; four of £5 and two of £7½; two of £2½ and twelve of £5; six of £5 and three of £10. It will be observed in general that scales of this type as a rule provide a maximum salary which is very substantially higher than the minimum; such scales as these are common

in the metropolitan and extra-metropolitan district where salaries tend to be substantially higher than in the provinces.

There are scales of a third type which provide annual increments of fixed or variable amounts for a certain period, followed by increments given at longer intervals. The scales for men illustrated in the Tables include such instances of this arrangement as the following: three quinquennial increments of £5 after a period of eleven years of annual increments; three quinquennial increments of £10 after a period of nine years; six quinquennial increments of £2½ after a period of eleven years; three quinquennial increments of £5 after a period of ten years; and one biennial and one quinquennial increment of £5 after a period of twelve years. The scales for women include such cases as two quinquennial increments of £5 after a period of five years; two quinquennial increments of £5 after a period of eight years; seven quinquennial increments of £2½ after a period of seven years; two quinquennial increments of £4 after a period of ten years; and one decennial followed by one quinquennial increment of £5 after a period of six years. Under some of these scales the salary reached at the end of the period of annual increments is a comparatively high one; for example, in one area men teachers starting at £90 receive three annual increments of £5 and seven of £10, followed at quinquennial intervals by one increment of £10 and five of £5; while women in the same area beginning at £75 receive three annual increments of £5 and four of £10, followed at quinquennial intervals by one increment of £5 and six of £3. But in other cases even the ultimate maximum in prospect is less than that reached in many other areas at a much earlier stage in a teacher's career.

Only a very few scales do not fall under the above classification. Thus one scale for women provides three biennial increments of £5, four annual increments of £5, and one quinquennial increment of £10.

There is reason to believe that in some cases at least the variations in the amounts of the increments in scales of the second and third types reflect the historical stages in their growth, the successive periods, during which the amount of the increments differs from that in the preceding period, representing extensions of the previously existing scale to meet the needs of the circumstances. It is probable that many scales have grown up in this way. However this may be, it may safely be said that no principle as regards the proportion of a teacher's total possible service of some 44 years which should be completed before he reaches his maximum salary appears to be generally recognised. It must be borne in mind that scales originated earlier or have developed quicker in some areas than others, and among the present scales are to be found scales in many different stages of development.

A small number of Authorities pay the whole or part of the teacher's contributions to the Deferred Annuity Fund in addition to the salary under the scale.

(iii) *Relation between the Scales for Men and Women.*—From what has already been noted as to the construction of existing scales, it will be seen that the differences in the salaries of men and women in the same area and at the same stage of their career do not arise in any uniform way. There is always a difference in the initial salary. Sometimes there is no difference in the amount of the annual increment, but the number of increments provided for women is less than for men. There is sometimes no great difference in the number of increments, but all or some of the increments receivable by the men exceed those concurrently receivable by women. Only in exceptional cases is the initial advantage of the man not increased during his subsequent service, as for instance in one area where the woman is in receipt of a £10 increment two years before the man, so that his initial advantage, which is £15, is successively reduced to £10 and £5, and is only restored to £15 by an increment of £10 in the seventh year, when the woman ceases to receive increases of her salary. The relation which follows from the scales of the most prevalent type is that the man preserves the initial advantage but does not increase it until the woman reaches her maximum. The next most common relation is that the initial advantage of the man remains stationary for a time but ultimately begins to grow before the woman

reaches a maximum, as a result of the receipt at a certain point of a larger increment than is then paid to the woman; but where the woman subsequently receives the augmented increment the advantage of the man may again remain stationary for a time. Another relation arises in the areas where the woman receives about the same number of increments but of smaller amounts than those concurrently receivable by the men. In such a case the initial advantage of the man is steadily increased year by year, and if he receives a larger number of increments than the woman it will be further and more rapidly increased after the woman reaches her maximum.

As all such differences are represented in the working of the different scales presented by way of illustration, the inference may be drawn that the relations between the salaries of men and women in the successive years of their service, as distinct from the relations between their initial and maximum salaries, have been regarded as a matter of secondary importance. As regards the maximum salaries, it appears that such proportions of a woman's maximum to a man's as three-quarters or less tend to prevail in the better-paying areas, while proportions exceeding three-quarters tend to prevail in areas with inferior scales. There are exceptions to this general statement, and no doubt the proportion is to some extent connected in predominantly industrial areas with local industrial conditions. The minimum salaries of men and women are, of course, not very different, and the shorter the scale the higher is the proportion which the woman's maximum bears to the man's.

(iv) *Variation of Scales as Regards Amounts of Salaries.*—Among the factors which have in the past affected the amounts of the salaries paid in one area as compared with another are the following:—the size of the Authority's purse as measured by the produce of a 1d. rate per child, the proportion of expenditure met by grants, the extent of the loan charges, etc.; the relation of the supply of teachers in the area to the demand; the extent of the employment of women Certificated, Uncertificated and Supplementary Teachers; the character of the locality and the standard of wages set by the prevailing occupations; the cost of living; the number of small schools; the influence of neighbouring scales; the importance in which education is held locally. It will be seen therefore that the causes which underlie the differences between scales as regards the amounts of the salaries which they provide may be complex and elusive, and that to disentangle them may require extensive knowledge of local conditions.

(v) *Teachers' Additional Qualifications.*—Many teachers possess additional academic qualifications beyond those which they require for recognition as Certificated Teachers. Qualifications of this kind are a third year at a Training College, a University Degree, an equivalent to a University Degree in the case of women, the Certificates of the National Froebel Union, various Science and Art Certificates, Distinctions in the Final Examination for Training College Students or in the Certificate Examination, and passes in a variety of other Examinations.

About half the whole number of Authorities in England and Wales give credit for the possession of one or more of these additional qualifications in fixing the pay of assistant teachers; the case of head teachers is dealt with in a subsequent paragraph. This half includes the majority of the large urban Authorities. Among the smaller towns the practice is the exception rather than the rule. Though a few Authorities with generous scales for College-Trained assistant teachers have not adopted it, it is found in some form or other in the majority of the better paying areas.

There is a wide variation of practice among Authorities as regards both the qualifications allowed for and the methods of allowance. Those most commonly allowed for are the third year at a Training College and the University Degree. After these comes the Higher Froebel Certificate. The usual method of allowing for the third year at a Training College is to regard it as a year of service under the Authority for the purpose of increment under the scale. The usual method of allowing for other qualifications is to pay the holder an annual bonus varying in amount according to their nature. As much as £15 (usually £5 or £10) is paid for a Degree, and as little as 10s. for some of the Science Certificates. In the case of a Degree combined with a third year's training an

allowance may or may not be made for both. £5 is a common allowance for the Higher Froebel Certificate.

In a few cases the award of the extra payment is conditional on the qualifications being obtained while the teacher is in the employment of the Authority or within so many years after he becomes Certificated. It is not clear from the scales whether these payments generally are meant to be the reward of qualifications obtained at or before the beginning of a teacher's service, or to stimulate study by teachers who have already had some years' experience in school. Apart from the qualifications already referred to, additional payments, for example £3 or £5, are occasionally also made for teaching special subjects, such as Cookery, Gardening, etc.

(vi) *Allowances for College Training.*—The practice of differentiating between the pay of Certificated Assistant Teachers with College Training and those without is general, though there are a few areas (less than 10 per cent. of the total number of areas in England and Wales) in which no difference is made.

A broad line of distinction may be drawn between those areas in which the difference operates throughout the whole period of a teacher's service as an assistant, and those in which it may cease to operate under certain conditions. In the former case, the Non-College-Trained teacher is on a lower scale throughout (A). In the latter case he may either commence at a lower salary and proceed to the same maximum as the scale for College-Trained teachers (B); or there may be provision for his coming on to the higher scale for special ability or length of service or a combination of both; or he may rank as a College-Trained teacher if he possesses or obtains additional academic qualifications of the kind referred to in the preceding paragraph, or for these combined with length of service. The practices vary from area to area, and for men and women. A and B are both common; the others are less common.

The initial difference of salary is commonly £10 in the case of both men and women. It is obvious that as time goes on the difference may become considerable and eventually rise to several hundred pounds.

(vii) *Special Classifications.*—Certificated Teachers of either sex, as already noted, are usually divided into two classes for scale purposes, namely College-Trained and Non-College-Trained. There are a few areas, however, in which special classifications are found. These are based upon position in the final examination for Training College students or in the Certificate Examination, or on the possession of additional qualifications such as a Degree, though the ordinary distinction between College-Trained and Non-College-Trained teachers is also observed. Thus West Ham has four grades of Certificated Teachers of either sex with four scales as follows:—

Men:

Higher grade, College-Trained	£90-7½-195-200
Higher grade, Non-College-Trained	£80-7½-200
Lower grade, College-Trained	£80-7½-170
Lower grade, Non-College-Trained	£70-7½-167½-170

and similarly for women. There are various alternative qualifications for the higher grade such as a Degree, the Froebel Certificate, two distinctions in the Certificate Examination, etc. The object of these special classifications appears to be either to put a premium on additional qualifications (*see* paragraph (v)), or to provide a stepping stone for Non-College-Trained teachers (*see* paragraph (vi)). Thus in Liverpool a Non-College-Trained teacher with a Degree and a Diploma or with three years' approved teaching experience is classed with a College-Trained teacher.

(viii) *Probation and Salaries.*—No period of probation for Certificated Teachers at the outset of their service is now prescribed by the Board. Local practice, however, varies considerably. In the great majority of areas newly Certificated Teachers on appointment are placed at once on the permanent staff, and the Authority reserve the liberty to take such steps as they may think necessary, as in the case of any other teachers, if satisfactory service is not rendered. In some areas, however, there is a short initial period, e.g., six months or a year, during which the appointment is regarded as provisional. If this provisional or probationary period is passed successfully, the

appointment is confirmed at the end of it. In some areas the regulation on the subject applies generally to all new appointments of assistant teachers to the Authority's service. Elsewhere and more commonly it is limited to teachers who have had little or no previous practical experience of teaching.

The period may be dealt with in different ways for salary purposes.

(a) The ordinary commencing salary under the scale may be paid, and the period if passed successfully may be allowed to count for increment. London is an example of this practice.

(b) The ordinary commencing salary under the scale may be paid, but the period does not count for increment. Surrey is an example of this practice.*

(c) A smaller salary, e.g. £10 less than the ordinary commencing salary, may be paid, and at the end of the period, if it is passed successfully, the teacher passes on to the scale at the minimum. Nottingham is a case in point.

(d) A smaller salary than the ordinary commencing salary may be paid, and at the end of the period, if it is passed successfully, the teacher passes on to the scale at the point which he would have reached if he had been on the scale from the outset. Bristol is an example of this practice.

Under the second and third methods, the effect of the probationary period on the teacher's salary is felt continuously throughout the service under the scale. It may result in a very substantial reduction of the total salary earned by a teacher during his career.

(ix) *Allowance for Previous Outside Service.*—The majority of Authorities in engaging class teachers who have served in other areas make allowance for such service in fixing the commencing salary under the scale for the area. The amount of such allowance, however, differs widely. In some cases the whole period of service under another Authority is counted on transfer; in others it is counted up to a limited number of years; in others only a proportion of the whole service is counted, or a proportion of not more than a specified number of years. In some areas the matter is regulated under a fixed rule (the rules vary greatly), in others it is one for arrangement in individual cases. There are, however, a number of Authorities who make no allowance, or ordinarily make no allowance, at all for outside service. The matter has an important bearing on the mobility of the teaching profession and the distribution of teaching power throughout the country. It seems probable that for some years past the tendency has been for the teaching service to become predominantly "localised," especially in London and the large urban areas. Cases of transfer, for example, from service in Leeds to service in Manchester would be very rare. The same tendency exists in county areas, but not to nearly the same extent. With certain exceptions, there is still a considerable interchange of teachers between the various county areas.

(x) *Conditions subject to which Increments are given.*—Authorities differ considerably as regards the investigation which they make into an assistant teacher's efficiency and conduct before granting an increase of salary under the scale. Many scales are silent on the subject; in others the regulation on the subject often gives, on the face of it, little clue to the actual procedure in the area. There are two main types of procedure which differ as the increments are associated with a system of reports or not. The latter rests on the presumption that a teacher's work and conduct have been satisfactory in the absence of any indication to the contrary. The theory of the report system is that of the Civil Service, in which no officer may receive an increment under the scale without a certificate as to the character of his past service from his superior officer. The reports may be those of the Head Teacher, the Managers, the Local Education Authority's Inspector, or H.M. Inspector's report on the school. The actual machinery varies considerably. Sometimes the teacher has to put it in motion by making an application for the increment; sometimes the Managers take the initiative; usually the Authority do so. Whatever procedure may be followed, however, in practice the withholding of an increment which is due

under the scale is understood to be a rare occurrence, and though most Authorities reserve to themselves the power to deal exceptionally with an unsatisfactory teacher, in the great majority of areas increments appear to be practically automatic. The foregoing observations apply to ordinary increments under the scale. In the few areas in which there is no scale for Certificated assistant teachers, increments are at the discretion of the Authority as regards both frequency and amount; instances of stationary salaries for long periods are sometimes found.

(xi) *"Efficiency Bars."*—Second Division Clerks in the Civil Service are on a scale of salaries ranging from £70 to £300. The Orders in Council provide for "efficiency bars" at £130, and again at £200; that is to say, at these stages there is a comprehensive review of the whole of the previous service. A small number of Authorities have adopted a similar practice with regard to teachers. An example is London, where teachers appointed in recent years cannot pass beyond a certain stated point in the scale except after a review of their record. It is understood that less than 5 per cent. of those reaching the bar in practice fail to pass it.

(xii) *"Merit" Grades. First Assistants. Special Posts. Increases of Salary beyond the Normal Maximum.*—In a small number of areas there is an arrangement by which teachers selected for their ability proceed from the ordinary scale to a second and higher scale, thus constituting a "merit" grade above the ordinary grade of College-Trained assistant teachers. In Middlesex the number of teachers in the higher grade is limited to not more than 25 per cent. of the number of Certificated assistant teachers in the service of, or paid by, the Authority. In cases where there is no such restriction, the scale does not, of course, give any clue to the number of teachers actually promoted. It is obvious that if this is very high, the arrangement is more nearly equivalent to an extension of the ordinary scale with an efficiency bar to keep out specially inefficient teachers, than a "merit" grade for specially efficient ones.

A similar arrangement exists in the case of Authorities which promote Non-College-Trained teachers from the maximum of their scale to the scale for College-Trained teachers for special teaching ability.

In some 60 areas, including areas of every type, first assistant teachers in large departments are paid extra. Appointment to one of these posts usually involves an immediate small increase of salary, e.g., £5 or £10, and progress to a correspondingly higher maximum; but sometimes a substantially higher maximum is provided.

Service in Higher Elementary, Central, and Higher Standard Schools commonly involves an immediate rise of salary of £5 or £10 on a teacher's appointment; sometimes the maximum is increased correspondingly, sometimes the ordinary maximum is observed.

In some schools there are posts for needlework assistants which carry an extra salary of £5, or occasionally £10; but there are only a small number of areas with this arrangement.

Occasionally women teachers employed in Boys' Schools are paid £5 above the ordinary scale rate, and in one area they are paid on the men's scale.

Provisions for increases beyond the normal maximum of the scale are fairly common. Where the regulation provides that a specified sum, e.g. £10, will be paid to teachers who have been a specified number of years, e.g. 5 years, at the maximum, this is equivalent to an extension of the scale. Such cases have been dealt with in paragraph (ii). We are concerned here with the commoner cases in which the provision is merely permissive, and there is, of course, no clue in the scale as to how often it is acted on. The form varies considerably. Sometimes it is a bare statement that increases beyond the maximum may be allowed, or may be allowed in special cases or for special merit; sometimes the clause is restricted to teachers with so many years' service at the maximum, e.g. 3 years, or so many years' service in all, e.g. 15 years; sometimes a limit is specified, e.g. £10, beyond which increases may not be made. Clauses of this kind are sometimes associated with inadequate scales for assistant teachers, and sometimes with a block in promotion to headteacherships in the area.

* This applies only to newly Certificated Teachers who have had not less than a year's service as a Student Teacher or Uncertificated Teacher before Certification. Other newly Certificated Teachers serve during the probationary period at £10 less than the minimum of the scale.

(xiii) *Chances of Promotion.*—Under the existing Code a Non-College-Trained teacher whose recognition as a Certificated Teacher dates from the 1st August, 1910, or an earlier date, may be recognised as the head teacher of a school or department of any size; a Non-College-Trained teacher whose recognition as a Certificated Teacher dates from a later date may only be recognised as the head teacher of a school or department with an average attendance of not more than 40 scholars. With these exceptions, head teacherships falling vacant are open only to College-Trained Certificated Teachers. Not all teachers, however, who are eligible can actually become head teachers, nor even all of average ability. Many class teachers remain such throughout the whole of their teaching service, especially in the large towns.

The chance of promotion varies from area to area. This will be apparent from Table 5, which has been drawn up with the object of showing the wide variation in the chances of promotion in different areas, so far as they depend on the available number of posts. The surprising differences in the proportion of head teachers to Certificated assistant teachers are due partly to differences in the number of small departments in the area, and partly to the extent to which the schools are staffed with Uncertificated and Supplementary Teachers. The proportion is higher in rural as compared with urban areas, and generally higher for men than for women. It must not be assumed from this, however, that a man's chances of promotion are better than a woman's, as the rate of wastage for women, in which marriage is the principal factor, is probably everywhere much higher than for men.

In the urban areas, taken as a whole, there are about 13,000 head teacherships, and about 1,000 of them are the head teacherships of departments with an average attendance not exceeding 100. The corresponding figures for county areas are 19,000 and 11,000. The average size of a department is 110 in counties and 248 in urban areas. It follows from these figures that the prospects of promotion are better in rural than urban areas, but in rural areas there is much less chance of promotion to a post in a large department with a correspondingly high salary.

C.—HEAD TEACHERS.

(i) *Illustrative Table.*—Table 6 at the end of this Memorandum has been prepared with the object of illustrating, by means of samples, the various systems under which head teachers are paid. The following paragraphs are intended to bring out the meaning of the Table, and also to add certain relevant information about head teachers which cannot be shown in tabular form.

(ii) *Appointments to Head Teacherships.*—In London, the County Boroughs, and most urban areas, the teaching service is practically a "closed" service as regards promotion to head teacherships in the Council Schools; that is to say, the head teacher of a Council School in any area is almost always chosen from among the assistant teachers serving in the area. The Managers of Voluntary Schools in towns, though frequently acting on the same principle, occasionally appoint from outside the area. The County Authorities in their appointments to the larger Council Schools in their area often adopt the same principle; but the head teacherships of Voluntary Schools in a County, and the head teacherships of the smaller rural schools, whether Council or Voluntary, are frequently filled by teachers coming from outside the area.

Of the total number of ordinary Public Elementary Schools in England and Wales, 59 per cent. are Voluntary Schools. The corresponding percentage is 38 in London, 64 in Counties, 58 in Boroughs, 35 in Urban Districts, and 48 in County Boroughs. The figures for Berkshire, Rutland, Shropshire and Wiltshire are as high as 86, 95, 87 and 88 respectively. These figures, though they relate to Schools and not Departments, indicate the extent to which appointments to head teacherships are subject to what is commonly known as "the dual system," resulting from the Act of 1902, under which the right of appointment of teachers in Council Schools rests with the Local Education Authority, and in Voluntary Schools with the Managers, subject to the consent of the Local Education Authority, which may not be withheld except on educational grounds.

In some areas the dual system of appointment results in two parallel flows of promotion, the head teacherships of the Voluntary Schools being filled almost exclusively from the teachers serving in the Voluntary Schools, and similarly in the Council Schools. Elsewhere there is some degree of interchange, and in some areas there is a close understanding about appointments between the Managers of the Voluntary Schools and the Authority.

Some Authorities, especially large urban Authorities, have made rules as to the period for which a teacher must serve in the capacity of an assistant before becoming eligible for promotion to a head teachership. For example, in London no teacher may, as a rule, be promoted to a head teachership with less than 10 years' service as an assistant in the case of a man and 8 years' service in the case of a woman. A promotion list or panel of assistant teachers eligible under this rule for promotion to head teacherships is drawn up every two years; selection is made from it after careful consideration of the record of past service and of teaching qualifications.

The average age of promotion has been worked out in some areas, and evidence on the subject has been given by some of the witnesses who appeared before the Committee. It may safely be said that in practice promotion in the Council Schools in the larger towns is very rarely gained before the age of 30, and often comes much later, but Managers of Voluntary Schools in towns sometimes appoint teachers under 30. The same statement is, in general, true of promotions to the larger schools in Counties, but does not apply to smaller schools. In most areas the average age appears to be higher for men than for women.

(iii) *The Grading of Schools.*—With few exceptions Authorities have framed scales of salaries for head teachers in their service. The common system is to arrange the schools in grades, with a scale of salary for the head teachers of the schools in each grade, though the head teacherships of very large schools, e.g., schools of over 500 children, or of very small schools, e.g., schools of 10 or 20 children, are often exempted from the operation of the system and are assigned specially high or specially low salaries. The grading commonly depends on the size of the schools.

The comparatively few exceptions to this arrangement fall into 3 groups. Firstly, there are a number of urban areas, mostly smaller areas, in which all the men head teachers are on a single scale and the women similarly, or if there is any differentiation among the women it is in respect of the character of the school (Girls, Mixed, Junior Mixed, Infants), and not of the size. One or two larger Authorities like East Ham follow this practice. Secondly, there are a few urban Authorities, mainly in Lancashire and Cheshire, which pay their head teachers a fixed sum or on a fixed scale, differing for men and women, supplemented by an allowance per unit of average attendance. Sometimes the allowance also differs for men and women. The third class of exceptions to the common practice is constituted by a small number of urban Authorities which grade their head teachers according to length of service in that capacity. Examples of these practices will be found in Table 6.

In many cases where the system of grading the schools by size is adopted, size appears, so far as the regulations show, to be the only factor which is taken into consideration. It is not uncommon, however, to find a clause reserving to the Authority the right of dealing with a post exceptionally, or of varying the scale in a particular case. The rule in Nottinghamshire, for instance, is that "the average attendance will only be taken as a general guide; all other special circumstances will be taken into consideration, and the allocation of a School to any particular Grade will be entirely at the discretion of the Committee. Regard however will be specially paid to the number of children in the School under five years of age, the standard of work in the School, the number of children who leave to go to Secondary Schools or Pupil-Teacher Centres, and structural difficulties." Clauses of this kind indicate that other factors may be taken into consideration, but the published scales contain no information to show how far they are acted on in practice. In some areas, mainly urban, the schools are individually allocated to the various grades on a principle which is not stated in the published regulations,

but it seems probable that size is the principal consideration. Higher Elementary and Central Schools are generally graded separately.

Table 6, already referred to, shows how widely the application of the principle of grading by size differs in different areas. The variations may be summarised as follows:—

(a) The majority of Authorities take the average attendance of the schools as the criterion of size. But even among Authorities which adopt this practice, many differences in the methods of determining the average attendance for grading purposes are found. Thus some Authorities take the average attendance of the year preceding the appointment; others take the mean average attendance of the last two, three, four, or five preceding years. In urban areas it is not uncommon for the Authority to take as the criterion of size the average number of children on the books of the school, this average being determined in a variety of ways. Other urban Authorities, of which London is one, take the recognised accommodation of the school as the basis of grading. Blackburn is understood to grade its schools according to the number of classes that can ordinarily be taught in them, and this practice is believed to extend to one or two other areas in which the basis of grading is not stated in the published scales. Where the average attendance is taken, it is not uncommon for an allowance to be made for children who leave to go to a Secondary School or Higher Standard School, and for scholars excluded by an order of the Medical Officer or absent on account of infectious disease. The average attendance for grading purposes of a newly opened school is often taken initially as a percentage of the recognised accommodation.

(b) There is a wide variation in the number and size of the grades. On the one side are areas like Walthamstow, which has only two grades, one of which includes all departments whose accommodation does not exceed 350, while the other includes the remainder. On the other side is Leigh, an extreme instance, where there are as many as 30 grades for men and 24 for women depending on average attendance. The grades for men are 1-149, 150-159, 160-169, and so on by tens to 429, 430 and over. Only nine of these grades contained posts in 1913-14, and of these nine one contained three posts, one two posts, and the rest one post each. The minimum salary of the lowest grade is £150, of the next five grades £160, of the next five £170, and so on to £210 in the four highest grades. The difference between the maxima of successive grades is in most cases £2. In London there are three grades for ordinary Public Elementary Schools. In the counties five, six and seven grades are common. It is exceptional to find more than ten grades in any type of area, but plenty of examples of every number from two to eight may be found. Where the number of grades is small the numerical ranges of the grades naturally tend to be correspondingly long, and the additional number of children necessary to raise a school from one grade to the next may be very large. Grades with ranges of 25, 30, 40, 50, 60, 75, 100, 150 and 200 units are all common.

(c) The distribution of posts among the grades varies widely from area to area, as does also the proportion which the number of posts in the higher grades bears to the number of posts in the lower. It may be noted in this connexion that in the majority of areas the points of numerical division between the grades are the same for men and women, though the distribution among the grades of the posts for men often differs considerably from that of the posts for women. Thus in County areas the lower grades often contain a minority of the posts for men, but a majority of the posts for women.

(d) In some areas, e.g., Glamorganshire, the principle of grading according to the kind of children taught in the school is found in combination with that of grading by size. In such systems a head mistress of a school for junior children or infants is paid on a lower scale of salary than a head of a school for older girls. Sometimes the head mistress of a mixed school containing boys and girls is paid on a higher scale than the head mistress of a school for girls only.

The character of the scales attaching to the grades depends partly on the number and size of the grades, partly on the number of posts in them, and partly on other factors which are not apparent on the face of the scales. For instance, in the larger towns, and in the counties to a less extent, a head-teachership in a higher grade is often filled by the transference of a head teacher from a lower grade. A fair number of Authorities have in this sense a definite system of promotion by which a teacher rises from an assistantship to the headteachership of a small school and thence to a large school, service in the lower grades preceding promotion to the higher. For instance, we understand that in Sheffield a promotion to a large school often involves 4 or 5 promotions lower down. The system is sometimes limited in its operation owing to the right of the Managers of Voluntary Schools to appoint without reference to it. The existence of a system of this kind may have a bearing on the relation of the scales in successive grades, as also may have the Authority's practice as regards allowing for previous service in the area. In some areas the commencing salary is normally the minimum of the scale for the grade; in others it is determined by the amount of the salary which the teacher was receiving immediately before the appointment, the same or a slightly larger salary being paid.

A variety of considerations has therefore to be borne in mind when the scales in different areas are compared. Reference to Table 6 will show the great diversity. There are differences in the relations of the minima of the scales in successive grades, differences in the relations of the maxima, differences in the lengths of the scales in terms both of pounds and years, and differences in the amounts of the increments. Annual £5 increments are commonest. In the larger urban areas annual £10 increments are common also. The increments are often smaller for women than for men. The overlapping of scales in successive grades is common, though the opposite principle is illustrated by Glamorganshire and other areas.

(iv) *Regrading*.—When a variable factor such as the average attendance or average number on the books is taken as the criterion of size for grading purposes, it may happen that an increase or decrease in the number of children attending the school or a change in the regularity of attendance may cause the average attendance or the average number on the books to pass outside the limits of the grade in which the school has hitherto been placed. If the scale of salaries in the next lower or next higher grade, as the case may be, is lower or higher than the scale on which the head teacher has hitherto been, the question arises what should be the effect on his salary.

Many of the published scales of the Authorities do not show how this contingency is dealt with; in other cases the rule which has been adopted to meet it is stated. In some areas the Authority prefer to deal with cases of this kind on their merits as they arise. Others have a system of periodic regrading, thus obviating the necessity of dealing with such cases in the interval. In others the contingency is not deemed to have arisen until the average attendance has passed outside the limits of the grade for a number of successive years, or the mean average attendance for a number of successive years has passed outside the limits, or the deficiency in the average attendance amounts to at least a specified number of units, e.g., in one case 20. Provisions of this kind are no doubt designed, amongst other reasons, to meet cases of temporary fall in the average attendance, such as may be occasioned by an epidemic of infectious disease. One Authority (and there may be others) avoids the contingency by taking the average attendance as a fixed percentage of the recognised accommodation of the school.

When a school is regarded as having passed into a higher grade, the head teacher is commonly allowed to benefit. Among the common practices in the con-

verse case, when a school falls into a lower grade, are the following. Many Authorities take the line that the head teacher ought not to lose if the fall in the average attendance is due to causes outside his control; he accordingly remains on the old scale unless he is transferred to another post. In other areas there is no actual reduction of salary, but the increments stop, or the teacher is not allowed to proceed beyond the maximum of the lower grade. Elsewhere the salary is reduced to the maximum of the lower grade.

(v) *Conditions subject to which Head Teachers' Increments are given.*—The observations already made as to assistant teachers' increments apply with small differences to those of head teachers also. Increments under scales for head teachers apparently tend as a rule to be even more automatic than those for assistants. In the case of head teachers, however, there are more instances of areas without a scale, and there are also a number of instances in which there is no scale in the lower grades. In these cases the increments are at the discretion of the Authority.

(vi) *Allowances to Head Teachers for Additional Qualifications.*—A few Authorities which make extra payments for additional qualifications to assistant teachers make similar allowances to head teachers also, though the practice is on the whole exceptional. The allowance is in the form of a permanent annual bonus. The commonest instances are payments for a Degree, for which sometimes £5, often £10, occasionally more, is given. The Higher Froebel Certificate sometimes carries an extra payment of £5. Payments for other qualifications, such as a third year at a Training College, a University Matriculation or Intermediate examination, the Art Master's or Art Class Teacher's Certificate and the L.L.A. occur more rarely.

Extra payments are sometimes made to head teachers in addition to the ordinary payments under the scale, e.g., £2 or £3 for each pupil teacher or student teacher under their supervision, £10 for a good report by H.M.I. or if the full grant is paid, £3 or £4 for teaching a special subject.

(vii) *Relation of Scales for Head and Assistant Teachers.*—In County areas the scales for College-Trained assistant teachers nearly always overlap with the scales for head teachers of the same sex, that is to say, the maximum of the former exceeds the minimum of the latter. In the towns many instances of overlapping occur, but there are also many instances, especially in the larger towns and in the case of men, where the minimum of the head teachers' scale exceeds the maximum of the assistants' scale. In other cases, again, the one scale begins where the other ends.

In the great majority of cases the relation of the head teachers' to the class teachers' scale does not appear to have been fixed with reference to any deliberate principle. Exceptional in this respect are a few Authorities, which base the commencing salary of a head teacher on the salary payable under the class teachers' scale with the addition of a specified sum of money. Thus in London a head teacher in a Grade 1 school commences at a salary which is £10 more than he or she would have been receiving in the capacity of an assistant. In Surrey the corresponding sums in the 3 grades of schools are for men £10, £20, £40, and for women £8, £16, £32.

Where the minimum of the head teachers' scale exceeds the maximum of the assistants', no question of allowing for previous service arises in connexion with the promotion of an assistant teacher serving in the area to a head teachership. But where this is not the case the practice varies. In some areas the rule appears to be for a promoted assistant always to start at the head teacher's minimum, which may result in his receiving temporarily a lower salary as head teacher than he was receiving as an assistant. More commonly, previous service is allowed for if necessary, so that the commencing salary of the new post is the salary which the teacher has been receiving. In other areas, again, promotion always involves a small increase of salary.

(viii) *The Head Teacherships of Small Rural Schools.*—It is a matter of common knowledge that the post of head teacher in a small rural school is often avoided, not merely on grounds of preference for urban amenities, or owing to the difficulty of subsequently getting back to a town post, but because the

scales of salaries for small rural head teacherships sometimes compare unfavourably with the class teachers' scales in neighbouring towns, and even in the same area. Thus, in one County, head mistresses of schools with an average attendance of 41-60 are on a scale running from £80-£100, with increments at the discretion of the Authority as regards both frequency and amount. In the County town the scale for College-Trained class mistresses is £75-£5-£105, and thence by quinquennial £5 increments to £115. In another instance the head mistresses of schools with an average attendance under 50 are on a scale £80-£5-£110; the scale for College-Trained class mistresses in one of the towns in the county is £80-£5-£120.

There are also cases in which the scales for head teachers in small rural schools are the same or lower than the class teachers' scales under the same Authority. Thus in one County headmasters and headmistresses of schools with an average attendance under 80 receive the pay of a class teacher under the scale. In another county the head mistresses of schools with an average attendance of 30-50 are on a scale £70-£5-£95, while the scale for College-Trained class mistresses is £70-£5-£100. Not uncommonly there is no scale for head teachers of schools in the lowest grade, and it is understood that in some of these cases the salaries paid are very small.

(ix) *Allowance for Outside Service.*—In most urban areas the teaching service is practically a "closed" service as regards promotion to headteacherships in Council Schools, and inducement is seldom offered to applicants from outside in the form of allowance for previous service outside the area. In some areas it appears to be the practice to make an allowance of this kind (rarely under a fixed rule, usually on the merits of the case), but the published scales do not, of course, show whether such appointments are common, or whether the practice is part of a definite attempt to draw in teachers of ability from outside. In county areas the practice is more common, the teaching service being to a less extent a "closed" service than in the towns; but even in these areas it appears to be the exception.

(x) *Increments beyond the normal Maximum of the Scale.*—The normal reward for meritorious service as a head teacher is promotion to a post in a better paid grade. In most areas there are certain posts which are regarded as prizes, though the number varies considerably from area to area. The existence of these posts, or in some cases of a regular promotion system, is no doubt regarded as dispensing with the necessity of providing for any increase of salary for long and meritorious service on the part of head teachers who have reached the maximum of the scale of their grade. This is not always the case, however. A few Authorities have adopted the principle of giving increments beyond the normal maximum. Thus in one area men get £10 extra after 5 years at the maximum and thereafter £5 quinquennially; the corresponding sums for women are £5 and £3. In another area £10 extra may be paid after the teacher has been for 10 years at the maximum. These are both urban areas, with 2 grades in the former case and 3 in the latter. The regulation in County areas is generally permissive in form, and the scale does not, of course, indicate how often it is employed. Thus the rule in one area is that teachers who have been at the maximum of their grade for more than 3 years are eligible for recommendation by their Managers for a special increment for long and meritorious service. In another case the Authority are empowered to grant additions up to a maximum of £30.

7. UNCERTIFICATED TEACHERS.

(i) *Qualifications, Numbers, &c.*—An Uncertificated Teacher must be over 18 years of age, must produce a satisfactory medical certificate and must have passed either the Preliminary Examination for the Elementary School Teachers' Certificate or an equivalent examination (of which there are about 20) recognised by the Board. The service of these teachers is not pensionable.

An Uncertificated Teacher is permitted to teach any class in the school, but in ordinary circumstances is not eligible for a head teachership.

In 1913-14 there were approximately 41,000 Uncertificated Teachers serving in the schools, of whom about 37,000 were women. Of the total number 44 per cent.

were employed in urban areas and 56 per cent. in rural areas. The percentages are nearly the same for men and women taken separately.

Uncertificated Teachers may be said to fall roughly into two categories:

- (i) Those who, after passing the Preliminary Examination for the Certificate or an equivalent examination, teach in the schools for a short period, and then either proceed to a Training College or become Certificated by passing the Certificate Examination for acting teachers.

These constitute a temporary class which quickly becomes absorbed in the general body of Certificated Teachers.

- (ii) Those who do not proceed to a Training College or pass the Board's Certificate Examination, but remain permanently in the status of Uncertificated Teachers. The exact number in this category cannot be given with accuracy, but it must amount to some thousands. This class consists mainly of women; the number of men serving permanently as Uncertificated Teachers is in the future likely to be a negligible quantity.

Generally speaking Uncertificated Teachers are employed in the lower classes of town schools or in country schools.

The number of persons recognised as Uncertificated Teachers for the first time during 1913-14 was approximately 3,000 (1,650 men and 2,350 women).

The majority of new Uncertificated Teachers have been either Pupil Teachers or Student Teachers. But a considerable proportion of both boys and girls obtain recognition as Uncertificated Teachers without having served as either Pupil Teachers or Student Teachers. Some Local Education Authorities require candidates of this type to submit to a period of probation before they are definitely received into the teaching service.

(ii) *Scales of Salary for Uncertificated Teachers.*—These exist in most areas, but there is a wide variation in them as regards both construction and amounts. Those for men commonly commence at £55 or £60, and run to £85, £70, £75, or sometimes £80. Those for women commonly commence at £45 or £50, and run to £55, £60, £65, or sometimes £70. The range of the scale is commonly £10, £15, or £20 for both sexes. Annual increments, regulated in the same way as those of Certificated Teachers in the same area, are the general rule, but the amounts vary considerably. Occasionally £2 is paid; £2½ increments are very common; sometimes £3 or £4 is given; £5 increments are common in the larger towns; these figures apply to both men and women. The duration of the scales is generally short, the maximum often being reached in the 3rd, 4th, 5th, 6th, 7th, or 9th years, though longer scales are sometimes found, for example, where increases beyond the maximum attainable by annual increments are given after a prescribed period, e.g., £5 after 5 years at the maximum, or £5 after 10 years' service. These further increases are sometimes provided only for women. In some areas there is a provision for granting increases beyond the maximum in individual cases for meritorious service, or after so many years' satisfactory service; sometimes the amount up to which such increases may be given is specified. The scales do not, however, afford any clue as to how often such provisions are utilised.

The maxima for Uncertificated Teachers are generally in the neighbourhood of the corresponding minima for Non-College-Trained Certificated Assistants, but do not often exceed them.

What has been said in a previous section about allowance for previous outside service in the case of Certificated Class Teachers applies in the main also to Uncertificated Teachers. In certain areas a probationary period must be served on appointment, often at a lower salary than the minimum of the scale. An efficiency bar is occasionally found.

(iii) *Termination of employment of Uncertificated Teachers.*—Certain Authorities have regulations implying that Uncertificated Teachers must not regard their employment as permanent. Thus in one County area, service of men and of women Uncertificated Teachers terminates at the age of 30, but the service of women may be renewed on proof of exceptional ability and qualification for their work. In another area which has a similar rule for women, the employ-

ment of men Uncertificated Teachers terminates at the age of 25. It is a rule in one County Borough area that appointments of Uncertificated Teachers shall terminate at the expiration of 4 years unless such teachers shall have become Certificated, or unless the Education Committee decide otherwise. In another County Borough area, all Uncertificated Teachers are expected to attend the Certificate Examination within three years from the date of appointment, and to pass it within four years, and in the event of failure to satisfy these conditions, the appointment may lapse at the discretion of the Education Committee.

(iv) *Facilities for Improvement of Status.*—In some areas Saturday or evening classes are provided for Uncertificated Teachers studying for the Certificate Examination. Certain Authorities provide grants, others loans to be repaid after the conclusion of the course, to assist suitable persons, including Uncertificated Teachers, to go to a Training College.

(v) *Average Salaries.*—The following were the average salaries of Uncertificated Assistant Teachers serving in England and Wales in 1913-14:—

	Men.	Women.
	£	£
Counties (excluding London)...	65.9	56.2
London	89.9	62.9
Boroughs	70.9	58.4
Urban Districts	74.7	61.4
County Boroughs	70.3	56.2
Averages, England and Wales ...	68.2	56.8
" England	69.5	57.1
" Wales	62.3	54.5

8. SUPPLEMENTARY TEACHERS.

(i) *Qualifications.*—The term Supplementary Teacher means a woman over 18 years of age and of satisfactory physique, employed in teaching younger children in schools in which the circumstances appear to the Board to justify the employment of a teacher who is not qualified either as a Certificated or an Uncertificated Teacher. She need not have passed any examination, but must be specially approved by H.M. Inspector as possessing the requisite aptitude for the particular work in which she is engaged. Recognition may be withdrawn at any time if the circumstances of the school or the teacher appear to the Board to demand it. Since 1914 the appointment of these teachers has been limited to rural schools.

(ii) *Numbers.*—The number of these teachers has been diminishing in recent years. In 1908-09 there were about 16,000 of them employed in ordinary Public Elementary Schools. In 1913-14 there were about 13,000, of whom about 11,000 were employed in rural, and about 2,000 in urban areas. A certain number of Supplementary Teachers pass by examination into the grade of Uncertificated Teachers, but the majority constitute a strictly local staffing supply in rural areas. There is a larger wastage than in the case of Uncertificated Teachers, but a considerable number remain in their particular schools for long periods.

(iii) *Scales of Salary.*—A few Counties have no scales for Supplementary Teachers, though in some of these cases the minimum and maximum salaries, and in others the maximum salary, are stated. Scales exist in the majority of County areas, but vary greatly in character. The monetary range is short. The difference between the maximum and minimum rarely exceeds £25; it is sometimes £20, sometimes £15 or £10, sometimes as little as £5. The increments are small, usually £2 10s. or £2 per annum. The minimum salaries are from £20 to £40, and the maximum from £40 to £60. Scales running from £20 to £45 are common. An example of a scale which is much above the average is one running from £30 to £60. It is quite exceptional for any scale to provide a salary amounting to more than £1 a week. The maximum is usually within £5 on either side of the minimum for women Uncertificated Teachers. The commencing salary usually varies according to length of experience or merit, and sometimes a difference is made according as the teacher lives at home or not.

Regular increments under the scale are generally regulated in the same way as those of assistants or other grades in the area. The scales sometimes include a provision for increases beyond the normal maximum for long and meritorious service.

What has been said of scales in rural areas applies in the main to urban areas also, but no appointments of these teachers have been made in urban areas since 1914.

9. TEACHERS OF DOMESTIC SUBJECTS.

(i) *Training, Numbers, Status.*—The large majority of full-time teachers of Domestic Subjects in Public Elementary Schools have completed a course of training in a recognised Training School for Domestic Subjects and have obtained a diploma. All students who enter a Training School must not be less than 18 years of age, and must pass a satisfactory admission test, if they have not passed a qualifying examination. The list of qualifying examinations is practically equivalent to that for students admitted to a Two Years' Course in an ordinary Training College, but at present a considerable number enter on the admission examination of the Training School. A large proportion of the students admitted to the Training Schools for Domestic Subjects have been educated in Public Secondary Schools. The normal course at the Training School takes two years, but a certain proportion of students remain for a further period of training or come back for further training after an interval of teaching.

As regards the cost to a student of her training, the figures vary in the different Training Schools. The fee for a two years' course in a Day Training School varies from £42 to £60 exclusive of small charges for uniform, books (about £2), school dinners and travelling expenses. Where residence in Hostels is provided a further charge of from about £40 to £63 a year has to be met. As there are only 14 Training Schools in England it follows that a large proportion of students have to pay for residence during their period of training. No grants are made in respect of the training of these teachers other than the capitation grant of £18 for the course, which is less than the corresponding capitation grant paid to Training Colleges for Elementary School Teachers; there are no personal grants to Day Students, and no hostel grants for those who live in hostels. The cost incurred by Domestic Subjects Teachers in training for their profession is thus as a rule considerably higher than that incurred by the Trained Certificated Teacher.

So far as age, previous general education, and length of training are concerned, it will be seen that the position of Trained Teachers of Domestic Subjects resembles that of Trained Certificated Teachers. They have undergone a definite preparation for their work, they obtain a diploma which represents a high level of specialised qualification, and they take up teaching as a permanent calling.

They differ, however, in two important respects from Certificated Teachers. In the first place only a small minority of them hold the Board's Certificate. As a result they are not eligible for promotion to headships of Elementary Schools. Almost the only form of promotion open to them in connexion with Elementary Schools is a post as Superintendent Organiser of Domestic Subjects under a Local Education Authority. Many Authorities, however, do not employ teachers in this capacity, and the number of such posts is comparatively few in comparison with the number of teachers. There are, however, a few openings elsewhere for these teachers. Some become Heads of Residential Domestic Subjects Schools, others are appointed to the staffs or headships of the Training Schools, and there is the possibility of getting appointments otherwise than as teachers, such as Inspectorships under the Board of Education. Posts in Central and Higher Elementary Schools are also open to Domestic Subjects Teachers, but they do not always carry higher salaries, and so cannot be generally regarded as promotion. It is also possible for a well-educated girl of good personality to obtain a post in a Secondary School; but in future it will probably be necessary for candidates for such posts to have taken a third or even a fourth year course at the Training School. Broadly speaking, it may be concluded that the chances of promotion for Domestic Subjects Teachers in Elementary Schools are considerably less than those of the ordinary teachers.

In the second place Teachers of Domestic Subjects are not at present pensionable, unless they happen to hold the Board's Certificate.

It should be added that a small minority of Teachers of Domestic Subjects, perhaps about 200 in all compared with about 2,000 Trained Teachers, hold no Diploma or recognised qualification, but are specially approved by the Board's Inspector for the teaching of Domestic Subjects. Their position as teachers of these subjects is analogous to that of Supplementary Teachers.

(ii) *Scales of Salary.*—As regards the salaries paid to Teachers of Domestic Subjects who hold Diplomas, an examination of the published scales of some 40 Authorities, mainly Counties and County Boroughs, shows that it is usual for these teachers to have a scale of salaries of their own. The usual minimum of the scale is £80, and the usual increment is £5. The maxima vary more than the minima, but are not usually less than £100 or more than £110. The following reasons for variations in the scale are given. The minimum varies in some cases according to previous experience or service in other areas. Extra pay is sometimes given to teachers who possess certificates in Housewifery in addition to Cookery and Laundry Work, and to teachers in charge of Combined Domestic Subjects Centres or "Double" Centres. Superintendents or organisers of instruction in Domestic Subjects are paid at a considerably higher rate, and salaries of £200, £300, or even more are sometimes given.

10. TEACHERS OF HANDICRAFT.

(i) *Qualifications, &c.*—Article 9 (a) of Schedule 3 of the Code requires that the teacher of a class in a Special Subject must hold a diploma recognised by the Board, or must have been specially approved by the Board. In the case of Handicraft this "diploma" is defined by Art. 35 of the same schedule to be either:

- (1) The Teacher's Certificate in Manual Training (Woodwork or Metalwork) issued by the City and Guilds of London Institute (subsequently referred to as the C. & G.), or
- (2) The Teacher's Certificate in Woodwork or Metalwork issued by the Board of Examinations for Educational Handwork (B.E.E.H.).

In practice the Board of Education have exercised their power of special approval of teachers not possessing these certificates in the following typical cases:—

- (a) Where Local Education Authorities have been unable to obtain a fully qualified teacher, the Board have provisionally recognised Artizan instructors to take charge of Centres pending the completion of their qualifications.
- (b) In the case of "double" Centres assistant instructors (artizans) have been similarly recognised.
- (c) Teachers on the ordinary staff of Public Elementary Schools have been recognised as assistant instructors, usually in double Centres, where the instructor in charge is fully qualified, the practice being as a rule for such assistants to accompany their own classes.
- (d) In the case of individual school classes in Handicraft, regular members of the staff possessing practical skill, but without full qualifications, have been recognised on the recommendation of H.M. Inspector. This applies particularly to Light Woodwork.

Art. 34 (b) further enables the Board to approve as Handicraft Teachers the regular teachers of the school, either in Centres or in their own schools, provided that they are assisted by practical men. Few cases of this kind have however arisen.

To obtain a Teachers' certificate in Handicraft from either the City and Guilds Institute or the Board of Examinations for Educational Handwork a candidate must pass an examination in practical handicraft, in drawing and in theory (including both the technique of the craft and principles of teaching). He must attend approved courses for these examinations and he must have had actual experience as a teacher.

In considering the length of training necessary for a candidate to complete his qualifications it will

be convenient to distinguish between the case of a teacher already on the staff of a Public Elementary School and a person engaged in a manual occupation who is desirous of entering the service. The large majority of Handicraft Teachers fall into two classes, which for the sake of brevity may be called "Certificated Teachers" and "Artizans" respectively. The former class includes a few Uncertificated Teachers.

A Certificated Teacher has little real difficulty in obtaining the certificate of the B.E.E.H. if he already possesses an acquaintance with tools and a measure of practical skill. The initial requirement of 2 years' teaching experience is readily satisfied and he has merely to attend an approved course for 50 hours before being admitted to the examination. The requisite instruction can be obtained by attending, for one session, a Saturday class if one is within reach, or by spending a month at a Summer School, though in the latter case a good initial knowledge of technique and considerable practical skill would be necessary if his training were compressed into so short a period. A candidate starting with no experience of woodwork would probably require preparation extending over two years.

More difficulty is usually experienced by such a teacher in passing the C. and G. examination owing to the fact that a higher standard of technical knowledge and more practical skill are required. A longer course of preparation is also necessary since the examination is divided into two parts, each preceded by a course of at least 50 hours instruction in an approved class. The first year examination consists of (a) Drawing and (b) a practical test, in each of which the candidate must qualify, while the final examination, taken after an interval of at least a year, consists of (a) Theory, (b) Drawing and (c) a practical test: candidates must again pass in each section.

Artizans are debarred from obtaining their initial qualification under the B.E.E.H. owing to the requirement of two years' teaching experience before they can attend the examination. Any of this class who take this examination have usually either (a) qualified already under the C. & G., but have desired to add to their qualifications, especially on the pedagogical side, by attendance at a Summer School of Handwork, or (b) have acted for two years as unqualified assistant instructors in a Centre, or have been provisionally approved by the Board of Education. Some in this category take the first year's examination of the C. & G. on taking up their duties, but finally qualify under the B.E.E.H.

If Artizans can satisfy the preliminary requirements of the B.E.E.H., the Drawing and practical tests of this examination present little difficulty; but such candidates are usually at a disadvantage in the pedagogical side of the theory papers, which no doubt requires a more extensive course of preparation than can be gained in the 50 hours of approved training demanded as a minimum by this body.

Artizans who elect to obtain their qualification under the C. & G. find a longer course of preparation necessary but are not required to have had so much actual teaching experience. Whereas under the B.E.E.H. scheme no difference is made in the requirements as between Certificated Teachers and Artizans, the C. & G. require of the latter that:—

- (a) they shall have passed the Institute's examination in one of six prescribed Technological subjects before being admitted to the first year's examination;
- (b) they shall pass a simple literary test included in the first year's examination;
- (c) before taking the Final Examination they shall produce satisfactory evidence of having taught handicraft, for not less than 150 hours, within a period of not more than two years, in a Public Elementary or Secondary School. Although preliminary attendance at an approved class is not required of these candidates in the case of the first year's examination, in practice such attendance is usual, and it would appear that the course of training necessary before the final qualification is obtained must demand at least 3 years of evening study. It has been stated that 5 or 6 years is not too large an estimate.

As in the case of the B.E.E.H. scheme, difficulties are experienced by the Artizan candidate in obtaining the necessary teaching experience which is required under (c) above and which is also necessary if he is to answer satisfactorily the questions on principles and practice of teaching set in the final examination. He appears, indeed, to be faced with a dilemma; to be recognised under the Code (Schedule 3) as a teacher he must have passed the examination, and to sit for the examination he must have had teaching experience. In practice the difficulty is surmounted in various ways. Some candidates obtain permission from Authorities to assist and observe in Handicraft Centres for a few hours a week while still engaged in their ordinary avocations; some are employed as assistant or supernumerary instructors on undertaking to serve under the Authority when they are fully qualified; and some obtain provisional recognition by the Board of Education as described above.

Two types of teachers of Handicraft, with their special methods of training, have now been described. A third type is the teacher who has served a special apprenticeship for his work, first as "Manual Training Pupil Teacher" and then as "Probationer." Several schemes of this nature have been adopted by Authorities, some involving a rather narrow training designed to fit in mainly with the requirements of the C. & G. examination: others of a broader nature. The scheme is seen at its best at Shoreditch Technical Institute where the course extends over 4 years and embraces instruction in Handicraft (Wood, Metal, Clay, Applied Art), Science, Building and Machine Construction, Drawing and Architectural Design, Practical Mathematics, English Geography and History. The pupils spend a day and a half a week in teaching and observation in Handicraft Centres, they attend lectures in Principles and Practice of Teaching and see demonstration lessons. Visits to Works and Museums form an important part of the course. After completing the course pupils become "probationers" in London Handicraft Centres and finally instructors. Recently a year of training has been added and the Institute has been recognised as a Training College by the Board of Education. Pupils who pass through the course successfully in future will therefore rank as fully trained Certificated Teachers.

Under the Manchester Authority a Pupil Teachership of Handicraft starts between the ages of 16 and 18 and lasts for two years, during which 4 sessions a week are given to practical teaching in Centres and the rest of the time to receiving instruction in the Secondary School, the School of Technology and the School of Art. There is an admission examination of a general nature and the Pupil Teacher must pass the Preliminary Examination for the Teachers' Certificate of the Board of Education, or the Matriculation Examination of a University during his apprenticeship, at the end of which he may be employed by the Authority as Junior Assistant in Handicraft for 3 years while preparing for the City and Guilds Examination in Woodwork or Metalwork.

The number of Teachers recruited under schemes of this kind does not appear to be large.

(ii) *Numbers.*—No statistics are available as to the number of Handicraft Teachers belonging respectively to the three classes which have been mentioned above. In 1913-14 the total number of Handicraft Teachers employed full-time was about 1,600 and some hundreds of others were employed part-time.

(iii) *Additional Qualifications.*—Teachers of Handicraft who have qualified for recognition by obtaining the Teacher's Certificate referred to above can if they so desire continue their education by working for the Teachers' Higher Certificate in Woodwork or Metal work, or for the "General Certificate in Handwork" granted by the B.E.E.H. The gaining of the latter Certificate involves a lengthy course of study in approved training classes. It is only issued to persons who present the Teachers' Certificate in five branches of Handwork and also in the Pedagogy of Handwork. Ordinarily a candidate is not able to complete his qualifications for this General Certificate in a period of less than five years.

It should also be mentioned that a considerable number of Handicraft Teachers possess certificates in Science and Art.

(iv) *The Organisation of Handicraft Teaching.*—Article 34a of Schedule 3 of the Code lays down that there must be at least one teacher for each 20 scholars working at the benches. Handicraft Centres are therefore usually built for 20 scholars or multiples of 20, and for each 20 scholars there is normally a teacher with Handicraft qualifications. The teacher in charge of a Centre is usually called the Instructor, any other teacher present being called an Assistant Instructor. Such assistants may either be teachers in charge of classes of 20 scholars in Centres where there is more than one class, or a supernumerary, i.e., an artizan who is learning to teach, or sometimes a member of the staff of the School.

Authorities who have a good number of Handicraft Centres sometimes employ Organisers of Handicraft. Such organisers may or may not have to teach in a Centre, full time or part time, themselves. Appointments to such posts appear to be the main source of promotion for Handicraft Teachers. It appears to be unusual for Authorities to appoint as Head Teachers of Elementary Schools Certificated Teachers who have qualified as Handicraft Instructors and taken up work in Handicraft Centres.

(v) *Scales of Salary.*—Scales of salaries under various Authorities show very striking differences, both in their minimum and their maximum amounts, the only general principle discernible being that the majority start above and end below the scale for Certificated men assistants in ordinary schools of the same area.

An analysis of the scales of 121 Authorities shows that the initial salary for an Instructor in charge of a Centre varies from £70 to £180, and the final salary from £95 to £220, though the large majority start between £80 and £100, and end between £120 and £160; while for "Assistant Instructors" the initial salary varies from £55 to £100 and the final from £80 to £150. The statistics available do not distinguish between Certificated and Artizan Teachers, nor do they indicate whether "Assistant Instructors" include teachers who have not completed their qualifications under Schedule 3 of the Code. It may however be assumed that where the scale is above that for ordinary teachers it applies to Handicraft Teachers who are also Certificated, if not College Trained. In the case of some of the very high amounts the duties of the post may include that of supervising Handicraft instruction generally under that Authority, while some Authorities give larger salaries to teachers in charge of "40" or "60" Centres.

Comparison of the scales with those for ordinary class teachers under the same Authority shows in the case of Instructors in charge of Centres that:—

37 Authorities give higher minimum salaries.	26 Authorities give higher maximum salaries.
16 Authorities give equal minimum salaries.	31 Authorities give equal maximum salaries.
18 Authorities give lower minimum salaries.	64 Authorities give lower maximum salaries.

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and for Assistant Instructors that:—

7 give higher minimum salaries.	1 give higher maximum salaries.
14 give equal minimum salaries.	3 give equal maximum salaries.
26 give lower minimum salaries.	43 give lower maximum salaries.

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(* Presumably the remaining Authorities do not employ Assistant Instructors.)

There are 20 Authorities with more favourable scales than for ordinary class teachers, both in the minimum and in the maximum amounts, while only 12 have scales smaller at both ends. A few scales start lower and end equal to or higher than those for ordinary teachers. In the smaller Authorities' areas there is usually no scale.

Although the foregoing comparison might seem to indicate that scales of salaries for Handicraft Teachers compare fairly favourably with those for class teachers, it must be remembered that whereas the Certificated Teacher starts on the scale at about the age of 21, the Handicraft Teacher who has been an artizan usually starts several years later in life, and in the majority of cases, as has been shown, he does not attain to the same maximum; moreover, he cannot look forward to a pension.

Improvements in scales made during the war cannot yet be summarised, but in some areas there appears to be a tendency to grant substantial increases. Some Authorities have now placed teachers with full qualifications in Handicraft alone upon the ordinary scale for Certificated Teachers.

The following analysis of the salaries of Handicraft "Instructors," which is based on the figures given in the Handbook of the National Association of Manual Training Teachers, may be of interest:—

	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
Between	70	80	90	100	110	120	130	140	150	160	170	180	190	200	210	220	
And	79	89	99	109	119	129	139	149	159	169	179	189	199	209	219	229	
Minimum Salaries for full Instructors.																	
No. of L.E.As. offering salaries of stated amounts	4	23	34	42	9	12	5	2	1	—	—	2	—	—	—	—	
Maximum Salaries for full Instructors.																	
No. of L.E.As. offering salaries of stated amounts	—	—	1	4	11	27	18	19	26	9	4	2	—	—	1	1	

11. TEACHERS IN SPECIAL SCHOOLS.

(i) *Types and Numbers of Special Schools.*—Special Schools, for the purpose of this Memorandum, are Schools for Blind and Deaf Children, certified by the Board of Education under the Elementary Education (Blind and Deaf Children) Act, 1893, and Schools for Defective and Epileptic Children certified under the Elementary Education (Defective and Epileptic Children) Act, 1899. Schools for Defective Children may be classified as Schools for Mentally Defective Children and Schools for Physically Defective Children, the latter class including what are generally known as "Cripple Schools," and also Sanatorium and Open Air Schools. All these schools are administered not under the Code but under the Board's Regulations for Special Schools. The following figures show the number of Special Schools and of the children on the books of each type in 1915-16:—

Special Schools.	Residential Schools.	Day Schools.	Average No. on books.	
			Residential.	Day.
Blind	25	25	1,560	832
Deaf	21	30	2,586	1,332
Mentally Defective	15	176	844	13,561
Cripple	9	55	491	5,158
Open-air (including Sanatoria).	36	25	1,243	1,520
Epileptic	6	—	476	—
Total	112	311	7,200	22,403

Of the Day Schools, all but 3 are provided by Local Education Authorities; of the Residential Schools all but 20 are Voluntary.

(ii) *The Number of Teachers in Special Schools.*—The following figures show the number of full-time teachers of different grades in Special Schools for the statistical year 1913-14. The number of teachers in Open-air Schools and Schools for Tuberculous and Mentally Defective Children has increased somewhat since the date to which the figures refer. In the other schools there has been no substantial change. The figures in brackets show the number of teachers included in the foregoing total, whose salaries include the estimated value of board and lodging, i.e., of teachers living in Residential Schools.

	Certificated.		Uncertificated.		Other Teachers.	
	Head.	Assis-tant.	Head.	Assis-tant.	Head.	Assis-tant.
Blind Schools:						
Men ...	8(6)	14(11)	3(2)	9(8)	2	29(19)
Women ...	17(4)	51(26)	1	33(24)	8(5)	33(21)
Total ...	25(10)	65(37)	4(2)	42(32)	10(5)	62(40)
Deaf Schools:						
Men ...	8(4)	56(36)	1	19(14)	17(9)	48(25)
Women ...	6(1)	117(58)	2(1)	42(23)	14	94(37)
Total ...	14(5)	173(94)	3(1)	61(37)	31(9)	142(62)
Mentally Defective:						
Men ...	12	25	—	2	—	49(4)
Women ...	145(3)	317(5)	13(1)	92(2)	1(1)	37(14)
Total ...	157(3)	342(5)	13(1)	94(2)	1(1)	86(18)
Cripple Schools:						
Men ...	—	—	—	—	1(1)	10
Women ...	50(3)	135(2)	3(1)	29(3)	2	12(2)
Total ...	50(3)	135(2)	3(1)	29(3)	3(1)	22(2)
Schools for Tuberculous Children:						
Men ...	1	—	—	—	—	—
Women ...	11(3)	15(1)	3(1)	11(3)	1(1)	1(1)
Total ...	12(3)	15(1)	3(1)	11(3)	1(1)	1(1)
Open Air Schools:						
Men ...	3	8	—	—	—	—
Women ...	7(1)	13	1(1)	8	—	1
Total ...	10(1)	21	1(1)	8	—	1
Epileptic Schools:						
Men ...	2(1)	—	—	3(1)	1(1)	1(1)
Women ...	3(2)	9(8)	—	3(3)	—	2(2)
Total ...	5(3)	9(8)	—	6(4)	1(1)	3(3)
All Special Schools:						
Men ...	34(11)	103(47)	4(2)	33(23)	31(11)	137(49)
Women ...	239(17)	657(100)	23(5)	218(58)	26(7)	180(77)
Total ...	273(28)	760(147)	27(7)	251(81)	47(18)	317(126)

The following figures show the totals arranged in a different way:—

	Men	Women	Total
Certificated Teachers	137(58)	896(117)	1,033(175)
Uncertificated "	37(25)	241(63)	278(88)
Other "	158(60)	206(84)	364(144)
	332(143)	1,343(264)	1,675(407)

The above figures show that in some types of Special School men teachers are hardly employed at all. In

schools for Physically Defective children there are practically no men teachers, and very few in Schools for Mentally Defectives. It is, in fact, only in Schools for Blind and Deaf children that men are employed in any numbers.

(iii) *The Status of Teachers in Special Schools.*—As regards the qualifications of Special School teachers, the large majority are Certificated or Uncertificated under the Code.

The conditions under which such teachers can now obtain recognition in Special Schools vary with the type of School. In schools for Defective or Epileptic Children, Certificated and Uncertificated Teachers can become recognised without any further qualification, except that a Head Teacher is now required as a rule to have completed a Special Course of training approved by the Board or to have had some experience in a Certified School for Defective or Epileptic Children. In schools for Blind or Deaf Children, both Certificated and Uncertificated Teachers who now enter these schools are required to pass an examination approved by the Board in the methods of teaching in Schools for Blind and Deaf Children. Before admission to the examination teachers have to serve a stated period in a Special School, and are recognised provisionally as teachers in Blind and Deaf Schools for periods of two and three years respectively pending their passing the examination. It should be understood, however, that these requirements for teachers in Blind and Deaf Schools only date from 1910, and that many Certificated and Uncertificated Teachers in these Schools have not passed the special examinations for teachers of the blind and deaf. The exact number of such teachers is not known.

The "Other Teachers" included in the Table given above fall into several classes. There are first the teachers of Domestic Subjects and Handicraft who are not required to possess any stated qualifications, but are approved in each case by the Board. The remainder are teachers who, though not Certificated or Uncertificated, possess academic qualifications of varying value which have secured their special recognition in these Schools. It should be borne in mind in this connexion that the Special Schools Regulations are, from the nature of the case, much newer than the Code and that the Schools recognised under them are fewer and more varied than ordinary Elementary Schools. In consequence the status of the teachers, especially of the older ones, is less uniform or regular than is the case in Schools under the Code, and the Regulations provide both for the continued recognition of teachers who were recognised in the Schools under previous and less stringent Regulations, and also give the Board considerable freedom in recognising teachers who, though they possess no Code qualification, are specially qualified to act as teachers of children in these schools.

(iv) *Salaries of Teachers in Special Schools.*—An examination of the list of Certified Special Schools in England and Wales show that out of 319 Local Authorities only 69 have any Special Schools of their own. Of this number no less than 40 have only one Special School, while the number which have four or more Schools is only 13, namely, London, Birmingham, Bradford, Bristol, Burnley, Leeds, Liverpool, Manchester, Nottingham, Oldham, Sheffield, West Ham and Bolton.

Apart from London, which has 159 Special Schools, or practically half the whole number, there are only five Authorities which have 8 or more Special Schools, namely, Birmingham, Liverpool, Leeds, Manchester and Sheffield.

In order to arrive at a fair idea of the scales of salaries for teachers in Special Schools, the arrangements made by the 13 Authorities referred to above have been analysed. The material facts are set out below. The following statement however does not refer to the salaries of "Other Teachers," but only to those of teachers whose Code qualifications make possible a comparison with the salaries in ordinary schools.

A. Day Schools.

(1) *Assistant Teachers.*—The most common arrangement is for Assistant teachers in Special Schools to receive the salary they would receive in an ordinary Public Elementary School, with the addition of a small sum which affects the whole of their scale. Thus Liverpool, Bristol, and Birmingham make an addition of £5 to the normal scale; West Ham and Oldham

make an addition of £10; Bradford gives an addition of £5, and an additional £10 for extra duties at meals, etc. Other Authorities, *i.e.*, Sheffield, London, and Bolton, follow the same general plan, but restrict the maximum of Assistants in Special Schools to the maximum they would have earned in ordinary schools. One Authority, Leeds, gives the same salary in Special Schools as in ordinary schools, but allows teachers in the former to rise to a maximum £10 in excess of that of Assistants in ordinary schools. Two Authorities, Manchester and Nottingham, make no difference at all between salaries of assistants in Special Schools and those in ordinary schools. Burnley, which used to make an addition of £10 to the ordinary scale for teachers in Special Schools, now has no special scale for these teachers, but makes use of its higher grade of salaries for them if they so deserve when taking posts of special responsibility.

(2) *Head Teachers.*—As might be expected from the small number of head teachers of Special Schools under any one Authority (except of course London) the arrangements for these teachers' salaries are not very stereotyped. Thus Oldham and Bristol have no rule, but treat each case on its merits. Four Authorities, Bolton, Leeds, Birmingham and Sheffield give head teachers of Special Schools the same minimum salary as head teachers of an ordinary school of the same grade, but allow them to rise to a maximum which is higher by £10 or £20, or even more. West Ham gives both a higher minimum and a higher maximum. London and Bradford base the scales of salaries of head teachers in Special Schools on those of Assistant teachers in ordinary schools. Thus in Bradford, head teachers of Special Schools get £20 more than the salary they would have earned as Assistants in ordinary schools and an addition of £10 for extra duties at meals, etc. In London, head teachers of Special Schools receive, in addition to the salary of the normal Assistants' scale, a sum which varies from £10–£50, according to the number of classes in the school. It is a result of this arrangement that in Bradford and London head teachers of Special Schools cannot rise to the same salary that they would get as Head Teachers of the lowest grade of ordinary schools. In Manchester head teachers of Special Schools receive the same salary that they would get in ordinary schools of the same grade. At Burnley and Nottingham no special scale is fixed for Head Teachers in Special Schools, but these schools are placed in a higher grade than that to which their actual size entitles them. At Liverpool the Special Schools have a grading system of their own, which results in considerably larger salaries being paid to the head teachers of such schools than to those of ordinary schools of the same size.

B. Residential Schools.

Of the Authorities mentioned above, only five (Bolton, Bradford, Leeds, Liverpool, and London) have any scales for teachers in Residential Schools. It is unnecessary to give details about the appointments of Head Teachers in these few schools. The following notes show the arrangements for Assistant Teachers:—

At Bolton the teachers receive the same salary as teachers in Day Special Schools, but £30 is deducted for board and residence. At Liverpool the residential teachers get the same salaries as the Day Teachers, "no reduction being made on account of board, etc., in view of the duties other than duties which naturally devolve on teachers engaged in Residential Institutions." At Leeds, residential teachers receive £10 more than teachers in Day Special Schools, but £30 is deducted for board and lodging. At Bradford, Certificated College-Trained Teachers receive £55, and Certificated Untrained Teachers £45, with an additional £5 for the Teachers' Diploma for the Blind, in addition to board and residence. In London, Assistant resident teachers receive the same salary as Assistants in Day Special Schools, no deduction being made for board and residence; such teachers, however, do not rise to so high a maximum as those in Day Special Schools.

Special Qualifications, etc.—It has already been noted that teachers in Schools for Blind and Deaf Children are now expected to pass a special examination in methods of teaching Blind and Deaf children. The scales, however, for Special Schools of the 13 Authorities under review do not, as a rule, make any difference between the various types of Schools. There is one scale for teachers in all the various types, and it is unusual for any financial advantage to be given to teachers with Blind and Deaf Diplomas. It has, of course, to be remembered, in this connexion that all these Authorities do not provide schools of all the different types. The following exceptions, however, may be noted. In London, assistant teachers in Blind and Deaf Schools who do not hold the Board's Certificate are on a lower scale, which rises to a slightly higher maximum in Deaf Schools than in Blind. As already noted, Assistant teachers in the Residential School for the Blind at Bradford receive an extra £5 for the Blind Diploma. In Birmingham, untrained Certificated Teachers who have passed the special examination for teachers of the Deaf receive £5 more on appointment than those who have not passed this examination, but both classes proceed to the same maximum. Liverpool gives an addition of £5 throughout the scale to teachers in the Deaf School who hold the Deaf Diploma.

The scales analysed above, though they only cover 13 Authorities, apply to the teachers in 230 out of the 311 Day Special Schools. They afford, therefore, a fairly reliable sample of the whole. They show that the scales in force for teachers in the various types of Special Schools differ little from each other, and differ from those for teachers in ordinary Schools by being on the average higher throughout. Teachers in Special Schools may, as a rule, expect to get £5 or £10 a year more than teachers in ordinary schools.

No safe conclusions, however, can be drawn as to the salaries paid in Residential Schools as a whole, as the Scales in question only cover 29 out of 112 Schools of this type. It has not been thought worth while for the purpose of this Memorandum to obtain the scales of salary paid in the remainder of the Residential Schools. Any such investigation would have been difficult and complex, and would not have materially assisted the Committee in their work.

TABLE 1.

Illustrating the varieties of scales for College-trained Certificated Assistant Teachers.

NOTE.—The areas have been selected with the object of showing scales of every variety. The scales shown are those in force on the 31st March, 1917. The salaries are those payable annually, exclusive of war bonuses and special payments of every kind, to College-trained Certificated Assistants who have spent two years at a training college and have not previously served as Certificated Teachers in another area. The Table does not distinguish automatic from other increments, or the stages in a scale (if any) at which further progress is subject to special conditions, or the areas in which there is a provision that increases beyond the maximum shown in the Table may be given in individual cases. Where columns are blank the salaries are the same as in the previous year.

MEN.

AREA.	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20				
London	100	105	110	117½	125	132½	140	147½	155	162½	170	177½	185	192½	200						15	£ 8,020	£ 182	London.
COUNTRIES.																								
Anglesey	80	83	86	89	92	95															6	4,135	94	Anglesey.
Berkshire	90	95	100	105	110	115	120	125	130	135	140										11	5,885	134	Berkshire.
Carmarthenshire...	80	85	90	95	100	105	110	115	120	125	130										11	5,445	124	Carmarthenshire.
Cheshire	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150	155	160				17	6,360	145	Cheshire.
Cumberland	85	90	95	100	105	110	115	120													8	5,140	117	Cumberland.
Derbyshire*	85	90	95	100	105	110	115	120	125	130											10	5,495	125	Derbyshire.
Devonshire	80	85	90	95	100	105	110	115	120												9	5,100	116	Devonshire.
Lincs., Parts of Holland.	80	84	88	92	96	100	105	110	115	120											10	5,070	115	Lincs., Parts of Holland.
Monmouthshire ...	90	95	100	105	110	115	120	125	130	135	140	145	150								13	6,210	141	Monmouthshire.
Rutland†	85	87½	90	92½	95	97½	100														7	4,347½	99	Rutland.
Surrey	90	90	95	100	105	110	115	120	125	130	135	140	145	150	155	160					16	6,445	146	Surrey.
Yorks., West Riding	85	90	95	100	105	110	115	120	125	130	135	140									12	5,830	133	Yorks., West Riding.
BOROUGHS.																								
Cambridge	85	90	95	100	105	110															6	4,765	108	Cambridge.
Chatham	87½	92½	97½	102½	107½	112½	117½	122½	127½	132½	137½	142½	147½	150							14	6,177½	140	Chatham.
Ealing	90	95	100	105	110	117½	125	132½	140	147½	155	160	165	170	175						15	7,062½	161	Ealing.
East Retford	95	100	105																		3	4,605	105	East Retford.
Eccles	90	95	100	110	120	130	140	150													8	6,335	144	Eccles.
Falmouth	85	88	91	94	97	100	103	105													8	4,543	103	Falmouth.
Guildford	90	90	94	98	102	106	110	114	118	122	126	130	134	138	142	146	150				17	6,060	138	Guildford.
Hornsey	95	100	105	110	115	120	130	140	150	160	170	180	190	200							14	7,965	181	Hornsey.
Hove	80	85	90	95	100	105	110	115	120	125	130	135					140†				27	5,955	135	Hove.
Ilkeston	85	90	95	100	105	110	115	120	125	130	135	140									12	5,830	133	Ilkeston.
Luton	85	90	95	100	105	110	115	120	125	130	135	140	145					150			18	6,125	139	Luton.
Maidenhead	90	95	100	105	115	125	135														7	5,760	131	Maidenhead.

* Strictly speaking there is no scale as only the commencing salary and maximum are specified. It is understood that annual £5 increments as shown above were in practice generally given.
 † It is understood that there are no men Certificated Assistants at present employed in Rutland. ‡ By £5 quinquennially to £150.

MEN.—continued.

AREA.	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20				
URBAN DISTRICTS. BOROUGHS— <i>cont.</i>	Pembroke ...	90	94	98	102	106	110	115	120	125	130										10	£ 5,510	£ 125	Pembroke.
	Richmond ...	93½	98½	103½	108½	113½	118½	123½	128½	133½	138½	143½	148½	153½	158½	163½	168½				16	6,818½	155	Richmond.
	Salisbury ...	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Salisbury.
	Todmorden ...	75	80	85	90	95	100	105	110	115	120	125									11	5,225	119	Todmorden.
URBAN DISTRICTS. BOROUGHS.	Aldershot ...	85	90	95	100	105	110	115	120	125	130	135	140	145	150						14	6,145	140	Aldershot.
	Gosport and Alverstoke.	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Gosport and Alverstoke.
	Hindley ...	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150					15	6,075	138	Hindley.
	Leyton ...	100	105	110	115	125	135	145	155	165	175	175	180	185	190	195	200				16	8,055	183	Leyton.
	Oldbury ...	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Oldbury.
	Rhondda ...	85	90	95	100	110	120	130	140	150	160										21	6,885	156	Rhondda.
	Rowley Regis ...	85	90	95	100	105	110	115	120	125	130										10	5,495	125	Rowley Regis.
	Stretford ...	90	95	100	105	110	115	120	125	130	135	140	145	150	155	160					15	6,515	148	Stretford.
	Walthamstow ...	90	95	100	105	115	125	135	145	155	165	175									41	7,820	178	Walthamstow.
	COUNTY BOROUGHES.	Blackpool ...	80	85	90	95	100	110	120	130	140	150				160					25	6,950	158	Blackpool.
		Croydon ...	95	100	105	110	115	120	130	140	150	160	170								11	7,005	159	Croydon.
		Darlington ...	90	95	100	110	120	130	140	150	160										9	6,695	152	Darlington.
		Exeter ...	90	95	100	105	110	115	120	125	130	135	140								11	5,885	134	Exeter.
		Hastings ...	80	85	90	95	100	105	110	115	120	125	130	135	140						42	5,842½	133	Hastings.
Leeds ...		85	90	95	100	105	110	115	125	135	145	150								11	6,205	141	Leeds.	
Liverpool ...		90	95	100	105	110	115	120	125	130	140	150								26	6,590	150	Liverpool.	
Newcastle-on-Tyne ...		90	95	100	105	110	115	120	127½	135	142½	150	160	170						13	6,890	157	Newcastle-on-Tyne.	
Newport (Mon.) ...		80	85	90	95	100	110	120	130	140	150	160								11	6,540	149	Newport (Mon.)	
Northampton ...		90	95	100	105	110	115	120	125	130	135	140	145	150						13	6,210	141	Northampton.	
Norwich ...		85	90	95	100	105	110	115	120	125	130	135	140	145	150					14	6,145	140	Norwich.	
Oxford ...		85	90	95	100	105	110	115	120	125	130	135	140							12	5,830	133	Oxford.	
Plymouth ...		90	95	100	110	120	130	140	150											8	6,335	144	Plymouth.	
Preston ...		80	85	90	95	100	107½	112½	117½	122½	127½	132½	137½	142½	145					14	5,945	135	Preston.	
Stoke-on-Trent ...	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150				15	6,075	138	Stoke-on-Trent.		
Swansea ...	80	85	90	95	100	105	110	120	130	140	150	160							31	7,345	167	Swansea.		
Walsall ...	85	90	95	100	105	110	115	120	125	130	135	140							12	5,830	133	Walsall.		
West Ham—																								
Higher Grade.	90	97½	105	112½	120	127½	135	142½	150	157½	165	172½	180	187½	195	200				16	7,937½	180	Higher Grade.	
Lower Grade.	80	87½	95	102½	110	117½	125	132½	140	147½	155	162½	170							13	6,895	157	Lower Grade.	

* By £5 quinquennially to £170.

† By £5 quinquennially to £210.

‡ By £10 quinquennially to £180.

** By £10 quinquennially to £200.

§ By £2½ quinquennially to £150.

|| By £5 quinquennially to £165.

WOMEN.

AREA.	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20				
London	90	94	98	102	106	110	114	118	122	126	130	134	138	142	146	150					16	6,120	139	London.
COUNTIES. { Anglesey	70	72	74	76	78	80															6	3,490	79	Anglesey.
Berkshire	75	79	83	87	91	95	99	103	107	111	115	119	120								13	5,004	114	Berkshire.
Carmarthenshire...	75	80	85	90	95	100	105	110													8	4,700	107	Carmarthenshire.
Cheshire	70	75	80	85	90	95	100	105	110												9	4,660	106	Cheshire.
Cumberland	75	80	85	90																	4	3,930	89	Cumberland.
Derbyshire*	75	80	85	90	95																5	4,130	94	Derbyshire.
Devonshire	70	75	80	85	90	95	100														7	4,295	98	Devonshire.
Lincs., Parts of Holland.	75	78	81	84	87	90	93	96													8	4,140	94	Lincs., Parts of Holland.
Monmouthshire ...	85	90	95	100	105	110															6	4,765	108	Monmouthshire.
Rutland	75	77½	80	82½	85	87½	90														7	3,907½	89	Rutland.
Surrey	80	80	84	88	92	96	100	104	108	112	116	120	124								13	5,148	117	Surrey.
Yorks, West Riding	75	80	85	90	95	100	105	110													8	4,700	107	Yorks, West Riding.
BOROUGHS. { Cambridge	75	80	85	90	95	100	105														7	4,515	103	Cambridge.
Chatham	77½	82½	87½	92½	97½	102½	107½	112½	117½	120											10	5,077½	115	Chatham.
Ealing	80	84	88	92	96	101	106	111	116	121	126	130									12	5,411	123	Ealing.
East Retford	75	80	85																		3	3,725	85	East Retford.
Eccles	70	75	80	85	90	95	100	105	110	115	120										11	5,005	114	Eccles.
Falmouth	70	72½	75	77½	80	82½	85														7	3,687½	84	Falmouth.
Guildford	80	80	83	86	89	92	95	98	101	104	107	110	113	116	119	120					16	4,953	113	Guildford.
Hornsey	85	90	95	100	105	110	115	120	125	130	135	140	145	150							14	6,145	140	Hornsey.
Hove	75	80	85	90	95	100	105	110								110					16	4,640	105	Hove.
Ilkeston	75	80	85	90	95	100	105	110													8	4,700	107	Ilkeston.
Luton	75	79	83	87	91	95	99	103	105					110							14	4,647	106	Luton.
Maidenhead	75	80	85	90	100	110	120														7	5,100	116	Maidenhead.
Pembroke	75	77½	80	82½	85	87½	90														7	3,907½	89	Pembroke.
Richmond	82½	87½	92½	97½	102½	107½	112½	117½	122½	127½											10	5,380½	122	Richmond.
Salisbury	75	80	85	90	95	100	105	110													8	4,700	107	Salisbury.
Todmorden	70	75	80	85	90	95	100														7	4,295	98	Todmorden.

* Strictly speaking there is no scale as only the commencing salary and the maximum are specified. It is understood that annual £5 increments as shown above were in practice generally given.

WOMEN.—continued.

AREA	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20					
URBAN DISTRICTS.	Aldershot ...	80	85	90	95	100	105	110	115	120											9	£ 5,100	£ 116	Aldershot.	
	Gosport and Alverstoke.	76	79	82	85	88	91	94	97	100											9	4,292	98	Gosport and Alverstoke.	
	Hindley ...	70	75	80	85	90	95	100	105	110	115	120									11	5,005	114	Hindley.	
	Leyton ...	85	90	95	100	110	120	130	130	135	140	145	150								12	6,230	142	Leyton.	
	Oldbury ...	70	75	80	85	90	95	100													7	4,295	98	Oldbury.	
	Rhondda ...	80	85	90	95	100	105	110													21	5,000	114	Rhondda.	
	Rowley Regis ...	75	77½	80	82½	85	87½	90	92½	95											9	4,090	93	Rowley Regis.	
	Stretford ...	75	80	85	90	95	100	105	110	115											9	4,880	111	Stretford.	
	Walthamstow ...	75	80	85	90	100	110	120	130					135							43	5,891	134	Walthamstow.	
	Blackpool ...	70	75	80	85	90	95	100	105	110					115						19	4,945	112	Blackpool.	
Croydon ...	80	85	90	95	100	105	110	115	120											9	5,100	116	Croydon.		
Darlington ...	80	85	90	95	100	105	110	115												8	4,920	112	Darlington.		
Exeter ...	70	75	80	85	90	95	100													7	4,295	98	Exeter.		
Hastings ...	70	75	80	85	90	95	100	105					107½							43	4,777½	109	Hastings.		
Leeds ...	75	80	85	90	95	100														6	4,325	98	Leeds.		
Liverpool ...	70	75	80	85	90	95	100	105	110					115						24	5,050	115	Liverpool.		
Newcastle-on-Tyne ...	75	80	85	90	95	102½	110													7	4,707½	107	Newcastle-on-Tyne.		
Newport (Mon.) ...	70	75	80	85	90	95	100	105	110	115	120	125								12	5,170	118	Newport (Mon.)		
Northampton ...	80	85	90	95	100	105	110													7	4,735	108	Northampton.		
Norwich ...	70	75	80	85	90	95	100	105	110											9	4,660	106	Norwich.		
Oxford ...	75	80	85	90	95	100	105	110												8	4,700	107	Oxford.		
Plymouth ...	70	75	80	85	90	95	100													7	4,295	98	Plymouth.		
Preston ...	65	70	75	80	85	92½	97½	102½	107½	112½	115									11	4,797½	109	Preston.		
Stoke-on-Trent ...	70	72½	75	77½	80	82½	85	87½	90	92½	95	97½	100							13	4,205	96	Stoke-on-Trent.		
Swansea ...	70	75	80	85	90	95	100	105	110	115	120	125								12	5,170	118	Swansea.		
Walsall ...	75	80	85	90	95	100	105													7	4,515	103	Walsall.		
West Ham—																									
Higher Grade.	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150	155				16	6,220	141	Higher Grade.		
Lower Grade.	70	75	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150	155		18	6,055	138	Lower Grade.		

* By £5 quinquennially to £120.

† By £3 quinquennially to £158.

‡ By £2 10s. quinquennially to £122½.

§ By £5 quinquennially to £125.

TABLE 2.

Showing the differences between the scales for College-trained Certificated Assistant Teachers in selected adjacent areas.

NOTE.—Areas have been selected which are of similar character as regards the occupations of the bulk of the inhabitants. The neighbouring county areas have been added in some cases for purposes of comparison. The scales shown are those in force on 31st March 1917. They are presented in the same way as those in Table 1; for explanation see the headnote to that Table.

MEN.

AREA.	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20					
NORTH MIDLANDS (MIDLANDS).	Edmonton ...	95	102½	110	117½	125	132½	140	150	160	170	180	190									12	£ 7,752½	£ 176	Edmonton.
	Enfield ...	95	100	105	110	115	120	127½	135	142½	150	157½	162½	167½	172½	177½	180					16	7,257½	165	Enfield.
	Finchley ...	95	100	105	110	120	130	140	150	160	170	180										11	7,400	168	Finchley.
	Hendon ...	95	100	105	112½	120	127½	135	142½	150	157½	165	172½	180	187½	195	200					16	7,945	181	Hendon.
	Hornsey ...	95	100	105	110	115	120	130	140	150	160	170	180	190	200							14	7,965	181	Hornsey.
	London ...	100	105	110	117½	125	132½	140	147½	155	162½	170	177½	185	192½	200						15	8,020	182	London.
	Middlesex ...	90	95	100	105	110	115	120	125	130	135	140	145	150		155*						21	6,475	147	Middlesex.
	Tottenham ...	95	100	105	110	115	125	135	145	155	165	175	185	195	200							14	8,005	182	Tottenham.
	Wood Green ...	95	100	105	110	115	120	130	140	150	160	170	180	190	200							14	7,965	181	Wood Green.
	SOUTH WELSH (COALFIELD).	Aberdare ...	85	90	95	100	110	120	130	135	140	145	150	155	160	165	170	175				16	7,025	160	Aberdare.
Abertillery ...		90	95	100	105	110	120	130	140	150												9	6,290	143	Abertillery.
Ebbw Vale ...		85	90	95	100	110	120	130	140	145	150											10	6,265	142	Ebbw Vale.
Glamorganshire ...		95	100	105	110	115	120	125	130			135										11	5,750	131	Glamorganshire.
Merthyr Tydfil ...		80	85	90	95	100	110	120	130	140	150	155	160									12	6,535	149	Merthyr Tydfil.
Monmouthshire ...		90	95	100	105	110	115	120	125	130	135	140	145	150								13	6,210	141	Monmouthshire.
Mountain Ash... ..		85	90	95	100	110	120	130	140	145	150				155	160						15	6,570	149	Mountain Ash.
Pontypridd ...		85	90	95	100	110	120	130	140	150	160											10	6,620	150	Pontypridd.
Rhondda ...		85	90	95	100	110	120	130	140	150	160											21	6,885	156	Rhondda.
LANCASHIRE (COTTON).	Bolton ...	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150					15	6,075	138	Bolton.	
	Bury ...	85	90	95	100	105	110	115	120	125	130	135	140	145								13	5,990	136	Bury.
	Chadderton ...	80	85	90	95	100	105	110	115	120	125	130	135	140								13	5,770	131	Chadderton.
	Farnworth ...	90	95	100	105	110	115	120	125	130	135	140	145	150								13	6,210	141	Farnworth.
	Heywood ...	85	90	95	100	105	110	115	120	125	130	135	140									12	5,830	133	Heywood.
	Lancashire ...	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150						15	6,075	138	Lancashire.
	Middleton ...	85	90	95	100	105	110	115	120	125	130	135	140									12	5,830	133	Middleton.
	Oldham ...	85	90	95	100	105	110	115	120	125	130	135	140	145								13	5,990	136	Oldham.
	Radcliffe ...	90	95	100	105	110	115	120	125	130	135	140										11	5,885	134	Radcliffe.
Rochdale ...	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150						15	6,075	138	Rochdale.	

* By £5 quinquennially to £160.

† By £5 quinquennially to £170.

WOMEN.

AREA.	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.	
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20					
NORTH METRO-POLITAN.	Edmonton ...	85	90	95	100	105	110	115	125	135	145	150									11	£ 6,205	£ 141	Edmonton.	
	Enfield ...	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Enfield.	
	Finchley ...	85	90	95	100	105	110	115	120	125	130										10	5,495	125	Finchley.	
	Hendon ...	85	87½	90	95	100	105	110	115	120	125	130	135	140	145	150						15	6,082½	138	Hendon.
	Hornsey ...	85	90	95	100	105	110	115	120	125	130	135	140	145	150							14	6,145	140	Hornsey.
	London ...	90	94	98	102	106	110	114	118	122	126	130	134	138	142	146	150					16	6,120	139	London.
	Middlesex ...	80	84	88	92	96	100	104	108	112	116	120										21	5,272	120	Middlesex.
	Tottenham ...	85	90	95	100	105	115	125	135	145	150											10	6,245	142	Tottenham.
	Wood Green ...	85	90	95	100	105	110	115	120	125	130	135	140									12	5,830	133	Wood Green.
SOUTH WELSH (COALFIELD).	Aberdare ...	75	80	85	90	95	100	105	110	115	120	125									11	5,225	119	Aberdare.	
	Abertillery ...	80	85	90	95	100	105	110	115	120											9	5,100	116	Abertillery.	
	Ebbw Vale ...	75	80	85	90	95	100	105	110	115	120										10	5,055	115	Ebbw Vale.	
	Glamorganshire ...	85	90	95	100	105	110															6	4,765	108	Glamorganshire.
	Merthyr Tydfil ...	70	75	80	85	90	95	100	105	110	115	120										11	5,005	114	Merthyr Tydfil.
	Monmouthshire ...	85	90	95	100	105	110															6	4,765	108	Monmouthshire.
	Mountain Ash... ..	75	80	85	90	95	100	105					110	115								13	4,840	110	Mountain Ash.
	Pontypridd ...	75	80	85	90	95	100	105	110													8	4,700	107	Pontypridd.
	Rhondda ...	80	85	90	95	100	105	110									115†					21	5,000	114	Rhondda.
LANCASHIRE (COTTON).	Bolton ...	70	75	80	85	90	95	100	105	110											9	4,660	106	Bolton.	
	Bury ...	75	80	85	90	95	100	105	110													8	4,700	107	Bury.
	Chadderton ...	70	75	80	85	90	95	100	105	110												9	4,660	106	Chadderton.
	Farnworth ...	75	80	85	90	95	100	105	110													8	4,700	107	Farnworth.
	Heywood ...	70	75	80	85	90	95	100														7	4,295	98	Heywood.
	Lancashire ...	70	75	80	85	90	95	100	105	110	115	120										11	5,005	114	Lancashire.
	Middleton ...	70	75	80	85	90	95	100														7	4,295	98	Middleton.
	Oldham ...	70	75	80	85	90	95	100														7	4,295	98	Oldham.
	Radcliffe ...	70	75	80	85	90	95	100	105	110												9	4,660	106	Radcliffe.
Rochdale ...	70	75	80	85	90	95	100	105	110												9	4,660	106	Rochdale.	

* By £4 quinquennially to £128.

† By £5 quinquennially to £120.

TABLE 3.

Showing the differences between the Scales for College-trained Certificated Assistant Teachers in areas of similar size and in which the produce of a penny rate per child is approximately the same.

NOTE.—The following table will explain the principle on which the groups have been selected. The scales shown are those in force on 31st March 1917. They are presented in the same way as those in Table 1; for explanation see the headnote to that Table.

Group	Group A (Counties).	Group B (Towns).	Group C (Towns).	Group D (Towns).
Population, 1911	180,000—240,000	225,000—280,000	105,000—120,000	13,000—17,000
Produce of 1d. Rate per child	2s. 9d. — 3s. 3d.	2s. 3d. — 2s. 7d.	2s. 5d. — 2s. 11d.	2s. 3d. — 2s. 7d.

MEN.

AREA.	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20				
GROUP A.	Buckinghamshire	90	95	100	105	110	115	120	125	130	135	140									11	£ 5,885	£ 134	Buckinghamshire.
	Leicestershire ...	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Leicestershire.
	Lincs., Parts of Lindsey.	85	90	95	100	105	110	115	120												8	5,140	117	Lincs., Parts of Lindsey.
	Northamptonshire	85	90	95	100	105	110	115	120	125	130										10	5,495	125	Northamptonshire.
	Shropshire ...	90	95	100	105	110	115	120	125	130											9	5,540	126	Shropshire.
	Warwickshire ...	85	90	95	100	105	110	115	120	125	130										10	5,495	125	Warwickshire.
Wiltshire ...	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Wiltshire.	
GROUP B.	Kingston-upon-Hull.	80	85	90	95	100	105	110	115	120	125	130	135	140	145	150					15	6,075	138	Kingston-upon-Hull.
	Leicester ...	95	100	105	110	115	120	125	130	140	150	160					170				16	6,920	157	Leicester.
	Nottingham ...	80	85	90	95	100	110	120	130	140	150						155	160			17	6,485	147	Nottingham.
Salford ...	90	95	100	105	110	115	120	125	130	135	140	145	150	155	160					15	6,515	148	Salford.	
GROUP C.	Burnley ...	85	90	95	100	105	110	115	120	130	140	150									11	6,190	141	Burnley.
	Huddersfield ...	85	90	95	100	105	110	115	120	125	130	135	140	145	150						14	6,145	140	Huddersfield.
	Southampton ...	90	95	100	105	110	115	120	125	130	135	140	145	150	155	160	165				16	6,660	151	Southampton.
	Stockport ...	90	95	100	105	110	115	120	125	130	135	140	145	150	155	160					15	6,515	148	Stockport.
	Swansea ...	80	85	90	95	100	105	110	120	130	140	150	160				170*				31	7,345	167	Swansea.
GROUP D.	Banbury ...	85	90	95	100	105	110	115	120	125	130										10	5,495	125	Banbury.
	Barnstaple ...	80	85	90	95	100	105	110	115	120											9	5,100	116	Barnstaple.
	Berwick-upon-Tweed.	90	95	100	105	110	115	120	125	130											9	5,540	126	Berwick-upon-Tweed.
	Bury St. Edmunds	85	89	93	97	101	105	109	113	117	120										10	5,109	116	Bury St. Edmunds.
	Newark ...	90	94	98	102	106	110	114	118	122	125										10	5,329	121	Newark.
	Ossett ...	85	90	95	100	105	110	115	120	125	130										10	5,495	125	Ossett.
	Pontefract ...	85	90	95	100	105	110	115	120	125	130	135	140								12	5,830	133	Pontefract.
	Pudsey ...	80	85	90	95	100	105	110	115	120											9	5,100	116	Pudsey.
	Yeovil ...	90	95	100	105	110	115	120	125												8	5,360	122	Yeovil.

* By £10 quinquennially to £200.

WOMEN.

AREA	Year of Service.																				First Year at Maximum Salary.	Total Payments in 44 Years.	Equivalent Average Annual Payment.	AREA.
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20				
GROUP A.	Buckinghamshire	80	84	88	92	96	100	104	108	112	116	120									11	£ 5,060	£ 115	Buckinghamshire.
	Leicestershire ...	75	79	83	87	91	95	99	100												8	4,309	98	Leicestershire.
	Lincs., Parts of Lindsey.	75	80	85	90	95															5	4,130	94	Lincs., Parts of Lindsey.
	Northamptonshire	75	80	85	90	95	100														6	4,325	98	Northamptonshire.
	Shropshire ...	80	85	90	95	100	105	110													7	4,735	108	Shropshire.
	Warwickshire ...	75	79	83	87	91	95	99	103	107	111										10	4,704	107	Warwickshire.
	Wiltshire ...	80	85	90	95	100	105														6	4,545	103	Wiltshire.
GROUP B.	Kingston-upon-Hull	70	73	76	79	82	85	88	91	94	97	100	103	105							13	4,398	100	Kingston-upon-Hull.
	Leicester ...	75		80		85		90	95	100	105	110				120					16	4,900	111	Leicester.
	Nottingham ...	70	75	80	85	90	95	100								105	110	115	120		19	4,845	110	Nottingham.
	Salford ...	75	80	85	90	95	100	105	110	115											9	4,880	111	Salford.
GROUP C.	Burnley ...	75	80	85	90	95	100	105	110												8	4,700	107	Burnley.
	Huddersfield ...	75	80	85	90	95	100	105	110												8	4,700	107	Huddersfield.
	Southampton ...	70	75	80	85	90	95	100	105	110	115										10	4,835	110	Southampton.
	Stockport ...	75	80	85	90	95	100	105	110	115											9	4,880	111	Stockport.
	Swansea ...	70	75	80	85	90	95	100	105	110	115	120	125								12	5,170	118	Swansea.
GROUP D.	Banbury ...	75	80	85	90	95	100	105	110												8	4,700	107	Banbury.
	Barnstaple ...	70	75	80	85	90	95	100													7	4,295	98	Barnstaple.
	Berwick-upon-Tweed	70	75	80	85	90	95	100													7	4,295	98	Berwick-upon-Tweed
	Bury St. Edmunds	75	79	83	87	90															5	3,924	89	Bury St. Edmunds.
	Newark ...	75	78	81	84	87	90	93	95												8	4,103	93	Newark.
	Ossett ...	75	80	85	90	95	100														6	4,325	98	Ossett.
	Fontefract ...	75	80	85	90	95	100	105	110												8	4,700	107	Fontefract.
	Pudsey ...	65	70	75	80	85	90														6	3,885	88	Pudsey.
	Yeovil ...	70	75	80	85	90	95	100	105												8	4,480	102	Yeovil.

TABLE 4,

Showing for College-trained Certificated Assistant Teachers the number of scales of each length in years in areas of each type in England and Wales.

NOTE.—The table is based on the scales in force on the 31st March 1917. The length of a scale is taken as the number of years which elapse before the commencement of the year in which the maximum salary is attained. Very long scales, e.g., of 41 years, are those which proceed beyond the maximum attainable by annual increments to a further maximum attainable by increments at longer intervals.

MEN.

Type of area.	Length of scale in years.																				Areas in which there is no scale for Certificated Assistant Teachers.			
	2	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	24	25	26		30	40	41
London ...	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	-
Counties ...	-	1	4	8	8	11	5	6	5	-	1	2	2	-	-	-	1	-	-	-	-	-	-	8
Boroughs ...	1	2	5	10	17	24	18	19	13	8	3	3	1	1	-	-	-	-	-	1	-	-	-	
Urban Districts	-	-	1	-	1	6	6	10	6	7	3	4	1	-	1	-	1	-	-	-	-	1	-	
County Boroughs	-	-	-	2	2	3	12	11	10	9	19	4	3	-	-	1	1	1	1	-	1	1	1	
Total ...	1	3	10	20	28	44	41	46	34	24	27	13	7	1	1	1	3	1	1	1	1	2	1	8

WOMEN.

Type of area.	Length of scale in years.																				Areas in which there is no scale for Certificated Assistant Teachers.		
	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	18	20	23	41	42			
London	-	-	-	-	-	-	-	-	-	-	-	1	-	-	-	-	-	-	-	-
Counties	-	1	6	14	9	8	5	4	3	1	3	-	-	-	-	1	-	-	-	7
Boroughs	1	1	8	20	21	30	17	9	8	5	2	2	-	2	-	-	-	-	-	-	-
Urban Districts	-	-	3	4	2	4	12	4	4	6	4	1	1	1	-	-	1	-	-	-	1	-
County Boroughs	...	-	-	-	6	14	14	14	9	7	3	2	2	1	3	2	2	-	1	1	1	-	-
Total	1	2	17	44	46	56	48	26	22	15	11	5	2	7	2	2	2	1	1	2	7

TABLE 5.

Showing the number of Head Teachers, the number of Certificated Assistants, and the proportion of Head Teachers to Certificated Assistants in each of the Areas in Table 1.

NOTE.—The table is based on the statistical returns of the Board of Education for 1913-14.

	Men.		Women.		Men.	Women.
	Head Teachers.	Certificated Assistants.	Head Teachers.	Certificated Assistants.	Number of Heads for every 10 Certificated Assistants.	Number of Heads for every 10 Certificated Assistants.
LONDON	827	4826	1531	10386	1·7	1·5
COUNTIES.						
Anglesey... ..	55	20	23	25	27·5	9·2
Berkshire	119	30	124	121	39·7	10·2
Carmarthenshire	142	39	43	44	36·4	9·8
Cheshire	250	175	199	551	14·3	3·6
Cumberland	178	68	118	132	26·2	8·9
Derbyshire	251	143	290	362	17·6	8·0
Devonshire	284	88	353	183	32·3	19·3
Lincs., Parts of Holland	55	8	44	30	68·8	14·7
Monmouthshire	120	176	161	176	6·8	9·1
Rutland	23	3	19	9	76·7	21·1
Surrey	188	222	219	524	8·5	4·2
Yorks, West Riding	630	586	666	1528	10·8	4·4
BOROUGHES.						
Cambridge	13	40	29	79	3·3	3·7
Chatham	7	26	17	60	2·7	2·8
Ealing	10	43	15	83	2·3	1·8
East Retford	4	5	8	5	8·0	16·0
Eccles	13	17	15	75	7·6	2·0
Falmouth	2	5	7	9	4·0	7·8
Guildford	6	16	11	33	3·8	3·3
Hornsey	9	67	16	136	1·3	1·2
Hove	5	26	15	58	1·9	2·6
Ilkeston	7	19	12	34	3·7	3·5
Luton	10	42	20	64	2·4	3·1
Maidenhead	3	3	10	21	10·0	4·8
Pembroke	5	16	10	12	3·1	8·3
Richmond	8	16	16	32	5·0	5·0
Salisbury... ..	6	11	15	30	5·5	5·0
Todmorden	11	10	14	51	1·0	2·7
URBAN DISTRICTS.						
Aldershot	3	16	8	23	1·9	3·5
Gosport and Alverstoke	7	14	16	27	5·0	5·9
Hindley	8	9	15	32	8·9	4·7
Leyton	19	141	32	266	1·3	1·2
Oldbury	10	14	16	53	7·1	3·0
Rhondda	34	173	67	200	2·0	3·4
Rowley Regis	11	26	17	39	4·2	4·4
Stretford	8	23	17	58	3·5	2·9
Walthamstow	23	148	38	279	1·6	1·4
COUNTY BOROUGHES.						
Blackpool	10	27	19	105	3·7	1·8
Croydon	28	143	53	337	2·0	1·6
Darlington	13	28	30	132	4·6	2·3
Exeter	14	53	33	71	2·6	4·6
Hastings	18	35	35	58	5·1	6·0
Leeds	118	271	156	1007	4·4	1·5
Liverpool	134	519	299	1706	2·6	1·8
Newcastle-on-Tyne	48	168	80	454	2·9	1·8
Newport (Mon.)... ..	11	64	34	103	1·7	3·3
Northampton	21	102	37	194	2·1	1·9
Norwich	20	93	56	252	2·2	2·2
Oxford	18	31	32	81	5·8	4·0
Plymouth	37	165	81	270	2·2	3·0
Preston	32	43	57	175	7·4	3·3
Stoke-on-Trent	58	159	110	313	3·6	3·5
Swansea	19	134	43	200	1·4	2·2
Walsall	28	89	34	157	3·1	2·2
West Ham	56	387	117	733	1·4	1·6

TABLE 6.

Illustrating the Varieties of Systems of Payment of Head Teachers and of Grading Schools.

NOTE.—The areas have been selected with the object of illustrating the diversity of practice. The table is based on the scales in force on 31st March 1917, with the exception of columns 4 and 7, which are based on the records of the Board of Education for the statistical year 1913-14, and show the number of head teachers then serving in the departments falling within the corresponding grades.

Area.	Basis of Grading.	Men.			Women.		
		Grades.	Posts.	Scale	Grades.	Posts.	Scale.
1.	2.	3.	4.	5.	6.	7.	8.
				£ £ £			£ £ £
*London ...	Accommodation	1—200	147	(Assistant's salary + 10)— 7½—235	1—200	339	(Assistant's salary + 10)— 4—180
		201—400	425	200 — 10 — 300	201—400	839	150 — 8 — 225
		401 and over	221	300 — 10 — 400	401 and over	338	225 — 8 — 300
„ (Central Schools)	Accommodation	1—200	1	200 — 10 — 300	1—200	1	150 — 8 — 225
		201 and over	33	300 — 10 — 400	201 and over	14	225 — 8 — 300
COUNTIES :							
Durham ...	Average attendance.	1—100	44	100 — 5 — 145	1—100	127	80 — 5 — 110
		101—150	59	125 — 5 — 160	101—150	83	90 — 5 — 115
		151—200	62	145 — 5 — 180	151—200	60	100 — 5 — 125
		201—250	49	165 — 5 — 200	201—250	47	110 — 5 — 135
		251—300	42	185 — 5 — 220	251—300	32	120 — 5 — 145
		301—350	28	200 — 5 — 235	301—350	17	130 — 5 — 155
		351 and over	39	215 — 5 — 250	351 and over	13	140 — 5 — 165
Glamorgan-shire	Average attendance.	1—100	26	Considered individually.	1—60	29	Considered individually.
		101—225	92	130 — 5 — 150	61—120	70	£100 fixed.
		226—325	56	150 — 5 — 180	121—250	28	Girls or Mixed
						58	Infants
						17	110 — 5 — 125
		326 and over	18	180 — 5 — 200	251 and over	17	Girls or Mixed
						16	Infants
							125 — 5 — 140
†Lancashire	Average attendance.	1—124	203	120 — 5 — 150	1—124	336	100 — 5 — 120
		125—149	46	127½ — 5 — 150	125—149	43	105 — 5 — 120
		150—174	51	135 — 5 — 150	150—174	25	110 — 5 — 120
		175—199	45	142½ — 5 — 150	175—199	25	115 — 5 — 120
		200—224	43	150 — 5 — 180	200—224	21	120 — 5 — 140
		225—249	24	157½ — 5 — 180	225—249	11	125 — 5 — 140
		250—274	17	165 — 5 — 180	250—274	9	130 — 5 — 140
		275—299	9	172½ — 5 — 180	275—299	3	135 — 5 — 140
		300—324	11	180 — 5 — 220	300—324	2	140 — 5 — 160
		325—349	11	190 — 5 — 220	325—349	5	145 — 5 — 160
		350—374	9	200 — 5 — 220	350—374	1	150 — 5 — 160
		375—399	4	210 — 5 — 220	375—399	1	155 — 5 — 160
		400 and over	13	220 — 5 — 250	400 and over	—	160 — 5 — 180

* The commencing salaries in the first grade are subject to a minimum of £150 for men and £125 for women.

† An additional payment not exceeding £10 per annum is awarded on account of the general conduct of the school or department. An additional payment not exceeding £2 per annum is made for each pupil teacher or student teacher.

Area.	Basis of Grading.	Men.			Women.				
		Grades.	Posts.	Scale.	Grades.	Posts.	Scale.		
1.	2.	3.	4.	5.	6.	7.	8.		
COUNTIES (cont.):									
*Nottinghamshire	Average attendance.	1—60	24	£ £ £ See footnote.	1—90	85	(Assistant's salary + 5)—110		
		61—90	24	(Assistant's salary + 10)—145	91—150	20	(Assistant's salary + 10)—115		
		91—150	38	(Assistant's salary + 20)—160	151—200	14	(Assistant's salary + 15)—120		
		151—200	19	(Assistant's salary + 40)—180	201—300	43	110—140		
		201—300	26	160 — 200	301 and over	6	120—160		
		301 and over	16	180 — 230					
Somersetshire	Average attendance.	1—29	2	} Considered individually.	1—29	52	} Considered individually.		
		30—50	28		30—50	99		70 — 5 — 95	
		51—80	66		51—80	84		80 — 5 — 100	
		81—120	79		81—120	48		85 — 5 — 110	
		121—180	52		121—180	22		90 — 5 — 120	
		181—250	16		181—250	3		100 — 5 — 130	
		251 and over	6		150 — 5 — 200	251 and over		2	110 — 5 — 140
Staffordshire	Average attendance.	1—80	41	110 — 5 — 130	1—80	105	80 — 5 — 100		
		81—120	46	115 — 5 — 140	81—120	57	80 — 5 — 105		
		121—180	45	120 — 5 — 160	121—180	69	95 — 5 — 110		
		181—250	57	140 — 5 — 180	181—250	36	105 — 5 — 120		
		251—350	34	170 — 5 — 210	251—350	14	115 — 5 — 140		
351 and over	12	200 — 5 — 250	351 and over	8	130 — 5 — 150				
†Surrey ...	Average attendance.	1—149	89	115 — 5 — 175	1—149	152	100 — 4 — 140		
		150—249	61	150 — 5 — 200	150—249	45	128 — 4 — 168		
		250 and over	38	195 — 5 — 300	250 and over	21	164 — 4 — 248		
BOROUGHES :									
†Bromley	Average number on the books.	1—99	1	Assistant's salary	1—99	2	Assistant's salary		
		100—149	2	150 — 195	100—149	2	110 — 155		
		150—199	1	160 — 215	150—199	3	120 — 175		
		200—249	3	175 — 230	200—249	5	135 — 190		
		250—299	1	190 — 245	250—299	3	150 — 205		
300 and over	—	200 — 255	300 and over	1	160 — 215				
§Chesterfield	Accommodation	1—350	8	150 — 5 — 195	1—250	15	100 — 5 — 115		
		351 and over	1	170 — 5 — 215	251—400	4	110 — 5 — 120		
					401 and over	2	110 — 5 — 130		
||Chorley...	A fixed sum of £125—5—150 together with 3/- per unit of average attendance for the first 400 units and 1/6 per unit thereafter; 7 posts.			A fixed sum of £87½—3½—105 together with 3/- per unit of average attendance for the first 400 units and 1/6 per unit thereafter; 16 posts.					

* If a headmaster is appointed to a school with an average attendance under 61, the salary is that payable under the scale to a headmistress, unless the Education Committee determine to pay any larger salary. In 1913-14 there were 24 such posts. In the first 3 grades annual £5 increments are given in the initial stages. In the later stages, and in the last 2 grades salaries are revised triennially on their merits.

† The commencing salaries of head teachers appointed from within the County are based on the assistant teachers' scales with the following additions:—Grade 1, £10 men, £8 women; Grade 2, £20 men, £16 women; Grade 3, £40 men, £32 women.

‡ Increments of not more than £5 for 4 years; £10 for 2 years (grade 1, one year only); and £5 for 3 years.

§ In the case of an appointment to a school with accommodation of not more than 100, the Committee reserve the right of fixing the salary without regard to the scale.

|| £2 per annum is paid for each student teacher.

Area.	Basis of Grading.	Men			Women.		
		Grades.	Posts.	Scale.	Grades.	Posts.	Scale.
1.	2	3.	4.	5.	6.	7.	8.
BOROUGHES (cont.):				£ £ £			£ £ £
*Pembroke	Average attendance.	1—120	2	100 — 3½—107	1—120	2	Girls 93—3½—100
		121—140	—	110 — 3½—117	121—140	3	Infants 88—3½—95
		141—160	—	120 — 3½—127	141—160	1	Girls 93—3½—100
		161—180	2	130 — 3½—137	161—180	1	Infants 88—3½—95
		181—200	—	140 — 3½—147	181—200	1	Girls 103—3½—110
		201—250	—	150 — 3½—167	201—250	2	Infants 98—3½—105
		251 and over	1	170 — 3½—180	251 and over	1	Girls 113—3½—120
						1	Infants 108—3½—115
						1	Girls 123—3½—130
						1	Infants 118—3½—125
†Shrewsbury	Average attendance.	1—99	—	Maximum 130	1—99	5	Maximum 100
		100—150	4	„ 150	100—150	12	„ 110
		151—200	1	„ 170	151—200	1	„ 120
		201—250	1	„ 190	201—250	2	„ 130
		251—300	1	„ 210	251—300	—	„ 140
URBAN DISTRICTS:							
Acton ...	Accommodation and average number on books	1—399	5	180 — 5 —195— 10 — 270	1—399	9	140 — 5 —155— 10—220
		400 and over	3	210 — 5 —225— 10 — 320	400 and over	8	160 — 5 —175— 10—250
‡Bilston ...	—	Departments of every size.	7	180 — 5 —200	Departments of every size.	4	Mixed and Girls 100 — 5 —120
						5	Infants (T) ‡ 90 — 5 —115
						2	Infants (O) ‡ 80 — 5 —100
Farnworth	—	£110—4—154 together with 4/- per unit of average attendance, subject to a minimum of £160 and a maximum of £220 : 8 posts.			Departments of every size.	5	(T) 100—2½—150
						6	(O) 90—2½—140
§Swinton and Pendlebury	A fixed sum according to length of experience, together with an allowance per unit of average attendance : for particulars see footnote : 8 posts.			A fixed sum according to length of experience, together with an allowance per unit of average attendance : for particulars see footnote : 12 posts.			
||Walthamstow	Accommodation	1—350 351 and over	2 21	160—255 170—285	1—350 351 and over	6 32	130—170 140—180

* The headmasters of 4 schools receive fixed salaries of £150, £167, £167 and £260 per annum respectively.

† One school outside grade, average attendance 519, headmaster's salary £300.

‡ It is understood that in the larger schools the maxima for head mistresses are £10 or £20 above the scale. T = with college training ; O = without college training.

§ Head teachers are divided into 4 classes A, B, C, D according as they have had charge of schools for less than 5 years, 5 years but less than 10 years, 10 years but less than 15 years, 15 years or more. The fixed sums are as follows :—

	Class A.	Class B.	Class C.	Class D.
Men ...	120	135	156	175
Women ...	80	90	100	110

The allowance per unit of average attendance is for men 4/- for the first 300 units, 3/- for the next 100, and 2/- thereafter. The rates for women are half the corresponding rates for men.

|| Three annual increments of £5 are given and thereafter annual increments of £10. After 5 years at maximum men get £10 extra and thereafter £5 quinquennially. After 5 years at maximum women get £5 extra and thereafter £3 quinquennially.

Area.	Basis of Grading.	Men.			Women.			
		Grades.	Posts.	Scale.	Grades.	Posts.	Scale.	
1.	2.	3.	4.	5.	6.	7.	8.	
COUNTY BOROUGH:				£ £ £			£ £ £	
Bath ...	Average attendance.	1—99 100—200 201—300 301 and over	2 9 5 1	Considered individually. 140 — 5 — 180 — 5*—200 150 — 5 — 200 — 5*—225 160 — 5 — 220 — 5*—250	1—99 100—200 201—300 301 and over	3 24 5 1	Considered individually. 105 — 5 — 120 — 5*—130 110 — 5 — 130 — 5*—140 115 — 5 — 135 — 5*—150	
†Brighton...	Average attendance.	1—149 150—230 231 and over	7 5 14	160 — 5 — 200 180 — 5 — 225 200 — 5 — 250	1—149 150—230 231 and over	13 21 18	120 — 5 — 135 135 — 5 — 150 150 — 5 — 180	
Cardiff ...	Average attendance.	1—200 201—399 400 and over	7 14 9	175 — 10 — 225 190 — 10 — 240 230 — 10 — 300	1—200 201—399 400 and over	25 29 14	100 — 10 — 150 115 — 10 — 175 130 — 10 — 200	
Coventry...	†See footnote.	—	—	190 — 10 — 220 210 — 10 — 250 230 — 10 — 280	—	—	110 — 5 — 120 115 — 7½ — 130 120 — 10 — 140 140 — 10 — 160 160 — 10 — 180 170 — 10 — 200	
§Croydon	Accommodation.	1—200 201 and over	5 23	160 — 5 — 200 180 — 5 — 270	1—200 201 and over	7 46	110 — 5 — 140 120 — 5 — 170	
||East Ham	—	Departments of every size.	18	180 — 270	Departments of every size.	39	140 — 190	
¶Hastings	Average attendance.	1—150 151—275 276 and over	9 7 2	150 — 5 — 175 150 — 5 — 180 — 10 — 200 150 — 5 — 180 — 10 — 220	1—150 151—275 276 and over	27 8 —	100 — 5 — 135 100 — 5 — 145 110 — 5 — 170	
Kingston-upon-Hull	Each department is allocated by the Committee to one of four groups. The salaries paid in each group are as follows. The increments are biennial.							
					Maximum.			
	Departments.	Minimum.	Increment.		Group 1.	Group 2.	Group 3.	Group 4.
	Boys ...	£157½	} £10		£207½	£220	£240	£280
	Girls ...	£100				} £150	} £160	} £170
	Junior ...	} £90			£140			
	Infants ...							

* Quinquennial increments.

† The maxima may be increased by £10 after 10 years' service at the maximum of the scale.

‡ The departments are allocated to the grades individually. Size is the principal determinant.

§ After not less than 12 years' service in a school with accommodation exceeding 200, head teachers may on the special recommendation of the Elementary Education Sub-Committee proceed to a maximum for men of £300 and for women of £200 by annual increments of £5 in each case, but at no time shall the head teachers on such higher scale exceed ten.

¶ Annual increments of £10 to £260 (men) and £180 (women), thence by annual increments of £5 to the maxima.

¶ The maxima are increased by £5 for every 5 years' service at the maximum of the scale.

Area.	Basis of Grading	Men.			Women.		
		Grades.	Posts.	Scale.	Grades.	Posts.	Scale.
1.	2.	3.	4.	5.	6.	7.	8.
COUNTY BOROUGHES (cont.): Manchester	Average atten- dance.	1—149	10	£ 170 — 10 — 220	1—149	49	£ 130 — 5 — 140
		150—199	9	£ 170 — 10 — 240	150—199	56	£ 130 — 5 — 150
		200—299	49	£ 180 — 10 — 260	200—299	82	£ 135 — 5 — 160
		300—399	32	£ 190 — 10 — 280	300—399	39	£ 140 — 5 — 170
		400—499	24	£ 200 — 10 — 290	400—499	17	£ 145 — 5 — 180
		500 and over	20	£ 210 — 10 — 300	500 and over	5	£ 150 — 5 — 200
*Norwich	Average atten- dance.	1— 99	—	Grade A, 110 — 5 — 130	1—150	5	Girls and Mixed Grade A, 80—5—100
		100—150	4	Grade A, 130 — 5 — 150		10	Infants Grade A, 75—5—95
		150—225	2	Grade A, 150 — 5 — 175	150—225	13	Girls and Mixed Grade A, 90—5—115
		225—325	5	Grade A, 160 — 5 — 185		3	Infants Grade A 80—5—105
		326 and over	9	Grade B, 200 — 5 — 225	225—325	9	Girls and Mixed Grade A, 100—5—125
		Central Hall Schools.	—	Grade C, 260 — 5 — 300		8	Infants, Grade A 90—5—115
			326 and over	6	Girls and Mixed Grade B, 130—5—150		
				2	Grade C, 150—5—160		
					Infants Grade B, 120—5—140		
					Grade C, 140—5—150		
†Stockport	A fixed sum of £120—5—175 together with an allowance per unit of average attendance: for particulars see footnote: 30 posts.			A fixed sum of £80—5—110 together with an allowance per unit of average attendance, subject to a minimum of £120: for particulars see footnote: 39 posts.			
Stoke-on- Trent	Average atten- dance.	1—199	8	£ 160 — 5 — 180	1— 99	3	£ 100 — 5 — 110
		200—299	27	£ 170 — 5 — 190	100—199	48	£ 105 — 5 — 115
		300—399	11	£ 180 — 5 — 200	200—299	42	£ 110 — 5 — 120
		400—499	4	£ 190 — 5 — 220	300—399	14	£ 115 — 5 — 125
		500 and over	8	£ 220 — 5 — 240	400 and over	3	£ 120 — 5 — 130

* Head teachers are graded in 3 grades, A, B, C, according to their length of experience as head teachers. Grade A consists of teachers with less than 5 years' experience. No teacher with less than 5 years' experience is eligible for Grade B. No teacher with less than 10 years' experience is eligible for Grade C.

† For a head master of a senior school the fixed sum is £25 in excess of the above scale. The allowances for average attendance are for men 4/- per unit for the first 300 units, 3/- per unit for the next 100, 2/- per unit for each unit over 400; the rates for women are half the corresponding rates for men. An extra payment of £10 per annum is made if the school obtains the full grant, and £5 per annum if the grant is reduced.

LIST OF WITNESSES, &c. WHO GAVE EVIDENCE BEFORE THE COMMITTEE.

CLASSIFIED LIST OF WITNESSES, &c.

The witnesses who appeared before the Committee fall under seven heads, as follows:—

- A. Officers of the Board of Education.
- B. Witnesses nominated by Associations of Local Authorities.
- C. Witnesses nominated by Associations of Officers of Local Education Authorities.
- D. Officers of Local Education Authorities.
- E. Teachers nominated by Teachers' Associations.
 - (i) Teachers in ordinary Elementary Schools.
 - (ii) Teachers in Schools for Blind, Deaf, and Defective Children.
- F. Uncertificated Teachers.
- G. General.

A. OFFICERS OF THE BOARD OF EDUCATION.

Mr. F. H. B. Dale, C.B., Chief Inspector of the Elementary Branch of the Board.
 Miss E. Castell, H.M. Inspector of Schools.
 Miss E. E. Kemble, H.M. Inspector of Schools.
 Mr. H. J. R. Murray, Divisional Inspector.
 Mr. H. Ward, Divisional Inspector.
 (See also under Memoranda, page 63.)

B. WITNESSES NOMINATED BY ASSOCIATIONS OF LOCAL AUTHORITIES.

- (1) County Councils Association:—
 Alderman Dunn, Chairman of West Riding Education Committee.
 Mr. W. W. Finny, Secretary of the Surrey Education Committee.
 Mr. J. L. Holland, Secretary of the Northamptonshire Education Committee.
 Mr. S. Howard Whitbread, C.B., Chairman of the Bedfordshire Education Committee.
- (2) Association of Education Committees (England and Wales):—
 Alderman Cook, Chairman of Bristol Education Committee.
 Dr. W. L. Freeman, Director of Education, Stoke-on-Trent.
 Rev. W. J. Thomas, Chairman of Wood Green Education Committee.
- (3) Federation of Education Committees (Wales and Monmouth):—
 Alderman Hopkin Morgan, J.P., Chairman of Glamorgan County Council.
 (See also under Memoranda, page 63.)
- (4) Association of Municipal Corporations:—
 Mr. A. C. Coffin, Director of Education, Bradford.
 Councillor W. C. Dawson, Chairman of the Education Committee, Hull.
 Mr. J. B. Johnson, Secretary of the Education Committee, Ealing.
 (See also under Memoranda, page 63.)

C. WITNESSES NOMINATED BY ASSOCIATIONS OF OFFICERS OF LOCAL EDUCATION AUTHORITIES.

- (1) Association of Directors and Secretaries for Education:—
 Mr. J. E. Holden, Secretary of the Education Committee, Rochdale.
 Mr. C. J. R. Tipper, Director of Education, Westmorland.
- (2) National Association of Education Officers:—
 Mr. E. W. B. Abbott, Secretary for Education, Maidstone.
 Mr. J. Graham, Secretary for Education, Leeds.

D. OFFICERS OF LOCAL EDUCATION AUTHORITIES.

Sir Graham Balfour, Director of Education, Staffordshire.
 Sir Robert Blair, Education Officer, London County Council.
 (See also under Memoranda, page 63.)

E. TEACHERS NOMINATED BY TEACHERS' ASSOCIATIONS.

Ordinary Public Elementary Schools.

- (1) National Union of Teachers:—
 Mr. T. Beaton, Brampton, Cumberland.
 Mr. W. D. Bentliff, London.
 Miss E. R. Conway, Liverpool.
 Miss M. E. Little, Breadsall, nr. Derby.
 Mr. G. H. Powell, Colchester.
- (2) National Association of Head Teachers:—
 Miss M. A. Cox, Birmingham.
 Mr. H. R. Morrell, York.
- (3) National Federation of Class Teachers:—
 Mr. F. Barraclough, Leeds.
 Miss E. Phillips, Cardiff.
- (4) National Federation of Women Teachers:—
 Miss E. E. Froud, Stratford.
 Miss E. A. McKenzie, Harlesden.
 The Federation also submitted a written memorandum (see page 63).
- (5) London Teachers' Association:—
 Miss E. Murray.
 Mr. W. J. Pincombe.
 Mr. F. E. Wolstenholme.
- (6) Association of Teachers of Domestic Subjects:—
 Miss M. E. Marsden, Head of the Training Department, Battersea Polytechnic.
 Miss A. Turnbull, Principal of the National Society's Training College for Teachers of Cookery and other Domestic Subjects, West Hampstead.
- (7) National Association of Manual Training Teachers:—
 Mr. J. W. Riley, Rochdale.
 Mr. W. P. Smith, Dulwich.

Schools for Blind, Deaf, and Defective Children.

- (1) Association of Teachers of the Blind:—
 Mr. J. M. Ritchie, West Hampstead.
- (2) National Association of Teachers of the Deaf:—
 Mr. F. G. Barnes, L.C.C. Deaf School, Homerton.
- (3) National Special Schools Union:—
 Mr. G. B. Dodds, East Finchley.
 Mrs. Dawson Follett, Dulwich.
 (See also Memorandum by Dr. Eichholz and Dr. Janet Campbell.)

F. UNCERTIFICATED TEACHERS.

Miss R. H. Grange, Bournemouth.
 Mrs. Grace Hearne, George Green, Slough.
 Mrs. Mather, Manchester.
 Mrs. Strettell, Bradford.
 (See also under Memoranda, page 63.)

G. GENERAL.

Witness nominated by the National Educational Association:—
 Mr. G. L. Bruce.

LIST OF MEMORANDA.

Written Memoranda were submitted to the Committee by the following persons who did not appear before the Committee as witnesses :—

- | | |
|--|---|
| (1) Dr. Eichholz and Dr. Janet Campbell, Medical Officers of the Board of Education. | of Education Committees (Wales and Monmouth). |
| (2) Councillor J. S. Furley, Chairman of the Winchester Education Committee, nominated by the Association of Municipal Corporations. | (5) The London Association of Head Teachers of Central Schools. |
| (3) Mr. Spurley Hey, Director of Education, Manchester. | (6) Mr. Percival Sharp, Director of Education, Newcastle-upon-Tyne. |
| (4) Mr. Jenkin James, Director of Education, Aberystwyth, nominated by the Federation | (7) National Union of Uncertificated Teachers, London Branch. |
| | (8) West Riding Teachers Association. |
| | (9) National Federation of Women Teachers. |

ALPHABETICAL LIST OF WITNESSES.

Abbott, Mr. E. W. B.	Dale, Mr. F. H. B.	Holden, Mr. J. E.	Phillips, Miss E.
Balfour, Sir G.	Dawson, Mr. W. C.	Holland, Mr. J. L.	Pincombe, Mr. W. J.
Barnes, Mr. F. G.	Dodds, Mr. G. B.	*James, Mr. J.	Powell, Mr. G. H.
Barracrough, Mr. F.	Dunn, Mr. H.	Johnson, Mr. J. B.	Riley, Mr. J. W.
Beaton, Mr. T.	*Eichholz, Dr. A.	Kemble, Miss E. E.	Ritchie, Mr. J. M.
Bentliff, Mr. W. D.	Finny, Mr. W. W.	*Langrick, Mr. B.	*Sharp, Mr. P.
Blair, Sir R.	Follett, Mrs. D.	Little, Miss M. E.	Smith, Mr. W. P.
Bruce, Mr. G. L.	Freeman, Dr. W. L.	McKenzie, Miss E. A.	Strettell, Mrs.
*Campbell, Dr. Janet.	Froud, Miss E. E.	Marsden, Miss M. E.	Thomas, Rev. W. J.
Castell, Miss E.	*Furley, Mr. J. S.	Mather, Mrs.	Tipper, Mr. C. J. R.
Coffin, Mr. A. C.	Graham, Mr. J.	Morgan, Mr. H.	Turnbull, Miss A.
Conway, Miss E. R.	Grange, Miss R. H.	Morrell, Mr. H. R.	Ward, Mr. H.
Cook, Mr. E. H.	Hearne, Mrs. G.	Murray, Miss E.	Whitbread, Mr. S. H.
Cox, Miss M. A.	*Hey, Mr. Spurley.	Murray, Mr. H. J. R.	Wolstenholme, Mr. F. E.

* These witnesses did not appear before the Committee but submitted written Memoranda.

DEPARTMENTAL COMMITTEE FOR ENQUIRING INTO THE PRINCIPLES
WHICH SHOULD DETERMINE THE CONSTRUCTION OF SCALES
OF SALARY FOR TEACHERS IN ELEMENTARY SCHOOLS.

REPORT

OF THE

DEPARTMENTAL COMMITTEE

FOR ENQUIRING INTO THE

PRINCIPLES WHICH SHOULD DETERMINE THE
CONSTRUCTION OF SCALES
OF SALARY FOR TEACHERS IN ELEMENTARY
SCHOOLS.

VOLUME II.

SUMMARIES OF EVIDENCE AND MEMORANDA

Presented to Parliament by Command of His Majesty.



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OF SALARY FOR TEACHERS IN ELEMENTARY SCHOOLS.

REPORT.

VOLUME II.

Summaries of Evidence.

CLASSIFICATION OF WITNESSES.

The Witnesses have been arranged under seven heads, as follows :—

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- B.—Witnesses nominated by Associations of Local Authorities.
- C.—Witnesses nominated by Associations of Officers of Local Education Authorities.
- D.—Officers of Local Education Authorities.
- E.—Teachers nominated by Teachers' Associations,
 - (i.) Teachers in ordinary Elementary Schools.
 - (ii.) Teachers in Schools for Blind, Deaf, and Defective Children.
- F.—Uncertificated Teachers.
- G.—General.

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Sir Robert Blair, Education Officer, London County Council	31

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F.—UNCERTIFICATED TEACHERS.

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G.—GENERAL.

Witness nominated by the National Educational Association :—	
Mr. G. L. Bruce	55

MEMORANDA.

Written Memoranda were submitted to the Committee by the following persons who did not appear before the Committee as witnesses :—

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SUMMARIES OF EVIDENCE.

[N.B.—These summaries have in all cases been submitted to the various witnesses and approved by them. Whenever possible the summaries are based upon the wording of the précis submitted by the witnesses before they appeared before the Committee.

The summaries follow generally the order of the questions given in the Committee's Questionnaire, of which a copy is given on page 71.]

A.—OFFICERS OF THE BOARD OF EDUCATION.

[It should be understood the Board's Officers only express their personal views. They must not be taken as representing the views or the policy of the Board.]

MR. F. H. B. DALE, C.B., Chief Inspector of the Elementary Branch of the Board.

[N.B.—Mr. Dale's evidence was only given on certain points on which the Committee specially desired his views.]

I. *The Question of "Superscales," etc.*—There is a well-recognised difficulty due to the fact that there are not nearly enough head teacherships to afford opportunities of promotion to all Class Teachers. In country areas where there are many small schools, the difficulty is much less acute; but in large urban districts there is a striking lack of prospects of promotion for Class Teachers, and in the future this will be accentuated rather than otherwise if classes become smaller and the proportion of Head Teachers to Class Teachers is further reduced in consequence. The result of this is that large numbers of teachers have nothing to look forward to when they reach the maximum of the Class Teachers' scale, and this will remain true even if the scale is lengthened.

It is very desirable to devise some remedy for this state of things. It is injurious to the teachers who, like all other human beings, tend to rest on their oars in the absence of all stimulus to exertion and of all recognition of merit, and it causes a wrong impression amongst the public who may get the idea that all teachers are much on a level if they are all paid alike. The danger of all large services is a drag towards mediocrity. What is needed is some stimulus which will make the competent teacher more competent, and the more competent teacher most competent.

One remedy may be found in the fact that in practice all Class Teachers are not doing the same work. There is a natural differentiation of Class Teachers; some will be occupied solely in class teaching, but there is an increasing number to whom special duties outside their class work may be allotted. There are, for instance, posts for women First Assistants in Mixed Schools under Head Masters, and for teachers who besides teaching a class act as supervisors of a particular subject, and many other opportunities for special work which involve a difference of function and greater responsibilities. These posts are not invented with the object of providing teachers with better salaries. They are the outcome of progress towards the better organisation of elementary schools.

When, however, all the available posts of this nature have been filled, there will still in many areas be a residuum of Class Teachers of exceptional merit, or long and very meritorious service, for whom no promotion can be found. I suggest that it is reasonable to reward these teachers with increased salaries even while they remain at work as ordinary Class Teachers.

There would then be two categories of Class Teachers to whom salaries in excess of the normal scale would be paid, those who were doing special work and those who remained simply as Class Teachers. It may be admitted that the selection of teachers for these two classes presents difficulties; but the difficulties are no greater than those which occur when Head Teachers are appointed, or when promotions are made in any large service. The task of selection is an invidious and delicate one, but it must not be shirked. It is not so difficult as to justify the worse alternative of a purely mechanical system.

It will, of course, be necessary that every possible safeguard shall be taken to ensure that the selection of teachers shall be made by competent and unbiassed persons under conditions which admit of no partiality or unfairness. The final responsibility must rest with

the Local Education Authority, but two safeguards may be mentioned. In the first place it is desirable that the preparation of a "short list" of candidates for submission to the Authority should be entrusted to a small sub-committee specially charged with this duty. Secondly, this sub-committee should never act upon the opinion of a single adviser, but should always obtain reports from at least two independent sources. This would apply not only to promotions, but also to appointments and dismissals of teachers.

In selecting teachers for special posts, the main ground for selection will be their aptitude for the work for which they are chosen. In selecting teachers for exceptional treatment while they remain Class Teachers, the whole of the qualities which make up a good teacher should be taken into account. Amongst the more important of these will be the personality of the teacher, his influence on his pupils, the weight he carries with his colleagues, his intellectual ability, and the work of his class. Long and meritorious service should also be considered.

It has been urged that while teachers as a whole might see no objection to higher salaries for special posts, they would resent strongly any system by which individual Class Teachers as such were singled out for special treatment. As regards this attitude I cannot but believe that if the system of selection were fair and promotion merited, teachers as a body would not be moved by jealousy but would assent to the recognition of degrees of competence within a grade.

To prevent any misunderstanding, it should be added that the creation of the second category of teachers referred to above is a totally different thing from the imposition of an "efficiency bar," an arrangement with which I have no sympathy. Efficiency bars are resented as they place a stigma on any teacher who does not pass them. It is, however, no stigma on a teacher not to get special promotion.

Lastly, I should mention that I attach much greater importance to the creation of the first category than to the second. I anticipate that it would be numerically the larger class, and would absorb most of the teachers whose merits entitled them to special treatment.

II. *Conditions of Increments.*—Increments should be an integral part of the contract between an Authority and a teacher, and should be awarded as a matter of right, and not as a favour, so long as a teacher is doing his best. It is improper that a teacher should have to make a special application for his increments.

An increment should only be withheld for deliberate and serious faults or culpability. If the teacher amends his ways after an increment has been withheld, he should be restored subsequently to the place on the scale he would have reached if his increment had not been withdrawn. If it should be necessary to withhold an increment twice, the teacher should be dismissed.

It is the business of a Head Teacher to warn an Assistant if he is not doing his best. If the warning does not result in improvement, the Head Teacher must report the matter to the Authority. He should not recommend the withholding of the teacher's in-

crement, as that is the Authority's business, not his. The Head Teacher's report should be in writing, and should be shown to the teacher, and the same is true of all other reports on which the Authority take action adverse to the teacher. The Authority should invariably obtain a second report from some competent person or persons other than the Head Teacher.

Head Teachers' increments should be given or withheld on the same conditions as those of Assistants. The reports in such cases will be given by the Local or Government Inspectors, the Director of Education, the managers, or other competent persons, and will be considered by the salaries' sub-committee.

It may be added that whereas all reports which may result in penal action should be shown to a teacher in order that he may have an opportunity of answering them, it is desirable that all reports obtained by an Authority on the work of various teachers with a view to selecting one of them for promotion should be regarded as confidential. A teacher is not entitled to enquire into the reasons which have led to the promotion of someone else.

III. *Uncertificated Teachers.*—For many years to come, Uncertificated Teachers must be regarded as an established class of teachers. It is not possible at present to do without them, especially in view of the needs of small country schools. Apart from this, their disappearance might tend to reduce the salaries of Certificated Teachers, and this would be a bad thing for the service as a whole. It must be recognised that as a class Uncertificated Teachers are inferior to Certificated.

Uncertificated Teachers fall naturally into two classes, the temporary and the permanent. The temporary class consists of young teachers who are preparing to take the Acting Teacher's Certificate examination or to go to College, and of girls who marry and drop out of the service. The permanent class includes those who never succeed in taking a higher qualification, but who remain in the service for life.

It is undesirable to offer a good scale of salaries to teachers in the temporary class, as they ought to have every inducement to go to College. On the whole, it seems best to give no scale at all, but to put all young Uncertificated Teachers on a flat rate, which should represent a living wage. This should continue till the teachers are about 27 or 28 years of age. After that a short scale might be given to women teachers, on the ground that they will presumably be permanent members of the service. Men, however, should have no scale at all, as nothing should be done to encourage them to remain Uncertificated.

MR. H. J. R. MURRAY, Divisional Inspector.

1. *The General Objects to be obtained by Scales of Salaries.*—A scale of salaries should take into account human and social, as well as educational, needs and duties. Thus it should be so adjusted as to enable a man to live without financial anxiety, to marry safely not later than 27, and to travel before the age of 35. It should never be necessary for a man to undertake a second occupation in order to marry and maintain a family; yet few scales, even in towns, have hitherto made this unnecessary. Instances could be given of teachers who in their spare time were tile-merchants, rate-collectors, coal-directors, cinema managers, tobacconists, etc. Many of them said they took up other work because their salaries were inadequate and they had no prospects in their profession. A good scale of salaries should not only prevent this dispersion of energies, but should also encourage a teacher to continue to improve his academic and professional qualifications between the ages of 30 and 40. The scale should provide for "grace" or "sabbatical" terms.

It follows that in the case of a man the scale should run over a long period. In the case of a woman the scale need not be so long; the personal needs remain fairly constant, and family calls tend to diminish with years. It has to be remembered, however, that unmarried women teachers often support their parents and in their old age have no help from their own children.

In considering the upper reaches of a scale the chances of promotion must be taken into consideration. These are much greater in County than in town areas. In the Counties in my own Division more than

This short scale for Uncertificated Women Teachers should be lower than that of Certificated Teachers; its maximum might be somewhere about the minimum for a Certificated Teacher—a little higher or a little lower. Speaking personally, I should welcome any system under which Uncertificated Teachers of quite exceptional merit and long service could be promoted to the grade of Certificated Teachers; but it is a matter of extreme difficulty to devise a method of selection for this purpose.

IV. *Supplementary Teachers.*—Supplementary Teachers differ in an important respect from Uncertificated Teachers, in that they have no recognised qualifications. They are local teachers, approved for service in a particular school. Some of them become by experience and aptitude quite good teachers of young children, but as a class they are inferior to Uncertificated Teachers. It is impossible to say for how long this class of teacher will be recognised. They should be the first class to be dispensed with when a large increase in the number of higher grade teachers can be secured.

It is difficult to put these teachers on a scale, as that would imply some form of permanent recognition. It seems safest to leave it to Authorities to deal with them on their merits. They should, of course, have such salaries as would enable them to live decently, and this involves an increase in the salaries generally given at present. Beyond that it is difficult to go. If a suitable system of selection could be devised, it would be a good thing to give exceptional Supplementary Teachers an opportunity of promotion to a recognised grade after long years of meritorious service.

V. *Recruiting of Teachers.*—The quality of women recruits to the service has hitherto been sufficient; but it is impossible to say what the case will be in future now that so many callings are open to women. The deficiency in women up to the present has been rather in quantity than in quality.

The reverse is the case with men. The number required has never been large, as men are not really needed except for boys over 11. More men, however, may be needed if smaller classes and other possible developments are attained. It is, however, mainly in the quality of men recruits that there was a falling off before the war. This at least is the opinion of the Heads of Training Colleges and various inspectors.

VI. *Probation.*—It seems unnecessary to say more in this connexion, for the purposes of the Committee, than that in my opinion any rules or regulations for a probationary period for Teachers should be quite independent of any questions of salary.

half the teachers are Head Teachers; in the towns only a fifth.

2. *County Scales.*—A County scale should attract its share of the best type of teachers, (a) for the sake of the children, who ought not to suffer because they live in sparsely populated districts, (b) for the sake of the communal life of the village. The School is rapidly becoming the most live organism in village life. In the past County salaries have failed to attract and failed to retain the best teachers. Those who remain have often lost heart in their work—particularly women who have not the same opportunities as men for engaging in country pursuits, and feel the loneliness and monotony of country life more. Work for the community has been the saving of the better country teachers.

In many cases schools have suffered from too frequent changes of teachers; in others from the too-long rule of a teacher with nothing to look forward to. Mobility is important, but not the flow from one County to another induced by variations in salary scale. What is wanted is a mobility which will bring the town teacher into the country for a while; he has much to gain from a period of service under country conditions. The ebb and flow from one County to another may be met by equalising opportunities under different County Authorities; the town teacher may be brought into the country school by bringing, in at least the earlier stages, the County scale up to that for town Assistant Teachers. It should be made worth while for a town Assistant of 3 or 4 years' standing to take a Headship in a Country School.

In many Counties a teacher's salary depends on the "staff-value" as laid down in Article 12 (a) of the Code. That is to say, if a teacher of higher qualification is employed than is strictly necessary, the teacher is only given the salary of the lower qualifications necessary to satisfy the Article. This ought to be forbidden. It is a penalty on children for living in a sparsely populated district.

3. *Town Scales.*—There are two general characteristics of the teaching service in towns. Promotions to headships are few, and the service tends to become a closed one. This result is to some extent inevitable, but it leads to weakness. Generally speaking, a small admixture of able men from outside is valuable as bringing in new points of view. Closed service has this further disadvantage that it results in teachers staying too long not only in the same town, but in the same school.

These difficulties can be met to some extent by creating a grade of First Assistants. If, however, such a grade is created, it must not depend on the needs of particular schools, as in Birmingham. It should consist of all Assistants who reach a certain level of attainments or service, irrespective of vacancies in individual schools.

4. *Initial Qualifications of Teachers.*—It is true that a Training College Course, or a University Course which ends in a Degree, often gives a teacher something which lasts all his life, as opposed to professional training which is soon merged in experience in school. In the main, however, and in the long run, it is the teacher's life-work which counts, not his starting qualifications. His most valuable possession—wider and deeper knowledge in any direction—is gained later in life than at the outset. Sufficient weight is given to a degree or other initial extra qualifications by allowing its holder to start two or three steps up the scale. Teachers who specialize successfully may be best rewarded by promotion to the "First Assistants" Grade, with a different and better scale.

5. *Head Teacherships and the Grading of Schools.*—It is almost universal to grade Headships by average attendance, *i. e.*, by the size of the school. Some grading is necessary for the sake of promotion, but the grades should neither be too few nor too many. The present system of grading by size sometimes introduces

Mr. H. WARD, Divisional Inspector.

1. *General.*—In deciding on the length of a scale, increments, &c., it should be remembered that young teachers should be able at an early date to recoup their parents for the long period during which they have been earning little or nothing, and in some instances to repay money borrowed for Training College expenses.

Probation.—It is not unreasonable, under existing conditions, for Local Education Authorities to require a period of probation for young teachers who require six to twelve months in which to apply and consolidate what they have learnt during their training, and to become really at home with a class. But probation should not affect the initial salary, nor should it take the form of working "on supply," for nothing is more disheartening to a young teacher than to be sent from school to school to fill temporary vacancies.

Reports on Teachers' Efficiency.—Later on there might be one, or possibly two, "efficiency bars," that is, a scrutiny of a teacher's work more thorough than can be attempted on the occasion of the annual increment. The bar should only penalize really slack and incompetent work. Any teacher challenged at this point in his career should be furnished with the grounds of complaint and given an opportunity of defending himself, whether the challenger is an official of the Local Education Authority or of the Board of Education.

Initial Qualifications.—There should be no bonuses for special qualifications as such at the outset of a teacher's career, but teachers with degrees or equivalents should be put higher up on the scale in proportion to the number of extra years spent in preparation. "Distinctions" and "credits" won at the Final examination at the Training College should not be rewarded by any special position on the normal scale. They indicate the possession of industry and ability and suggest promise; but they are sufficiently rewarded by giving their possessors a pull in securing

hardship, *e.g.*, when a school is reduced in grade through an unavoidable fall in numbers, and does not recognize the difficulty of the small school. Nor does it lead to an even distribution of posts. The same system of grading when applied to different areas may produce very different results and give a much larger number of good posts to one area than to another where the general economic conditions are much the same. Grading therefore must not depend on size alone. It is desirable that in all Counties some small schools should be in the highest grade; to run a small school successfully is at least as hard as to run a school of any size, and children in small schools should have the chance of being taught by the most able teachers in the Authority's service.

6. *Increments.*—Normal increments should be given on a certificate of satisfactory service. A more extended review of the teacher's service at a definite stage in his career is desirable before admission to the upper part of the scale. Such a review, however, presents difficulties. It is far from easy to secure a just estimate of teaching ability. Yet the scale must not be applied automatically. Any such action implies equal competence of all teachers, whereas the reverse is the fact.

7. *Teachers of Domestic Subjects.*—Training in Domestic Subjects costs more than normal training for the teaching profession, but Authorities often pay smaller salaries to Domestic Subjects Teachers. Such teachers, however, should not be side-tracked or regarded as "extras," but accepted as an integral part of the profession. This is more important than the raising of their salaries. Moreover, no obstacle should be placed in the way of Certificated Teachers specializing in Domestic Subjects or in Handicraft; they should be able to do so without any injury to their prospects of obtaining a Headship.

8. *"Special" Schools.*—It is very undesirable that teachers should remain too long in Special Schools. They too should remain an integral part of the teaching profession, and their salary scale should lead to the same maximum as that of teachers of the same grade in ordinary schools. Service in schools for Mentally Deficient Children should be regarded as one of the points which qualify a teacher for promotion in Infant Schools.

appointments. Qualifications, in the widest sense, which are acquired at a later age and are backed by experience should be reckoned much more highly in the future than the useful distinctions won before the age of 23.

2. *Certificated Class Teachers.*—One of the fundamental considerations to be borne in mind in constituting scales of salaries for Certificated class teachers is that large numbers of such teachers must remain assistant teachers all their lives. It follows that the scales of salaries and the organization which depends on them should be such as not only to attract teachers to the profession, but also to provide a stimulus and an interest to them during their career. In addition, therefore, to the normal scale for class teachers, there should be a superior grade of scale, with a fresh maximum, into which should be promoted class teachers who merit such promotion. The two main qualifications for promotion to the higher grade of scale would be:—

- (a) Unusual success in ordinary posts, even if the teacher is not suitable for special posts, or for promotion to a headship.
- (b) Success in special posts.

The hope of promotion to the higher scale, and also the interest of the work of the special posts, would keep alive the teachers' interests in their profession and should stimulate enterprise and originality. The special posts would be such posts as those of second Masters and Mistresses in large Schools, Senior Mistresses in Mixed Schools, Special Kindergarten Mistresses, or posts which gave opportunities to teachers to specialize in their best subjects. These posts should not in themselves carry a higher salary; but they would commonly be given to teachers on the higher scale, or would enable their occupants to rise to that scale. These special posts would have a considerable effect in stimulating the keenness and ambition of a large body of teachers who at present are industrious

and conscientious, and who possess a good deal of technical skill, but who are unoriginal and unimaginative. The fact is that teachers are not formed at the beginning of their career, but require continuous development later on, and for this they must be helped to retain an interest in study.

There should be no great difficulty in arranging for the selection of teachers for promotion to the higher scale of salary if the Local Education Authority and the Head Teachers worked together over it. The assistance of H.M. Inspector could be relied on if it were needed.

Another means of keeping alive the keenness of class teachers in middle life is the more frequent application of the idea of the "grace" term or year. The time should be used for special study, visits to schools, or travel. Occasional days of absence are no substitute for the longer period. One mode of employing the "grace" year is to spend it at a Training College, in order to study for some special purpose. For example, the Manchester Day Training College started a class for women teachers, most of whom were over 30 years old and had done no study or examination work for a long time. The object of the course was to fit them to become teachers of Mentally Deficient children. The teachers showed great zest when once they settled down to work, and the experiment proved what could be done to revive and stimulate the activities of assistant teachers of some standing who had become rather rusty in their schools.

3. *Scales of Head and Assistant Teachers.*—The relation of the salaries of Head and Assistant Teachers depends on the view taken of the relation of their duties. In olden times, when the staff was as a rule very junior, the Head Teacher was as it were captain, and sometimes virtually owner, of the ship. Now he is more like the captain of a team. There should not therefore be any excessive discrimination between the salaries of the two classes, nor is there any reason why the salary of a Head Teacher should not sometimes be less than that of an Assistant in the same school. The latter may be an old and valued assistant, unsuited to be Head, working under a younger teacher who has not yet reached the maximum.

4. *Head Teachers.*—Even in towns, the grading of schools by size for salary purposes is not easy. In the largest schools, powers of organization are more prominent than powers of inspiration, and Heads of the largest schools are not necessarily greater men and women than the Heads of schools much smaller. In the country, size should count even less than in the towns. Both in town and country it may be necessary to give high salaries in certain schools, often the largest, merely to provide a few "plums" for the teachers in the area; but the size of the school should have less effect on the Head Teacher's salary than the length of his service and his success in teaching.

Where grading by size is resorted to, minute subdivisions are strongly to be deprecated, on the grounds that the Head Teacher is too constantly preoccupied with his actual numbers and that he inevitably tends to press for the early promotion of infants and jealously to watch neighbouring and competing schools. Few grades with large steps, therefore, are preferable.

5. *"In-breeding" and Migration.*—The evils of "in-breeding" are apt to be exaggerated; but the fact

remains that the conditions attached to many scales of salaries prevent teachers from seeking experience elsewhere than at home and also sometimes discourage them from transferring themselves to other types of school within their own area. They become immobile in mind because they are immobile in body, and remain too long not only in the same town or neighbourhood but even in the same school. The obstacles to migration and change should be removed. The teachers of a given locality are apt to get into a rut, and the occasional importation of a teacher from outside has a beneficial effect. Service in one area should certainly count in another, with safeguards against frequent and capricious removals. It should be possible for teachers of 35 and 40, or older, to change from one town to another.

6. *Schools of Special Difficulty, &c.*—Some consideration should be given to teachers in schools of special difficulty, but such teachers should not receive higher salaries. If they get a bonus for the work it is difficult to take it away again, and the result is that the teachers remain in these schools for the sake of the bonus longer than is good either for them or for the school. It would be much better if there could be a more easy interchange of teachers between ordinary schools and those of special difficulty. Schools of special difficulty should have more teachers and smaller classes.

7. *Teachers of Domestic Subjects and Handicrafts.*—Domestic Subjects Teachers, if trained, should be treated as Certificated Teachers so far as the salary scale is concerned.

In the case of Handicraft Teachers, it is difficult to assign a training and examination for Artizans which can be considered as equal to the College training of the ordinary teacher. The scale, however, should be such as to induce Certificated Teachers to take up this work, or not to discourage them from doing so, and if they do they should, like other specialists, be eligible for ordinary headships.

8. *Uncertificated Teachers.*—Generally speaking, the scale of salaries of Uncertificated Teachers should not be so good as to make such teachers content not to become Certificated.

In very exceptional cases, specially skilful Uncertificated Teachers might be promoted to the Certificated Teachers' scale and privileges, in spite of their inability to pass the qualifying examination. This should not lead to the general idea that such teachers might look to become Certificated without examination. So also Supplementary Teachers of outstanding excellence might be promoted to the grade and privileges of Uncertificated Teachers. The number of the promotions would be exceedingly few.

9. *Country Schools.*—A low scale for Head Teachers of country schools, with no increments for service, will not secure the right persons for such schools. It will only attract young teachers, who will leave as soon as their responsibilities grow. What is wanted is a scale of salaries that will bring teachers of 30 and over into the schools after a few years of experience in country towns, large villages, and even large towns, as assistants, and keep them in the country, at any rate for a few years. The salary scheme should make it worth while for men to take even the smaller country schools.

MISS CASTELL, H.M. Inspector of Schools.

1. *Types of Scale.*—On the whole, the best type of scale is one which proceeds by annual increments for say 12 or 15 years, followed by quinquennial increments. At the same time good increments ought to fall due early in the scale in the case of men to enable them to marry. In the case of women teachers, the scale might be longer and more gradual.

2. *Salary during Probation.*—Young teachers fresh from College should be put on probation for a year. During this period they should receive the salary of Uncertificated Teachers; but if they pass the probationary period successfully they should be compensated for the cost of their training and the lowness of their probationary salary by being put higher up on the permanent scale.

3. *Conditions of Increments.*—It is desirable that increments should not be given to teachers who have

not rendered satisfactory service, and also that a scale should provide that at some stage in the teacher's career there should be a more extended review of the teacher's service than is usual at the time of the annual or other periodic increments, in order to decide whether the teacher should be admitted to the upper part of the scale. The difficulty lies in devising suitable means to effect these reviews. It is not satisfactory to trust solely to reports on teachers by Local Education Authorities' own Inspectors, and Head Teachers also are in a difficult position in relation to their Assistants. They hesitate to send in reports which may injure an Assistant's prospects of increase of salary. In practice what is needed is the co-operation of the Authority (including their Director and Inspectors), H.M. Inspector, and the Head Teacher.

4. Differentiation of Scales of Salaries.

(a) *Sex.*—Men and women should have equal pay in the Uncertificated Grade. Amongst Certificated Teachers women might have 20 per cent. to 25 per cent. less than men, and this exclusively on social grounds as the case is undoubtedly one of equal work. If men and women had equal pay, men's present salaries would in course of time tend to become lowered, and there would be the risk of driving them away from the profession just at a time when an effort is being made to keep boys longer at school and when therefore men's services in the schools are increasingly needed.

(b) *Marriage.*—Marriage should make no difference in salaries, unless equal salaries obtained between men and women, and then there should be increased salary for parenthood, not marriage in itself. But this is not practicable unless teachers are directly employed by the State, and could hardly be considered in relation to one profession in isolation.

(c) *Joint Appointments.*—Married teachers should be paid individually in relation to the work done by each.

(d) *Code Grade.*—Teachers might be graded as follows for salary purpose.

Group I.—(i) Pupil Teachers, (ii) Student Teachers, and (iii) Supplementary Teachers during 3 months spent in training and 1 year's probation.

Group II.—(i) Supplementary Teachers after Probation, and (ii) Uncertificated Teachers.

Group III.—Certificated Teachers.

(a) Lower grade, eligible for Assistant posts and as Head Teachers of small Schools.

(b) Higher grade, reached by training, satisfactory service, distinctions, University Degrees, &c. Care would have to be taken that such rewards were not so offered as to induce teachers to struggle for distinctions in subjects for which they have no particular bent. Teachers in this grade to be eligible for headships of larger schools, and specialist teaching in schools of higher grade.

As regards salaries, the Supplementary Teacher in Group II., i.e., after the Preparatory stage, should receive a living wage and rise to the same maximum as the Uncertificated Teacher, but by slower increment.

Suggestions as to the scales of salary for Group II. should be based on the view that Supplementary and Uncertificated Teachers should be regarded as belonging to a temporary grade. They do useful work for a time, but they should retire, say, at the age of 30, or possibly 35, if they have not qualified as Certificated Teachers by that time. With a recognised qualification for teaching it is altogether anomalous that unqualified teachers should continue to be permanently recognised. The remedy may be drastic, but would, of course, carry with it the sympathetic consideration of the case of all existing teachers of these grades.

The minimum in Group III. should show an increase of about 50 per cent. on the minimum of Group II. College trained teachers should be paid 10 per cent. higher than the lower grade and should reach a maximum which would give some adequate return for—

(a) 2 years without salary.

(b) 1 year with Uncertificated Teachers' salary.

(c) Part of the actual cost of training.

The salary in the higher grade would, as a rule, attach to the employment, not to the person.

(f) A higher salary might be fixed for teachers of special ability if, which is somewhat doubtful, satisfactory means could be devised for judging of this on a sufficiently broad basis.

(g) For teachers in Special Schools and for those in unattractive neighbourhoods or of special difficulty a slightly higher salary is desirable. Too decided a difference, however, might tend to attract the wrong kind of teacher for these posts, so often now held by teachers who have a real vocation for the work. There should be no difference between the salaries of teachers in Infant, Girls' or Boys' and Mixed Schools.

(h) *Size of School.*—It is not satisfactory to grade schools exclusively by size. Much depends on the organisation of the classes and of the staff.

A. Less than 100 names on the books: Head Teacher in charge of a class.

B. Between 200–300 names on the books: Head Teacher not in charge of a class.

C.—(i) Between 100–200 names on the books: Head Teacher in charge of a class.

(ii) Between 300–400 names on the books; Head Teacher not in charge of a class.

D. Above 400.

For the above grading the number on books is much to be preferred to average attendance, which in practice often breaks down badly in all questions of staffing and accommodation.

Grade B can be taken as an example of a normal school, ideally with classes of about 40, and with a teacher to each grade. This is obviously one of the easiest schools to manage.

Grade C (i)—It is reasonable, in a school whose numbers allow for no more than 4 moderate sized classes, to hold the Head Teacher responsible for the teaching of one of these. But, in practice, this occurs unfortunately also in larger schools, even those up to 250. The combination of Head Teachers' and Class Teachers' duties in these larger schools is more exacting than in schools of Grade B. In the smaller schools ranging downwards to 100, the teachers are often relatively more numerous and less well qualified than in the larger ones. Here the Head Teacher's supervision has to be close and more constant.

Grade C. (ii). Although the Head Teacher does not here duplicate the duties, he has more children to know and more Teachers to supervise.

Grade A. The greatly reduced numbers here make the Head Teacher's duties less responsible. For this to obtain, however, such schools should be liberally staffed.

Grade D. Increased numbers is the reason here for grading higher, but this should not be considered for schools over 400. These should be so organised as to allow of the Head Teacher delegating some of his duties to Senior Assistants of Departments. (See also paragraph 8 below.)

It is inadvisable to regrade at shorter intervals than periods of 3 years.

(i) *Cost of living.*—It may be desirable in theory to vary salaries according to the cost of living in different localities, but it is difficult to do so in practice. It is not easy to get at the facts, and moreover the cost of living fluctuates in the same place. The practical way of meeting the difficulty is to give salaries which are large enough to allow for ordinary fluctuations and differences. (See also (j) below.)

(j) *Rural and Urban Salaries.*—These should be the same. As a rule the cost of means of self improvement in rural districts balances the heavier cost of living in large towns. It has to be remembered also that living is not always cheaper in the country. In beauty spots in Devon, for instance, it is often very heavy. Systematic arrangements should be made for teachers in country schools who desire it to get back to town work after good service in the country. It is as a rule a bad thing for teachers to remain too long in isolated districts, especially in the case of women teachers living alone.

5. *Migration of Teachers.*—No obstacle should be placed in the way of teachers who desire to migrate from one area to another, as a "closed service" in any area is undesirable. Teachers however who have served one Authority faithfully should have some advantage as against outsiders when appointments and promotions are made. This would be secured if teachers from outside had, say, two thirds of their recorded service elsewhere counted when they were placed on the scale of a new Authority.

Temporary exchanges of teachers by Local Education Authorities might be useful if they could be arranged.

6. *Teachers of Domestic Subjects and Manual Training.*—Teachers of Domestic Subjects should rank for salary purposes with trained Certificated Teachers. They bear the whole cost of their training and, as things are at present, are not included in the pension scheme, unless they are also Certificated.

Manual Training teachers, i.e., teachers trained only for Handicrafts, should as a rule rank for salary with untrained Certificated Teachers; cases however should be considered on their merits, and the cost of their training and their pension prospects should carry weight.

7. *Head Teachers.*—The salaries of Head Teachers should as a rule exceed those of their Assistants, on

the ground that their responsibilities are greater. Cases might occur, quite exceptionally, in which a Head Teacher would receive temporarily a lower salary than an Assistant, but this would be compensated for by his being on a scale with a higher maximum.

It is important that teachers should be promoted to the Headships of small schools in rural areas while they are still young, *i.e.*, about 28-30 years of age, and are still adaptable and have not become too "set" in their ways as Class Teachers. It is to be noted that such posts are usually held by women. Teachers might thus get their necessary training as Heads, and their salary might begin about half way up the scale for Assistant Teachers. In country areas

such schools would be staffed by Uncertificated or Supplementary Teachers, and therefore difficulty is not likely to arise about their salaries exceeding those of the Head Teacher.

8. *Chances of Promotion.*—In an area in which there are few headships in proportion to assistantships, there should be posts for Assistants doing special work. In such areas there will be large schools, and such schools require senior Assistants in their different departments.

9. *Salaries in Adjacent Areas.*—An attempt should be made to assimilate the scales of salaries in force in adjacent areas. The matter could be dealt with by Joint Committees of the areas concerned.

Miss E. E. KEMBLE, H.M. Inspector of Schools.

I. *Types of Scale.*—The best type of scale appears to be one which provides annual increments for 12 years followed by quinquennial increments. At least four-fifths of the difference between initial salary and maximum should be obtained at the end of 12 years.

- (a) The majority of girls expect to be married by the age of 30. They want to earn a good salary before retiring into private life.
- (b) If salary of a young teacher is not attractive, girls will choose a commercial career.
- (c) Teachers require a good salary while they are young; their outlook is often narrow because, when young, they missed the opportunities which money gives.
- (d) When later increments are quinquennial, teachers feel that length of service is being recognised.

If a shorter scale with larger increments is adopted, the principal increments should be at the beginning if the initial salary is low; at the end if it is high.

II. *Probation.*—Young teachers just beginning work should be put on probation. The normal period should be for a year, but teachers should not be put on the salary scale unless their record of work is satisfactory, and the probationary period must be extended if necessary. Such extension should be without increments; but when the teachers are placed on the salary scale their years of service should be allowed; thus they lose nothing beyond the increment for the extended probationary period.

In order to give a teacher a fair chance, the school at which she is to pass her time of probation must be carefully selected.

III. *The conditions of increment.*—When teachers have obtained four-fifths of the total increments of their scale, special reports on their work should be made before further increments are made. These reports should be made, in the case of an Assistant, by the Head Teacher and the Authority's Inspector, and in the case of a Head Teacher by the Inspector alone. The reports, if adverse, should be shown to the teacher; the final decision should rest with the Education Committee of the Local Authority after the teacher has had the opportunity of stating his point of view. When increments are refused, cases should be reconsidered after a stated interval.

The opinions of H.M. Inspector on individual teachers would not be reliable in a large district, as he has no opportunity of seeing enough of their work.

Generally, it should be understood that Authorities have power to refuse increments in exceptional cases.

IV. *Grounds on which scales of salary may be differentiated:*—

(a) *Sex.*—Theoretically, there should be no difference in the salaries paid to men and women of the same grade. Payment should be based on the work done, and not on the needs of the worker. In practice, however, equal pay to men and women will not be possible for many years. It would mean an enormous increase in the cost of education if women's salaries were raised to the scale which must be drawn up to make the teaching service more attractive to men. The salaries now offered are not, and never have been, sufficient for men.

There is not much force in the argument that women are absent from illness for longer periods than men, and should be paid smaller salaries on that ground. If the fact could be established, the fair way to meet

it would be not to penalize all women, but to make deductions from the salary of those who were absent from illness.

On the other hand, the fact that women had more chances of promotion than men might reasonably be taken into consideration. But the following point would have to be considered. The majority of small country Headships are held by women; the salary received by them as Head Teachers is considerably below that received by Assistant Teachers in urban districts. For purposes of comparison it would be necessary to know the average age at which men and women receive a certain salary, not the average age at which they obtain Headships. When the question of sex affects the salary scale the difference between men's and women's scales of salary should be less in the first five years of service than later. The amount of the difference depends largely on the scale adopted for women.

(b) *Marriage.*—Marriage should not affect salary. It is not desirable that women should be retained as teachers after marriage, but that is a different question.

(c) *Initial qualifications.*—There should be a strong inducement to girls to go to a Training College. Financial aid should be given to suitable candidates to help them to meet expenses of training. When girls try to pass the Certificate Examination as acting teachers they impair their health, besides losing the advantages of training. Trained Certificated Teachers, therefore, should start with a salary at least £20 higher than that of untrained teachers, and the maximum of their scale should be £10 higher. A third year of training or a Degree should bring with it a further increase of 10 per cent. on the initial salary, but the final salary should be unaffected.

Teachers should not get a higher salary on account of Distinctions in the Certificate Examination.

An Authority's scale should be elastic enough to allow for special treatment of special cases, *e.g.* Certificated Teachers who have had residence at a University College, residence abroad, etc.

(d) *Special ability as a teacher.*—Salary scales need not provide for this, as teachers of special ability will secure the better paid posts.

(e) *Kind of School.*—Teachers in schools of a higher type should have a higher salary to encourage them to qualify for the work. Otherwise, no difference in salary should be made in respect of the different kinds of work that may fall to teachers in Public Elementary Schools. If higher salaries are offered to teachers in schools of special difficulty, or schools in specially unattractive districts, the teachers are tempted to remain in them too long.

(f) *Size of School.*—If schools are graded by size, the grades should be few, as otherwise Head Teachers change their posts too frequently. The grades should be based on the number of children on the books. If a school with a low percentage of average attendance were graded by its attendance, it would be graded low though its low percentage increased the difficulty of organizing it efficiently.

Schools should be regraded when the average number on roll reaches the higher grade for two consecutive years, and the increase is not due to temporary conditions.

The Head Teacher's salary should not be affected when a school is degraded.

(g) Living may be cheaper in the country than in towns, but country teachers need more money for

books, travel, classes, etc. Moreover, there are usually compensations for those who live in places where the cost of living is high. The salaries of country teachers, therefore, should only be slightly below those of teachers in towns.

V. *Migration*.—No obstacles should be placed to the migration of teachers from one area to another. The teaching service should be fluid. It is unwise to encourage teachers to stay too long in the same place. Service in one area, therefore, should be considered equivalent to service in another.

VI. *Uncertificated Teachers*.—Uncertificated Teachers should not be recognised permanently. They should be given five years in which to qualify as Certificated Teachers, and if they do not succeed they should leave the profession. Teachers 25 years of age are not too old to take up other careers.

As it is not desirable to encourage the retention of Uncertificated Teachers in the Education Service, the salary should be small.

VII. *Teachers of Domestic Subjects*.—Schools with a roll of over 350 girls should have a trained teacher of Domestic Subjects on the Staff, competent to teach Needlework and Domestic Science. Such a teacher

should be in the same position as Trained Certificated Teachers on the Staff, and should be on the same salary scale.

VIII. *Head Teachers*.—The initial salary of a Head Teacher might be the same as the maximum for an assistant; but the Head Teacher's salary should increase because—

- (a) a Head Teacher's responsibilities are greater than an assistant's; and
- (b) a person's authority is liable to be judged by salary received.

IX. *Chances of promotion*.—The teaching service should be so fluid that it ought not to be necessary to consider the salaries of assistant teachers in connexion with the possibilities of promotion in the area where they are teaching.

X. *Scales of salaries in adjacent areas*.—It is desirable that an attempt should be made to assimilate the scales of salaries in force in adjacent areas. Where there is much difference the better teachers tend to migrate to the area where salaries are higher; the children in the areas where the teachers are less well paid suffer in consequence.

B.—WITNESSES NOMINATED BY ASSOCIATIONS OF LOCAL AUTHORITIES.

(1.) COUNTY COUNCILS' ASSOCIATION.

COUNTY ALDERMAN H. DUNN, Chairman of the West Riding Education Committee.

1. *Types of Scales*.—A male assistant should ordinarily reach the normal maximum at about 30 to 36 years of age; a woman assistant perhaps a little earlier. In the case of a man at any rate there should be some special increase for long and specially efficient service, say at intervals of five years after reaching the ordinary maximum. A small but increasing proportion of the teachers should get these special increments.

Much depends upon whether a man marries, and, if so, at what age. Assuming him to marry at about 28, his expenses may be expected to grow up to about 45 years of age.

2. *Teachers on Probation*.—At least one careful and sympathetic report on the teacher should be required during the first year's service. It should be remembered that not unfrequently young teachers who do not show good disciplinary power during their first few months after leaving College, develop into excellent teachers. Beyond this, no period of probation appears to be possible in a County area.

3. *Conditions on which Increments are given*.—There should be each year a certificate of satisfactory conduct, efficiency and progress from the Head Teacher; and, so far as these matters come under their observation, from the Managers.

Though it is not, perhaps, easy for a Head Teacher to report to a governing body on a member of the same profession and probably also of the same teachers' organisation, this is a duty which a Head Teacher may reasonably be asked to assume, and which, of course, adds to his authority. Head Teachers' reports, however, should be carefully considered along with reports of H.M. and Local Inspectors.

In the case of Head Teachers, there should be a certificate from the Managers, and this should be combined with consideration of the reports of inspections of the work of the School by H.M.I. or other Inspector.

Within the ordinary run of the scale, those steps might be adequate. A more extended review should be given before any special increase is allowed.

4. *Grounds for Departure from the Normal Scale*.—

(a) *Sex*.—In the case of Uncertificated Teachers, probably not much differentiation is equitable; though it is to be remembered that the charge for board and lodging is usually higher for men than for women. Possibly a difference of 3s. or 4s. per week is reasonable.

In the Certificated grade, duties and responsibilities, other than those of the actual work, must be taken into account. A man should be assured of income adequate to provide for his family. The cases of women who have family responsibilities are less general, and though these responsibilities may decrease rather than increase with age, they are entitled to financial help in respect of young children if mothers are employed at all. The scales for women should not be so "long" as those for men, and the maxima should be about 25 per cent. less.

(b) *Marriage*.—No individual differentiation in salary on account of marriage alone appears to be practicable.

(c) *Joint Appointments*.—Each appointment should be separate, and paid according to the grade for which the position is recognised.

(d) *Code Grade*.—For men, certainly the only grade to be recognised as continuing through individual service should be the Certificated grade. The same should apply to the great majority of women. Salaries of other grades should not be such as to tempt the recipient to remain in them instead of going forward. Special consideration, however, may be necessary for women unable to become Certificated on account of health or for other satisfactory reasons.

(e) *Academic qualifications, etc.*—There should not be too minute differences on account of special qualifications. These would lead to certificate hunting rather than to education. Generally speaking, the only special qualifications recognised for salary purposes should be College Training, a University Degree or a Higher Froebel Certificate; though every possible opportunity for gaining wider knowledge and interest should be given to teachers, either by enabling them to attend other schools or otherwise.

Differences of salary due to special qualifications should apply to the maximum as well as to the minimum, subject to individuals of proved ability, width of outlook, etc., being able to pass beyond their normal maximum. If we believe in education, we believe that College Training, for example, makes a difference for life and not merely for a few years.

(f) *Special Ability as a Teacher*.—Most cases of this kind would be dealt with by the special increase indicated in (1) and by the passage beyond the normal maximum.

(g) *Special Types of School*.—As a rule there should not be differences in salary for work in different types

of school, the cases being met rather by differences in the size of classes, conditions of work, etc.

(h) *Size of School.*—Size of School should affect the salary of the Head and, in large Schools, of the First Assistant (particularly in Mixed Schools, where the First Assistant should be a woman). A small number of grades with large steps is desirable. Grades should be based on the number in average attendance rather than on the number on the Registers.

The grading, however, should only be used for the purpose of fixing the *minimum* salary of the Head Teacher in each school. I am of opinion that it is better not to have a scale of salaries for Head Teachers, or any maxima. Instead, the Authority should reconsider the salaries of Head Teachers every year or two and give such advances of salary as they think are merited. The work of some Head Teachers is not sufficiently satisfactory to merit regular increases of salary. It seems desirable to deal with such cases by retardation of increases of salary rather than by terminating the engagement of Head Teachers who do not keep abreast of the times in educational matters, or who for some reason fail to maintain a sufficiently high degree of efficiency. The proportion of such teachers, however, in the West Riding is exceedingly small.

(i and j). Differentiation of salary in different areas on account of varying cost of living, whether arising from the rural or urban position of the school, or from other circumstances, appears to be impracticable. The tendency might be to differentiate against the rural school, but teachers remote from railway stations have extra expenses, as, for example, costs of holiday and other travelling. As a fact, it is found more difficult to get teachers into the country than into the urban districts.

5. *Migration of Teachers.*—Speaking generally, teachers coming into an area should be placed under the scale in that area with an allowance for previous service. In practice some limitation of allowance is desirable to prevent unsatisfactory teachers of whom little is known in the area they enter being placed on a level with good teachers in that area. Two-thirds of previous service, for example, might be recognised at once and the whole after a year's satisfactory service.

6. *Uncertificated Teachers.*—The maximum salary of an Uncertificated Assistant should not be so high as the minimum of a Certificated one, and should

MR. W. W. FINNY, Secretary to the Surrey Education Committee.

The position of Counties adjoining London.

The Counties which adjoin London but which are partly rural, such as Surrey, present special administrative difficulties. Proximity to London has the effect of increasing the cost of almost every item of expenditure on Elementary Education. This is especially the case with the teaching service. It is not practicable to divide up a County like Surrey into districts according to the cost of living and to have a separate scale for each district. Teachers in the rural districts have therefore to be paid at the same rates as these in the extra-metropolitan area. Add to this that small country schools cannot be staffed nearly so economically as large town schools, and it will be seen what a large additional burden of expenditure is involved.

Attached to this summary of my evidence is a memorandum dealing with this point and with other financial aspects of proximity to London.

1. *Types of scale.*—A long scale with small increments is more economical to the Authority in view of wastage before the maximum is reached, but a short scale with larger increments is the more attractive from the point of view of the intending teacher. If a minimum is laid down by the Board of Education, the length of the scale depends chiefly on the amount of the annual increments.

The increments commonly given at present, viz., £5 for men and £4 for women, are smaller than those in other employments, e.g., clerical posts with a similar maximum for which the annual increments are nearer £10 than £5. Larger increments are desirable throughout the scale, and the increment should be increased after a certain period of service.

Quinquennial service increments beyond the general maximum are not desirable, as the additional expenditure entailed can be better spent in providing more attractive conditions at an earlier stage.

not be such an amount as to tempt the teacher to remain Uncertificated. Uncertificated Teachers who obtain their Certificates might be placed on the Certificated scale with an allowance for, say, half the period of their Uncertificated service, provided this does not exceed two or three increments under the scale.

7. *Teachers of Domestic Science and Handicrafts.*—Teachers of Domestic Subjects who are fully qualified (i.e., possess Diplomas in at least 3 subjects) should be graded as Trained Certificated Assistants, at any rate after a probationary period.

Handicraft Instructors may be either Certificated Teachers or qualified Artisans. The former should be paid on the scale for Certificated Assistants, but their maximum salary should not go to the full normal maximum for Certificated Assistants. When they have served, say, 6 years in a Handicraft Centre, they should be transferred to ordinary work as assistants and, after serving for some time as such, would have a strong claim for promotion to headships. Qualified Artisans should begin at a somewhat lower rate than Certificated Assistants, and should go to the rate at which these latter are transferred to ordinary work.

8. *Head Teachers.*—There appears to be no adequate reason why the minimum salary of a Head Teacher should necessarily exceed the maximum for an Assistant in the same Education Committee's area. Teachers might well be considered eligible as Heads of small schools after, say, 3 years' experience as Assistants. Neither does there seem to be any sufficient reason why a class teacher on appointment to a headship should receive an increase of salary unless the previous salary was less than that offered for the headship. The work of a class teacher is often more tedious and less interesting than that of a Head of a small or medium sized school.

9. *Chances of Promotion.*—It would scarcely be practicable, and might work very unfairly, to increase the average salaries paid to Assistants in areas where the chances of promotion are small. A much better plan would be to break down the custom existing in some areas under which appointments to the better paid posts are made only from within the area.

10. *Salaries in Adjacent Areas.*—Given equal conditions of work and cost of living, clearly there should be equal pay throughout the country; such equal conditions obtain to some extent in adjacent areas, and the Authorities of such areas should consider what can be done in the direction of equality of treatment.

2. *Probation.*—A teacher appointed on probation should receive the minimum of the scale during the probationary period, and, if the appointment is subsequently confirmed, the probationary period should be allowed to count for increment. Under the Surrey scale newly qualified teachers of all grades are appointed in the first instance for a probationary period of a year, during which their service is not counted for increment. This rule, which was introduced in 1910, has caused dissatisfaction, and has had the effect of discouraging applications from young teachers.

3. *Increments.*—After about 6 years' experience of each system, viz., automatic annual increments and increments granted on reports of Managers and Inspectors, I am strongly in favour of the former. It is true that to withhold an increment may operate as a stimulus to effort, but there are considerable administrative objections to this system. If a teacher's service is so unsatisfactory as to justify the withholding of an increment, the question of determining the appointment usually arises.

There is something to be said for a provision for an extended review of a teacher's service at a stage in the teacher's career when the ordinary maximum is being approached, with a view to the teacher proceeding to a further maximum, but in my view the balance of advantage is against this in a County area, where the opportunities of promotion are comparatively many. The decision in each case must largely depend on reports of the County Inspecting Staff, and the less these affect salaries the better. There is also the difficulty of fixing any limit for the number of teachers to be admitted to the upper part of the scale. If no limit is fixed, the financial liability of the Authority is indeterminate, while with a limit no teacher has any certainty as to his ultimate prospects.

4. (a) *Differentiation on Account of Sex.*—This is part of a large economic question, and without expressing any view on it in the abstract, I do not consider that under present conditions the rates of pay for men and women should be the same. The legal responsibilities of married men and the fact that, as a rule, the cost of living is higher for a man than for a woman cannot be ignored. The distinction in salary should be greater in the later than in the earlier stages of the teacher's career. Owing to the varying conditions in the areas of the different Authorities, which affect their scales, it is difficult to suggest any general basis for the relation of scales for men and women. In the case of Authorities who pay relatively high rates for women, the proportion is usually from 80 to 85 per cent. of the salaries for men.

(b) *Marriage.*—However desirable it may be to differentiate between married and single men teachers—and the distinction has been recognised in a number of the war bonus schemes adopted since the war—it does not seem practicable or desirable to provide for this in scales of salaries. If the circumstance of marriage is to affect a man's salary, the size of his family should also be considered.

(c) *Joint appointments.*—If joint appointments are made, the fact of the teachers being related should not affect their salaries.

(d) *Code Grade.*—It is obviously desirable that scales of salaries should differentiate in favour of the higher grade. In considering the extent of the distinction to be made, the proportion of Uncertificated to Certificated Teachers employed by the Authority must be considered. If the number of Uncertificated Teachers is relatively small, the scale need not be a high one.

It is desirable that the period of service of Uncertificated and Supplementary Teachers should be limited, and that teachers of these classes should only be retained beyond the limit fixed by the scale in exceptional circumstances.

The Surrey maxima for Uncertificated Teachers, men and women, is £15 below the corresponding minima for Trained Certificated Teachers, which in my view is too great a distinction.

(e) *Qualifications other than Code Grade.*—*Ceteris paribus* trained teachers should be on a higher scale throughout than untrained teachers. It is not merely a question of providing entrants to the profession with a sufficient inducement to undergo a course of training, or of the trained product being a better article than the untrained, but trained teachers are clearly more valuable to the Authority, as with certain exceptions they alone are potential Head Teachers, and in a County area—especially in the neighbourhood of London—an organised system of promotion to Head Teachership is essential if the services of the best teachers are to be obtained.

Additional payments for a Degree, distinctions in the Certificate Examination, or special qualifications for teaching particular subjects, are not desirable in the case of trained teachers.

In the case of untrained teachers, the possession of a Degree or, for women, the Higher Certificate of the Froebel Union may reasonably entitle such teachers to payment under the scale for Trained Teachers.

(f) *Special Ability.*—In a County area this is sufficiently met by an organised promotion scheme. The administrative difficulties in the way of the selection of special ability are a serious obstacle to differentiation on this account in the scale of salaries.

(g) *Nature of Employment.*—I have had little experience of Higher Elementary schools. There are a few Central Upper Standard Schools in Surrey, but so far as Head Teachers are concerned, no difficulty has been found in making suitable appointments under the County promotion scheme. It may be desirable to provide a special scale for teachers in such schools, if there is any considerable development in this direction as foreshadowed in the recent proposals of the Board of Education. Apart from this, I do not consider that any differentiation is necessary in the case of (i) Schools for senior as opposed to junior children, (ii) Mixed Schools as opposed to Schools for boys or girls only, (iii) Women teachers employed in Boys' Schools, (iv) Schools of special difficulty, or (v) Schools in specially unattractive neighbourhoods. A promotion scheme provides sufficiently for the last two cases.

In the case of Special Schools for Blind, Deaf, Defective and Epileptic Children, an increase in the general scale seems desirable, as teachers employed in such

Schools have less opportunities of promotion, but my experience of these Special Schools is limited.

(h) *Size of School.*—The separation of schools into Grades is necessary in order to secure a satisfactory promotion system for Head Teachers, but there should be as few Grades as possible. Prior to the revision of the Surrey Scale in 1910, there were 11 different grades of schools, which led to constant changes. In 1910 the number of grades was reduced to 3, with satisfactory results. The present grades are based on average attendance, the limits being below 150, between 150 and 250, and over 250. There is a great deal to be said for the substitution of the number on books for the average attendance as the basis for grading schools. Salary obviously ought not to depend on such factors as epidemics. On the other hand, grading by average attendance tends to improve its percentage.

Under an ideal system other considerations might be taken into account as well as size, but the practical difficulties are insuperable.

The number of classes would not be a satisfactory criterion, because this sometimes depends on premises, which are not entirely satisfactory.

In regrading, whether the number on the books or average attendance is taken, the mean of several years, say 3 to 5, should be taken. The latter is the period adopted in Surrey, and this has been found to facilitate promotion. In the case of new schools, the practice in Surrey is to take two-thirds of the recognised accommodation as the basis for fixing the grade, and this has been found to work satisfactorily.

(i) *Cost of living; (j) Situation of School.*—It is not practicable in a County area to make any special provision in the scale for either of these factors. The difficulties of differentiating between districts in the same area seem to be insuperable.

5. *Transfer of Teachers.*—“Free trade” in teachers is generally desirable, but with varying scales in force in different areas—and these are, in my view, inevitable—some limit should be fixed to the allowance for past service in cases of migration, especially in the case of Counties. If there is no such limit, there is the problem of the Assistant Teacher, who, though he has reached the maximum under one Authority and has failed to get a Headship, migrates to another Authority for the sake of the increased maximum offered by the latter.

6. *Relation of Certificated and Uncertificated Scales.*—This has been dealt with in paragraph 4 (d).

7. *Teachers of Special Subjects.*—The Teacher of Domestic Subjects has generally been through a course of training similar to that of a Trained Certificated Teacher, and should, in my view, be paid at least as well as, if not better than, the latter. The Handicraft Instructor, unless a Certificated Teacher, is as a rule a different type of teacher, and possibly a lower maximum than that of the Trained Certificated Teacher may be fixed in his case. In both cases the general absence in County areas of any appointments similar to Head Teacherships is a factor to be taken into consideration.

8. *Relation of Scales for Heads and Assistants.*—The responsibility of a Head Teacher should be recognised in any scale of salaries, and every Assistant should on promotion receive an immediate increase of salary, even in the case of very small schools. It is not necessary, however, that the minimum salaries of Head Teachers should exceed the maximum salaries of Assistants, at least in a County area. In Surrey all Teachers on promotion receive the grade allowance for the School to which they are appointed, which varies from £10 (Men) and £8 (Women) in the smaller schools to £40 (Men) and £32 (Women) in the larger schools. This has, up to the present, been found sufficient to secure an adequate flow of promotion, except in the case of women teachers for the smaller schools. The necessity under the regulations of the Surrey scale of serving as Head Teacher in a Grade I. School before obtaining the Headship of a Grade II. or Grade III. School is an inducement to Assistant Teachers to apply for Head Teacherships of small Schools.

9. *Promotion Schemes and Scales of Salary.*—The possibilities of promotion should affect the scales of salaries for Assistant Teachers. In a County area with an organised system of promotion, the chances

of obtaining a Head Teachership afford a definite inducement to a young teacher of ability with ambition and confidence in his powers, and I am satisfied that a number of such teachers prefer to enter the service of a County, like Surrey, where such a promotion scheme is in force, rather than that of a large County Borough, where the scale of salaries for Assistants is more attractive. A Part III. Authority, in which the chances of promotion are relatively small, unless otherwise attractive, is bound to offer a

better financial inducement for its Assistants than a County area with a promotion scheme.

10. *Scales in Adjacent Areas.*—I have attended several Conferences on this subject, but they have led to no result. Assimilation of scales of salaries is no doubt desirable, but is, in my view, impracticable with the present varying conditions. The difficulties are especially felt in the extra-metropolitan Counties like Surrey.

MEMORANDUM on the financial position of the Extra-Metropolitan Counties.

1. Proximity to London has the effect of increasing the cost of Elementary Education under nearly every heading of expenditure, and in particular the cost of staffing—and this effect is increased by the widely differing conditions of the north and south of a County area such as Surrey. I instance my own County partly because I am naturally more familiar with its conditions, and partly because it is the only County which is not to a great extent separated from London by a number of Part III. Authorities.

2. The geographical position of Surrey is as follows:—Going from west to east, the northern boundary of the Elementary Education area adjoins London in the populous urban districts of Barnes and Mortlake. East of this district the County is separated from London by the Part III. Authority of Wimbledon, after which it again forms the London boundary until it reaches the County Borough of Croydon. All the northern part of the County is thickly populated, and the conditions closely resemble those of London along the boundary. South of this the County is mainly suburban and residential in character until it reaches a line drawn roughly from west to east along the Hog's Back and through Guildford, Dorking and Reigate. South of this line, though still a residential neighbourhood, the conditions are mainly rural down to the southern boundary adjoining the Counties of East and West Sussex. I may mention that of the total number of children on the books of Elementary Schools in the County area alone 46 per cent. attend Schools in the Metropolitan Police area, which is bounded by an irregular line running from East Molesey on the west to a point south of Croydon on the east, and comprising in area less than one-sixth of the County.

Middlesex is separated from London by a number of Part III. Authorities except at one point, but these in their turn are affected by London conditions. Kent and Essex, the other County Authorities which adjoin London, have also Part III. Authorities on their boundaries, but they are not affected to the same extent as Surrey and Middlesex.

3. The general effect of administering a single area which contains districts which are both metropolitan and rural in character on such matters as the salaries of teachers, wages of caretakers, rates and taxes, cost of fuel and light, and loan charges, has only to be stated to be understood.

4. The cost of staffing is a good illustration. Proximity to London affects the cost of living and influences the scale of salaries, and the application of the scale to the small rural schools in the southern part of the County makes the cost per child of staffing these schools considerably higher than the cost of staffing the large schools on the London border, and raises the average cost of the County as a whole.

5. I attach, as an Appendix,† a table giving particulars of the expenditure on Elementary Education for the English Counties, London and the other Home Counties, and the County Boroughs and Part III. Authorities adjoining London, which was prepared in 1915 from the Advance Financial Statistics of the Board of Education for 1913-14, which illustrates the relatively high cost of salaries of teachers in the extra-metropolitan areas.

The difference between the cost of staffing in the north and south of Surrey is shown by the following statistics for the year 1911-12 of four small rural and four large urban schools in the County which were taken at hazard:—

	Depts.	Average Attendance.	Staff Cost per Child.
<i>Small Schools—</i>			
Lower Abinger	1	73	£ s. d. 3 14 0
Chipstead	1	150	3 3 5
Compton	1	58	3 15 5
Effingham	1	79	3 6 0
Average cost per child for these Schools			3 8 0½
<i>Large Schools—</i>			
Chertsey, Steppages	3	698	2 15 9
Merton, Raynes Park	3	768	3 2 11
Upper Mitcham	3	740	2 17 0
Sutton, New Town	3	793	2 15 6
Average cost per child for these Schools			2 17 9
Difference in favour of large Schools per scholar.			0 10 3½

6. Apart from the increased cost due to the application of one scale of salaries and one standard of staffing to all schools in the area, the proximity of London and the urban authorities in its neighbourhood necessarily tends to raise the scale of salaries. There is considerable competition for teachers between Authorities, and on the last revision of the Surrey scale for Certificated Teachers in 1914, my Committee had evidence of an undoubted drift of Certificated Assistant Teachers to London and other neighbouring Authorities after a few years' service in the County. My Committee have recently had a return prepared as to the cost of board and lodging in various parts of the County, and there is no doubt that the cost of living in Surrey approximates closely to that of London, and that this is not confined to the London boundary.

It was stated at a recent conference with representatives of the County Association of the National Union of Teachers that no lodgings can be obtained in the Barnes and Mortlake district under 21s. per week, and that teachers employed in schools in the Mitcham district found it cheaper to live in London than in Surrey. My Committee are at present being pressed by the Teachers' County Association to adopt the metropolitan scale of salaries of the National Union of Teachers, on the grounds that owing to the cost of living and other conditions the whole County should be regarded as extra-metropolitan for this purpose.

7. There are two other aspects of the financial position of extra-metropolitan Counties that should be noted, viz.:—

- (1) The proportion which grants from the Board of Education bear to the total expenditure; and
- (2) The effect of a comparatively high rateable value on certain grants.

With regard to (1), the ordinary grants from the Board of Education do not depend upon the rate of expenditure, and it therefore follows that where the expenditure is relatively high, as it generally is in the case of the extra-metropolitan Counties, the proportion of expenditure met by grants from the Board is relatively low. The average of the latter for the

† See page 72.

English Counties in 1913-14 was 51 per cent., the percentage for Surrey being 38, and for Middlesex 40.

With regard to (2), although all extra-metropolitan Counties do not suffer from a high rateable value, it is very marked in Surrey, where the produce of a 1d. rate per child in the County is approximately 5s. 6d., compared with an average of 3s. per child for the English Counties. This directly affects the amount of Aid Grant, which for Surrey is at present 7s. 3d., compared with an average 9s. 3d. for the English

Counties. The effect of a high rateable value on the new Supplementary Grant is still more marked. In Surrey, the estimated amount of the Supplementary Grant is only £10,738 on a "net ordinary expenditure" of £307,511, which will only raise the proportion of such expenditure to be met by grants from 38 to 42 per cent. If the produce of 1d. rate represented the average for the English Counties, the amount of the Supplementary Grant would be over £65,000.

Mr. J. L. HOLLAND, Secretary for Education to the Northamptonshire County Council.

1. *Types of scale.*—Scales of salary should have regard to the circumstances of the average teacher.

A male Certificated Teacher qualifies at about the age of 23. In another 10 years he is probably married or about to be, and his commitments will go on increasing for some time after that. To suit these conditions a scale is required which proceeds by 10 or 12 annual increments to an intermediate maximum which a man will reach when he is about 33 or 35. This maximum should be sufficient to support married life.

Women Certificated Teachers qualify at about the same age as men, but as a rule marry earlier. Those who have dependents other than children generally begin to feel the resulting pressure quite early in middle life. A scale of the same type as that suggested for men, but in which the intermediate maximum would be reached in not more than 10 years, would be suitable for women.

It is not a good thing, however, that any teacher should reach the final maximum salary in early middle life. For all teachers, therefore, who remain assistants, and these teachers are in the majority, it is desirable that there should be a second part to the scale with subsequent increments at intervals of about 4 years. Teachers would get these increments during the rest of their teaching life, reaching their final maximum towards the end of their career.

2. *Conditions on which increments are given.*—It should be understood that all increments are subject to satisfactory service, and those which follow the intermediate maximum referred to above should be subject to a more extended review of the teacher's service than the annual ones which precede it.

In deciding upon increments Authorities must depend mainly on Reports from their local inspectors, though they should get all the guidance they can from Managers and Head Teachers and H.M. Inspectors. None of these Reports, however, by themselves are adequate. H.M. Inspector's Report is quite properly a Report upon the whole school, and not on individual teachers, and his Report cannot be expected to be more than a guide as to very good or very bad teachers. Head Teachers may or may not be competent to form a just opinion of an Assistant, but they are apt to shirk responsibility when asked for a definite Report. Local pressure upon them in County areas is considerable and must be taken into account.

3. *Grounds for departing from the normal scale.*—The relation between the salaries of men and women must in practice be determined by economic considerations, subject to the principle that teachers of both sexes must have a living wage. What is necessary is to pay such salaries as will attract good teachers of both sexes.

A trained teacher is entitled to additional remuneration by reason of the later start and the expenses incurred, but this should be given at the beginning of the teacher's career. The maxima, both intermediate and ultimate, should be the same for trained and untrained teachers.

Other qualifications, such as a Degree, which are over and above any qualifications required by the Code, should carry an addition to salary throughout the teacher's career as an assistant. But these qualifications help assistants to become Head Teachers, and it is suggested, therefore, that they need not carry any special remuneration after the teacher has become a Head Teacher.

4. *Head Teachers.*—Head Teachers should have a better scale than Assistant Teachers on account of their additional responsibility, but it is reasonable that the scales should overlap.

For the purpose of Head Teachers' salaries, schools should be graded. The grading should have regard

both to the number of classes in the school and to the average attendance (not to the number on the books). Moreover, in any one area the grading should not be settled irrespective of the number of schools which fall into each grade.

Under present conditions promotion from grade to grade is not easy, and when it comes it should carry with it a marked improvement in salary. The number of grades therefore should be few.

(a) The following grading is suggested for an area largely rural:—

1. 60 or less in average attendance.
2. 61 to 100 in average attendance.
3. 101 to 150 in average attendance.
4. 150 to 200 in average attendance.

and thence by hundreds to 400.

(b) The average school with less than 60 children has probably not more than 2 teachers. At 60 a third teacher should come in. Rather before an average attendance of 100 is reached a fourth teacher should come in, and a fifth rather before 150 is reached. Up to 150 the schools as a rule will contain Infants as well as older children.

(c) There are rather more than 32,000 School Departments in England and Wales. 12,000 of these have an average attendance not exceeding 100 and rather more than half the 12,000 have an average attendance not exceeding 60.

(d) The salary scale in the lowest grade ought to be in advance of the Certificated Assistant Scale by not less than 2 years increment at the minimum and maximum.

(e) Increments on the Head Teachers' scales should be larger than those on the Assistant Teachers' scales and no Assistant Teacher should have to lose salary on accepting a post as Head Teacher under the same Authority.

(f) When it is necessary to re-grade a school, the salary of the Head Teacher then in the school should not be lowered, though his prospects in that school will be lowered. Re-grading should not be allowed to depend on temporary fluctuations such, for instance, as are caused by epidemic disease.

5. *Uncertificated Teachers.*—Uncertificated Teachers are of two types according as they tend to become fully qualified Certificated Teachers or not. For the former class a short scale covering not more than 4 years is indicated. For the latter class further increments at intervals of 4 or 5 years should be allowed, but Authorities should do all in their power to assist Uncertificated Teachers to raise themselves above the level of that class.

6. *Teachers of Domestic Subjects and Handicrafts.*—These Teachers should rank for salary with Certificated Assistant Teachers. If really qualified, i.e., if they are Teachers who have specialised after reaching a satisfactory level of general education, they should be eligible for appointment as Heads of Schools.

7. *Migration.*—Teachers migrating should not begin at the bottom of the scale in the new area, but Assistant Teachers, at any rate, should not be granted the full scale value of their previous services. Many Assistant Teachers change their schools for reasons which are hardly adequate.

8. *Difficulties in Country Schools.*—It is difficult to get good teachers to go to country schools. Their two main objections are that they do not want to go to schools from which their chances of promotion are small, nor to districts where housing is a difficulty. These difficulties will not be cured solely by increased

salaries. The Education service must be made a real service, with promotion from grade to grade based on merit. What is needed in a country school is a country-minded teacher. Authorities can do something to secure and retain good teachers in country

schools by helping them to qualify in Cookery, Gardening or Handicraft.

9. *Adjacent Areas.*—Adjacent Authorities have been accustomed to confer on salary scales and such conferences should be encouraged.

MR. S. HOWARD WHITBREAD, C.B., Chairman of Education Committee, Bedfordshire County Council.

GENERAL.

The ideal system is no scale, but a consideration of every case on its merits; this being impracticable, the scale must have such elasticity and fluidity that individual and special cases can be dealt with. No scale should have such rigidity that exceptions are not possible.

A scale for a rural area must be sufficiently attractive to secure and retain for village schools some of the best teachers. In a small rural school the personal influence of the teacher is probably greater than in an urban school, not only in school itself but owing to the prominent part teachers frequently take in the communal life of the village.

In rural schools a greater number of teachers of lower Code grade may be said to be more helpful than a smaller number of Certificated Teachers, especially considering the lack of training of so-called "trained" teachers.

Higher salaries for teachers are a necessity; but merely to increase the scale of salaries will not remedy the existing dearth of teachers, as, however desirous some candidates may be of entering the profession, they cannot do so unless suitable channels of entrance are provided.

In determining the real value of a scale of salaries consideration must be given not only to the nominal scale of figures, but also to the regulations governing the scale and the spirit in which the regulations are applied and administered.

I. *Types of Scales.*—Increments should preferably be spread over a long period of years, more especially in the case of men; if the maximum is reached quickly incentive is probably lost. The ordinary maximum should be attainable within a period of twenty years' service.

A scale should make provision for increasing the ordinary maximum in special cases. Such a provision is a stimulus to the teacher who, at his prime and with years of experience, has reached the maximum.

A teacher should receive the largest amount when his responsibilities are greatest; that is, generally speaking, in the later period, when his scholastic and domestic responsibilities are greatest. As a teacher it is his practical efficiency, his life's work, which is of most value, not his technical qualifications.

II. *Probation.*—Collegiate Certificated Teachers should be put on probation for a year when they first leave College. Satisfactory probationary service should count for salary purposes as part of permanent service.

III. *Conditions on which increments should be given.*—Satisfactory reports should be required from (1) H.M. Inspector, (2) an officer of the L.E.A., and (3) the Local Managers. Reports should be annual. Special Reports for special increments should not necessarily be required. The Head Teacher's opinion should be always known as regards members of staff.

IV.—*Departures from the normal scale:*—

(a) There should be a differentiation between the salaries of men and women. I suggest a proportion of about five to four, modified perhaps in the higher appointments to about four to three. Experience shows that (a) men's work on the whole is more valuable, and (b) their responsibilities, expenses and anxieties, if measured in terms of money, would generally be represented by a larger figure.

(b) Married women teachers should not be asked to resign, at any rate in rural areas, and while employed should have the full salary of their grade.

(c) A Non-Collegiate teacher should receive a lower initial salary than a Collegiate teacher, but should be allowed to proceed to the same maximum.

(d) Grading of schools is essential in the case of Head Teachers for purposes of promotion. With fewer grades greater difference can be made between the salaries of the different grades. If there are too many grades this usually involves a separate grade for smaller schools, which, in practice, are the most difficult schools.

Grading should be based on average attendance; this gives the Head Teacher a very direct interest in the attendance.

Re-grading should be based on at least three years' figures, but a Head Teacher should not be placed in a lower grade, where the average attendance in his school diminishes apart from any cause connected with the Head Teacher, unless he declines to accept another appointment to which the same or a higher salary is attached.

V. *Migration of teachers.*—Teachers removing from one area to another should be given credit for their experience which they bring with them. A safeguard against frequent and capricious removals is desirable; probably this can be effected by making something less than full allowance for past service.

VI. *Uncertificated Teachers.*—Uncertificated Teachers should receive payment sufficient to enable them to meet expenses, but not such as to make them content to remain in that grade, and thus offer no stimulus for further study, breadth of outlook, and improved status. Authorities, however, should have discretion to give Uncertificated Teachers special treatment in exceptional cases.

VII. *Teachers of Domestic Science.*—As teachers of Domestic Subjects, unless qualified as Certificated Teachers, do not come within the provisions of the Teachers' Superannuation Acts, and as many of their responsibilities are greater than those of Certificated Assistant Teachers, they should be paid as much as, if not more than, a Certificated Assistant Mistress.

VIII. *Head Teachers.*—The salary scale of Head Teachers should be such as to give an incentive to promotion based on successful work.

Minimum salaries of Head Teachers need not necessarily exceed the maximum salary of class teachers in the same area, but the maximum salary should be higher and a class teacher should receive a higher salary on promotion to headship.

IX. *Chances of Promotion.*—Where the chances of promotion are small, the average salaries of assistant teachers should be relatively high.

X. It is not desirable that the scales of salaries in force in adjacent areas should be assimilated, as conditions are so variable and assimilation would tend to check the movement of teachers.

Lastly, I should like to urge two considerations which seem to me to affect the question of salaries in rural areas such as Bedfordshire:—

(1) It is a mistake to believe that the cost of living is to any substantial extent lower in country villages than in towns. The small village shop, in order to exist, probably has to charge, one way or another, quite as much in proportion to the value of supplies as the big tradesman in a town with a large turnover and well-organised staff. Things that cannot be bought satisfactorily in a village shop must be fetched from elsewhere. This means bicycles or railway journeys and expenditure of time, which even to a teacher represents some value. If you throw in the fact that literature of all kinds and most kinds of amusement are more easily procured in towns, I believe that, although house rent may be lower in the country (not always), the balance of cost of living is certainly not materially lower in the country than in the towns.

(2) This factor leads to another point, namely, that among scattered village communities the conditions and amenities of life vary so much that the best of scales are bound to bring incidental hardship unless the Local Authority takes pains to inform itself about the varying conditions of its village schools. I attach great importance to this. If the Local Authority and its Director really make themselves acquainted with the local conditions, it might be possible, though not easy, to work without a scale. Without this care and attention, no scale can be perfectly satisfactory. I therefore strongly urge that in such areas any scale should allow for considerable amount of variation in special cases.

(2.) ASSOCIATION OF EDUCATION COMMITTEES (ENGLAND AND WALES).

MR. E. H. COOK, Chairman of the Bristol Education Committee.

(N.B.—The witness wished it to be understood that his evidence represented only his own personal views.)

1. *Types of Scale.*—It is doubtful if it is possible to draw up one uniform scale of salaries which would be equally fair in every district. As a general rule, the best scale is one with annual increments extending over 14, 15 or 16 years. The rate of increase should be less for the first two or three years of a teacher's life while he is learning his business. After that the increment should be larger, and regular in amount.

2. *Period of Probation.*—A probationary period, which should last about six months, is desirable for all teachers. It is sufficiently allowed for in the lower salaries at the commencement of the scale. No difference, therefore, need be made in the salaries payable whilst on probation; but before teachers are placed on the permanent staff definite reports on their work and their suitability should be obtained.

3. *Conditions of Increments.*—No annual increments should be given unless satisfactory reports are obtained from Inspectors and Head Teachers as to the quality of the teacher's work. In addition to this, more searching reports should reach the Committee quinquennially about the work of all teachers. These reports should be shown to the teacher concerned before they are submitted to the Authority.

It has to be admitted, however, that in practice this system of reports is difficult to work. As a rule it is most difficult to get Head Teachers to furnish impartial opinions to the Committee. Reports are almost invariably favourable and strange anomalies sometimes occur. To a less degree this is also true of Inspectors. Committees also are most reluctant to take action even when unfavourable reports are received.

4. *Grounds on which Scales of Salaries should be differentiated.*

(a) *Sex.*—Generally speaking, women should not be paid the same salaries as men. It is difficult to estimate what the difference in amount should be, but it might be put at £20 to £50, according to seniority and the importance of the post.

(b) *Marriage.*—Marriage should make no difference to salaries; this assumes that in towns married women will not, as a rule, be engaged.

(c) *Training, Academic Qualifications, &c.*—For the first seven years an additional payment, outside the scale, should be given to teachers who have been trained or who possess degrees or similar academic qualifications. These qualifications, however, while commanding a higher initial salary should only be continued when combined with good teaching ability. Degrees, &c., as such, are no indication of a teacher's value, and trained teachers often turn out inferior to untrained. It should also be possible to reward marked teaching ability by putting the teacher into a superior scale.

(d) *Types of School.*—Teachers in "Special Schools" should have higher rates of salary. This

is also true in theory in ordinary Elementary Schools which are specially difficult or situated in unattractive neighbourhoods, and teachers in such schools should be frequently changed. The working of this suggestion in practice is, however, extremely difficult. Teachers consider every school specially difficult, and those in better neighbourhoods resent a change.

(e) *Size of School.*—Head Teachers should receive higher salaries in the larger schools, and it is most important that the grading of schools for this purpose should be based on the number of children on the books. If the numbers increase, the salary of the Head Teacher should be increased at once. If they decrease so as to bring the school into a lower grade, the salary of the Head Teacher should be reduced gradually. Thus, if the re-grading of a school brought the nominal value of the Head Teacher's salary down by £20, the reduction to the Teacher should be by instalments of £5 extending over four years. To help Local Authorities in this matter the Board of Education should assess grants by numbers on books.

(f) *Cost of living, &c.*—Conditions of cost of living may naturally be considered as altering scales. Since living in a rural district is generally less expensive than in an urban, salaries might be less in such districts.

5. *Migration of Teachers.*—No obstacle should be placed in the way of migration of teachers from one area to another. Full service in one area should count when teachers come on the scale of another.

6. *Uncertificated Teachers.*—The salaries of Uncertificated Teachers should be about three-fifths of those of Certificated Class Teachers. They have the opportunity if they desire, and are capable, of qualifying for their Certificate. Where marked teaching ability is shown, the Uncertificated Teacher should be placed on the Certificated Teachers' scale and thus attain the same maximum. This should not be done until after several years' service.

7. *Domestic Science and Manual Training Teachers.*—Domestic Subjects Teachers, if fully qualified, should be paid according to the Certificated Teachers' scale, and also Handicraft Teachers who possess qualifications other than their simple ability as handicraftsmen. If they do not possess these they should be paid at a less rate.

8. *Head Teachers.*—The minimum salary of Head Teachers should exceed the maximum salary of Assistants in the same area. An overlapping system had been tried in Bristol and found to be unworkable.

9. *The Effect of Chances of Promotion on Scales of Salaries.*—The possibilities of promotion in an area should not affect the scales in the area as a whole.

10. *Salaries in Adjacent Areas.*—An assimilation of scales of salaries in force in adjacent areas is desirable, but not easy to secure.

DR. W. LUDFORD FREEMAN, Director of Education, Stoke-on-Trent.

1. *Scales of Salaries.*—I should much prefer, in the case of men, comparatively small increases for the first five years, and then larger increases to be continued until the maximum is reached at the end of 14 or 15 years' service. The increased allowances would come just when a man most needed them.

Something might be said for a short scale with large increments if the career of assistants were likely to culminate in a headship. But as this is contrary to experience, the suggested plan is more suitable. An assistant would not feel he had come to a dead stop; there would be an incentive to keep up enthusiasm, and something to look forward to.

Generally speaking, the women's need is not so great as men's, hence a scale extending over a comparatively long number of years with small increments is favoured.

2. *Teachers on Probation.*—All teachers should undergo a period of probation, either before, or after passing the Certificate Examination. Such teachers on probation could start at a lower salary, but immediately on being considered efficient, should be transferred to the regular scale, the year or years of probation being reckoned as years of service in fixing the salary.

3. *Salary Increments.*—There must be some check, and no one is better able to advise the L.E.A. than the Head Teachers. If the reports of the Head Teacher could be supplemented by those of H.M.I., and a responsible officer of the L.E.A., much benefit would accrue. The teacher whose increase is under consideration should always have an opportunity of presenting his or her case to the L.E.A.

4. *Distinction in Scales of Salary.*

(a) *Sex.*—Generally speaking, the responsibilities of the man are greater than those of the woman, and the former should be paid accordingly. The scales of men and women might with advantage be brought relatively nearer.

(b) *Marriage.*—No married woman—with very few exceptions, e.g., widows, women deserted by husbands and the like—should be on the permanent staff of any school. When employed, however, they should have the normal salary of their class.

(c) *Joint Appointments.*—These are very undesirable, except in institutions where the wife acts as matron. Where such arrangements, however, are adopted for any reason, each teacher should have the normal salary of the grade.

(d) *Extra Payment for Additional Qualifications.*—The possession of a University Degree, or its equivalent, should carry with it a permanent addition to the usual salary. Trained teachers also should be on a higher scale than untrained; but the latter should be transferred to the Trained scale after a certain number of years of approved service.

With these exceptions all Certificated Teachers should be on the same scale.

(e) *Special Ability to Teach.*—This is best met by promotion to Headships—otherwise a most difficult matter with which to deal. One possible way of dealing with the question would be promotion to Senior Assistantships in the largest schools, with a slightly increased scale.

(f) *Scales for Various Kinds of Schools.*—With the exception of schools of a higher type, *i.e.*, those bordering on Secondary Schools, there should be no variation in scale, but teachers in special difficulty schools, and in schools in less attractive neighbourhoods, should in turn be transferred to other schools. An attempt to discriminate between schools with a view to differences in salary is one not to be undertaken lightly. In the case of assistants, far more depends upon the personality of the Head Teacher than on the character of the school buildings, the site, and so on.

(g) *Size of School.*—This affects Head Teachers only. It may be questioned whether the work of the Head Teacher in a very large well-staffed school is as onerous and harassing as that of a Head Teacher of a small school of, say, 200 scholars. He has probably to take a large share in the teaching, in addition to the necessary supervision and clerical work. As, however, the grading of schools gives the teacher of the larger school a better position in the eyes of the public, who often judge by numbers, something can be said for the grading of schools.

Few grades with large steps are preferable. A good arrangement would be grading in "hundreds" up to 500, and then "schools over 500."

The grades should be based on the average attendance for the two last completed years, but a teacher should never be "de-graded" for reasons over which he or she has no control.

(h) *Cost of Living, etc.*—The only distinction that could be drawn is between London and the largest provincial towns on the one hand, and the smaller districts on the other; otherwise the question is fraught with difficulties.

(i) *Rural v. Urban Districts.*—The rural school is a problem in itself. The size of a school is not a true measure of the work of a Head Teacher, and rural teachers have problems of their own which certainly lead to "wear and tear" and which ought to be recompensed.

It is said that the cost of living, rents, and rates are lower in the country than in the urban districts. This is generally true—also that there are fewer outlets for expenditure in the way of recreation and amusement. But these facts should scarcely be adduced as induc-

ments for rural teachers to accept salaries which are often far below those of the town teacher. The deprivation of a good deal that makes life pleasant should, in fact, rather be compensated for. On the whole, one would conclude that rural teachers should be paid on a scale at least approximating that of other teachers.

5. *Transferring of Teachers.*—The years of service under one Authority should most certainly be taken into account when a teacher migrates to another Authority. The arrangements should be such as to place no obstacle in the way of migration.

6. *Uncertificated Teachers.*—The scale of U.T.'s should always be fixed with the deliberate purpose of inducing them to become C.T.'s within a reasonable time, which time should be specified, and should mark the end of increments. It should not be possible for the salary of a U.T. to go beyond the minimum salary paid to a Certificated Teacher. The salary of U.T.'s should be sufficient to enable them to attend classes, and to live in ordinary comfort, but should not be large enough to induce them to forego future effort. Of course, this principle could not be made retrospective.

7. *Teachers of Domestic Subjects and Manual Training Teachers.*—All Domestic and Manual Teachers should be paid at the same rate as Trained Certificated Teachers, provided they hold the necessary recognised qualifications. This specially applies to Trained Domestic Teachers.

8. *The Relation of Heads' and Assistants' Salaries.*—The minimum salary of a Head Teacher—lowest grade—should be not less than the maximum of an Assistant in the same area. The range between minimum and maximum salaries must necessarily be much greater in the case of Assistants, most of whom will spend 45 years as assistants, than in the case of Heads, who are usually appointed after the age of 40, and who have already had 20 years' service with increments. The whole question would be affected by an earlier age of compulsory retirement. An assistant, on promotion to a Headship, would in practice usually receive a larger salary; at any rate, if he only received as much, he would be certain of rising to a higher maximum.

9. *Promotion and Fewness of Vacancies.*—Not all assistants have the personal qualities necessary for Headships, although they may do admirable work as assistants. Consequently, the scale for assistants should be sufficiently high to render good assistants content with their lot—such a scale as would maintain him and his, with a fair margin to enable him to hold his own, and to maintain his position. This being so, any differentiation of scale in various districts according to the varying chances of promotion, should be unnecessary. The point is that Headships are relatively so scarce that the position of qualified assistants becomes the really important matter.

10. *Assimilation of Scales.*—This is most desirable in adjoining districts, and would prevent undue migration merely for the sake of a few pounds, or some capricious reason.

Rev. D. J. THOMAS, M.A., J.P., Principal of the Home and Colonial Training College and Chairman of the Wood Green Education Committee.

1. *Types of Scale.*—A scale extending over a long number of years with small increments cannot be recommended. Such a scale will not attract candidates of merit, provides very little stimulus for continued effort and tends to retain a staff of only medium ability. Under such a scale teachers may never live to enjoy a good salary, and in the case of men marriage is deferred.

A short scale with good increments at the beginning has certain advantages. It enables men to marry earlier, will retain teachers above the average standard and enable them to extend their outlook by travel, courses of lectures, etc. The disadvantages, however, outweigh the advantages. The reward for increasing experience comes too early and the principle which underlies the system of increments, namely, incentive to continued effort, is ignored. The early cessation of increments will have a deadening and depressing influence on the teacher's work.

The best type of scale is a long one which proceeds by annual increments to a certain point and subsequently by increments at longer intervals. A scale of this sort appears to combine the Authority's interests and the teachers' prospects. Moreover, for educa-

tional purposes the stimulus to professional improvement is stronger if the larger increments come later.

The following practical suggestion is made to carry out the above principle. Class teachers might be divided into two grades, Junior and Senior. They would remain in the Junior grade for about 5 to 7 years. At the end of this period there would be an extended and serious review of their work as teachers and if they were found to have done satisfactory service, they would be moved into the Senior grade. While in the Junior grade they would receive regular but small increments. In the Senior grade the annual increments would be larger for a period, *e.g.*, till the end of the twelfth year of the teacher's service. Subsequently the teacher should have substantial increments every three years.

2. *Probation.*—Teachers at the beginning of their career should be on probation for a period of about six to twelve months. During this period they should receive a salary £5 a year less than the minimum of the class teacher's scale. If at the end of the period of probation their work is found to be satisfactory, they should be placed on the permanent staff as from the beginning of their service, and awarded incre-

ments according to the scale, *i.e.*, arrears should be made good and seniority should count from the first day of service. If the service during the probationary period is unsatisfactory and has to be extended, special treatment will be required. In all cases probationers should have a second trial if necessary in another school before dismissal. This scheme has been tried and has worked well for years.

3. *Increments and Reports upon Teachers' Service.*—Annual increments in the case of a class teacher should as a rule be given by a vote of the Education Committee, not automatically, but on a report of the head teacher which should previously be shown to the assistant. There should be a serious review of the teacher's work every 3 or 5 years especially at the time when the junior teacher is ripe for promotion to the senior grade and also when the later triennial increments become due. If teachers are not found fit for promotion to the senior section and therefore to the upper portion of the scale, some provision must be made for giving them some reward for length of service. This might involve two maxima for the junior section. As regards the nature of the review of the teacher's work, hardly enough care is now taken. The following factors should be borne in mind when the review is made, namely, examination results of the teacher's class, the head teacher's opinion and the views of the Authority's own inspector. The report of the head teacher alone is not always sufficient, as he is often placed in a difficult position in view of his relation to outside organisations or to his Authority or his assistants. It is important therefore that Authorities should have their own Inspectors. Should the head teacher and the Authority's Inspector disagree in their report on a teacher, H.M. Inspector should be asked to arbitrate. Local influence of a non-expert kind should be ruled out to prevent jobbery and favouritism.

4. *Grounds for differentiating scales.*—

(a) Men and women should not be paid at the same rates. In the case of assistants the proportion for women and men respectively should be 90:100 so far as the minimum of their scales is concerned. The maximum for women and men (assistants) might be 180:250.

(b) It is not necessary to have any special scale for married women, as women teachers should resign when they marry. Exceptional cases, *e.g.*, childless widows or wives with husbands suffering from breakdown, can be met by Supply work.

(c) Joint appointments should be rare except in institutions and small country schools, as they give rise to difficulties at the termination of one of the appointments. In cases where they are resorted to, the salaries should be the normal salaries of the grades to which each of the teachers belongs.

(d) The relation of scales of salaries of teachers of different code qualifications should be as follows:—

Certificated Teachers.	Uncertificated Teachers.	Supplementary Teachers.
100	70	50

It is to be hoped that Local Education Authorities will ultimately eliminate all but the first grade, a time limit being given to other teachers, within which they should qualify as Certificated Teachers or leave the profession.

(e) Teachers with college training or degrees should receive a higher initial salary than untrained teachers, *i.e.*, they should begin higher up the salary scale. They should not however rise to a higher maximum. They get their reward by reaching the maximum earlier. No extra salary should be given for Distinction in the Certificate Examination. Teachers should not receive extra salary for special qualifications for teaching particular subjects unless such qualifications represent a real gain to the teacher in personal culture or professional ability.

(f) It is too difficult a task to allot any special increase of salary to teachers of special ability. Such teachers are more properly rewarded by promotion.

(g) In special schools of a higher type, *e.g.*, central schools, the salary scale should be higher by, say, 10 per cent. from beginning to end in order to attract

teachers of higher qualifications. There should be no bar to prevent teachers of special merit in Primary Schools being promoted to Central Schools.

In "Special" schools, *i.e.*, schools for Blind, Deaf, Defective or Epileptic children, the work is depressing and involves great nerve strain. It is reasonable therefore that a higher rate of salary should be given to teachers in such schools if they are specially trained for the work, but higher pay should not be given to untrained and undesirable teachers who are attracted to such schools by shorter hours and higher pay. Teachers during the first two or three years of their teaching career should not be employed in these schools.

There is no need for a higher scale in schools of special difficulty or in schools in specially unattractive neighbourhoods. In such schools the difficulty should be met by a liberal staff rather than by higher pay and by allowing good service in such schools to count for promotion. It is not good for teachers to remain too long in difficult or unattractive schools.

(h) There should be few grades with large steps. Three grades would be sufficient, *i.e.*, *a.* All schools with 300 children or under: *b.* Schools with 300-400 children: *c.* Schools with 400 children or over. Special arrangements should be made for smaller schools. In cases of difficulty in such schools an assistant with a small additional salary should take charge and be called Acting Head.

The grading should be based on the number of children on the roll and should be reconsidered every four or five years.

(i) The cost of living is a point which should be taken into consideration by Local Education Authorities in determining their scales of salaries. Local knowledge and experience will be needed for the necessary adjustments. Teachers should be encouraged to live fairly near their schools, but no special localities should be insisted on.

(j) There should be different scales for the rural and urban districts. The rural scale should approach as nearly as possible the urban scale.

5. *Migration of Teachers.*—A certain amount of migration of teachers from area to area is good both for teachers and children. The majority of teachers become groovy and if there is no migration there is stagnation. Changes however should not be too frequent, and to prevent capricious or unnecessary change there should be a limit to the extent to which services in another area will be counted for migration to a new one. As a working rule the period of previous service for which allowance will be made might be taken as four or five years.

6. *Uncertificated Teachers.*—The scale of Uncertificated Teachers should not be so generous as to remove the incentive to become Certificated. There should be a short scale to cover a period of four years and at the end of this period service should terminate unless the teacher showed good reason for not becoming fully qualified.

7. *Teachers of Domestic Subjects and Manual Training Teachers.*—If fully qualified, those teachers should be paid at the same rate as Certificated assistants. They have borne the whole expense of their training and deserve as good a salary as teachers of this class.

8. *Head Teachers.*—A class teacher on promotion to a headship is put into a position of increased responsibility and should certainly receive an increase of salary. The minimum salary of a head teacher should be higher than the maximum of the class teachers in the area.

9. *The Proportion of Headships in an Area.*—When the number of better paid posts in an area is small the average salaries of assistants should be higher. Marriage, associations, private and public interests tie an assistant down to the area in which he settles, and he ought not to be made to suffer for the fact that his chances of promotion in the area are below the average.

10. *Salaries in adjacent areas.*—It is desirable that an attempt should be made to assimilate the scales of salaries in force in adjacent areas.

(3.) FEDERATION OF EDUCATION COMMITTEES (WALES AND MONMOUTHSHIRE).

ALDERMAN HOPKIN MORGAN, J.P., Neath, Chairman of the Glamorgan County Council and President of the Federation of Education Committees (Wales and Monmouthshire).

The points raised in the Questionnaire are dealt with mainly from the point of view of the new scale of salaries adopted by the Glamorgan Education Committee on the 3rd July, 1917.

I. Types of Scale:—

(a) A scale with small increments extending over a long number of years is not considered attractive, and the tendency would be for teachers to take service under Authorities with scales providing for better increments in the early stages. It is suggested that between the ages of 25 and 35 substantial increments will be of more value to the teacher than at the ages under 25, generally speaking, and even for those over 35.

(b) A short scale with large increments would, in general, be more attractive, but it does not differentiate sufficiently between long service and service for a few years only. The Committee's view is that the larger increments should come in the latter half of the scale.

(c) Under the Glamorgan scale of salaries recently superseded, Certificated Assistant Teachers received annual increments of £5, attaining a maximum of £130 after six years, but at the completion of ten years' service they were allowed an additional £5 to £135. To have a barrier beyond which increments are only granted, say, quinquennially, offers encouragement to teachers to remain in the service of the Committee. Under the new scales adopted by the Committee, head teachers rise from the minimum to the maximum in from 2 to 4 years. Certificated Assistants take twelve years to reach their maximum, the first 8 increments being at £5 and the remaining 4 at £10 per annum (men), and for women the principle is the same, but the periods rather shorter. One result of this arrangement is that the women reach their £10 increment before the men.

It is desirable that after the maximum of the scale is reached there should be further increments for Certificated Assistants who do not get promotion.

II. *Promotion.*—Apart from Instructresses in Cookery, the only teachers appointed by the Committee on probation are Uncertificated Assistants who have not had previous teaching experience. In their case they have the option of serving three months without salary, or for six months at approximately half the minimum of the scale, and, subject to satisfactory reports from the County Council Inspector, are at the end of the period appointed on the scale. In such cases the first scale increment falls due at the end of 12 months' service. It is desirable that appointments of all teachers should be subject to a year's probation, and that they should then be made permanent on receipt of a favourable report from the head teacher and Inspector.

III. *Conditions of Increments.*—In Glamorgan the service is deemed to be satisfactory in the absence of information to the contrary, but there is much to be said in favour of requiring a favourable annual report before an annual increment is granted, subject, of course, to the right of appeal by a teacher adversely reported upon.

If special increments beyond the normal maximum were given to specially meritorious teachers, they should be based on reports given by H.M. Inspectors, the Authority's own Inspector, and the head teacher. H.M. Inspectors' reports are not, as a rule, adequate for this purpose if taken by themselves, and the same must be said of those of head teachers, who were liable to be influenced in various ways. Managers, as a rule, did not give enough attention to the teachers' work to make their assistance of value.

IV. Modifications of the normal scale:—

(a) The Committee do not consider that the scales of salary for men and women should be the same. The minimum possible salary for a man head teacher under the new scale is £250 as against £190 for a woman head teacher. For Certificated Assistants, the maxima are £170 and £150 respectively; for Uncertificated Assistants, £85 and £75. Other grades also show some difference.

(b) *Marriage.*—In the case of marriage, the salary of a male teacher is not affected; but under normal conditions marriage should automatically annul the appointment of a woman teacher.

(c) *Joint Appointments.*—There are no actual joint appointments under the Committee, though in a limited number of cases the husband and wife both teach in a school; but this is, generally speaking, considered undesirable. In such cases, both husband and wife should be paid according to the ordinary scale.

(d) *Code Grade.*—The maximum salaries of Uncertificated Teachers should not exceed the minimum of Certificated Teachers, or only to a slight extent. Exceptional cases of existing Uncertificated Teachers of long service deserve special consideration.

(e) *College Training.*—In Glamorgan, the minima of trained Certificated assistant teachers exceed those of untrained assistants by £10, but the maxima are the same. Although a Degree is considered desirable, no extra remuneration is paid under the scale to those who possess it. Under some Welsh Authorities the maximum salary of a trained teacher is higher than that of an untrained teacher. A three or four years' course of training should entitle a teacher to a correspondingly higher minimum than the ordinary two-years' course.

(f) *Special Ability as a Teacher.*—No provision is made for additional salary on this ground, as it would be difficult to be consistent; but if Committees acted upon the reports of their head teachers and Inspectors some such provision might be possible.

(g) *Schools of different Types.*—The scale of salaries for various grades of teachers in Higher Elementary Schools is superior in minima and maxima to the scale for Elementary Schools. Even for children of the same "standard," both the teachers and the teaching are better in Higher than in ordinary Elementary Schools, and this should be recognised in the salaries.

Hitherto the Committee paid higher salaries to head mistresses of Girls' or Mixed Schools than those paid to head mistresses of Infants' Schools; but in the new scale no differentiation is made. The Committee consider that teaching Infants is just as hard work as teaching older children. There has not in the past been, nor is there now, any difference in the scale of salaries for Mixed, Boys', Girls', Junior, or Infants' Schools for assistant teachers.

We have no Special Schools under the Glamorgan Authority, but where these exist in Wales a slightly higher salary is paid in recognition of the greater strain of teaching abnormal children.

(h) *Size of School.*—The Committee's policy has been to grade schools according to average attendance. They have now adopted 4 grades for head teachers of each class of school, as against 5 in the past. In addition, some schools are deemed to be "below grade." The schools are regraded every three years according to the average attendance then ascertained. If the average attendance falls so as to reduce the grade, the head teacher does not suffer loss of salary, but the school is regraded on a new appointment.

(i) *Cost of Living.*—No differentiation.

(j) *Town and Country Schools.*—Except for Uncertificated assistants in inaccessible schools where £6 above the ordinary scale is paid, there is no difference in the scales. It is desirable that teachers should live near their schools.

V. *Migration of Teachers.*—Presumably teachers migrating from one area to another would, in general, be placed on the scale of the area to which they removed. Generally speaking, it would be advisable for the scale of salaries in adjacent areas of the same nature, e.g., rural or urban, to have similar scales. Otherwise there is likely to be continual changes in staffs. In this County, service up to 5 years under other Authorities counts for the purpose of assessing initial salary on appointment in all grades except that of Supplementary Teacher. No

doubt the effect of this is to discountenance the immigration of the more experienced teachers from other areas.

VI. Uncertificated Teachers.—The Committee's opinion is that there should be a considerable difference between the scales of Uncertificated and Certificated assistant teachers, the minima and maxima being almost twice as great in the case of Certificated assistants.

VII. Teachers of Domestic Science and Handicraft.—Fully qualified Domestic Science Teachers have a scale which is almost identical with that for trained certificated women teachers. Others receive scales somewhat lower. Handicraft Teachers who are also Certificated assistants are paid the Certificated assistants' scale. Other (Artisan) Instructors should receive less (both minimum and maximum) than the Certificated assistants' scale.

VIII. Head Teachers.—Under the Committee's scale, head teachers of small schools will, in a number

of instances, have a lower maximum than assistant teachers. It would, of course, be inadvisable for an assistant to receive more salary than the head teacher of the same school. The Committee's scale provides that Certificated assistant teachers at their maximum when promoted to a headship where the minimum salary is equal to their own, shall receive an immediate advance of £10 per annum, and then proceed according to scale.

IX. Promotion.—It would be very difficult to base variations in the scales of different Authorities on the relative chances of promotion. In general, the small prospects of promotion to headships is a strong argument in favour of fixing a generous maximum salary for assistant teachers.

X.—Assimilation of scales in adjacent areas.—Although no attempt has been made by this Committee to assimilate the scales of salaries in force in any of the adjacent areas, it is believed that it would be well, as stated in (5) above, for the scales in neighbouring Authorities to be somewhat similar.

(4.) ASSOCIATION OF MUNICIPAL CORPORATIONS.

Mr. A. C. COFFIN, Director of Education for Bradford.

1. Types of Scale.—I am in favour of a scale with three compartments. In the first, lasting say till the age of about 25, there would be smaller annual increments. In the second, lasting say till the age of about 35, there would be larger annual increments. In the third compartment there would be still larger increments, which would be annual for a small group of teachers and quinquennial for the rest.

The small group would be recruited from the general body and would consist of teachers of special ability. Appointments to head teacherships would be made from their numbers, and until so appointed they would be employed in difficult posts as "Supply" Teachers in the best sense. The number of teachers in this group would not be fixed: any such limitation is administratively undesirable. It would probably work out roughly at 10 per cent. of the whole number of assistants. Admission to the group would depend on a review of the reports of the head teachers and inspecting staff. For this group there would be annual increments up to the maximum which would be reached at the age of about 40.

For the great majority of assistants there would be quinquennial increments up to the age of something over 50 when the same maximum would be reached as by the small group. I should not suggest that increments should be continued *sine fine* as this would involve the Authority in an indeterminate liability. The annual increments would, as a rule, be automatic in effect, but the Committee would retain power to increase, decrease or withhold them. The quinquennial increments would be dealt with as automatic service increments.

This principle should apply to the scales for both men and women, though the amounts would be different in each case.

2. Probation.—No special probationary period seems to me to be necessary, if increments are awarded on a well-conducted annual review of service. If there is a probationary period, it should not interfere with the ordinary operation of the scale. In Bradford our applicants outnumber our vacancies and our "information" is so complete that we can afford to dispense with any formal probationary period.

3. Increments.—The Bradford plan of annual review works well. Every year the head teacher is asked certain questions on a form about those assistants who do not appear to be giving general satisfaction and also about those assistants to whom quinquennial increases are due. The questions deal with the report books, registers, aptitude, efficiency, &c. When these forms are duly filled, they are shown to the assistant before being sent in to me. This form is supplemented by reports from the local Superintendents, of which also the assistant is also informed if the recommendation is that the increment be withheld. Voluntary School Managers are consulted if they so wish and as may be necessary. Before a final decision is made, a visit of inspection is paid by myself. The system works well. Head teachers are on the whole not afraid to speak candidly. I am disinclined to believe in the value of "a more extended review" at any time in a teacher's

service. The whole question of review depends largely on the number and "quality" of the official staff of the Education Committee. In these respects Bradford is in a fortunate position, and I believe the annual review has no terrors except perhaps for a very small percentage of the teachers.

4. (a) Sex.—There is much to be said both for and against "equal pay for equal work," but the balance of argument under present conditions is against it. The minimum for women should be £10, and the maximum £30 to £40, lower than the corresponding figures for men. The variation in the difference reflects amongst other things the difference in their outgoings at the different ages.

(b) Marriage.—Married women should not be employed where enough efficient teachers can be obtained without them. We do not normally employ them in Bradford, though this rule is temporarily relaxed in favour of women whose husbands are in the Army.

(c) Joint Appointments.—If joint appointments are made there should be no reduction on that account of the salaries normally payable. An exception might be certain "residential" posts.

(d) Code Grade.—This is dealt with further on in the answer to Question 6.

(e) Qualifications other than Code Grade.—A third or fourth year of training, a University Degree, or some recognised Educational Certificate, should be paid for. A good way is to add extra payments to minimum salaries, but not to the maximum of the scale. Trained teachers should start higher up the scale than untrained teachers, though both would proceed to the same maximum.

(f) Special Ability.—Standards are apt to change, but if the standard is high and can be kept free from the varying winds of changing opinion, and purely local influences, the Committee's discretion concerning "annual increases" can be exercised to meet this point.

(g) Nature of Employment.

- (1) Employment in Schools of a higher type, e.g., Higher Elementary, Central, Junior Technical or Junior Secondary, should carry some recognition in the shape of higher salary, and thus supply a means of promotion.
- (2) Schools for seniors (as opposed to junior children and infants) and including what is usually comprised in the term primary or elementary education, should carry no higher grades of salary.
- (3) In Mixed Schools there is perhaps some case for payment above the women's scale for the senior woman assistant, and certainly for the head if a woman.
- (4) There seems to be little or no case for higher payment of women employed in Boys' Schools, the head excepted, who for the obvious greater responsibility of discipline should receive more than the head of a Girls' School of the same size.

(5) In Special Schools a somewhat higher rate should generally be given on the ground that the average teacher finds the work to involve a greater strain and that "special" qualifications (chiefly temperamental) seem to lighten this strain. In Bradford we find that only a certain number of the teachers working in the Special Schools are admirably fitted for the work. These are allowed to stay. But others less fitted for it tend to suffer from the strain. These are taken back into the ordinary schools at a suitable opportunity.

(6) and (7). I believe in reducing the frequency of these special allowances to a minimum. Some petty jealousies and much administrative friction are thereby avoided. I am not disposed, therefore, to make a special allowance for service either in schools of "special difficulty" or in schools in a specially "unattractive neighbourhood." The difficulty of securing teachers and consideration for them when at work in these schools can be dealt with in other ways.

(h) *Size of School.*—Some grading is necessary, but it should be as simple as possible. There should be few grades, and the difference of salary between the grades should not be too great.

(i) *Cost of Living.*

(j) *Situation of School.*—Perhaps some concession should be made to these considerations, but any allowance which is made must be in the nature of a minimum, otherwise country teachers will tend to become an inferior class.

5. *Migration.*—Ideally no obstacle ought to be placed in the way of the free movement of teachers about the country, or at any rate within a much larger area than that covered by any of the present Education Authorities. While Education Authorities are so numerous and scales so different this free movement will be impossible. But everything that is possible should be done to encourage it.

If some eight or ten groups of the existing Local Education Authorities could be formed and scales of salaries in each Authority agreed upon by the group

Committee, it should be possible to recognise service under all Authorities within the group as of the same value for the purpose of commencing salaries of assistant teachers.

6. *Relation of Scales for Uncertificated and Certificated Assistants.*—The scale for Uncertificated assistants should not be so good as to furnish any inducement not to go in for the Certificate. So long, however, as there are Uncertificated Teachers they must be paid a living wage, and between the ages of 30 and 40 they ought to be able to reach a maximum of about two-thirds of the corresponding maximum for Certificated assistants.

7. *Domestic Subjects and Manual Training Teachers.*—When fully qualified they should be on the same scale as trained Certificated assistants. I think we ought to work towards the ideal of "self-contained" schools, namely, schools in which there is a Domestic Subjects Teacher and a Manual Training Teacher on the staff, and a Domestic Room and Handicraft Room on the premises.

8. *Relation of Scales for Heads and Assistants.*—In practice, especially in an urban area like Bradford, it is highly desirable that the minimum salary for a head teacher should, as a rule, be not less than the maximum salary of an assistant, and the scales should be adjusted accordingly.

9. *Possibilities of Promotion.*—From the teachers' point of view there is something to be said for taking account of the prospects of promotion to a head teachership in determining the scale for assistants, and for paying assistants more when the proportion of the number of posts for heads to those for assistants is comparatively small. On the other hand, such a practice would tend to accentuate the divergences between the scales of the various Authorities, and consequently to impede the free movement of teachers to which I have referred as desirable in paragraph 5 above.

10. *Adjacent Areas.*—It is desirable that similar scales should be in force in adjacent areas, and it is worth while making attempts to secure assimilation. The probabilities of success, though not great, are at least greater than before the War. Under 5 I have suggested what seems to me the best way of securing this end.

MR. W. C. DAWSON, Chairman of the Hull Education Committee.

GENERAL.

It is generally agreed that the teaching profession is underpaid, and that better salaries must be provided. The corollary of better salaries is better safeguards of efficiency. The following system of grading is suggested as an effective means of securing efficiency both in the teacher and the teaching service.

All teachers, whether head, assistant, or teachers of special subjects, would be graded in 3 grades, each according to their several ability.

The third grade (Grade C) would consist of teachers just reaching the minimum standard of approved efficiency, i.e., not incompetent enough to be dismissed, but not good enough to deserve any extra remuneration.

Grade B would comprise teachers doing meritorious work in any capacity, whose work is deserving of recognition by the Authority.

The highest grade (Grade A) would contain teachers of outstanding ability, whose work is deserving of special recognition.

A grade allowance of £20 per annum would be attached to Grade B and £50 to Grade A. This would be in addition to the salary payable to the teacher under the appropriate scale.

In addition to these grade allowances I would pay £10 per annum to all teachers, whatever their grade, with College Training, University Degree, or other special qualifications. There would thus be 3 grades of teachers, with 2 sub-grades in each grade, as illustrated in the following table, in which x indicates the salary under the appropriate scale:—

Grade C2 (Minimum standard of approved efficiency: no special qualifications) ...	£x
Grade C1 (Minimum standard of approved efficiency: special qualifications) ...	£x + 10
Grade B2 (Meritorious: no special qualifications) ...	£x + 20

Grade B1 (Meritorious: special qualifications) ...	£x + 30
Grade A2 (Specially meritorious: no special qualifications) ...	£x + 50
Grade A1 (Specially meritorious: special qualifications) ...	£x + 60

These figures are not to be taken as fixed and unalterable, but are used by way of illustration only.

It will be seen that one of the advantages of the system is that while high academical qualifications obtain recognition as justified by the trouble and expense which they involve, it provides opportunities for teachers who lack these qualifications, but show initiative and resourcefulness in their work, to obtain financial recognition even exceeding in amount that paid to the possessors of the special academic qualifications. No attempt should be made to fix the proportion of teachers in each grade. This would conflict with the whole object of the scheme, viz., to get as large a proportion of teachers as possible into Grade A.

Ordinarily, appointments to head teacherships would be made from Grade A, which would thus become in effect a promotion list. Most teachers on appointment from College would probably be placed in Grade C at first, for want of sufficient evidence on which to base a higher grade. The initial grading would not be an easy matter in these cases, but the difficulties are not insurmountable.

The principal difficulty of the scheme would be the grading. It is undoubtedly serious but not insuperable where the Authority has the help of competent officials. Something similar to this has been tried in some of the Secondary Schools in Hull, but it is a much simpler matter to grade the staff in a Secondary School with the assistance of an experienced head master and a Board of Governors who are willing to be guided in the main by his judgment and recommendations than in the case of Elementary Schools.

The grading would have to be done by a special grading committee acting on the reports of the head teacher (in the case of assistant teachers), the reports of the inspecting staff, and, where possible, of H.M. Inspector. In the case of Voluntary Schools, the recommendations of the Managers would also have to be considered. It would have to be understood that the decision of the grading committee was final, though nominally subject to confirmation by the full committee and the Council. It would never do to leave any voice in a matter of this kind to the influences which might be brought into play in these larger bodies.

The Grading Committee might consist of the Secretary or Director, one or more of the Authority's Inspectors, the Chairman of the appropriate Sub-Committee, and the Chairman of the Education Committee.

The grading would be reviewed at least quinquennially, but preferably triennially. There would be power to reduce a teacher to a lower grade where there has been a marked decrease in efficiency during the period under review, as well as to raise the grading for satisfactory service.

The objects of a scheme of this kind are to promote efficiency and vitality in the service. Under existing conditions it is almost true to say that the best and worst teachers are paid the same, and that though absolutely incompetent teachers can be dismissed, there are many who ought to be dismissed but are just not bad enough. It is also true that seniority counts too much in promotions. Under these conditions the efficiency of the service is bound to suffer.

1. *Types of Scale.*—Generally speaking, women are influenced most in the choice of a profession by the attractions it offers during the period up to the age of marriage. A long scale with a late maximum will not commend itself to them for this reason. Men ought to be in a position to marry at 28 to 30, and the scale should be framed so as to provide them with a sufficient salary at this age to live as married men in comfort. Both men and women should reach the maximum under the scale at about the age of 35. After that they should look for increased pay to promotion to a higher grade. It is essential to the efficiency and vitality of the service that there should be some prospect of increased pay after the normal maximum is reached. Moreover, in the case of men, the absence of any such prospect is likely to tend to drive them out of the profession.

2. *Probationary Period.*—If there is a probationary period it should count for increment if passed satisfactorily. In effect a proportion of the probationer's wages is being retained by the Authority as security for the proper discharge of his duties on the analogy of "detention monies" which are held by a Local Authority pending the execution of a contract.

3. *Increments.*—Increments should never in any case be given to a teacher who has not rendered satisfactory service. In the absence of an unsatisfactory report the service would be presumed to be satisfactory. In practice increments would thus tend to be automatic, as they are in Hull, but the right to withhold or reduce the increment should always be there.

4 (c). *Differentiation on account of Sex.*—Abstract justice no doubt requires that women who do the same work as men, and do it equally well, should be paid equally for it, but under existing social and economic conditions any attempt on the part of Local Authorities to frame their scales on the principles of abstract justice only without regard to the conditions prevailing in other occupations would probably give rise to such dissatisfaction amongst men teachers that they would forsake the profession altogether.

4 (c). *Qualifications other than Code Grade.*—College training and the possession of academic qualifications, such as a University Degree or certain examination distinctions, imply expenditure and sacrifice of time and money, and allowance should be

made for this throughout the whole teaching career (see paragraph 1).

There is no case for doing away with this allowance on the grounds that these considerations tend to become merged in those of practical experience and length of service. The possessors of these distinctions presumably are better equipped mentally, and a superior mental equipment is a lasting asset.

4 (g) *Nature of Employment.*—Less consideration should be given to the class and type and size of the school in which a teacher is placed than to the quality of the service that is rendered. There is no case for employing teachers of inferior qualifications at smaller salaries in infants' and junior schools. The best teachers with the highest qualifications should rather be in these schools. It is in the earlier years that the deepest impressions are made. Sound methods and high ideals implanted in newly opening minds produce the greatest results in later years.

4 (h) *Size of School.*—The grade and remuneration of the teachers should not depend so much upon the number of children in the school as on the quality of the work being done.

A sound teacher doing good work in a small school should be paid more than the teacher doing indifferent work in a large one.

4 (i). *Cost of living.*—The cost of living and housing should be taken into account in fixing the minimum scale of salaries for each particular Authority. The tables published by the Board of Trade of the cost of staple articles of food in various districts might be taken as a basis.

5. *Migration.*—There should be no obstacle to the transfer of teachers from one district to another. Service with one Authority should count as full service with another.

There will be some difficulty in grading the teacher on his appointment. The Committee will have to be guided very largely by the report of the Secretary or Director of Education of the Authority in which the teacher was last employed. Possibly there should be a probationary period, at the end of which the teacher should be graded and the difference of salary made up.

I recognise that if the suggested system of grading were universal there would be less prospect of migration for Grade C teachers than for others, but there would still be the possibility for them of migration to the country. It is impossible to reward efficiency without at the same time penalising incompetency.

6. *Relation of Uncertificated and Certificated Scales.*—Assuming that it is not desired to attract any new Uncertificated Teachers into the profession, the maximum of a new Uncertificated Teacher should not exceed the Certificated Teacher's minimum. Existing Uncertificated Teachers should be graded under the scheme already outlined.

7. *Domestic Subjects and Manual Training Teachers.*—When fully qualified these should be on the same footing as Certificated Teachers and subject to the same conditions of pay and grading.

8. *Relation of Scales for Heads and Assistants.*—The scales should be so adjusted that head teachers would usually receive a higher salary than the maximum salary for assistants in the area. An exception might be made in the case of small schools in a county area.

9. *Possibilities of Promotion.*—There is no case for paying assistants more in proportion as their prospects of promotion to a head teachership are less. A sounder policy educationally would be to secure as many men and women as possible of the standard of Grade A and reward them by increased salaries. Payment should be directly proportional to the value of the service rendered and not inversely proportioned to the chances of promotion to a headship.

10. *Adjacent Areas.*—Assimilation is desirable and should be attempted, but there are many difficulties, and success is doubtful. It is worth while trying for.

Mr. J. R. JOHNSON, Secretary to the Ealing Education Committee.

1. *Types of Scale.*—For an urban area the best type of scale for men and women is one which reaches its maximum in about 14 years, i.e., at the age of 34 or 35. Towards the end of the scale the increments should be larger. Thus assuming a sum of £150 is

allowed from minimum to maximum in the case of men, 10 increments of £10 each might be given to begin with followed by 4 increments of £12 10s. each. Assuming the corresponding range for women to be £120, 8 increments of £7 10s. each might be given followed by

6 increments of £10. During the first 6 or 8 years after training, a woman's position cannot be regarded as permanent, but at the age of 28 or 30 she may be regarded as more or less settled in her vocation as a teacher, and the higher increments should follow from this time. The scale would not stop at the maximum in every case (see paragraph 4 (c) below).

2. *Probationary Period.*—Under present conditions some kind of probationary period is probably desirable. It is difficult to dismiss a teacher after some four or five years' service, and I have known cases in which the absence of a probationary period has led to hard results. But the probationary period should be made as short as possible in the interests not only of the school and the children, but also of the teacher. The probationary period should count for increment if passed satisfactorily.

3. *Increments.*—In the case of assistant teachers, a satisfactory report from the Head Teacher should be made a "sine qua non" before an increment is given. A more extended review of the teachers' service should be made before the period of larger increments is entered upon.

The case of Head Teachers is somewhat different, but before any increment is allowed a report should be made and the recommendation of the Inspector or Officer of the Local Education Authority should be considered in conjunction with the report of H.M. Inspector.

4. *Sex.*—(a) Under existing economic conditions there is no case for paying men and women at the same rate. If equality of payment were general, we should soon have a teaching staff of women only; and this in my opinion would be a national disaster.

I have studied this matter in America and Canada on the spot, and one of the chief features of the American system is the shortage of men teachers, the pay being too small to attract them.

With regard to the differences between scales for men and women, I would suggest a difference of about £50 in the maxima for assistants and a difference of about £100 in the case of Head Teachers of large schools.

(b) *Marriage.* On marriage a woman should cease to be on the permanent staff.

(c) *Qualifications other than Code Grade.*—I should like to see a provision in all scales enabling a fully Certificated teacher who possesses a degree or other distinction, or has shown marked ability as a teacher, or has acquired special qualifications for teaching any particular subject, to proceed to a higher maximum than the ordinary. I see no objection to non-collegiate assistants going to the same maximum as collegiates, the minimum being lower than that for collegiates.

(h) *Size of School.*—Schools must be graded, but the grading should be as simple as possible. It would be a great advantage in urban areas if the number of grades could be reduced to 2, viz.:

(a) Schools with accommodation up to 250 or thereabouts, and

(b) Schools with accommodation above 250.

(i) *Cost of Living.*—This must no doubt affect the scales in different areas. The difference in the cost of living and rents must also be allowed for.

7. *Domestic Subjects and Manual Training Teachers.*—Special Subjects teachers who are duly qualified and in charge of a Centre should be paid at the same rate as trained and certificated assistants.

8. *Relation of Scales for Heads and Assistants.*—In the case of a class teacher promoted to a Head Teachership the scales should provide for an increase on promotion.

9. *Possibilities of Promotion.*—In large urban areas the number of Headships in proportion to the number of assistantships is comparatively small, and consequently it is desirable that the average salary for assistants should be greater in such areas than in rural areas.

10. *Adjacent Areas.*—It would be a great advantage if the scales in contiguous areas especially in the London area could be brought into line. This would prevent poaching, and if this were done full allowance should be made for service in the same grade under another Education Authority. The practical difficulties in securing a uniformity of scale are very great.

C.—WITNESSES NOMINATED BY ASSOCIATIONS OF OFFICERS OF LOCAL EDUCATION AUTHORITIES.

(1.) ASSOCIATION OF DIRECTORS AND SECRETARIES FOR EDUCATION.

Mr. J. E. HOLDEN, Director of Education, Rochdale.

I. *General.*—My views are the outcome of twelve years' experience as education secretary in Rochdale, a manufacturing town, population 91,428 (1911 census), average number on attendance at day schools 13,421. With one exception every school in the borough has over 200 scholars on the roll.

The average age at promotion to head teacherships is for men 38 years, for women 34 years. Many assistants must always remain assistants. The wastage is small. During the last seven years no fully qualified teacher has left to accept either a similar post in another area or to enter another occupation.

II. *Types of Scales.*—Under present conditions in towns like Rochdale a suitable scale for Trained Certificated Assistants would be, for men, one commencing at £100, with smaller annual increments (say £5) for about 6 years and then larger annual increments (say £10) for a further period to a maximum of (say) £200.

The corresponding scale for women should commence at £90 with annual increments of (say) £5 to a maximum of (say) £150.

The maximum for women should be three-quarters of the maximum for men.

If a decent maximum is offered I do not consider that the absence of any prospect of increase beyond the maximum other than by promotion to a head-teachership is any defect or is likely to lead to hardship or stagnation. It is true that a man beginning at £100 and rising to £130 at the age of 26 or 27 may not at first be able to save very much; but I think limited means and limited leisure are a proper condition for very young men. It is far more important to provide them with a good maximum than with pocket money

in their early years. Moreover, I doubt whether to begin with young teachers fresh from college are worth more. For the first three or four years of service they are really finishing their apprenticeship. Men are attracted more by ultimate prospects than by initial salary. I am aware that £10 increments are given during the corresponding period in the Civil Service, but I am prepared to defend the views I have expressed, on general grounds, of course, and not as applicable merely to Rochdale.

I am not in favour of the formation of a special class of assistants to be paid beyond the scale, but if such a class is formed I regard it as essential that either (a) the number to be selected or (b) the qualifications for selection, should be clearly and openly stated.

III. *Probation.*—In Rochdale we do not put new teachers on probation, but if a teacher had never been in a school before, the appointment would be provisional for three months, and if it were confirmed the period would count for increment.

IV. *Increments.*—Increments should not depend on satisfactory reports, and the teachers should not assume that the award of an increment implies that his service has been competent and satisfactory. It is true that the withholding of an increment may prove a useful stimulus, but the balance of advantage is in favour of automatic action. The operation of the ordinary scale should be interrupted only to enforce discipline or on account of prolonged absence from school, provided always that as an act preliminary to dismissal an incompetent teacher may be informed that further increments will not be sanctioned.

V. Modification of the Normal Scale.

(a) *Qualifications other than Code Grade.*—As long as the Acting Teachers' Examination exists it is necessary to differentiate severely against the non-collegiate Certificated assistant. In Rochdale non-collegiate men are not appointed: non-collegiate women get £10 less throughout than collegiate. Notwithstanding this, I have a great difficulty in convincing mothers that college training for girls is necessary. A separate and lower scale throughout for non-collegiate assistants is desirable for this reason. Single cases of non-collegiate assistants with exceptional ability may be exceptionally treated and allowed to reach the collegiate teacher's maximum, but I would not hold out any undertaking of this kind in the published scale.

Teachers with special qualifications other than ordinary college training, e.g., a degree or diploma obtained by prolonged training, should be appointed higher up the scale.

(b) *Special Ability.*—Every scale should contain a discretionary clause empowering the Committee to treat cases exceptionally. Special teaching ability should be dealt with under this clause.

(c) *Nature of Employment.*—In higher grade or higher top classes of ordinary schools the salaries of assistants should be about 15 per cent. above the ordinary scale. The extra 15 per cent. would be paid wherever there was an expanded and more highly organised curriculum. Head Teachers of higher grade schools should also receive more than ordinary schools of the same size.

A special payment should be made to the mistress who is responsible for the scheme of instruction, etc., for domestic subjects in a senior school which is under a head master and which contains senior girls. Otherwise no special payment should be made to any member of the staff because of special ability to teach particular subjects.

VI. *Relation of Scales for Heads and Assistants.*—The initial salary of an assistant teacher on promotion to a head teachership should be the ordinary salary as assistant plus 10 per cent. of the maximum for such assistants. If 10 per cent. of this maximum were less than £20, the initial salary would be the ordinary salary as assistant plus £20.

In the case of a head teacher promoted to a better school, the initial salary should be the previous salary, plus 5 per cent. of the ordinary maximum for Trained Certificated Assistants (subject to a minimum of £10). The maximum salary of the head teacher of every school should be a fixed sum known to the head teacher at appointment.

The maximum salary for head teachers of schools with about 400 on the roll should be the ordinary maximum salary for Trained Certificated Assistants plus 50 per cent.

MR. C. J. R. TIPPER, Director of Education, Westmorland.

General.—Perhaps I can best assist the Committee by stating the problem in Westmorland as a typically rural area. There are 115 departments, of which 30 are Provided and the rest Voluntary. Nearly all the schools are mixed. The aggregate average attendance is 6,940 or about 51 to each department. There are:—

5 schools under 10 in average attendance.	
14 between 10 & 20	" "
46 " 20 " 50	" "
37 " 50 " 100	" "
18 over 100	" "

Head Teachers.—We have no published scale of salaries for head teachers. The following minimum salaries for head teachers are paid, viz.:—

Men	£105 Non-collegiate
	£110 Collegiate.
Women	£85 Non-collegiate
	£90 Collegiate.

All applications for increase of salary are dealt with on their merits.

Better salaries are paid in the larger schools and we promote to them from the smaller schools as far as possible. In recent years the tendency has been to increase the salaries in smaller schools without a corresponding increase in the larger for the following reasons:—

1. The necessity of maintaining the standard in the smaller schools

The head teacher of a larger school should have a larger maximum, of a smaller school a smaller maximum; but these maxima expressed in terms of so much per child should vary inversely as the number of children. This may be illustrated by the following table in which the figures are intended to illustrate the principle only:

Number on Roll.	Maximum.	Maximum expressed as rate per child.
300 ...	£250 ...	16/8
400 ...	£300 ...	15/-
500 ...	£325 ...	13/-
600 ...	£340 ...	11/4

The maximum salary of a head teacher of a higher grade school should be about 50 per cent. more than the corresponding maximum for an ordinary school.

NOTE AND TABLE.

A uniform scale imposed upon large and small towns alike would be unfair, but the salaries of one grade of teachers ought to bear a mathematical relation to those of another grade.

There is reason to believe that the relation which the salaries of (say) assistant teachers bear to those of head teachers in the same area should be about the same in every town. The propositions made in the foregoing paragraphs suggest what that uniform ratio in each case should be. Thus, if M be the maximum salary fixed for trained certificated assistant masters for any area by those with local knowledge, then the other salaries for the area will be found by the following formulae.

		Say £	Say £	Say £
<i>Ordinary Elementary Schools—</i>				
Maximum for Trained C. Assistants—Men.	M	180	200	240
Maximum for Trained C. Assistants—Women.	$\frac{3}{4}$ M	135	150	180
Minimum for Head Master with 14 years' service as assistant.	$\frac{5}{4}$ M	225	250	300
Minimum for Head Mistress with 13 years' service as assistant.	$\frac{3}{4}$ M	135	150	180
Maximum for Head Master of school containing older boys with about 400 on roll.	$\frac{3}{2}$ M	270	300	360
Maximum for Head Mistresses of school containing older girls with about 400 on roll.	$\frac{3}{2}$ M	270	300	360
<i>Higher Grade Schools—</i>				
Maximum for assistants—Men ...	$\frac{3}{4}$ M	135	150	180
Maximum for assistants—Women ...	$\frac{3}{4}$ M	135	150	180
Maximum for Head Master of 400 school.	$\frac{3}{2}$ M	270	300	360
Maximum for Head Mistress of 400 school.	$\frac{3}{2}$ M	270	300	360

2. The increasing difficulty of getting teachers in isolated places.

3. The comparative failure of the promotion system which has been due more to paucity of suitable vacancies than to obstacles when they occurred.

Speaking generally we arrange to have a man as head teacher in schools of 45 and upwards, though the rule is not of course invariable. The tradition of the County favours a master for small schools and the parents prefer it. The tradition goes back to the old days when there was a large number of endowed schools in the County and the masters were men of importance in the village life. This is still the case to-day and in my view it is very desirable that the head teacher whether man or woman should be a social force in the village.

There is a certain amount of "inbreeding," and an influx of fresh blood would do us good, I have no doubt; but even if it were possible to arrange for this, we should prefer to appoint newcomers to smaller schools, filling the best headships by promotion.

On the whole we have trained our share of teachers and we have been fortunate in the quality of those who have entered the teaching profession, as most of them come from good homes. It may be pointed out that in this County (outside the Lake District and Kendal) most of the children in a district, including the children of the larger farmers, attend the elemen-

tary school for the greater part, if not the whole, of their school life.

We have published scales of salaries for all assistant teachers. The problem of assistants is inextricably bound up with that of staffing. Code minima have little or no meaning in this area as the following scale of staffing will show.

Average.	Staff.
Schools 1—20	1 teacher.
21—50	Head and assistant.
51—100	Head and 2 assistants.
101—150 (No Infants)	Head and 2 assistants.
151—200 " "	Head and 4 assistants.

Thus in a school with 28 in average attendance there would be a staff consisting of head teacher and supplementary teacher, but a head teacher alone would satisfy the minimum requirements of the Code.

Where the infants are sufficiently numerous the infants and older scholars are considered separately for staffing purposes.

The difficulty is to maintain a reasonable staff in the smaller schools without making the cost prohibitive.

1. *Types of scale.*—Scales should be as simple as possible.

A scale extending over a large number of years with small increments has much to recommend it from the administrative point of view. A short scale with large increments has much to recommend it from the recipients'. A scale proceeding by annual increments to a certain point, and subsequently by increments at longer intervals, is probably the best all round. The principal increments should come at the beginning. It is important that the teacher should not have to wait too long before reaching a reasonable salary. A comprehensive and extended review of the teacher's services might well take place at the end of the first set of increments. I am not prepared to lay down any ages.

3. *Increments.*—Increments should be given unless there is clear evidence of unsatisfactory service. In the case of assistant teachers the head teacher's report should be required; in the case of a head teacher the opinion of the managers and any reports of inspection. This follows our present practice in Westmorland. In rare cases we have withheld increments with salutary effects.

It should be noted that in this County, in normal times, the work of all, except junior teachers, is known to the Authority.

The comprehensive and extended review of a teacher's services, mentioned in the previous paragraph, might well take the form of a thorough inspection, somewhat on the lines of the present inspection by the Board of Secondary Schools. The Education Authorities as well as the Board should be represented, and a conference should follow at which the head teachers and Managers should be present. Such a conference, at which the head teacher attended on a footing of complete equality and at which there was unfettered discussion, would have very great value, and if the whole inspection was conducted in a sympathetic spirit it would be welcomed by any competent teacher.

4. (c) *Joint Appointments.*—Joint appointments are not sanctioned in Westmorland. It has been found better to adopt the rule that if the wife, sister or daughter of the head teacher takes a post in the same school, the salary paid her is that attaching to the post irrespective of the qualifications of the teacher. Joint appointments carrying a joint salary should certainly be abolished. If the present practice in Westmorland will conflict with the Board of Education's requirement of a minimum salary, it will be impossible for us to appoint teachers related in this way. It would often be impossible to appoint a second teacher to a very small school (*see notes on Staffing above*).

(e) *Qualifications other than Code grade.*—The simpler the scale the better, and the simplest way of dealing with these qualifications is to count them as so many years' service, *i.e.*, the possessor should be entitled to commence above the minimum and then to proceed along the scale, the maximum not being varied. This applies to college training also.

4. (f) *Special ability.*—The Authority should reserve the right to make special payments for special responsibilities or abilities.

(h) *Size of school.*

(i) *Cost of living.*

(j) *Situation of the school.*

In considering a locality like Westmorland it is convenient to deal with these considerations together.

Grades should be as few as possible. The system which has worked satisfactorily in the case of this county is to grade according to the staff, *i.e.*, the number of classes, but this is only possible because our schools are all small and the number of grades therefore is not large.

As a rule, regrading should be undertaken only when a vacancy occurs. Extreme cases of reduction in numbers may often be met by the transfer of the teacher. Cases of increase of a sufficiently permanent character can be considered when the head teacher reaches the maximum of the grade.

We do not find that the premises introduce great complications into this method of grading. In a county like Westmorland the mere size of the school is no criterion of its difficulty, and there is something to be said for the plan which has been suggested of fixing a salary for each school having regard to the locality as well as the size, though I should not limit myself.

Attempts to pay a small salary to the teacher in the very small school have not been a success. The children in the smaller schools are entitled to a good education. Many of them are remote from a railway and very isolated. Sometimes there is not even a hamlet. Lodgings are difficult to get, and not always very suitable. There is no congenial society; there is a danger of intellectual stagnation. We have plenty of evidence of this. Teachers in isolated places are found to get very weary, and need frequent change of scene and of companionship. In several cases we have had to get rid of incompetent teachers, and there was no doubt that isolation had contributed to their loss of efficiency. It is clear, therefore, that the salary must be sufficient to enable the teacher to get away often for a change.

We have not considered the question of giving teachers extended leave or a grace period from time to time.

The teacher in a school situated in a village is somewhat better off, but the salary should be sufficient to induce the right type of teacher to settle. The head teacher in a village school exerts more influence than the teacher of any other class of school. As between the town and the country—if anything a better type of teacher is needed in the country. It is a fact that at present many country head teachers eke out their salaries by acting as rate collectors, etc. I do not consider that any head teacher ought to be under the necessity of doing this.

5. *Migration.*—Migration is desirable, and should be promoted in every way possible.

5. *Uncertificated teachers.*—The regular scale for Uncertificated teachers should end where the scale for Certificated teachers begins, but an Authority should always reserve power to pay for long experience and satisfactory service above the ordinary scale.

8. *Relation of scales for heads and assistants.*—This is a point of considerable difficulty, and must depend upon the rate of promotion in the area. Provision should always be made for an assistant to receive an increase of salary on promotion. Otherwise absence of inducement might interfere with educational interests.

9. *Possibilities of promotion.*—The prospect of promotion has an obvious bearing on the question of assistants' pay, but the actual opportunities must be considered, and these may differ materially from the opportunities on paper. For instance, it is a matter of common knowledge that even if the managers of a voluntary school agree to co-operate with the Authority in working a promotion system, the agreement may fall to the ground at any time with a change of managers.

10. *Assimilation.*—It is desirable that an attempt should be made to assimilate the scales of salary in force in adjacent areas.

(2.) NATIONAL ASSOCIATION OF EDUCATION OFFICERS.

MR. E. W. B. ABBOTT, Secretary for Education, Maidstone, and MR. JAMES GRAHAM, Secretary for Education, Leeds

GENERAL NOTE.

There should be for the whole country a recognised minimum scale which should be adequate to enable the teacher whose service is satisfactory (1) to live his appropriate life, (2) to fulfil all his responsibilities, and (3) to leave a margin for emergency and possible retirement. On this recognised minimum standard, scales of salaries for teachers of various grades should be framed by Local Education Authorities, the scales being differentiated with respect to locality (e.g., cost of living, &c.), qualifications, sex, difficulty of school, extent of duties, &c. The minimum scale should be the scale for the best efficient teacher in the most favourable area. No Authority should be allowed to go below it, and should give reasons if they did not go above it.

The present divergency of scales all over the country is very undesirable. Candidates for the teaching profession do not know what their prospects are. The minimum scale would remedy this difficulty, and the fact that any increase to salary beyond the maximum provided by the minimum scale would be dependent on the discretion of the Authority would not matter.

(1) *Types of Scale.*—The scales of salaries should be so arranged that the teacher receives the largest amount when his responsibilities are heaviest and his needs greatest.

A scale extending over a long number of years with small increments would presumably have the advantage of acting as an incentive towards continual exertion and good work by the teacher. This might, however, result in the teacher at a certain period of his life finding his work hampered by the strain of financial difficulty.

A short scale with large increments is not advisable because as a rule the responsibilities of the normal teacher do not begin immediately after entering the teaching profession, and unless additional income arrives with the growth of responsibilities, financial worry is likely to hamper the teacher's work; and if a short scale is adopted the principal increments should certainly come towards the end rather than at the beginning of the scale.

The basis of the suggestion that a scale should proceed by annual increments to a certain point, and subsequently by increments at long intervals (e.g., annual increments for, say, 12 or 15 years, followed by quinquennial increments), is presumably the idea of keeping the teacher's interest alive and thus ensuring good work as long as he or she remains in the profession. Personally we should very much prefer to trust to the teacher's honesty of purpose. The fact that an increment may come every five years will hardly influence the teacher who has done satisfactory service sufficiently long to cover the period of annual increments. Much the better plan would be to have in the scale of salaries a clause to the effect that teachers of special merit may be dealt with exceptionally by the Local Education Authority. Such a clause, of course, should not be a dead letter; it should be applied generously in the case of teachers who have long service, ripened experience and real ability.

No doubt such a plan leaves a good deal to the discretion of the Authority, but this is not a serious objection to our recommendation. Suggestions as to special salaries might be made to the Authority by Head Teachers, Managers, H.M. Inspectors, Local Inspectors and the Director of Education. There should not be a fixed number of teachers to whom special salaries should be given, as is often the case under a system of "First Assistants." The objection to this is that the whole of the teachers know that promotion will only be given to teachers in the "First Assistants" class and this deadens the service as a whole. It is better that promotion should be open to the whole body of teachers.

The distribution of a total sum of money over the full period of a teacher's service should be so arranged that the income of the normal teacher increases with the growth of responsibility and consequent financial need of the teacher. Taking 21 years of age as the starting point in the career of a qualified teacher, we would suggest as regards assistant teachers in Elementary Schools:—

- (a) that small increments of £5 a year be given, subject to satisfactory service, for the first six years;

- (b) that increments of £10 a year, subject to satisfactory service, be given subsequently until the maximum of the scale is reached, which in the case of a man would probably be for six or seven years, and in the case of a woman teacher for two or three years;
- (c) that beyond this point assistant teachers of special merit should have additional increments at the discretion of the Local Education Authority.

When an assistant teacher has reached the age of approximately 34 in the case of a man, or of 30 in the case of a woman, increased income would come to the most efficient either by way of promotion to a Head Teachership or by special grant by the Local Education Authority.

(2) *Teachers on Probation.*—Teachers appointed on probation should be dealt with specially for the period of probation. When they are placed on the permanent staff it is understood that they are qualified professionally and have teaching ability. They should therefore be paid according to the scale of salaries of the grade in which they are placed.

(3) *Increments and Satisfactory Service.*—In any scale of salary it is necessary to indicate that increments, even though they are called automatic, are subject to satisfactory service. Whether the service is satisfactory or otherwise must be determined by: (a) reports of the Head Teacher of the school in which the teacher is serving; (b) reports of the Inspectors of the Local Authority, where such exist; (c) possible reports of Inspectors of the Board of Education.

In this connection it is essential that all reports on the teacher should be honest reports, written without fear or favour. They should be regarded in the first instance as confidential documents, especially those by Head Teachers. It is not right, however, that the career of an Assistant should be injuriously affected without his knowing the cause of any complaint against him, and if an Authority therefore decide to take action on a report, they should first let the teacher know. A teacher should be warned twice before a permanent record is made against his career.

As regards (b) above, it is very desirable that all Authorities should have a full-time responsible Education Officer. In smaller areas, two or more Authorities might combine and engage such an Officer between them.

As regards (c) it will be desirable that H.M. Inspectors should be much more outspoken in their reports now that teachers are to receive increased salaries. At Leeds there are monthly conferences between H.M. Inspectors and the Authority's Inspectors, and these are found very valuable.

It is certainly desirable that at some stage in a teacher's career, and preferably not at too early a stage, there should be a more extended review of the teacher's service than is usual at the time of the annual or other periodic increments. Such extended review is necessary to decide whether the teacher should be admitted to the upper part of the scale. There are teachers whose work could not be called unsatisfactory nor could it be called very satisfactory—teachers who within the school hours work steadily, but who are lacking in some of those qualities which go to make the really efficient teacher—the teacher who exerts a lasting influence over the children in his charge. The former teachers, many of whom are only just above the level for dismissal, are well paid for the work they do when they reach a remuneration of something over £3 a week in the case of a man, and approximately seven-tenths of that amount in the case of a woman. There is on the other hand the able teacher who has kept himself abreast of the times who is enthusiastic in his profession and who exercises over the children a real and lasting influence. Those teachers are worthy of more generous treatment. It is for the purpose of paying a greater salary to the more worthy teacher and a less salary to the less worthy, that at some stage in a teacher's career there should be an extended review of his service to allow the valuable teacher to go forward to allow the valuable teacher to go forward altogether inefficient, but still not very valuable, at a point in a scale where he receives what is certainly a living wage and a remuneration quite commensurate with the service he renders.

"Grace Terms" for deserving teachers are desirable and Local Education Authorities should meet teachers half way in the matter.

(4) *Distinctions in Scales of Salary.*

(a) *Sex.*—The salary paid to the teacher is not merely a return for work done or duties performed. It is something to enable the teacher to live according to his position, to fulfil his duties and carry his responsibilities, and to leave a margin in readiness for emergency. The normal man teacher, after the first four or five years of service, has not only himself, but a wife and children to feed, clothe, and generally care for. The normal woman teacher, after the first few years of service, has only herself to provide for. It may be urged that a woman teacher often has dependants, *c.g.*, a mother to look after, but so often has the man teacher. These cases are not normal. They form only a small proportion of the great body of teachers. To enable the normal man to carry his responsibilities requires a larger sum than is required to enable the normal woman to carry her responsibilities. Men and women teachers, therefore, should not be paid at the same rates. The scale of salaries for men should obviously be greater than that for women. A fair basis of relation between the scales for men teachers and women teachers of the same grade would be that the women should ultimately receive approximately seven-tenths of what the man receives; that is, when the teachers reach the period of maximum responsibility and consequently maximum salaries, the salaries should be approximately in the proportion of 7 to 10. The ratio of the woman's salary to that of the man in the same grade should not be less than 3 to 5 and should not exceed 3 to 4. This should suffice even for women who stay in the profession till the age of 65 and have no one to rely on in their old age.

(b) *Marriage.*—This factor should not come into consideration. Under normal circumstances, when a woman marries, her right place is in the home. The widow, or woman whose husband is unable to work, would naturally be on the same status as regards salary as the unmarried woman teacher of the same grade.

(c) *Joint Appointments.*—Joint appointments generally are to be discouraged. It is only in residential schools that joint appointments should be considered, and those are so few and the conditions are so varied, that each case should be dealt with on its merits. But when joint appointments are made, each teacher should receive the full amount due to his or her grade.

(d) *Code Grade.*—Distinction should be made both in the initial and in the ultimate salary obtainable by a college trained teacher as against the non-collegiate teacher, in view of the expense of the training and the presumed influence of the training on the outlook and capability of the teacher.

It is undesirable to encourage the appointment of teachers below the grade of Certificated Teachers, and for such partially qualified teachers there should be a flat rate of salary sufficient to enable them to live.

There is perhaps room for a new class of teacher, composed of women who have reached an approved standard of education, *e.g.*, the Oxford or Cambridge Senior Local or a University Matriculation examination, and who have received special training in the Art and Practice of teaching for at least 12 months in a specially selected school (or schools) which might be established in Education Areas of a reasonable size. Such teachers could do valuable service in rural or senior schools. They should, however, aim eventually at rising to the higher ranks, *i.e.*, they should proceed to a Training College for Teachers within, say, 5 years, or leave the service.

(e) *Additional qualifications.*—Extended training, which involves greater preparation by the teacher for his life's work, should carry a higher commencing salary when such a teacher begins service in the schools. It is suggested that for trained teachers who have had three or four years' training, the years of training beyond two should be counted as years of service and an additional £5 be added to the commencing salary for each year of training beyond the normal two years. It is presumed that the teacher benefits, and that the children in the schools ultimately will benefit, from the extended period of training, and it would hardly seem equitable to place a teacher who has undergone the expense

and trouble of further training in exactly the same position in the scale of salaries as the teacher who has undergone only the normal two years' training.

It is not desirable to have an intricate scale differentiated on such points as distinction in examination, degree, special qualifications for teaching particular subjects, &c. The scales of salary should be simple in outline and simple in application. Distinction in an examination, the holding of a degree, &c., are not necessarily indications of greater value in the teacher; and such points would in general be covered by recognition of an extended period of training as noted above. A clause in the scales of salaries to the effect that teachers of special merit may be dealt with exceptionally, would cover any point not involved in the extended period of training and would allow more equitable treatment to the teaching profession in general than would a list of small amounts set apart for teachers in virtue of their holding particular diplomas, &c.

Qualifications of this nature should not be entirely merged in the scales of salaries after a period of years, even in consideration of practical efficiency and length of service. The incentive which a differentiation in salary gives to young teachers to obtain full qualification by taking a complete College Course or to keep fully abreast of the times by taking opportunities for further training and for specialising in particular directions would be lost. Scales of salaries which allow every teacher ultimately to derive equal benefit in spite of considerable differences in qualifications, ability, and interest in the profession, would tend rather to a dead level of teacher than to a real live staff. There must be opportunities for the live teacher to benefit at any time during his career and scales of salaries should be sufficiently elastic to allow of such benefit.

(f) *Special Abilities of the Teacher.*—The ordinary increments in salary are naturally given subject to satisfactory service. But there should be a clause in every scale of salaries enabling a Local Education Authority to deal exceptionally with a teacher who shows outstanding ability. The grant of a double increment would in general meet such cases.

(g) *Employment in Schools of different types.*

(i) *Schools of a higher type.*—Teachers serving in schools of a higher type would be selected because of their special qualifications and special ability, and it would be understood that in teaching in schools of a higher type, the teacher would carry heavier responsibilities, *e.g.*, there would be more intense preparation of lessons, possibly closer supervision, and a larger demand on the private time of the teacher. For these reasons, the scales of salaries should be somewhat higher than for the normal elementary school. The difference between the normal scales and the scales for such schools would necessarily be dependent upon the type of higher school.

(ii) *Schools for Senior Children as opposed to Junior Children or Infants.*—Class teaching is as difficult in an Infants' School as in a school for older children, and for dealing with infants or very young children, teachers of special aptitude are required. There should therefore be no difference in the scales of salaries for class teachers in respect of the age of children they teach within the limits of the ordinary elementary schools. Infant Schools form a type and the Head Teachers should be paid on the same scale as women Head Teachers of Senior Schools. With regard to Head Masters of Junior Schools as opposed to Senior Schools, Junior Schools are probably best under Head Mistresses, but, in view of the few opportunities for promotion to men teachers, in some areas Junior Schools are under Head Masters. In these cases the Junior Schools are stepping stones to further promotion, and the scale of salary for the Head Master is necessarily lower than that for Head Masters of Senior Schools. When the Headship of a Senior School falls vacant, the bright and energetic Head Teacher of a Junior School is promoted to the Headship of a Senior School which may be smaller than the Junior School, but which gives the Head Teacher opportunity to exercise an influence over boys until the end of their school course.

(iii) *Mixed Schools as opposed to Schools for Boys or Girls only.*—There seems no reason for differentiation in salary in respect of this factor.

Children are children, whether they be boys or girls; and in the actual teaching in mixed schools as opposed to schools for boys and schools for girls there is no difference sufficient to warrant a differentiation in salary. It is desirable that men teachers should be placed in charge of the older boys and women teachers in charge of the older girls. The limit in each case would be the end of Standard III. or perhaps IV.

(iv) *Boys' Schools with Women Teachers.*—In some cases women teachers are better than men teachers for the younger boys, and certain women teachers incline to the teaching of boys rather than girls. This hardly forms a reason for differentiation in salary apart from the general principle to deal exceptionally with any teacher of outstanding merit.

(v) *Special Schools.*—The work in these schools calls for special qualities of tact and sympathy in its teachers and in some respects for special qualifications. In view of the special nature of the work and the special qualifications required, there should be some differentiation in salary as compared with the salaries paid to teachers in ordinary elementary schools. In Leeds a difference of £10 is made in the case of non-residential teachers and of £20 in the case of residential teachers. In the latter case a sum of £30 a year is deducted for residence and rations.

(vi) *Schools of Special Difficulty.*—Generally speaking, every teacher thinks the school in which he or she works is one of special difficulty. A differentiation in respect of this factor would be difficult of application, and the best way to take into consideration such a factor is in the grading of the schools for the purpose of fixing the salaries of Head Teachers.

(vii) *Schools in specially unattractive neighbourhoods.*—There are many teachers filled with a missionary spirit who are most happy in working among children of such neighbourhoods, and it is hardly desirable to make special arrangements in this respect in any scale of salaries apart from the general principle that cases of exceptional merit may be specially dealt with.

Opportunities for the transfer of assistant teachers from one school to another occur far more frequently than is the case with Head Teachers.

(h) *Size of School.*—The grading of schools in any area is of distant advantage because grading ensures more opportunities for promotion for the large proportion of the staff. This in itself helps towards efficiency. There should not be too many grades, as in scales of salaries with close grades the difference in salary between one grade and another is hardly sufficient to form an attraction for transfer from one school to another. Approximately four grades are sufficient in the area of any Local Authority.

The average attendance is the fairest general basis on which to grade the schools; but other factors should be considered, such as the organisation of the school, unattractive surroundings, any special difficulties appertaining to the school and transference of pupils to other schools for further education.

The grading should not be permanent; the conditions of a school vary from time to time, and it should always be open to the Local Education Authority to re-grade any school when it is considered desirable. When, however, a school is regraded, the teacher in charge should suffer no diminution in salary. The reduction must be made when there is a change of teachers.

(i) *Cost of living, housing accommodation in different districts, etc.*—These are factors which would necessarily be taken into consideration by a Local Education Authority in drafting its scales of salaries for teachers, since cost of living, etc., are important items in deciding the salary which will enable the teacher to live appropriately, as was enunciated above in connection with the general principle on which scales of salaries for teachers should be based.

An Authority should utilise the figures of the Board of Trade when adjusting salaries to meet local variations in the cost of living.

(j) *Situation of the School.*—Generally speaking, the cost of living in a rural district is considerably less than that of living in an urban district. Against this may be placed the opportunities for further advancement in the profession and for social life which are

greater in urban districts than in rural districts. On the whole, therefore, rural teachers should have the same salaries as teachers in towns, to enable them to keep themselves abreast with current methods. They should also be regarded as full time officers and have salaries which do not require to be supplemented by outside work.

5. *Teachers migrating from one area to another.*—There should be no hard and fast rule regarding the place on the scale of salaries which a teacher migrating to one area from another would take. The Education Authority should be in a position to exercise its discretion in counting or not counting previous service under another Authority in fixing the teacher's commencing salary on entering the Authority's service. If no obstacle be placed to the migration of teachers, it would be possible for a teacher without adequate reason—e.g., a slight disagreement with Head Teacher or Governing Authority—to leave the service of one Authority and enter the service of another without loss—in other words, there would be no obstacle to capricious migration. On the other hand, a teacher may have valid reasons for migration. He may have done excellent work under the old Authority, and in such circumstances he should not suffer by entering the service of another Authority.

It may be suggested that as a working arrangement a teacher on migrating from one Authority to another might be credited with two-thirds of his previous service in determining his position on the scale of salaries in the new area, but any rigid rule of this kind would be undesirable. It is far better to insert a clause in the scales of salaries to enable the Local Education Authority to deal with each case on its merits.

6. *Uncertificated Class Teachers and Certificated Class Teachers.*—In the appointment of teachers the prime considerations are the efficiency of the school and the welfare of the child, and from this point of view it is undesirable to offer an attractive scale of salaries to teachers of lower grade than Certificated Teachers. A flat rate adequate to enable the teacher to live, but not sufficiently adequate to be attractive, should be fixed for Uncertificated class teachers. In some cases Uncertificated class teachers have failed to qualify more highly because of special circumstances, and such teachers are often of real value in a school. Increased remuneration generally would be dependent on obtaining the necessary higher qualifications, while to meet cases of very special merit and special circumstances, Local Education Authorities should be in a position to deal with special cases on their merits.

7. *Domestic Subjects Teachers, and Handicraft Teachers.* (a) *Domestic Teachers.*—For these teachers an essential qualification is ability to teach, and this requires that such teachers should be trained. Fully qualified domestic teachers, i.e., teachers qualified in Cookery, Laundrywork, and Housewifery, or in Needlework, Dressmaking, and Millinery, should be on the same scale of salaries as trained Certificated women teachers with two years' service, and should be regarded as such. Specialisation beyond the ordinary period of training for teachers of domestic subjects (two years and a term) should count as with class teachers with more than two years' training.

(b) *Teachers of Handicraft.*—Handicraft instructors should be trained teachers who have specialised in handiwork, and such men should be on the same scale of salaries as trained Certificated men class teachers. Other handicraft instructors (i.e., tradesmen, artisans, etc.) who are already in the service of education should be considered by the Local Education Authority on their merits as regards qualifications, experience and efficiency.

8. *Relation between scales for Assistant and Head Teachers.*—The Head Teacher of any school should certainly receive a higher salary than that of any assistant teacher in the same school. The minimum salary of a Head Teacher should not necessarily exceed the maximum salary of assistant teachers in the same area, but in general it should not be less. Whether the Head Teacher's commencing salary exceeds the maximum salary of assistant teachers or not would depend on the stage in the scale which had been reached by the assistant teacher at the time of his promotion. In actual practice the assistant teacher would in nearly every case have reached the maximum before promotion. The promotion of an assistant teacher to a Head Teachership should carry an increase

in salary to mark the promotion, and it is suggested that such increase should be approximately £20.

9. *Possibilities of Promotion.*—The possibilities of promotion in any area should not affect the general scale of salaries in the area as a whole. It should, however, affect the ultimate maximum of salaries of assistant teachers in view of the application of the principle that the teachers should be paid a salary adequate to enable them to carry all their responsibilities. If pro-

motion to Headships in any area is rapid, the greater opportunities for the most capable assistant teachers to secure Head Teacherships diminish the need for a comparatively higher maximum for assistant teachers.

10. *Salaries in adjacent areas.*—The influx of new teaching power into any area is good for education in that area. On the other hand frequent changes in the school staff are undesirable, and frivolous migration from one area to another should be discouraged.

D.—OFFICERS OF LOCAL EDUCATION AUTHORITIES.

SIR GRAHAM BALFOUR, Director of Education to the Staffordshire Education Committee.

The following remarks follow the questions in the Questionnaire, and are based on the result of our experience in Staffordshire.

I. *Types of Scales.*—The Staffordshire scale begins with annual increments for about 13 years. These increments are regular, but not absolutely automatic. This scale was mainly the outcome of prevalent conditions when the Act of 1902 came into force. The scale, however, appears to be satisfactory.

II. *The Probationary Period.*—Certificated Teachers who have been Student Teachers or Pupil Teachers are put on to the scale when found satisfactory, usually after about 6 months' work. Teachers who become Certificated without any previous training should have a period of probation according to individual capacity, but this period should not be counted as service for the purpose of any increment.

III. *Conditions of Increments.*—Every scale should reserve to the Education Committee the right to vary the scale in any particular case; this would allow an Authority to withhold or reduce an increase where there was definite evidence of unsatisfactory service. Such evidence would come from H.M. Inspectors' reports or from the returns of the Authority's own Inspectors. The Authority do not wish, however, to establish a large inspectorate and only keep such an inspecting staff as is necessary for rather exceptional inquiries. The Managers of schools also are consulted, and the Authority would institute an inquiry if the Managers recommended that an increment should be withheld.

The Staffordshire scale provides for an extended review of a teacher's service when the last two increments are falling due. These increments, however, are only withheld in quite a few cases.

It has been found useful to appoint a Sub-Committee to deal with teachers' increments and salaries

IV. *Modifications of the Normal Scale.*

(a) *Sex.*—Men and women should not be paid at the same rate. Under our scale a Trained Certificated woman gets about three-fourths of a Trained Certificated man's salary. Women get a smaller minimum and receive increments for eight years less than men. On the other hand, there is only £5 difference between the maximum of an Uncertificated woman and an Uncertificated man.

(It is a significant point which should not be overlooked that masters of Elementary Schools readily put their daughters into their own profession, but much more rarely their sons. At any rate, this is the case in my own area, and although there may be more than one contributing cause, it certainly seems as if those who have practical experience of the profession regarded it, till recently at any rate, as profitable for women but not for men.)

(b) *Marriage.*—Since 1st July, 1907, the appointments of women teachers terminate on marriage, but sometimes they receive temporary appointments. In these cases no difference is made between the salary of a married and an unmarried woman.

It may be noted that married women who return to teaching may know more about children; but they have lost touch with teaching methods.

(c) *Joint Appointments.*—My Committee never make joint appointments; this does not mean to say that husband and wife are never employed in the same school, but their contracts with the Managers or Education Committee are independent of one another.

(d) *Code Grades.*—My Committee recognise Code grades in their scale of salaries for assistant teachers. The grades are recognised as follows:—

Pupil Teachers,
Student Teachers,
Supplementary Teachers,
Uncertificated Teachers,
Untrained Certificated Teachers,
Trained Certificated Teachers.

The Education Committee consider that there should be a difference between each of the above grades of teachers. They also consider that there should be very little difference between the salaries of Uncertificated men teachers and Uncertificated women teachers on the ground that men who take up teaching at all take it up for life and should have every inducement to obtain the full qualifications. The number of years during which the increments of Uncertificated teachers should be paid should be few, as it should come to be understood that there is no prospect for teachers who do not become Certificated. As a temporary arrangement, however, some provision should be made for existing Uncertificated teachers who are well on in life.

(e) *Academic Qualifications, College Training, &c.*—In addition to the qualifications essential for the particular Code grade, my Committee make an extra payment in respect of three years' College Training, the possession of a Degree, or the Higher and Elementary Certificate of the National Froebel Union. They also pay £5 extra where a Teacher is responsible for the teaching of a Gardening Class (we have 245 Gardening Classes). In a few cases we pay an extra £5 a year to assistant teachers taking Cookery. The extra payments in respect of College Training, &c., are in addition to the ordinary scale salary.

We definitely hold that there is a marked difference between trained and untrained class teachers, and consider that this difference should affect the salary throughout the whole career of an assistant. We provide for Teachers of special capacity and character by promotion to Headships, and in the case of Head Teachers this difference ceases to exist.

(f) *Special Ability as a Teacher.*—We do not pay a higher salary to teachers of special ability because we do not think it possible, at any rate in a large area, to make a fair and complete selection of such teachers. It is possible to pick out a few quite easily, but many others would be omitted. Generally the evils caused by giving increments by selection are greater than those of adherence to the scale. The omission of special rewards for special ability does not tend to encourage slackness or general mediocrity.

(g) *Locality, Character, &c., of School.*—We make no difference in our scale on account of the character, organisation or locality of our schools.

(h) *Grading.*—As long as the government grant is based on average attendance, regard must be had to the average attendance of the school in fixing the scale for the Head Teacher. This holds good whether the grant is paid on individual schools or in an aggregate block grant. Our schools are, therefore, graded according to average attendance. I am of opinion that there should be few grades, as the line of delimitation between the grades is always a difficulty. The Staffordshire grading is as follows:—

Grade I. and II.—Average attendance of 120 or under.	
" III. "	121-180.
" IV. "	181-250.
" V. "	251-350.
" VI. (containing 17 schools)	351 and over.

Our schools are regraded upon the average of the average attendance for the three last school years. My Committee show considerable hesitation in decreasing the salary of a teacher where the grade of a school is reduced if the circumstances leading to the reduction in average attendance are beyond the teacher's control. We always allow for the transfer of pupils from Elementary Schools to Secondary School. Regrading gives us the opportunity of taking stock of the school.

(i) *Cost of Living.*—We make no difference in our scale to meet the costs of living and housing accommodation in different districts.

It may be noted that it is possible for teachers to live at home in the country and go by train to their schools in a neighbouring County Borough, thus combining cheap living in the country with the higher salary in the town.

(j) *Town and Country.*—I hold very strong views about the hardships suffered by rural teachers, but the difficulties of delimitation between urban and rural districts are perhaps worse than any others. We come into contact with this in dealing with scholarships offered to rural districts and in the administration of School Attendance Bye-laws which differentiate between urban and rural children.

V. *Migration of Teachers.*—When teachers migrate from one area to another, the number of years of experience should be taken into account in fixing the salary. We have no hard and fast rule for this. The fact that salaries in County areas and Part III. areas are very similar, checks, not stimulates, migration, as teachers have no financial incentive to move in another area. Nor do the higher salaries in County Boroughs attract established teachers in any number from other areas, though they attract young teachers to begin their careers in the County Boroughs as against the country. To this extent the Boroughs get the better teachers. Moreover, to some extent, though not a great one, teachers discarded from County Boroughs take places in the Counties; but more often they leave the profession.

VI. *Uncertificated Teachers.*—I am of opinion that there should be a marked difference between the scales of salaries of Uncertificated class teachers and those of Certificated class teachers in order to encourage the former to become Certificated. In our scale there is a difference of at least £5 between the maxima of Uncertificated teachers and the minima of Certificated. The maximum of a trained Certificated master is twice as much as the maximum of an Uncertificated master. The salary of a trained Certificated mistress is about one and a half times as much as the maximum of an Uncertificated mistress.

VII. *Teachers of Domestic Science and Handicrafts.*—Teachers of Domestic Subjects should, for the purposes of salary, be regarded as Trained Certificated women teachers. Teachers of Handicraft should be classed with untrained Certificated men teachers. This distinction is due chiefly to the respective cost of training.

VIII. *Head Teachers.*—When a vacancy occurs in the Head Mastership of a school with an average attendance of less than 100 we reconsider the question whether it is necessary to appoint a Head Master or a Head Mistress. Where a Head Master is appointed to a small school, I consider the maximum salary should be at least as good as that of a trained Certificated class teacher. Our scale does not provide that a class teacher shall, on promotion to a Headship, necessarily receive an immediate increase of salary, but in practice an increase is generally given.

SIR ROBERT BLAIR, Education Officer of the London County Council.

1. *The need for more and better teachers.*—The witness called special attention to the pressing need for securing a continuous supply of well-educated teachers; an increase both in numbers and quality was required, particularly in the case of men. This need would be even more acute if all children were retained in school up to the age of 14. More teachers would be wanted, and in the case of children between 11 and 14 years of age teachers of much greater width of view should be provided, not only in Higher Elementary and Central Schools but also in Public Elementary Schools. The people of this country were deplorably ignorant of the history of the modern

IX. *Chances of Promotion.*—There appears to be a good deal to be said for making the scale of salaries for assistants more liberal where the possibility of promotion is more remote. But town assistants often will not take Country Headships.

X. *Assimilation of Scales in Adjacent Areas.*

(a) I understand that the Committee desire to hear my evidence more particularly on the influence exercised on the scale of salaries of a large Local Education Authority by the scales and policy of neighbouring Authorities.

(b) The Elementary Area of Staffordshire had in April, 1917, an Elementary School population of 80,341 children on the roll in 377 schools.

(c) In April, 1917, the Staffordshire Education Committee employed 1,157 Certificated Teachers, 898 Uncertificated Teachers, 289 Supplementary Teachers and 44 teachers of Special Subjects.

(d) We are surrounded by six County areas. There are six County Boroughs in Staffordshire, as well as Dudley (which is strictly part of Worcestershire). We abut on Birmingham which is in Warwickshire. There are eight Part III. Authorities within our County.

(e) Birmingham, with a population of 840,000, occupies a position of its own and has proportionally high salaries; West Bromwich and Smethwick are continuous with it and practically stand outside the County. These three Authorities have not as important or as direct an influence on our scale as might be expected. Dudley, Walsall, Wolverhampton and Stoke-on-Trent are entirely surrounded by the County Area and affect it to a much greater degree. The Part III. Authorities are very much influenced by the County scale and are much dependent upon it. Our relations with the island County Boroughs and the Part III. Authorities are especially close and friendly, and there are numerous opportunities for interviews and conferences with leading members of their Education Committees and officials. In all these, the personal element outside counts for a great deal.

Generally speaking, Authorities of the same kind are in greater competition with each other than different kinds.

(f) With the Counties to the North and East, we have little relation. So far as the effect of scales is concerned, it is chiefly the Worcestershire scale for the lower grades of teachers, and the comparatively high payments to women teachers in Warwickshire that have affected us.

(g) In 1908 and the following year Staffordshire Delegates attended conferences held at Derby and elsewhere, and these meetings no doubt did something towards assimilating scales of salaries in the Midlands, but nothing like a uniform scale was reached.

(h) To turn to the present day, two conferences have lately been held at Dudley. To the first, fourteen Authorities were invited and twelve of them sent members. At the second, eight Authorities were represented, though the Staffordshire members unfortunately could not attend. A scale was agreed upon which was more or less accepted by those present, although, so far, it is not yet binding on anyone. It may be possible to arrange more or less common scales for areas of a certain size, but it would probably be difficult to secure a very wide acceptance of any one scale.

(i) Any common scale of salaries should provide for common terms of treatment of teachers in illness as affecting (a) themselves, and (b) their near relatives. It is also important to have a definite rule with regard to the calculation of service under other Authorities when fixing the commencing salaries of assistant teachers.

world and this could only be cured by the better instruction of older children. Yet fewer teachers were coming forward and in the case of men the quality even of these few was not as good as it used to be. It was vital therefore to make the teaching profession attractive.

2. *The necessary preliminary steps.*—

(a) There must be better scales of salaries, and salaries must be judged by their real purchasing power. One ideal would be similar salaries in similar economic areas for similar work. Generally speaking, the case of the Second Division Clerk in the Civil

Service should be borne in mind for men teachers, and Second Division clerks were, to a large extent, drawn from the same class.

(b) The organisation of the supply of teachers must be put on a proper footing. At present it is no one's business. Local Education Authorities employ teachers; but they are under no obligation to train or provide them, nor is the Board of Education.

(c) The prestige of the teaching service must be raised; the country must hold its teachers in higher esteem. To this result the largest contributors would be the teachers themselves.

3. *Salaries for men and women.*—The witness called attention to the salient facts of the case as he found them.

(a) There was in fact a great dearth of men teachers, which had been accentuated by the war.

(b) The services of men could not, as a matter of fact, be purchased at the same price as those of women. It was a question of market values.

(c) Women do not, in the mass, have to carry the same financial burdens as men. Men must have larger salaries and if they cannot get them as teachers they will either leave the profession, or exhaust themselves by augmenting their salaries by outside work. Many more men than women, for instance, were working in Evening Schools, both relatively and absolutely. This depreciated the value of their work in the Day School.

The witness added that his own opinion was that men brought a wider experience to their work and ought to be paid a higher wage. Unless a reasonable proportion of teachers were men, the schools would suffer.

He would not make any difference between men and women beyond the difference in their minimum and maximum salaries and their increments, nor would he arrange that women's scales should provide for a more rapid increase at the beginning so as to attract women who were likely to marry after a few years' service. These women did not give such superior service as to make it worth while to offer a higher initial salary to attract them.

He thought however that it was worth considering whether women teachers might be given the option of earlier retirement, say at 55. This would no doubt involve the question of better retiring allowances than was now provided for teachers who retired at this age.

4. *Scales of Salaries for Assistant Teachers.*—Generally the scale should not be a short one with large increments. It should be a long one and should provide

(i) that assistant teachers should reach a good point on the scale by the time their commitments were largely increasing and approaching the maximum (say at about 35 to 40 years of age), and

(ii) that the increments should not cease before 40 to 50.

Probation.—There should be (a) a probation year, followed by (b) a probation period of five years (or thereabouts). Young teachers fresh from College should be placed on the scale at the minimum but their appointments should be regarded as temporary. At the end of the year they would be reported on by their Head Teachers, whose reports would be considered and standardised by the Director of Education. Education Committees who had not local inspectors might receive such advice and assistance from H.M. Inspectors as was found desirable or practicable. The standard of the probation year should be high in the interests both of the probationers, the teaching profession, and the Authorities. Unsuitable candidates should even in their own interests be eliminated as soon as possible. In a doubtful case, the probation year might be extended for 6 or 12 months without increase of salary, and this missing of an increment should not be made up subsequently. After the probation year there should follow a probation period of five years or thereabouts, at the end of which the same procedure would be adopted. Increments would accrue during the period, which might be extended for one or two years; at the end of such period an unsatisfactory teacher should automatically leave the service of the Authority.

The witness admitted that his plan might work harshly if young teachers were placed under unsatisfactory Head Teachers and thus not given a fair chance. He would remedy this by placing young teachers in

specially selected schools. Such a plan, however, would no doubt present special difficulties in country areas, where it might require modification. He was thinking mainly of large urban areas.

As an alternative to his probation period he would prefer a system of annual reports by Head Teachers if such an arrangement were practicable. For various reasons, however, he did not think it was.

Academic Qualifications.—The teaching service could not be regarded as a learned profession till many more teachers passed through a 3 year course of University standing and also spent a further year in professional study. Teachers who took such courses were clearly entitled to look for a larger salary when they began work in the schools. They had spent more on their education and had lost some years' salary. Such teachers should come on to the scale at a higher point. They would come to the maximum of the scale after fewer years' service, but should not derive any further advantage directly from their initial qualifications. Teachers with fewer initial academic qualifications should be able to catch them up and pass them if they showed themselves better teachers.

Rewards later in the Scale.—The scale, though long, should not be too much drawn out. The increments, which should be at the same rate throughout, should be annual till, say, 35 or 40, and then at longer intervals.

There should, however, be possibilities for assistant teachers to rise beyond the normal maximum of their scale. The three most important would be the following:—

(i) There should be a carefully selected panel of First Assistantships. Teachers on this panel would not get an immediate rise of salary, but would become eligible for a higher maximum, and Head Masterships would only be given to teachers on the panel. This would probably be inapplicable to rural schools.

(ii) Specialist teachers might be made Superintendents of special subjects, such as French, Economics, Industrial Work, etc., in Higher Grade or Central Schools. Such posts might, in certain cases, be preferable to Head Assistantships or Head Masterhips.

(iii) A percentage of assistants who were unfitted for these special forms of promotion but who gave very satisfactory service as assistants, might have a good service allowance in addition to the normal increments of their scale. This would make all teachers feel they had something to look forward to, and would encourage the habit of work to a late age.

5. *Head Teacherships.*—Head Teachers should be selected from a promotion list or panel of First Assistants. The names on the list should be carefully prepared by experts, checked by a special promotion Committee. Head Teachership is a special function for which men need some training. It is unfortunate, under present conditions, that many teachers do not become Heads until after many years' service restricted to the classroom.

Head Teacherships must be graded by the size of the schools, but the grades should be few, and the difference in the salaries significant. No doubt this would emphasise the grievance of teachers in schools just below one of the border lines. It is difficult to see how to avoid this. A percentage of Head Teachers should be eligible for a service allowance if their work was very satisfactory.

The least inconvenient method of grading schools in towns where the schools were usually full was by the accommodation, tempered by attendance. In country districts average attendance or the number of children on the books might have prior consideration.

Head Teachers of small schools (20 to 50 in attendance) can hardly expect much more than the normal rate paid to assistants. It might happen that a young Head Teacher was paid less than an old assistant, but there was no harm in this. In itself it should not have the effect of lowering the Head Teacher's prestige.

6. *Mobility of Teaching Staff.*—He thought it was a great mistake for any teachers, Head or Assistant, to remain too long in one school. The experience of

teachers is narrowed by too long a stay in one school, and it is inadvisable that they should remain more than 10 years at the most in the same school, though this rule might be applied leniently at first to older teachers. In the case of assistants a change of their Head Teacher did not bring as many advantages as a change of school.

When teachers were appointed by a new Authority, a limited number of years' service in the first area should count when the teacher's place in the salary scale of the new area was being fixed.

7. *Domestic Economy Teachers—Manual Training Teachers.*—These teachers, and as far as possible other

full-time expert teachers, should be incorporated with the general services and with the ordinary scales.

The case of the Manual Training Teacher, however, is not easy. He works fewer hours, and has longer holidays, a better pension, a better environment, and more leisure than his fellow artisan in the workshop. As compared, however, with the ordinary school teachers there is no reason why he should not get the same pay as they. He must have workshop experience if he is to be of any real value in the schools, and he will not leave the workshop if he is to get less pay than he would get if he remained there. In practice, therefore, he will have to be paid according to his market value as a teacher.

E.—TEACHERS NOMINATED BY TEACHERS' ASSOCIATIONS.

I.—ORDINARY PUBLIC ELEMENTARY SCHOOLS.

(1.) National Union of Teachers.

MR. T. BEATON, Brampton School, Cumberland.

General.—I am Head Master of the Brampton Council School in Cumberland. The staff consists of myself and 4 Assistants (3 Uncertificated and a Supplementary). The average attendance is 120. My salary is £160, in addition to which I have a war bonus of £16. There are very few large schools in the county, and my post is regarded as one of the best. I have had experience in country schools of every size from one with an average attendance of 25 upwards.

In Cumberland there are 10 grades of Head Teacherships based on average attendance. The schools are re-graded every 3 years. At present it is the exception for a school to go up in grade. They go down fairly often. When a school goes down, the Head Teacher's salary is not reduced, but he is not allowed to proceed beyond the maximum salary of the lower grade.

The general tendency towards rural depopulation has perhaps less effect in lowering the grade of a school than epidemics, weather, and local circumstances. It is not uncommon after years of service for a Head Teacher to find his application for an increase of salary refused on the grounds that he is already paid at or above his maximum, this maximum having been arrived at by a descending process.

It is the practice in Cumberland to promote from the smaller to the larger schools, but appointments from Council Schools to Voluntary Schools and vice versa are rare. About two-thirds of the Head Teachers of Voluntary Schools are also organists, and as a rule get on an average £5 extra in this capacity.

Increases of salary to Head Teachers are given on the recommendation of the local Managers, and as a rule are not expected to be applied for oftener than once in two years. If the local Managers decline to recommend, the teacher has the right of appeal to the Local Education Authority, but this is rarely done for obvious reasons. If, on the other hand, the local Managers do recommend, the recommendation is not infrequently set aside by the Education Committee. Increases when given vary from £2 10s. to £5 per annum. It is not uncommon for Managers to recommend increments on the reports of the Diocesan Inspector.

Assistants' increments are automatic until a salary of £120 is reached in the case of men, £90 in the case of women. In addition, First Assistants in schools with an average attendance of over 250 may receive an addition of £10 for men and £8 for women.

Teachers in Cumberland are not merely underpaid as a whole: there are also great inequalities as between individuals. This inequality dates back to the period prior to the passing of the Act of 1902 and has not been removed by the system of grading schools by size. This is a source of much discontent among teachers. For instance, I know of 4 teachers,

all equally efficient and all Heads of schools in the same grade, who are getting the following salaries:—

A.	£140.	36	years' service.
B.	£126.	36	" "
C.	£135.	40	" "
D.	£108.	35	" "

These instances are by no means isolated, but indicate a general condition which demands the introduction not merely of a more generous scale of salaries but one founded on a more equitable basis.

I only know of one case since 1902 in which a Head Teacher did outside work. This man was Secretary of a coal company, and eventually gave up teaching for it. The Authority now have a rule that no teacher may undertake paid employment outside school hours (this does not include playing the organ). They will not allow a teacher to be assistant overseer. Though this regulation carries with it no provision in regard to being retrospective or otherwise teachers holding posts previous to its introduction have not been interfered with.

The housing problem is one of great difficulty in Cumberland. There is no rule compelling teachers to live in the vicinity of the school, but this does little to solve the difficulty. It is often a very difficult matter for an assistant to get lodgings of any kind, and to obviate this, travelling allowances are granted where it is possible for teachers to live at home or to lodge in the nearest town. It is a common practice for the Head Mistress to have some female relation to live with her in the School House, and the relation acts as Supplementary Teacher. The Head Teacher is generally provided for, as School Houses are attached to most of the Schools. He is thus provided with a house, though often an insanitary one. The system of "living over the shop" is not a good one in my opinion. It would be better for the teacher to get away from the school during off hours. The position of many School Houses, however, is such as to make it difficult to let them to anyone but the teacher or caretaker. Where there is a School House attached to a Council School £10 is deducted from the Head Teacher's salary. This is a fixed sum irrespective of the house. A good Council School House is sometimes worth £25, so that the teacher occasionally profits by this arrangement. On the other hand, £10 is sometimes more than rental value. In the case of a Voluntary School the Head Teacher makes his own arrangements with Managers. We have to pay the rates ourselves.

It is all important to pay the Head Teacher of the village school a good salary. In a village one's position depends to a very great extent on one's means. The Head Teacher should be in a position to take a prominent part in village life. He should be a social force. He will thus be not merely a better teacher, but also will be instrumental through his influence with the parents in keeping the children at school as long as possible.

1. *Types of Scale.*—The principal object to be aimed at in the construction of a scale is to provide the teacher with a good salary as early as possible. I see no necessity for increments merely as a means of incentive to effort. I consider the main incentive to effort is reputation. If there is money to spare for the provision of increments after the good salary referred to above is reached, they should, of course, be provided up to the end of the period during which personal and family responsibilities are increasing. But those who are best able to cope with these responsibilities are those who are in a position to formulate their plans as early as possible; hence the importance of the early attainment of a good salary.

A long scale with small increments would not satisfy these conditions, nor would a scale proceeding by annual increments to a certain point and subsequently by periodic increments. I am in favour of a short scale with large increments, so as to put the teachers in a good position as early as possible.

2. *Probation.*—I object to any system of probation for a fully qualified teacher. The probationary period should come before certification. If there is a probationary period on first appointment after certification, the minimum salary of the scale should be paid during it, and if the period is passed successfully it should count for increment like ordinary service.

3. *Increments.*—Increments should accrue automatically. In cases of alleged unsatisfactory service, they should be suspended pending a full inquiry. To meet such cases a court of inquiry should be set up, which should decide whether the increment should be withheld or what other measures should be taken. The teacher should be informed of the grounds of dissatisfaction, and should have full opportunity of stating his case.

As regards a more extended review of service at some stage, I can find nothing analogous to it in other professions and occupations, and I fail to see any necessity for it.

4. *Variations within the Scale.*—

(a) *Sex.*—There is no difference in the character or difficulty of the work required of men and women teachers. The same work should carry the same pay.

(b) *Marriage.*—I do not favour the employment of married women.

(c) *Joint Appointments.*—Two separate salaries should be paid, which should be the salaries attaching to the posts, not to the qualifications of the teachers. To insist on payment according to the qualifications would only result in appointments of this kind being done away with and the introduction of more Supplementary Teachers. The children would thus be the losers.

(d) *Code Grade.*—See paragraph 6.

(e) *Additional Qualifications.*—The status of the college trained assistant under the Code is the same as that of the Certificated assistant without college training. The same maxima should be open to both, though it may be desirable to differentiate between the minima as an inducement to training.

The general practice has been to allow an extra payment, £10 in Cumberland, right through the scale for a recognised Degree, and I would not interfere with this.

(f) *Special Ability.*—Most teachers worth the name have special ability in some direction, and there are not a few Cromwells and Hampdens who escape recognition. Where special ability is outstanding and not limited to any one direction, I can think of no suitable reward for it, apart from promotion to a head teachership, except promotion to the Inspectorate.

(g) *Character of School.*—

(1) Service in schools of a higher type should carry something extra above the ordinary scale of payment. Teachers with special academic qualifications might be employed in these schools.

(2), (3), (4) I see no reason for treating these cases exceptionally.

(5) Service in Special Schools should carry extra pay above the ordinary scale, as the work involves a peculiar tax upon the teacher.

(h) *Size of School.*—Some system of grading head teacherships is necessary to provide a flow of promotion. I have no experience outside a County area. In County areas schools should be graded according

to the locality and irrespective of their size. There should be 3 grades arranged as follows:—

- | | |
|--|--|
| I. Urban Schools (in urban districts). | In areas covered by Urban Councils. |
| II. Semi-urban Schools (in the populous parts of rural districts). | In areas covered by Rural District Councils. |
| III. Rural Schools (in the sparsely populated parts of rural districts). | |

The maxima of the scales in the second and third groups would be the same; there would be slightly lower maxima in the third group, and a slightly higher scale throughout in the first.

I am convinced that the system of grading schools by size is all wrong. Whether you have 1, 2 or 3 assistants, you have a full day's work. The amount of the salary should be determined by the qualities and experience of the teacher for the particular type of school.

(i) *Cost of living.*

(j) *Situation of School in Town or Country.*—In rural areas the cost of food is frequently greater than in town. Even eggs and butter can often be bought cheaper in the markets than in the village; the same is true of provisions, meat, and potatoes. As an instance of this, farmers' butter was selling last Wednesday for 2s. 2d. a pound at Brampton, and 1s. 8d. in Carlisle.

Rents are, as a rule, much lower in the country, but housing accommodation, both in regard to size and sanitation, is, generally speaking, very unsatisfactory.

Whilst the town or urban teacher has more opportunities of spending, this is more than counter-balanced by the cost of travelling to the rural teacher.

The rural teacher has advantages in respect of garden, though modern developments have improved the position of town teachers in this respect.

If to these considerations are added the absence of social intercourse and the seclusion of rural life, it will be seen that there is good reason for making country salaries approximate to those of the town. I am convinced that this is the only way of removing the present real danger of stagnation in country schools.

5. *Migration.*—There is very little interchange of teachers between different areas at present. Interchange is very desirable in the interests of education, and should be promoted in every way possible. The best means of securing it will be a greater approach to uniformity in the scales of the various areas. At present the low salaries in the country prevent town teachers from applying for rural posts. One of the worst features of the present system is that "once in the country, always in the country."

6. *Uncertificated Teachers.*—Uncertificated Teachers and Supplementary Teachers should be paid a living wage, but not such as to furnish them with any inducement to remain in those grades. The maximum for Uncertificated Teachers should be considerably lower than the Certificated Class Teachers' minimum. In Cumberland, preparatory classes for the Acting Teachers' examination are held in the towns, but they are not well attended, nor very successful. It is a common occurrence in Cumberland for a Certificated Teacher who has recently passed the Acting Teachers' examination to be getting the pay of an Uncertificated Teacher, while waiting for a vacancy for a Certificated Teacher.

7. *Domestic Subjects and Manual Training Teachers.*—If trained, and if the course of training is equivalent, these teachers should be on the same scales as ordinary trained assistants.

8. *Relation of scales for Heads and Assistants.*—On promotion to a headship, a Certificated class teacher should receive an immediate increase of salary.

The minimum salaries of head teachers should not necessarily exceed the maximum for class teachers.

9. *Proportion of Heads to Assistants.*—Where the chances of promotion to a headship are very restricted, special provision should be made for enabling assistants to pass beyond the maxima of their scales.

10. *Assimilation in Adjacent Areas.*—I am in favour of a national scale of salaries, and, as a step in this direction, of assimilation of scales in adjacent areas. I should like to see it impossible for an Authority to get a teacher at less than a standard rate of pay.

Mr. W. BENTLIFF, London.

1. *Types of scale.*—I would have a single scale for all college trained Certificated men teachers and similarly for women, and am altogether opposed to the idea of a super-scale for the teacher of outstanding ability. Indeed one of the principal objects of a scale is the avoidance of invidious differential treatment as between individuals. Moreover a super-scale for such teachers is quite unnecessary. They are probably not more than 5 per cent. of the whole body, and any reasonable system of promotion to head teacherships ought to provide them all with opportunities for advancement.

A long scale with small increments has nothing to commend it. Small increments tend to stamp the teaching profession as inferior.

A short scale, i.e., a scale operating upwards for a period of ten or twelve years, has these advantages: It provides or should provide a reasonable salary at a time when both physical and mental energy are fully operative and in addition secures to teachers with family responsibilities increased spending power when it is most needed.

I am altogether opposed to a scale constructed on the principle of annual increments up to a certain point, followed by further increments at longer intervals, unless the maximum attainable by the annual increments is reasonable. It is all a question of the distribution of the total sum of money over the teacher's teaching life. It is essential that a reasonable maximum should be provided between the ages of 30 and 35 both for men and women. If this is done I am in favour of further increments at longer intervals, but not otherwise. If it be urged that a monetary stimulus is needed beyond the age of 35, my answer is that sufficient stimulus is provided by the hope of promotion to a head teachership, which exists in the heart of every teacher up to a certain age.

If the increments leading to the reasonable maximum at the age I advocate differ in amounts, the smaller increments should come in the initial stages. The best distribution is undoubtedly such as will ensure the larger amount to be earned from about the middle of the scale onwards.

2. *Probation.*—I should prefer the probationary period to precede training and certification. The year of student teachership is the natural probationary period. Subject to this, and if a probationary period be insisted on at the outset of a teacher's career, the probationer should receive the ordinary salary of the scale. If the appointment is confirmed the ordinary scale increment should accrue at the end of twelve months from the date of the probationary appointment. It is presumed that a probationer who was not satisfactory would not be retained in the service.

3. *Increments.*—Increments should be automatic. The proper way of dealing with a teacher whose service is unsatisfactory is to warn him and possibly transfer him. If this does not have the desired effect, the remedy lies with the Authority, and the teacher should be asked to resign. Circumstances which justify the stoppage of an increment also justify warning, and, as a stimulus, warning is more powerful than stoppage.

The practice of reviewing the whole of a teacher's service on his reaching a fixed point in the salary scale obtains in London, and is known as the "bar." It has been proved unnecessary, as less than 5 per cent. of those who reach it fail to pass it. It has also proved very unsatisfactory from the teachers' point of view, being the source of much anxiety and irritation. It certainly has not had the effect of securing more efficient service. Teachers know that the estimate of their work, on which their further prospects depend, is liable to be affected by the personal sympathies or antipathies of the inspecting officer. Such cases are known to have occurred. This creates apprehension, which in turn reacts upon the teacher's work. The apprehension is in many cases out of all proportion to the small percentage of failures to pass the "bar": many teachers are unnecessarily afraid of the "bar." Increments in London are automatic till the "bar" is reached. In the absence of a system of annual reports, the Authority feel it necessary to have a review at some stage.

4. *Variations within the Scale.* (a) *Sex.*—Men and women should not be paid at the same rates because

- (i) the legal responsibilities of men are greater.

(ii) Social custom has established man as the greater spender.

(iii) As a rule men are less frequently incapacitated by illness than women.

(iv) In the teaching profession the supply of men teachers is in more urgent need of a special stimulus.

(b) *Marriage.*—There should be no individual differentiation in salary on account of marriage because this would differentiate between *individuals* of the same grade. In a broad and general sense a differentiation is provided in the higher payment of men as compared with women.

(c) *Joint Appointments.*—Joint appointments should not be made at a less salary to each teacher concerned than that to which he or she would be entitled if the appointments were separate.

(e) *Additional Qualifications.*—College training should command a higher initial salary, but not a larger increment or maximum. The possession of a degree should, under present conditions, carry with it an addition to the salary until the maximum of the scale is reached, but not beyond.

(f) *Special Ability.*—The practical difficulties of determining which teachers have special teaching ability and which teachers are without it are insuperable. The difficulties lie in the establishment of a fair standard and in its fair application when established. Moreover there is no necessity for any special recognition of outstanding ability as I have explained in paragraph 1.

(g) *Character of School.*—Service in schools of a higher type should be recognised as service on a higher salary scale. Different scales of salaries are not needed in respect of service in senior, junior, or infants' schools, nor in respect of service in mixed schools as opposed to boys' and girls' schools, nor as regards the service of women in boys' schools. Teachers in Special Schools should be paid in accordance with the ordinary salary scale but should receive an additional sum in recognition of the special work. It is not in the teachers' interests that they should be allowed or encouraged to stay long in Special Schools. Teachers in schools of special difficulty and those serving in unattractive neighbourhoods should receive an addition to the scale salary while serving but should not be allowed to remain in such schools beyond a certain fixed period of years.

(h) *Size of School.*—The size of the school should be recognised as the important determining factor in grading head teacherships. The grades should be few, and specially large departments where they exist, should be treated separately. I cannot suggest any method of grading so as to secure a good salary for the small rural school.

The basis of grading should be the number of classes, i.e., the number of class teachers. I prefer this to the number of children on the books, because the head teacher's responsibility varies directly with the number of class teachers to be supervised.

(i) *Cost of living.*—The variation in the cost of living and house accommodation as between different administrative areas should be taken into account in fixing the scales for the area. It is not practicable or desirable to differentiate on these grounds as between different parts of the same administrative area.

(j) *Situation of School in Town or Country.*—Salaries should be higher in urban than in rural areas in proportion to the higher cost of living.

5. *Migration.*—Reasonable allowances should be made for previous outside service in fixing the commencing salary of a teacher who migrates to a different area. As far as possible all salary obstacles to migration should be removed in the interests both of the teaching service and of the public.

6. *Uncertificated Teachers.*—I have no opinion to offer on this question.

7. *Domestic Subjects and Manual Training Teachers.*—Trained teachers of these subjects, that is to say teachers recognised by the Teachers Registration Council, should be regarded as on the same footing as the college trained certificated class teacher on the ordinary school staff and should be paid accordingly.

8. *Relation of Scales for Heads and Assistants.*—I have no experience of country schools and my views must be understood to relate principally to town service.

I do not see any necessity for the system of grading head teacherships as a means of providing a stimulus, if it is possible to pay every head teacher an adequate salary, nor any necessity for increments in such circumstances. As however this does not appear possible, recourse must be had to the grading system and increments.

The head teacher's responsibility should be the measure of his salary, in relation both to other head teachers and assistants. The measure of his responsibility should be the number of class teachers under him. Thus the head master or head mistress of a one class school would receive the pay to which he or she

would be entitled as a class teacher plus an amount in recognition of sole responsibility.

Provided there is a reasonable scheme of promotion, a teacher's eligibility for promotion being based on years of satisfactory service as a class teacher, the minimum salaries of head teachers should always exceed the maximum salaries of class teachers in the same service.

9. *Proportion of Heads to Assistants.*—This is a consideration which must be taken into account in fixing the assistant's maximum. 40 is the average age of promotion to a head teachership in London for men, and 35 for women.

10. *Assimilation in Adjacent Areas.*—It would be an advantage for the scales in adjacent areas to be assimilated, if the areas were similar in character and the scale adopted reasonable.

Miss E. R. CONWAY, Liverpool.

1. *Types of Scale.*—A scale extending over a large number of years with small increments has little to commend it to teachers.

A short scale with large increments would probably make the profession attractive at the outset, but would result in a dead level as regards salary at too early an age to be advantageous.

The most attractive arrangement in my opinion is a scale proceeding by annual increments to a certain point, say, for 12 or 15 years, and subsequently by increments at longer intervals, say, every 5 years. The first period would correspond to that period in the teacher's life in which obligations and expenses are in most cases steadily increasing. The quinquennial increments in the second period would be the means of gradually raising the maximum to a satisfactory level.

Generally, the best distribution of a total sum of money over the full period of the teacher's service is in my opinion one in which there is an attractive minimum salary, with smaller annual increments for the first few years, then more substantial annual increments up to the maximum, followed by periodical increments.

I do not like the idea of a special scale for teachers of outstanding ability.

2. *Probation.*—It is obvious that there ought to be a probationary period at the outset of every teacher's career in which the teacher's capacity for the actual work of teaching should be tested, but this period should precede the Training College course. Training commits a teacher to the profession. It is a very serious thing to turn off a girl after the time and expense of training. I would even go so far as to say that the possibility of such a thing happening is bound to react upon the supply. The year of student-teachership is the natural probationary period, and I would like to see the Board take the responsibility of deciding at the end of this period which teachers are unsuited to proceed any further in the profession, and which require a further period of probation. A trained Certificated Teacher ought not to need any probationary period: to put such a teacher on probation is in a sense an insult to the Board's Certificate.

Subject to these considerations, and if there is a probationary period, teachers on probation should be appointed at the minimum of the scale. They should be reported on at the end of the first year after their appointment, and, if the report is favourable, the probationary period should be allowed to count for increment.

3. *Increments.*—In framing a scale the steps to be taken to ensure that increments are not given to teachers who have not rendered satisfactory service are reports by the Head Teacher and Managers in the case of a class teacher, and by the managers in the case of a Head Teacher. If the report is adverse, the teacher should have the right to appeal for an inquiry to the Local Education Authority, and a further right of appeal to the Board of Education.

Anything in the nature of an efficiency bar or its equivalent is undesirable. The practical difficulties are too great, and it would result in unequal treatment which would create a sense of injustice among teachers, with a correspondingly bad effect upon their work.

4. *Variations within the Scale.*

(a) *Sex.*—No difference is made between the work of men and women teachers on account of sex, and I am not in favour of making any difference in their pay. There is not very much in the argument that women lose more working days than men through sickness. My experience leads me to believe that, though a small minority of women are absent frequently, owing to this cause, many women are seldom or never absent. Also women teachers are often required to take the class of a teacher, who is away ill, for a few days or even longer, and this involves a heavy strain. Moreover, there would be less absence of this kind if women were paid on the same scale as men, and could enjoy the same standard of home comforts.

The law of supply and demand may be quoted as a valid reason for differentiation under present conditions. It must be borne in mind, however, that many women feel strongly the injustice of unequal pay, and the Committee ought to take account of this feeling. It is not likely to be removed by paying them the same during the first few years of service, and then differentiating later on.

If men and women are not paid at the same rates, the difference between the scale ought not to exceed 10 per cent. of the man's salary at any stage.

(b) *Marriage.*—No difference should be made on account of marriage unless it interferes with the teacher's usefulness. Marriage should not be regarded as creating a claim for extra salary. The proper place to make allowance for children who are dependents is not in the salary scale but in the Income Tax law.

(c) *Joint Appointments.*—Generally speaking, it is undesirable that a man and wife should serve in the same school. In rural areas there may be justification for joint appointments, but not elsewhere. If they are made, separate salaries should be paid in each case, and they should be determined by the grade of the teacher.

(d) *Code Grade.*—There should be a separate and inferior scale for Uncertificated Teachers. Their minimum should be about seven-tenths of the Certificated Teacher's minimum, and they should be allowed to proceed by increments to a maximum equal to the Certificated Teacher's minimum, and not beyond it. It is not desirable to make the conditions of service for these teachers such as to promote the formation of a permanent class.

(e) *Additional Qualifications.*—No difference should be made in the maximum salaries. The reward for such qualifications comes generally in opportunities for promotion.

(f) *Special Ability.*—The practical difficulty of the selection of teachers with special teaching ability is an insuperable obstacle to making special provision for them outside the ordinary scale. Any attempt to do so would be bound often to lead to a sense of discontent and injustice on the part of persons passed over. I should be very sorry to have the responsibility or having to say that anyone of my assistants was specially qualified to proceed to a superior scale. It might impose a dangerous strain on the loyalty of the other members of my staff. The natural reward for special teaching ability is promotion, though I admit that it is not possible under present conditions

for every teacher of outstanding ability to get promotion to a headship.

(g) *Character of School.*—There should be a superior scale for service in schools of higher type, but with this exception I would make no difference for any of the other cases mentioned in the questionnaire. In Special Schools the hours should be shorter and the classes should be very small. Teachers should not remain too long in schools of special difficulty or schools in specially unattractive neighbourhoods, and in the former case classes should be smaller than in ordinary schools. Women teachers should not remain too long in Boys' Schools because of the lack of opportunities for promotion. In my opinion, promotion to the Headships of Mixed Schools should be open to women as well as to men.

(h) *Size of School.*—Head Teacherships should be graded according to the size of the school. This is necessary to provide suitable opportunities for promotion. The grades should be few, with large steps. The basis of grading should be the number on the books. The number of classes might work in London, but hardly in other towns or in the country. A school should only be re-graded on to a lower scale on the occasion of a change in the Head Teachership. It is obviously unfair that the teacher should be penalised by any fall of numbers due to circumstances for which he is not responsible, such as movement of the population, deterioration of the neighbourhood, &c.

(i) *Cost of Living.*

(j) *Situation of School in Town or Country.*—Higher salaries should be paid in the metropolitan and extra-metropolitan districts, and the large provincial towns. Apart from this no difference should be made in the same area on account of variations in the cost of living, or the situation of the school in town or country.

Miss M. E. LITTLE, Breadsall Church of England School, Derbyshire.

General.—I am Headmistress of Breadsall Church of England School in Derbyshire. Breadsall is just over two miles from Derby. There are 46 children in the school and the staff consists of myself and a Supplementary Teacher. I was formerly an assistant mistress in a large village school, also near Derby, with 324 children on the books. I was getting £90 a year in that post at the time of my appointment to Breadsall on a commencing salary of £95. I have had one increase of £10 in the last 9 years. As assistant I used to take Standards 6 and 7. I now take Standards 3-7. My work is harder now than then. My Managers never come inside the school except to test the registers. The people in the neighbourhood are mainly farmers. I voluntarily share Sunday School duties. My predecessor was also the rate collector. I belong to the Froebel Library and I can get books from the Mechanics' Library in Derby. My work in school would benefit if I could get away more, though I have no reason to suppose that the average standard of attainment in my school is less than elsewhere. Village life is apt to be very dull.

1. *Types of Scale.*—

(a) The maximum is too long deferred. The married man, especially if he has a family needs more rapid progression.

(b) In this case the increase of salary is likely to outstrip the increase of teaching experience. The absence of any further incentive at a comparatively early age is likely to react on efficiency.

(c) This is the best arrangement. The annual increments provide the incentive for progressive improvement, and there is something beyond to look forward to. The risk of deterioration is removed.

As rural teachers, I think we may claim generally that inadequate remuneration has not reacted adversely on the faithful discharge of duty; but a scale of this kind would have removed many difficulties and so led to further progress.

In the case of (b) the principal increments should come at the end of the scale.

2. *Probation.*—I have had no experience in this matter, but it seems reasonable that the probationer should commence at the minimum salary and then proceed according to scale if approved. If he or she is not approved the first year, no increment should

5. *Migration.*—No obstacles should be placed in the way of the migration of teachers, both Head and Assistant, to new areas. Free migration is desirable, both on educational and professional grounds, and with this object in view provision should be made for placing teachers who migrate from one area to another on the scale of the new area without unreasonable loss.

6. *Uncertificated Teachers.*—See paragraph 4 (d).

7. *Domestic Subjects and Manual Training Teachers.*—Fully qualified Teachers of Domestic Subjects and Manual Training should be on the same scale as fully qualified Certificated Teachers.

8. *Relation of Scales for Heads and Assistants.*—It is desirable that the Head Teacher's scale minimum should exceed the Assistant Teacher's scale maximum. I see no reason why this should not be the rule in county areas also, if there is a proper promotion scheme from Assistantships to the Headships of small schools, and then to larger schools. Promotion schemes are difficult under the dual system, but not impossible. Thus in Liverpool the Voluntary School Managers have agreed to co-operate for the purpose with the Local Education Authority.

An Assistant on promotion to a Head-Teachership should always receive an increase of salary of at least £20.

9. *Possibilities of Promotion to Headship.*—The prospects of promotion to a Head-Teachership vary from area to area, and account should be taken of this variation in framing the Assistants' scale.

10. *Assimilation.*—It does not seem to me to be desirable that any attempt should be made to assimilate the scale of salaries in force in adjacent areas, because our experience tends to prove that any attempt at assimilation is generally in the direction of a movement amongst parsimonious Authorities with the object of keeping down salaries.

be given at the end of it, but if they are subsequently approved and placed on the permanent staff, the whole probationary period should be allowed to count for increment.

3. *Increments.*—In the case of both assistant and head teachers increments should be automatic, unless there is a written statement from the head teacher or managers, as the case may be, containing grounds for dissatisfaction with the teacher, whereupon an investigation should follow.

Anything in the nature of an extended review of the teacher's service at some stage in the scale is unnecessary, for if the service has been accepted as satisfactory during the whole of the previous period that in itself is a sufficient guarantee of the teacher's worth.

4. *Variations within the Scale.*—

(a) *Sex.*—Equal work is worth equal pay, but if men and women of the same grade are paid at the same rate, the status of men teachers with families to support and children to equip for their after careers is bound to be lower than that of women teachers which is not desirable. The maximum paid to men should not however exceed that paid to women by more than £20.

(b) *Marriage.*—No distinction should be made either in the case of men or women. Bachelors should be taxed.

(d) *Joint Appointments.*—Two separate salaries should be paid. If one of the two teachers is prepared to take the post for less than the salary appropriate to his or her grade, I see no objection to it. The Authority cannot be blamed for it.

(e) *Additional Qualifications.*—I am not in favour of making any allowance for academic qualifications. The natural reward for them, if they are worth anything, is earlier promotion. If an allowance is made it should cease when the teacher reaches the maximum of his or her scale, by which time the worth of the teacher will depend on considerations of practical skill and experience.

(f) *Special Ability.*—It is not necessary or desirable to attempt to provide recognition for special teaching ability in a salary scale. The natural reward for it is earlier promotion.

(1) There should be a special scale for service in schools of a higher type, because qualifications are required above and beyond those required by the Code.

(2) No difference should be made between schools for senior, junior and infant children, each class of school requiring its own particular sympathy and skill.

(3) No distinction should be made.

(4) No distinction should be made for it has not been generally proved that more effort to control and to attain and maintain efficiency is involved.

(5) Service in Special Schools should receive some additional remuneration. Apart from the special training necessary to deal successfully with these special cases, the work must involve a considerable tax upon the nervous system.

(6) Service in schools which are really schools of special difficulty should carry some financial inducement to make it worth the teacher's while to labour amidst surroundings which may be trying, unwholesome, or uncongenial.

(7) Schools in specially unattractive neighbourhoods should offer something extra to compensate for the monotony, discomforts or other unpleasantnesses of life in them, and for the self-sacrifice well known to those who are cut off from the social intercourse and amenities of better localities.

(h) *Size of School.*—Grading is necessary, but there should be as few grades as possible. The majority of rural schools have less than 100 children in attendance, so that probably two grades, one under a hundred, and one over a hundred, would be sufficient.

The grades should decidedly be based on the number on the books, for even if each child is not present at every meeting, each child on the books is under the teachers' care and is part of the teachers' responsibility. Regrading should not take place except upon the occasion of a new appointment.

(i) *Cost of Living.*—It is doubtful if the cost of living is less in rural than in urban areas; indeed the higher price of commodities and the inconvenience of procuring them in the country are often very evident. Housing accommodation may be cheaper (and poorer too) but this is partly balanced by the additional expenses of travelling and the purchase of books, etc., where there is no access to a library.

(j) *Situation of the School.*—There are degrees of ruralism, and the more remote schools are often at a great disadvantage. Travelling expenses to town, meetings, lectures, etc. considerably augment expenditure, and the loss of social advantages needs to be taken into account. A high standard of teaching

capacity is required in a country school with a small number of children of all ages. Country children are entitled to as good an education as children in towns, but the right type of teacher will not generally be found in the country, until the salaries offered are at least as good as those in the towns.

No system of grading would be satisfactory which attached inferior pay to the headteachership of the small rural school with say 25 children in which there was no second teacher, as compared with a somewhat larger school, in which there was a staff of one or two assistants. The work in the former case is well known to be harder. The Derbyshire rule is to allow a second teacher at an average attendance of about 30.

If it were possible I would not base the grading on the size of the school at all, but on the difficulty of the post.

5. *Migration.*—No obstacles should be placed in the way of the migration of teachers from one area to another, providing that this is general.

6. *Uncertificated Teachers.*—The commencing salary of Uncertificated class teachers who may have had only 12 months in school as Student Teachers, is excellent in comparison with the commencing salary of Certificated class teachers.

The difference in the scales of pay should be so great as to give the Uncertificated teacher every inducement to qualify or to leave the service say by the age of 25 to 27 years.

7. *Domestic Subjects and Handicraft Teachers.*—If their qualifications were those essential for the Code grade before taking up the teaching of domestic subjects or handicraft, or if they have undergone special training to qualify as teachers of these subjects, they should be on the same scale as ordinary Certificated teachers.

8. *Relation of scales for Heads and Assistants.*—The minimum salary of the head teacher should at least equal the maximum salary of the class teacher in the same area.

The class teacher on promotion to a headship should receive at least £10 increase.

9. *Proportion of Heads to Assistants.*—No account should be taken of this consideration, if free migration is the rule.

10. *Assimilation in Adjacent Areas.*—Each area should be free to fix its own scales of salaries for the existing conditions and the degree of educational zeal may vary greatly even as between adjacent areas.

MR. G. H. POWELL, Colchester.

1. *Types of Scale.*—A short scale with large increments is preferable to a long scale with small increments, since it enables a teacher to assume the full responsibilities of citizenship at a comparatively early age. But the absence of the stimulus of increments after a short period of service is a disadvantage. Younger teachers are decidedly the better for this stimulus, which is less necessary in the case of older teachers.

A scale proceeding by annual increments to a certain point and subsequently by periodic increments supplies this inducement to effort, especially if the periodic increments are fairly frequent, say triennial rather than quinquennial.

The question is really one of the distribution of the total sum of money available. I look forward to a time when there will be enough money available to provide an adequate maximum attainable by the annual increments, in which case the later periodic increments will be unnecessary. Whatever scheme of distribution is adopted, larger increments should always be given in the upper part of the scale corresponding to the period in life when greater responsibilities have to be met and more leisure should be possible.

I see no objection to letting the few teachers of outstanding ability, for whom there is insufficient opportunity of promotion, proceed to a further maximum beyond the ordinary maximum of the scale, but I am opposed to any attempt to create a special scale for such teachers.

2. *Probation.*—The probationary period should precede training and Certification, in which case there would be no need for a probationary period on first

appointment. Subject to this and if a year of probation be required at a lower salary than the minimum scale salary, and if such period prove satisfactory, the teacher should at its conclusion be placed upon the scale with salary as provided therein for the second year of service.

3. *Increments.*—The reports of His Majesty's Inspectors, or those of Local Inspectors, upon the school generally, and those of the Head Teacher upon the class work, should provide ample opportunities for securing that increments are not given to teachers whose service has not been satisfactory. I have no objection to withholding the increment of a teacher whose work is not satisfactory, provided that the decision is not based on the report of a single individual only, that the teacher is fully informed of the grounds of complaint, and has a right of appeal against the decision. Withholding an increment may have a salutary effect in such a case; if it fails the only course left is to get rid of the teacher.

The provision of a stage for a more extended review might mean that the upper part of the scale would be reserved for teachers possessing special ability. The passing of such a "bar" would in many cases be too dependent upon the whims of individuals, the educational fads of an Inspector or Head Teacher, and under such circumstances would tend to repress individuality and experiment on the part of the teacher.

4. *Modifications of the normal scale.*

(a) *Sex.*—Men and women at the beginning of the scale might be put on, or nearly on, an equality, but after one or two years' service the salaries of men should proceed by considerably increased increments to a higher maximum than those of women. Under

existing conditions some differentiation is clearly necessary on social and economic grounds.

(b) *Marriage*.—It would not seem to be socially or morally desirable that the salaries of individuals should be made dependent upon marriage.

(c) *Joint appointments*.—Each teacher should receive the salary provided in the scale for his or her status. If salaries of men teachers were sufficiently high to enable them to maintain a family in comfort, there would not be the necessity—probably in many cases not the desire—for their wives to accept appointments open to teachers of a lower grade.

(d) *Code Grade*.—The maximum salaries of Uncertificated Teachers might reach, or approximate to, the minimum salaries of Certificated Teachers; but they should not exceed such minimum salaries. Such overlapping might operate as an inducement not to become Certificated.

(e) *Additional Qualifications*.—The teaching of particular subjects in an Elementary School should not carry a higher salary; nor should there be differentiation between the salaries of College-Trained Teachers and those who take the Acting Teachers' examination. A Degree or an extended college course might well entitle a teacher to an additional payment, but this should not carry the teacher to a higher maximum than the one provided in the scale.

(f) *Special Ability*.—This is sufficiently rewarded by the increased prospect of promotion. Anything in the nature of a special scale for teachers of outstanding ability is neither necessary nor desirable.

(g) *Character of School*.—Teachers working in schools of special difficulty and schools in specially unattractive neighbourhoods should receive some extra remuneration. Without such inducement it would be difficult to staff such schools with teachers of the necessary ability. There seems to be no justification for differentiation in favour of service rendered in the other types of schools referred to in the questionnaire. Teachers in Special Schools should have plenty of opportunity of transfer to ordinary schools.

(h) *Size of School*.—The system of grading head teacherships according to the size of the school is under existing conditions a measure of practical necessity, though it is not without drawbacks. Thus the head teacher of a small rural school whose duties are often not less responsible or difficult than those of the head of a large town school gets a very inferior salary. The difference of the responsibilities in their two cases is one not of kind, but of degree. I cannot however suggest any practical method of getting over the difficulty.

Under an ideal system there would be no grading; the next best thing is to have as few grades as possible. To have a lot of small grades is illogical, as it implies a lot of small differences in the responsibility and difficulty of the posts, which is not the case. More-

over it tends to lead to undesirable competition for attendance.

The number on the roll is the best basis of grading. It may sometimes lead to friction between the heads of departments over promotions, but so does average attendance. In other respects the balance of advantage is towards the number on the roll.

Under a system of wide grading, regrading on account of variation in the numbers would seldom be necessary.

(i) *Cost of living*.

(j) *Situation of School in Town or Country*.

No satisfactory basis can be obtained for determining comprehensively and accurately the comparative cost of living in different areas. Even if some satisfactory basis could be found, it would be impossible to adjust fairly the differences of salary to the slight variations as between one area and another. Also the work of the teacher is of equal value whether performed in an urban or a rural district. Rural education has already suffered sufficiently from rural salaries.

For these reasons there should be no differentiation on account of cost of living etc. except in the case of the metropolitan and extra-metropolitan areas which should be treated together and separately from the rest of the country.

5. *Migration*.—Service in any area should count its full value in any other area to which the teacher may migrate. Such migration of teachers from area to area is of value to education. The system of closed areas is having a bad effect upon teachers and pupils alike.

6. *Uncertificated Teachers*.—See paragraph 4 (d).

7. *Domestic Subjects and Manual Training Teachers*.—I have no views to offer on the subject.

8. *Relation of Scales for Heads and Assistants*.—Class teachers should receive an increase of salary upon promotion to a headship. Head teachers' maxima should be substantially greater than those of class teachers. Beyond this there is no need to go. In areas where there are no scales for head teachers grave unrest has arisen amongst the teachers. It is felt that the entire dependence of increments on the satisfaction of the Managers engenders the wrong kind of personal relations between the head teacher and the Managers. In practice these are usually the worst paid areas and annual increments tend to be the exception in them.

9. *Proportion of Heads to Assistants in an area*.—The value of the teacher's work is not affected by this consideration, and freedom of migration would remove any grievance on account of the few opportunities of promotion in a locality.

10. *Neighbouring Areas*.—Failing a national scale each Authority should frame its own. The combination of neighbouring Authorities tends to promote "closed areas."

(2.) National Association of Head Teachers.

MISS M. A. COX, Birmingham.

1. *Types of Scales*.—The best type of scale is a long one which proceeds by annual increments to a certain point and subsequently by increments at longer intervals. Annual increments continued for several years keep up the interest of young teachers while they are waiting for promotion, and substantial increments at certain periods afterwards for efficient service act as rewards for increasing teaching responsibility and experience, and as a stimulus to keep up the teacher's interest, especially in the case of teachers between 30 and 55 who have little or no chance of promotion, and as a help to make it possible for teachers to meet the greater demands of middle life. It may be true that efficiency does not increase after the teacher reaches the age of about 55 or that experience is not so valuable as youthful vigour and energy; but continued increments are still justifiable in order to assist a teacher to "save," with the object of supplementing the poor superannuation allowances at present awarded to teachers of Elementary Schools and so to prepare for the period subsequent to retirement.

2. *Probation*.—Newly Certificated Teachers when first appointed to a school should be paid the minimum rate of the scale for Certificated Teachers. If

they do not give satisfaction at the end of a certain period, increments should be withheld until improvement is shown.

No person should count as a Certificated Teacher until he has proved his fitness as a teacher. This should be shown in most cases while he is still a Pupil Teacher or Student Teacher, *i.e.*, before he enters the Training College. If for special reasons a teacher is appointed who has had no experience in an Elementary School he should not be called a Certificated Teacher, but should be paid at a special rate for a certain time while he is being taught or is gaining experience in the "art of controlling and teaching a class of children."

3. *Conditions of Increments*.—A short annual report should be given by the Head Teacher on the work of the class teacher. An adverse report should be shown to the teacher before it is sent to the Authority. No doubt this may throw an unpleasant duty on the Head Teacher, but he should have the courage to tell an assistant if he thinks his service unsatisfactory.

If the Head Teacher's report is satisfactory, no further proof of the teacher's right to an increment should be required. If it is not, then the increment

should be withheld until the service is satisfactory. The local inspector should exercise a certain amount of judicious supervision in this matter as a safeguard for both Head and class teacher.

When substantial long service increments are due, the report on the teacher might possibly take the shape of a special Form to be filled in by the class teacher (who would give particulars of his work, length of service, &c.), the Head Teacher, and the local inspector.

In the case of Head Teachers' increments, the usual evidences or the proper conduct of the school should be sufficient. If these point to the teacher's service being unsatisfactory, opportunities should be given to him to explain before his increment is withheld. Circumstances over which the Head Teacher has no control might temporarily influence the efficiency of a school, e.g., shortness of staff, absences of members of it through illness, incompetence or unsuitability of the same, irregular attendance of scholars affected by illness, poverty, war, &c.

4. Grounds for Distinctions in Scales of Salary.

(a) *Sex.*—Women teachers ought to have the same salaries as men so far as their work is concerned. They do their work just as well, and have more of it. If it is argued that men have more responsibility to meet than women, this is not true in the case of the unmarried teachers, and at least the minimum salary should be the same. Moreover it seems probable that the average age of women teachers is increasing and there is therefore an increasing number of women teachers with greater responsibilities. It has to be admitted, however, that in practice the ordinary economic difference in the pay of men and women would apply as much in the teaching profession as elsewhere, and the economic question would probably have to be accepted as the determining factor. Further, though the aim of those women teachers who desire to secure equal payment for equal work is to get women's salaries raised to those of men, the probable result in practice of equal salaries would be that men's salaries would be lowered.

As regards the effect of the general question of salaries on the attractiveness of the profession, the dearth of women recruits is not due to the difference between men's and women's salaries, but to the actual rates of pay earned by women teachers after the long period of training.

If any difference in salaries is made, the women should not get less than nine-tenths of the salaries paid to men. If this were done it would still be desirable to equalise matters by giving women less work. This would have the further advantage of meeting the difficulty caused by the absence of women through illness.

(b) *Marriage.*—If the principle of equal pay for men and women is conceded, then the advisability of special allowances for the wife and family of a man might be considered. If not, and if a man is paid for his responsibilities he should not receive so much if his wife continues in school. If a woman marries and retains her position in school she must be paid according to the scale of her class.

(c) *Joint Appointments.*—These are not desirable, and as a rule should not be made. When made, however, each person appointed should be appointed as an individual and receive the salary attached to the position.

In very small schools where a man is appointed as head teacher and has his wife to assist him with the needlework, the salaries should not be merged. The wife should be paid a definite amount for her share of the work.

(d) *Training, Academic Qualifications, &c.*—College trained class teachers should receive a higher minimum wage than those who have not been college trained, and those who have taken a 3 years' course of training should commence at a further step up the scale. After years of efficient service, however, the non-trained teacher should be able to reach the same maximum as those who have been to college.

A University Degree does not necessarily show greater proficiency as a teacher, but as the possession of one usually means a longer period devoted to training, the minimum salary of those teachers with one should commence at the second step of the scale.

Otherwise all Certificated class teachers should begin at the same point,

As regards the head teachers, training and academic qualifications should not affect their salaries. There should be a minimum salary fixed for each school, and if a teacher is considered sufficiently equipped to take charge of that school he should be paid according to the scale.

(e) *Skill as a Teacher.*—This is difficult to assess with a view to rewarding it by increments of salary. Such skill and also any special qualifications possessed by the teacher should lead to more rapid promotion and receive their reward that way.

(f) *Various Types of School.*—Teachers should receive a higher rate of pay in schools for older children where the education is more advanced. They should also receive higher pay in senior schools if the size of the classes is as great as in junior schools on account of the larger amount of work per scholar required. Head teachers of the senior schools should be paid more per head for the same reason. Otherwise the mistresses of girls' schools (whose average age of promotion is much higher than that of infants' mistresses) will be receiving a lower salary than the mistresses of infants' departments in the same "block."

Special Schools for Blind, Deaf and Defective children should be small on account of the special individual supervision required. For the purposes of the head teachers' salaries, however, the schools should be placed on a higher grade than that into which they would fall if they were graded by numbers as in the case of an ordinary school.

In the case of schools in specially unattractive neighbourhoods, a larger minimum salary might be given, and frequent opportunities for transfer to schools in better neighbourhoods should be provided.

No other differences in salary are required to meet the various types of work in ordinary schools.

(g) *Size of School.*—Schools must be graded by size for the purpose of fixing scales of salaries for head teachers. There should not, however, be too many grades, and steps between them should be fairly large, i.e., they should go up by hundreds. The basis of the grading should be the number of children on the roll of the school. It is not fair to take the average attendance for this purpose, as it is frequently affected by circumstances over which the head teacher has no control, e.g., epidemic, weather, long cases of sickness. The head teacher is responsible for all the children on the roll and the worse the average attendance compared with this the greater the difficulty of the teacher.

(h) *Cost of Living.*—The cost of living is higher in London and the large provincial towns, and in such districts, therefore, a somewhat higher scale is necessary than in small country towns and rural districts.

5. *Migration of Teachers.*—Within reasonable limits there should be no obstacle to the migration of teachers, both head and assistant, to new areas. Years of efficient service under one Authority should count when the teacher's commencing scale is being fixed under a new Authority, and the teacher should be appointed at the rate of salary given under the new Authority for those years of service. This applies only to class teachers. Transfers of head teachers to schools of the same size under other Authorities are not frequent, but if one is appointed who has had years of efficient service in a similar position, he should receive extra remuneration for it.

6. *Uncertificated Teachers.*—All young teachers, say, under the age of about 25, should be required to obtain a certificate showing educational ability. If they fail to do so they should not be recognised after a certain period. This does not apply to Uncertificated Teachers already in the profession, who have been accepted for several years. So long as Uncertificated Teachers are recognised, they should have a good living wage. The older ones now in the profession might have special long service increments if they are of approved teaching ability. The younger ones should be required to obtain their Certificates within a reasonable period. The maximum salary of Uncertificated Teachers should not exceed the minimum of Certificated Teachers, except perhaps in a few particular cases, viz.: long service or special qualification.

7. Teachers of Domestic Subjects and Handicrafts.—Teachers of domestic subjects who have passed through a course of special college training for these subjects and are *fully* qualified, should be paid at the same rate as trained Certificated teachers: others to commence at the minimum of untrained teachers.

The head teachers of domestic science centres should receive a salary which should accord with their school responsibilities.

8. Head Teachers.—A head teacher should always be paid a substantial amount above the scale of the class teacher, except possibly that a class teacher of very long service might on occasion be getting something above the minimum of the head teacher scale. In small schools the head teacher is also doing the work of a class teacher, and therefore should be paid more than a class teacher who is only responsible for his class.

9. Promotion.—It would be better in all areas to have schools of moderate size, and this would ensure

that a reasonable number of promotions could be made. In the absence of promotion, long service should be rewarded by special increments, which should be so arranged in any one area as to balance the lack of promotion to headships.

Special attention should be given to the lack of opportunities of promotion for the teachers of older girls on account of the practice which appears to be growing of placing senior boys and girls in one department under a head master. This constitutes a real grievance amongst girls' teachers which increases in salary will not remove.

It is conceded on all sides that the women teachers are quite as efficient as the men and are better fitted to control, influence and teach girls. There should therefore be as many opportunities as possible given to them to become head teachers of girls' schools, and new schools should be built with separate departments for boys and girls, each with its own head teacher (a head master for the boys and a head mistress for the girls).

Mr. H. R. MORRELL, York.

1. Types of Scales.—A scale extending over a long period with small increments is objectionable because it bears no relation to the period of the recipient's greatest need.

A short scale with large increments is also faulty as it does not provide sufficient reward for experience gained and for increased efficiency as years proceed. Moreover a good prospect in the future is one of the chief factors in maintaining the supply of recruits for the teaching profession. An attractive beginning without subsequent improvement only makes for discontent later.

The scale nearest the ideal is one which proceeds by annual increments for about 15 years and subsequently by quinquennial increments. A scale for men Certificated class teachers should provide small annual increments till the teacher reaches the age of 30, larger annual increments over the age of 30-35 and meritorious service increments quinquennially up to the retiring age. It would of course be easy to arrange for uniform annual increments for the first 15 years, but it is better to keep back some of the salary till the teacher's responsibilities are greater.

In the case of women, there is not the same variation in liability, and the annual increments therefore may be uniform up to the age of 35 years with the service increments following. No increment for men or women should be less than £5.

One object of the quinquennial increments from 35-65 is to provide a continued stimulus, especially for the average teacher. They may not perhaps have much real effect in the case of older teachers, but teachers as a whole and certainly up to the age of 50 would work with more energy and efficiency if they had something to look forward to. Another object of the quinquennial increments is to reward efficiency, which in many instances increases up to the age of 65, as the experience of age counts as well as the vitality of youth. The teacher cannot be compared with the commercial man whose increased income late in life is due to the efficiency he has shown at an earlier stage. A further object of a longer scale is to provide a means of securing from Authorities a reasonable sum of money for a teacher's total service. If the initial salary offered by an Authority and the total amount of a teacher's earnings were considerably larger than at present, these motives for a longer scale would no doubt disappear.

2. Probation.—It should be assumed for salary purposes that no probationary period is required for Certificated Teachers. Young teachers fresh from Colleges, especially if they have been Pupil-Teachers or Student-Teachers, should be placed at once on the Certificated class teachers' scale. The same is true of untrained Certificated Teachers who have already had sufficient probation as Uncertificated Teachers.

The case of teachers who come into the profession later in life without training in teaching is different. Such teachers should have a period of probation during which the salary should be below the minimum for fully qualified teachers. When they are placed on the permanent staff, after skilled and practical work has been approved, their salary should be raised to that of the scale and the probationary period counted as service, all arrears of payment being made good.

3. Conditions on which increments should be given.—Undoubtedly a review of the teacher's service is needed when increments become due. The difficulty however is how to assess a teacher's value and this points to an obvious weakness in present practice.

In the case of class teachers the duty should be undertaken by the Head Teacher, whose reports should be checked by reports from the Authority's own Inspector or from H.M. Inspector. No teacher should be judged by a single report even if the person giving the report is a competent judge. Moreover the reports should be private except that in all cases of adverse criticism they should be shown to the teachers themselves before they are submitted to the Authority. The service of Head Teachers should be reviewed in like manner by the Government and Local Inspectors.

After teachers reach their normal maximum, e.g., after the man becomes eligible at 30 for larger increments as suggested above, there should be a more extended review of their service. Cases however would be very few where such a review would affect teachers injuriously if they had survived the previous annual reports. If a teacher was adversely reported on at the age of 30, he might continue to get increments, but not the larger increments which it is proposed should be given at that age, nor would the teacher go to the same maximum.

4. Grounds for differentiation of Scales.

(a) *Sex.*—As suggested above, a separate scale for women is recommended. The basis of the relation between the salaries of men and women should be such as will enable them to live at practically the same standard of life, i.e., enjoy some power of indulging tastes and aptitudes without the further strain put upon men by extraneous duties which they shoulder in order to meet the responsibilities of married life.

(b) *Marriage.*—There should be no difference of salary between married and single men. If necessary the State should adjust any inequality or unfairness by means of taxation.

As a general rule and especially in urban areas women should resign their appointments on marriage. In rural areas however exceptions to this rule may be advantageous, and in such cases married women should proceed at the ordinary salaries of their grade.

(c) *Joint appointments.*—Where man and wife or brother and sister are fully employed in a school they should each receive the scale of salaries of their grade.

(d) *Code and other qualifications.*—The scale should distinguish between the trained and untrained teachers, but in the early stages only. Thus, teachers fresh from 3 years' College training should be placed on the second year of the scale on appointment. Qualifications other than training should be taken into consideration if put to direct use in the work of the school, though the type of qualifications carrying any advantages should be determined by some competent Authority. Additions of salary on account of these qualifications should be temporary and gradually merged into the regular scale.

(e) *Special ability of the teacher.*—Generally speaking, the reward for special ability as a teacher should be promotion. In an exceptional case when a teacher has made a deep and outstanding study of his work

and by experiment or otherwise has proved himself highly efficient, and if no promotion is available, he should be treated as a teacher with additional qualifications (*see above*).

(f) *Special types of School*.—Teachers in schools of a higher type will usually be teachers with special qualifications or teachers with special abilities as teachers and they should be treated as regards salary in accordance with the suggestions made in (d) and (e) above.

Service in schools of special difficulty or schools in specially unattractive neighbourhoods should be limited and should carry some addition to the scale of salary.

With these exceptions no special rates of salary should be made for the different kinds of work in ordinary Public Elementary Schools, and the ordinary scale should also apply in the Special Schools for Blind, Deaf and Defective Children. Whilst the training of teachers for these Special Schools differs from that of the ordinary teacher, service in such schools is not more exacting nor are the duties more difficult.

(g) *Size of School*.—Schools must be graded by size for the purpose of grading Head Teachers' salaries, but the grades should be few with large steps between them. Under present conditions the grades should be based on the number of children on books, but as soon as classes are smaller and more uniform in size, it will be preferable that the grades should be based on the number of classes in the school. When the schools are regraded provision should be made to prevent any teacher suffering the loss of status or salary.

(h) *Cost of living, etc.*—Some differentiation on this account is necessary and an absolutely uniform scale is impossible at present. For this purpose there should broadly be only two categories of teacher. The first should consist of teachers in London and in the largest provincial boroughs, whilst the second should consist of teachers in the rest of the country both urban and rural. All the teachers in each category should be in a position of equality so far as this point is concerned.

(3.) National Association of Head Teachers.

MR. F. BARRACLOUGH, Leeds.

1. *Types of Scales*.—The scale should be such as to provide reasonable comfort and means of maintaining a suitable social position at the age of 40. The maximum should be reached by reasonable annual increments, say, £10, which might be decreased for the first four years and augmented for the last four.

Increments beyond the scale would be a stimulus to the older part of the service, but should be triennial for at least 12 years. Short steep scales would produce stagnation and frequent migration from the profession.

There are three main justifications for giving increments over a period of 20 years—increasing experience, increasing responsibilities, and social needs. As regards the latter point, a teacher's salary would remain below that of many persons of his own status unless regular and substantial increments were given above the normal minimum, and this would be unfair to him and also lower his prestige as a citizen, and, therefore, as a teacher.

The object of the triennial increments beyond the normal maximum is to provide a career for class teachers, who, it must be remembered, form the majority of the profession, and for many of whom class teaching must be a permanency, owing to the relative fewness of headships.

2. *Probation*.—Teachers on probation for the lack of teaching experience (a fault of the system rather than of the individual) should count the probation period as scale service, when they are permanently appointed.

3. *Conditions on which increments should be granted*.—Full provision exists for the prevention of undeserved increments. Proved inefficiency as established by Inspectors or, in the case of the class teacher, by the head teacher, forms a reasonable ground for withholding an increment. The introduction of a "bar" in the normal scale proves a source of dissatisfaction in the service as a whole,

5. *Migration of Teachers*.—Greater mobility of service within reasonable limits and with suitable safeguards is recommended. The operation of scales should be such as to enable a teacher to fit automatically into the scale of any Authority at the point where he left off at his last appointment.

6. *Uncertificated Teachers*.—The existence of a class of Uncertificated Teachers is a strong factor tending constantly to lower the pay of the qualified teacher. Uncertificated Teachers should be eliminated as soon as circumstances permit, a time limit being placed on their employment as such. In the meantime they should be paid a reasonable living wage.

7. *Domestic Science and Handicraft Teachers*.—Teachers of Domestic Subjects are required to undergo a somewhat prolonged course of training and they should be placed on the general scale for (trained) women Certificated Teachers.

Of the teachers of handicrafts some are Certificated Teachers while others are artisans. Paragraph 6 above referring to Uncertificated Teachers applies also to artisan teachers of handicrafts.

8. *Head Teachers*.—The scale for Head Teachers should be based on that for class teachers. It should be graded according to the size of the school. The commencing salary of a Head Teacher should in all cases exceed the maximum of the ordinary Certificated class teacher in the same area.

9. *Possibilities of Promotion*.—Given greater mobility of service as recommended in Section 5 above, the inequality of opportunities for promotion in different areas would be minimised. Such inequalities would be further reduced by creating the post of first assistant in each department of a reasonable size.

10. *Uniformity of Scales*.—As much uniformity as possible in the scales of adjacent areas should be aimed at. It may be argued that this will militate against a healthy rivalry between Authorities who might by raising the scales hope to secure the best teachers, and absence of this competition may tend to produce lower scales. This would have to be avoided. The nearest approach possible to a universal standardised scale is strongly recommended.

and of unnecessary anxiety and depression in the individual. A review of mere official records, after a period of change in educational thought and methods, would not infrequently be misleading. Where a bar in the upper part of the normal scale has been in operation for some years, the relatively small number against whom it has operated demonstrates that the elaborate machinery involved is not justified. A fair, but searching, annual review should provide all the precautions necessary.

There should, however, be a more searching review of the teacher's service when he reaches the normal maximum and desires to obtain the triennial increments referred to above, but no final judgment should be formed from such a review. An unfavourable verdict should be reconsidered annually.

4. *Grounds on which scales of salaries should be differentiated*.

(a) *Sex*.—There seems no reason beyond the pressure of certain social conventions why, in the early stages, the salaries of men should greatly exceed those of women. Beyond, say, 26, unless the male teacher is to be condemned to celibacy, the gap must widen to provide for wife and family.

(b) *Marriage*.—Until there is a general national bonus on marriage, there are grave objections to making any difference in the salaries of married and unmarried teachers, though marriage enhances the value of a man as a teacher, as it gives him more sympathy with children and enables him to understand better how to deal with them.

(c) *Special qualifications*.—Special qualifications, e.g., training at College, degrees, etc., should be recognised by higher initial salaries with the object of recouping teachers for loss of salary and for the cost of training, but given equally effective service all Certificated class teachers should proceed eventually to the same maximum.

(d) *Special teaching ability* certainly deserves financial recognition by increased increments and as the main factor in determining promotion. Such power should be shown rather in the development of intelligence and the formation of character than by the mere power to import information.

(e) *Various types of School*.—Equal teaching ability, though of different types, is required in schools for infants, junior or senior children, or in schools of higher type, and, therefore, on purely pedagogic grounds, there seem no valid reasons for differentiations in salary.

Women should not take charge of purely boys' classes of an average age of above 8, and those taking classes below that age in boys' schools should be paid at the ordinary rates for women.

Teachers in schools of special difficulty should be chosen because of proved special teaching power, and should be paid accordingly. Some compensation should in justice be given to those appointed to schools in unattractive neighbourhoods. When the teacher in a slum school has established himself as a distinct social force, as is often the case, it would be greatly to the advantage of the community that he should, with his own consent, be retained in that school and allowed to rise to a considerably higher figure than the ordinary maximum. This applies equally to women.

(f) Where schools are graded according to size, the grading should be as wide and the steps as few as possible, so that transfers for purely financial reasons may be avoided. The number on the roll seems the most satisfactory basis for grading.

(g) There is a wide-spread feeling that cost of living should be taken into account in framing salary scales. On this ground, scales in large cities should approximate to those in London. *Cæteris paribus*, there should be no difference between the salaries paid in urban and rural districts.

5. *Migration*.—Migrating teachers should have the same position under a new Authority as they would have had under the old unless the cause of migration is proved inefficiency. More frequent migration would lead to a more rapid spread of improved methods and

Miss PHILLIPS, Cardiff.

1. *Types of Scale*.—The scale should be such as to provide teachers with a reasonable standard of comfort. The ordinary maximum should be reached, both by men and women, at about the age of 35 to 40 by reasonable annual increments of unvarying amount.

Special increments beyond the ordinary scale maximum would be a valuable inducement to teachers to keep themselves up-to-date, and added experience should be rewarded. These special increments should be given every 3 or 4 years, and should continue till the teacher reaches the age of 50 to 60. Up to that age the teachers continue to improve in efficiency. As a matter of fact, only a comparatively small percentage of teachers would earn these special increments, as many men and most women leave the profession before they become due.

Short scales with a few large increments, followed by years without any hope of increments tend to demoralise effort.

2. *Probation*.—Young teachers on probation, if fully qualified should, if accepted as suitable, count the probation period as service on the scale and should proceed to the maximum of the scale if they fulfil the Government requirements.

3. *Conditions of Increments*.—Proved inefficiency as established by H.M. Inspector, the Local Inspector, and (in the case of the class teacher) by the Head Teacher, and after careful and impartial investigation, forms reasonable ground for withholding increment. No special examination or review, however, is needed at any stage of the scale. The introduction of a bar in the scale proves a source of unrest and dissatisfaction in the service as a whole. A review of crude official records in periods of change in educational methods and of advance in educational thought and experiment is frequently misleading. A review of exceptional cases should supply all the precautions necessary to penalise the unworthy.

a wider leavening of new ideas with resulting greater general efficiency. Many teachers would like to leave town and go to the country, if rural salaries were sufficiently attractive. Capricious removals are provided against by the cost involved.

6. *Uncertificated Teachers*.—No more Uncertificated Teachers should be appointed in future, except on the understanding that they are under a time limit and must qualify as Certificated Teachers within 5 years. Existing Uncertificated Teachers would of course have to be specially dealt with, and could not be dismissed. The maximum for those in the service should not exceed the minimum for Certificated Teachers.

7. *Scales for Teachers of Domestic Subjects and Handicrafts*.—Scales for Teachers of Domestic Subjects and Handicrafts who are trained as teachers and hold recognised diplomas for their special subjects should be those obtaining for trained Certificated class teachers.

8. *Head Teachers*.—The qualities which make a successful class teacher and a successful head of a large well-staffed school are by no means identical, and the relative financial value of these diverse qualities it is difficult logically to assess. There is no apparent reason why some overlapping in the scales might not occur with great advantage to the education of a district. In the same area there is no defensible reason why the experienced class teacher should, of necessity, receive less emoluments than the head of a small school. It is possible to conceive an arrangement liberally administered, which would lead to similar reward for differing but equally valuable talents. If, however, headship must in all cases be regarded as promotion, a salary increase should accompany it.

Where schools are large and promotion slow the general class-teacher scale should be raised.

9. *Salaries in adjacent areas*.—If it be accepted that free competition in other walks of life is of advantage to the community, is there any special reason to suppose that close approximation of scales over a wide area would eventually prove a real benefit to education in the area? It would, without doubt, react greatly to the disadvantage of the teacher.

4. *Distinctions of Sex*.—The whole question of the payment of the two sexes is a social and economic one, and is not limited to the teaching service. Teachers are not remunerated only for their actual teaching work. Other things must be taken into consideration. In view of existing social conditions men must get higher pay than women, as otherwise the service would not attract men. A reasonable basis for salaries would be that the salaries of men and women teachers of the same standing should be such as to enable them to enjoy the same standard of comfort.

5. *Different Types of School*.—Equal teaching ability, though of different types, is required in schools for infants, junior or senior children, or in schools of a higher type, and therefore there seems to be no valid reason for differentiation in salary on these grounds. Trained teachers and teachers with special qualifications should have a higher initial salary, but should not go to a higher maximum.

6. *Migration*.—Migrating teachers should have the same position financially under a new Authority as they would have occupied under the old. Town teachers are not likely to migrate to the country owing to the absence of congenial society, suitable housing, educational opportunities, &c.

7. *Uncertificated Teachers*.—No new Uncertificated Teachers should be appointed on a permanent basis. They should qualify as Certificated Teachers within 5 years or leave the profession. This could not, of course, be retrospective, but the maximum for Uncertificated Teachers already in the schools should not reach the minimum for Certificated Teachers.

8. *Head Teachers*.—Change from assistantship to head teachership must be regarded as promotion.

9. *Teachers of Domestic Subjects and Handicrafts*.—Scales of salary for teachers of domestic subjects and of handicrafts, if such teachers are trained and hold recognised diplomas for their special subjects, should be those obtaining for Certificated class teachers.

(4.) National Federation of Women Teachers.†

Miss E. E. FROUD, Stratford, and Miss E. A. McKENZIE, Harlesden.

- (1) Précis of evidence submitted before the witnesses appeared before the Committee.
- (2) Supplementary statement supplied subsequently.

(1) PRÉCIS.

In our opinion the principles which should determine scales of salaries are (a) qualifications for the work of teaching and (b) actual work in the schools. In accordance with this view we support the principle of equal pay for men and women teachers of the same professional status.

To differentiate in salary on the basis of sex is neither just nor logical. Such differentiation assumes either (a) that the work of every member of the one sex is of superior value to that of any member of the other or (b) that the one sex is paid for something quite apart from, and outside of, school duties, e.g., "family responsibilities."

With regard to (a) it is generally conceded that the work of women teachers is at least as well done as that of men teachers.

It costs nominally the same in time and money to train all teachers for work in the primary schools, but the expense is really heavier for women since men are more largely subsidised. Conditions of service are fixed irrespective of sex. The size of the class is in no way dependent on sex. The same tests are applied to the work of each and the same grants paid for that work.

With regard to (b). In the professional and industrial classes, women have very heavy family responsibilities. Men's "responsibilities," as a rule, consist of wife and family, the latter being in the nature of an asset in old age or declining fortunes. Women's "responsibilities" are largely invalid or orphaned relatives, and aged parents, who cannot prove assets. For such dependents there is no relief from taxation, but for children there is an abatement in the assessment of income tax to the extent of £25 per annum per child.

It must not be forgotten that there is a large number of widows in the teaching profession and the war has largely increased, and is constantly increasing, this number. The children of these teachers have a right to the same standard of life and the same prospects as the children of their men colleagues. Many men teachers are not the sole wage-earners in their homes—their wives often contributing to the family exchequer—but the widow is forced to support herself and family on the wage, considered sufficient for a single woman.

To base salary scales on "responsibilities" is absolutely impossible, and to attempt to do so would lead to a series of unsolvable riddles and grave discontent in the profession. The logical outcome of the adoption of such a basis would be:—

- (1) A Head Master with a small family would receive a smaller salary than his assistant with a large family.
- (2) An unmarried Head or class master would be paid less than a widow with a family.
- (3) Masters would have their salaries reduced as their children became self-supporting.

In no walk of life is there a system of payment according to family responsibilities as between men and men and, in the teaching profession, men are paid for being Head Teachers or class teachers, and women teachers of a corresponding status should receive the same rate of remuneration as their men colleagues. That is to say teachers should be paid according to their responsibilities in the school.

Where a great public judges each case on its individual merits, in the way in which the work of actors, authors, singers, artists and orators is appraised, nothing is heard of "sex differentiation in salary." In independent trade it cannot be enforced.

In the profession of medicine, and amongst cotton operatives, insurance commissioners, and clerks, stenographers and teachers in the suffrage States of the U.S.A., Post Office employees in Norway, all public service workers in the Federal Public Service of Australia and New Zealand, teachers in New York and transport workers in this country, the principle of equal pay is to be seen in practice.

(2) SUPPLEMENTARY STATEMENT.

1. *Object.*—Our object is to get women teachers' salaries, including both minimum and maximum, raised to the same level as men's—not men's salaries reduced to the level of women teachers'. There is no need to consider the latter contingency. It is improbable because (a) men teachers would see to it that their salaries were not reduced; (b) the amount of money available for teachers' salaries can be varied by human will. It is not a fixed, unchangeable amount. If women teachers refuse to work for less money than their men colleagues, the money for equal pay must be forthcoming and the public will not begrudge it.

2. *Public Support.*—The active opposition to equal pay comes from within the profession and not from outside. To test public feeling we held recently a large meeting in Hyde Park. A resolution in favour of equal pay was adopted unanimously. The Railway Clerks' Association, Civil Service Alliance, Irish Teachers' Congress, National Union of Railway Men and the Workers' Educational Association have passed similar resolutions. The Prudential Assurance Company pays its men and women collectors at the same rate. The British Medical Association demands equal salaries for men and women doctors holding public appointments. A certain number of women may be against equal pay, but only negatively. The active opposition comes from our men colleagues.

3. *Results of Inequality.*—The low salaries paid to women have re-acted injuriously not merely upon women but upon the prosperity and status of the whole profession. The effect upon men is to repel from the profession the right sort of men who do not enter the only profession where their higher salaries would be a matter of contention. As long as men teachers are paid more for their work in the schools they will be constantly reminded that their work, as such, is not worth more than that of their women colleagues. Accountants, architects and solicitors have nothing to fear from women competitors. Men doctors have safeguarded themselves from undercutting by their women colleagues.

The effects upon women are discouragement and a sense of injustice and indignity. We have known cases in which this has driven them out of the profession. It is true that women still enter it, but this is because the openings for women in other occupations have been comparatively few hitherto. The war is changing this and in future women, in increasing numbers, may be expected to avoid the teaching profession until not merely adequate but equal pay is provided.

4. *Responsibilities.*—It must be remembered that the burden of supporting parents and aged and sick relatives tends to fall more on women than on men because men have assumed other responsibilities. Figures collected for the Fabian Society and the Civil Service Commission show that the proportion of women with dependents is large. The war will add greatly to women's responsibilities of this kind. It is true that some unmarried men have dependents.

5. *Cost.*—The cost of bringing up women teachers' salaries to the level of the men's will be great. Whatever it costs the money should be forthcoming. The sources from which the money required for teachers' salaries should be provided, however, are outside the scope of the terms of reference of this Committee which meets to enquire only into the principles which should determine the construction of scales of salaries.

The reduction of the size of classes to 40 is also outside of the equal pay controversy—though it may be noted in passing that such a reform depends upon a greatly increased supply of teachers (women teachers mainly) who will not be available as long as only an inferior position in the profession is offered to them.

6. *Health.*—It is only "stated" that women teachers are absent oftener than men teachers. We do not accept the figures of the Teachers' Provident Society, as so many of the healthiest women teachers do not consider it worth their while to join the

Society owing to its inferior classification of women teachers irrespective of their health record. Even if it were true it would be no reason for differentiation. So long as women teachers are paid less they are unable to maintain the same standard of life. If she wishes to do so, a woman teacher should be able to maintain a home and the necessary attendance in it. Under present conditions very few can afford either. The absence of home comforts and the additional burden of work outside school hours which are cast upon her are conditions which must be expected to re-act upon her health. It must be borne in mind, too, that women are employed largely in teaching infants and younger children among whom infectious diseases are more prevalent.

7. *Supply and Demand*.—If it is the fact that under the present conditions of salary, the failure

of the supply of teachers is more marked in the case of men than women, it may be attributed to the fact that the opportunities for educated women in other directions have been limited hitherto. More and more opportunities for women are arising and it is certain that neither the supply nor the quality of women candidates to the profession in the past will be maintained in the future unless better and fairer conditions are offered to them.

8. *Promotion*.—Although women teachers outnumber men in the profession in the proportion of two to one, the latest statistics show that 316 men and 416 women gained promotion in the year. Women teachers may get earlier promotion but they are heavily penalized by having to leave on marriage a profession for which they have undergone years of training at great expense.

(5.) London Teachers' Association.

MISS ESTHER MURRAY.

I.—*Types of Scale*.—Taking into consideration the vital necessity of procuring men and women of the highest standard of intelligence, integrity and ability, for the teaching profession, all scales of salaries for teachers in the Elementary Schools should be based upon the conception of a life's devotion to one of the most important public services.

The minimum commencing salary should therefore be sufficient to maintain a proper standard of life for a professional man or woman, without domestic or family responsibilities, and, at this stage, as both positions are equal, salaries should be equal for men and women.

A short scale, with substantial annual increments, resulting in a maximum reached before, or at the age of 40, would prove attractive and satisfactory, as the most expensive period of a teacher's life is usually after the age of 35 to 45. An annual, automatic rise, of equal amounts, reaching a maximum before the age of 40, is very desirable.

An "efficiency bar" at any stage of a professional career, for assessment of salary purposes, is degrading and irritating; and the more efficient the teacher, the more keen is the sense of degradation and irritation.

II. *Probation*.—Certificated Teachers appointed on probation should immediately become entitled to full emoluments and advantages of the recognised "Scale of Salaries."

The real probationary period should occur at the Pupil Teacher or Student Teacher stage; but even then, it is not easy to eliminate unpromising teachers.

III. *Conditions of Increments*.—The unsatisfactory teacher is so rare, that no provision for him need occur in framing any scale.

No scale of salaries should ensure discontinuance of annual increments for unsatisfactory service. If a teacher proves inefficient, no reduction of salary will produce efficiency; and a teacher, rendering unsatisfactory service, should be promptly dealt with. Inefficiency in any other branch of public life only affects adversely material things, and can often be remedied; but an inefficient teacher daily robs scores of young citizens of food for brain, physique, and character, and so is a grave menace to the country's welfare and the teaching profession.

IV. *Salaries of Men and Women Teachers*.—From economic necessity, men must be paid a higher salary

than women; but in view of the equality of service rendered, no greater differentiation than one-sixth should occur at any point in the two scales, and the minimum should be the same. Generally speaking, an unmarried woman's family responsibilities begin when she is about 40 and her parents are growing old.

V. *Teachers with Special Duties*.—The Board of Education's Certificate should be the only qualification necessary to secure a permanent place on any scale of salaries. Teachers occupying special functional duties in Central or Special Schools, might, with advantage, receive extra remuneration.

VI. *Migration*.—Easy facilities should be given to teachers desirous of transferring from one district to another, especially during the earlier years of their career, thus encouraging wider scope for experience and knowledge. The financial loss should be slight, if any.

VII. *Uncertificated Teachers*.—The salary of an Uncertificated Teacher should never be allowed to exceed the minimum salary of a Certificated Teacher.

VIII. *Teachers of Domestic Science, &c.*—Teachers of Special Subjects holding the special certificates recognised by the Board of Education should receive the same remuneration as Certificated Teachers.

IX. *Head Teachers*.—In order to make the teaching profession attractive and lucrative, the salaries of all Head Teachers should always be in excess of the salaries of assistant teachers, and the scale of salaries should provide for an immediate increase for the assistant teacher securing a position as Head Teacher.

X. *Chances of Promotion*.—Where the possibilities of promotion are rare, the maximum salaries in that area for assistant teachers should be greater than where chances of Head Teachership are more frequent.

XI. *Cost of Living*.—In the formation of any salary schemes, due consideration should be given to the important factor of the cost of living in different parts of the country. Travelling expenses, especially in London, to and from crowded town and city schools, mid-day meals away from home, rents and rates, and various expenses incidental to each area, should determine the amounts offered to men and women who must maintain the "standard of life" necessary for the status and dignity of an important national profession.

Précis submitted by MR. W. J. PINCOMBE.

SALARIES OF TEACHERS IN ELEMENTARY SCHOOLS.

The minimum commencing salary for teachers should conform with a reasonable standard of life for a professional man or woman without domestic or family responsibilities.

The salaries of teachers should be based upon the conception of a life's career passed in the public teaching service as an assistant teacher. Salaries should therefore be arranged upon the principle of the rising scale advancing to reasonable maxima having regard to the work and status of the teacher.

The increments of the scale should be such as will

- (i) in the case of masters, enable them to make preparations to assume family responsibilities at a reasonable age, and

- (ii) in the case of mistresses, secure to them an adequate remuneration for the exercise of their fullest powers as professional women at such times as their powers and experience are most valuable.

The teaching profession, without attempting to define in this connection the relations between Head Teachers and assistant teachers, recognises the division of the teaching body into the two groups: Head Teachers and assistant teachers. The recognised differences between Head Teachers and assistant teachers should be those of function and responsibility.

The salaries of Head Teachers should be larger than the salaries of assistant teachers. The minimum salary of a Head Teacher should always represent an advance upon the salary of an assistant teacher. The increments of salary should be greater in the scale for

Head Teachers than in the scale for assistant teachers. The salaries of Head Teachers should always be regarded as adding to the general attractiveness of the teaching profession as a career for men and women.

The method of grading for the purpose of assessing salaries is inimical to the ideal of a professional body of teachers. One of the first principles of professionalism is equality between the members of the professional body. Consequently there can be no grading so far as members of the professional body performing the same functions, are concerned. Grading for salary purposes where functions are equal and similar inevitably produces demoralization in all the grades. There should be no grading for salary purposes among assistant teachers.

Grading in the salaries of Head Teachers is not anti-professional because

- (i) the Head Teacher's salary should always be in excess (see above) of the salary of an assistant teacher (which represents what may be termed the functional scale for the teacher as a professional man and woman);
- (ii) that part of the Head Teacher's salary which is in excess of the class teacher's salary is (see above)
 - (a) a recognition of a different service (efficient and economical organisation, conservation and development of output, good leadership, management and control of official subordinates);
 - (b) an attraction to the service;
- (iii) the highest salaries of Head Teachers, corresponding (a long way behind) to the emoluments and financial rewards of industrial *entrepreneurs*, and to salaries attached to the highest appointments in the civil and municipal services, represent not merely payments for services rendered but a fund from which individual enterprise and initiative (social and professional) should be fostered.

A differentiation of salary scales is permissible among teachers of the same general groups when working in schools which clearly show a functional variation, thus: Elementary Schools, Central Schools, Special Schools.

A "bar" in any scale of salaries is in its essence a method of grading, but with this disadvantage as compared with the system of group grading, its action impinges directly upon the individual who is not sustained by the compensating reaction of group sympathy. Group grading among individuals performing the same professional functions is anti-professional, but the operation of a bar regulation is both anti-professional and definitely degrades the individual. In practice, the disturbing influence of a "bar" regulation upon any body of workers is not balanced by any alleged advantage resulting from the stimulus of such bar.

If the function of any specialist practitioners approximates in character to the function of the general body of practitioners then the salaries should approximate also; thus domestic economy instructresses, manual training teachers, art teachers, and teachers of languages, etc. should be paid at the general scale rates for the general body of teachers.

MR. F. E. WOLSTENHOLME.

In constructing scales of salaries for teachers in Elementary Schools the following points should be kept in view:—

1. The quality of the man or woman, moral, intellectual, physical, which it is hoped to attract into this most important and specially exacting service.
2. The fact that entering the teaching profession is a self-denying act of devotion to the service of the nation and is intensely patriotic.
3. That the intellectual standard required in a successful teacher is such that 90 per cent. of them could easily make double or treble their present income in commercial pursuits if such had been chosen at the outset of their career.
4. That where men and women devote the whole of their lives to the work of uplifting and improving the standard of the race, common justice demands that they shall at least be secure from their present

Where the conditions and circumstances remain generally unchanged an improvement in scales of salaries should be applied to all the existing members of the teaching body without exception. All exceptions within groups performing the same function constitute, in effect, a method of grading and are, therefore, anti-professional. The application of the new scales of salaries by the method of specially considering individuals is, in effect, the application of the principle of the "bar." The placing of all individuals upon an improved scale of salaries when adopted tends to bring out the best in each individual.

The basis of all salary scales should be the maintenance of an adequate standard of life. It is necessary, therefore, to take into account the whole of the circumstances surrounding the maintenance of a reasonable standard of life in forming scales of salaries for teachers. The cost of living is a factor of great importance, and if the cost of living varies in different parts of the country, then it is permissible to have varying scales of salaries. The factors of rent, travelling expenses and community expenses are always large in such an area as London and should be taken into account in framing scales of salaries. The acceptance of special London standards in fixing salaries and wages for the public service and civil employment of all kinds is of greater importance to teachers than to any other class in the community. The maintenance of the "standard of life" among teachers implies not merely a reasonable standard of social comfort but opportunities for travel and change of scene during the vacations, the means to purchase books, cultivate the higher amenities of civilised life (in which social intercourse is a highly important factor), and to join and take part in the activities of professional organisations, learned societies, etc.

Addendum.

Mr. Pincombe added the following points when he appeared before the Committee.

I. The best scale is a short scale with large increments.

II. A probationary period for Certificated assistants is a serious matter for teachers. It has a bad effect on them quite apart from any question of salary or increment, which should not in any case be affected by probation. Probation should come at an earlier stage, i.e., while the teacher is a Pupil Teacher or Student Teacher. It is however more difficult to eliminate unpromising teachers during the short Student Teacher stage than it is during the longer Pupil Teacher stage. A "review point" some way up the scale of salary has an unsettling effect upon teachers. A "super scale" for selected teachers would be difficult to administer and would cause dissatisfaction.

III. The London Teachers' Association accept the position that men should be paid higher salaries than women of the same grade. There must not however be so great a difference as to degrade the service of women as opposed to that of men.

IV. Too much attention should not be paid to the question of the migration of teachers. Only the very young ones were likely to migrate and even they soon got home ties and wanted to settle down.

strained circumstances, which entail the strictest self-denial and economy in the bringing up of a family, and after a life of severe struggle the prospects of a penurious old age.

5. The work of a teacher is a severe drain on mental and physical vitality, so much so as not infrequently to produce complete exhaustion. The remuneration should therefore be such as will give complete immunity from distracting and enervating financial cares, or it will be impossible to secure that complete repose so essentially necessary to mental recuperation, which should follow each day's work.

In answer to various points raised by the Questionnaire I desire to submit the following:—

A Short Scale with Large Increments.—It is necessary to provide a career for men and women of intellectual attainments. Therefore a small commencing salary will not deter so long as the future pro-

spect is sufficiently attractive. This can be made so by large increments and sufficiently high maxima, capable of being reached when life's expenses are greatest.

The increment should be uniform, annual and automatic to the maxima of the scales. Any other system produces anxiety and mental distraction (as insecurity always does) specially detrimental to the teacher's work. In any case increments are, as a rule, so small that they have no stimulative effect on the teacher.

Bars and Arrest of Increment.—One frequently finds the above advocated as a stimulant to more effective work or as a disciplinary measure. But all such portents cause inquietude of mind in the teacher, and compel him in self-defence to neglect his legitimate work of real education and to concentrate effort on the production of results, within a prescribed period of time, which shall be pleasing to the powers.

The introduction of such drives teachers to neglect education and adopt the system of cram as the easiest means of circumventing the undesirable. Nothing but complete freedom from such disturbing influences will permit the teacher to go forward boldly and fearlessly to the true educational advantage of the child.

The forced plant is not of sturdiest growth. Bars and arrests should be abolished from all schemes.

Appointment of Certificated Teachers on Probation.—There should be no such thing. A child's school life is so short and so easily ruined that to permit a probationer to practise for a year or more upon it is a crime against the child. No appointments, therefore, should be made except of fully trained capable teachers, and a system should be devised that will eliminate the unfit prior to this stage. In any case it is difficult to turn out of the service a teacher of 21 or 22 years of age. It should be possible to eliminate unsatisfactory teachers during the student teacher stage or during training.

Unsatisfactory Service.—This, although existing, is so small as to be almost negligible. Better prospects with regard to remuneration would produce a higher type of teacher and reduce the number still further. Moreover, it is excessively galling to make regulations which treat with suspicion, if they do not exactly stigmatize, the many for the delinquencies of the few. For the sake of the children, who should be rigorously safeguarded, defaulters should be dealt with *drastically* and, for the good name of the teachers generally, as *individual* cases. The offence is an individual one, the stigma should not be general.

Differentiation Between Sexes.—So far as salaries are based on the needs of the teachers and the quality

of their work, there is no reason why the minimum salaries of men and women should differ. Under present economic conditions, however, a larger minimum must in fact be offered to men or the source of supply would dry up. Moreover, man is the lawful and natural support of his wife and family, and common justice demands that as his family responsibilities out-distance those of an unmarried woman, so the increase in his salary should be greater. These are the grounds which justify larger salaries to men.

Special Qualifications and Extra Pay.—When the exercise of a teacher's function involves specialisation and the possession of some special qualification in addition to the Teacher's Diploma, extra remuneration should be paid. It is a common practice for the specialist in any calling to receive additional fees.

Cost of Living in Different Centres.—This should certainly be a consideration in fixing scales of salaries, especially in London, as rent, travelling, mid-day meals from home and many other calls make considerable inroads on a teacher's salary unknown in other districts. The principle is conceded in other callings.

Migration from Area to Area.—No obstacles should be placed in the way of migration, as interchange of experience and ideas is all for the good of education. Moreover, change of district tends to increase breadth of outlook. In practice, however, teachers of more than 7 or 8 years' standing do not generally want to move to other areas.

Uncertificated Teachers.—The salary should certainly be less than that of the Certificated Teacher, but the elimination of the Uncertificated at as early a date as possible is the only fair solution of the problem.

Teachers of Domestic Subjects and Handicraft Teachers.—Those who are fully qualified and possess the recognised diploma of their craft should rank for salary as Certificated Teachers.

Salaries of Head Teachers.—The salary of a head teacher should always be greater than that of the assistants in the school, and on promotion to headships teachers should immediately receive an increase.

Possibilities of Promotion.—Where a teacher can reasonably expect a headship within, say, ten years, this might be a determining factor in fixing a scale, if special maxima were granted for special cases; but in large urban districts where a headship is practically unattainable for the vast majority, the position of assistant must be regarded as permanent and a scale of salaries formulated commensurate to this final position.

(6.) Association of Teachers of Domestic Subjects.

Miss MARSDEN, Head of the Training Department of Domestic Science at Battersea Polytechnic, and Miss TURNBULL, Principal of Berridge House Training College, West Hampstead.

1. We assume that we need say nothing on the general question as to the need for an increase in salaries for teachers of Domestic Subjects in Elementary Schools. We assume it is admitted that the existing rates of salaries need to be increased.

2. *Present rates.*—The present rate in London is a commencing salary of £80, rising by annual increments of £5 to a maximum of £120.

In the provinces the payments to teachers of Domestic Subjects vary considerably, but, speaking generally, £80 is the commencing salary—though in some cases it is £75. The maximum is generally rather lower than in London, though in some cases we believe it reaches £130.

The minimum salary both in London and in the provinces is too low having regard to the expenditure both in time and money which has to be met by students for their training.

3. *Length and Cost of Training Course.*—The minimum course recognised by the Board of Education is one of two years. The fees charged by the Training Schools for a course of two years vary from about £50 to about £60. This fee covers tuition only. Where students board and lodge during term time in the Training Schools or in Hostels connected with them the fees charged for board and lodging range from £36 to £50 a year.

The two-years course therefore costs a student from £122 to £180. Books, sewing materials, travelling expenses, would cost in addition at least £5 a year, so that the cost to a student for a two-year course would be from about £132 to about £190.

But many students take longer than the minimum course of two years, and the tendency is towards a full three-year course. Some students take a four-year course. The total cost to students is therefore proportionately increased beyond the figures mentioned above.

4. *Cost to students of training in an ordinary College for Elementary teachers.*—A student in one of the colleges for women, in training as a Public Elementary School teacher, normally pays a fee of from £20 to £30 for a two-year course, and she has nothing to pay in addition for board and lodging during term time. All her extras beyond the £20-£30 fee amount to not more than £10 to £15 for the two years. Public Elementary School women teachers after their Training Course is completed usually command a commencing salary of £90 a year in London, and from £80 to £90 in the provinces.

5. *Salaries of Domestic Subjects Teachers.*—In view of the cost and length of training and also of the fact that the work of Domestic Subjects teachers is quite as arduous as that of ordinary teachers in Elementary Schools, we consider that Domestic Subjects teachers should not be paid at a lower rate than trained Certificated teachers. (But see below, as to junior and senior teachers.) Moreover it is to be hoped that the Board of Education grants to Domestic Science Training Colleges may be raised in future, so that Domestic Subjects teachers will not be so handicapped as they are at present by the cost of their training.

6. *Principle on which in our opinion a scale of salaries for teachers of domestic subjects should be*

based.—In our view teachers of Domestic Subjects who have been through a course of training recognised by the Board of Education and have received a diploma qualifying them for service in Public Elementary Schools, should be classified in two grades—(a) junior (b) senior. Promotion to the senior grade should be governed solely by good work done in the schools.

If, for the sake of illustration, we take eight years as the period of increments in the scale of salaries, teachers should remain in the junior grade normally for five years and in the senior for three. There should be annual increments throughout, but those in the junior grade should be rather less than those in the senior grade, and should be given more automatically. The minimum salary for senior teachers should be the maximum paid to junior teachers plus one-third of the total senior increment. If X is the minimum salary, Y the total increment during the first five years, and Z the total increment during the last three (Z being greater than Y), the scheme would work out as follows:—

Junior Teachers' Minimum salary	= X.
Yearly increment	= $\frac{Y}{5}$.
Maximum salary	= X + Y.
Senior Teachers' Minimum salary	= X + Y + $\frac{Z}{3}$.
Yearly increment	= $\frac{Z}{3}$.
Maximum salary	= X + Y + Z.

(7.) National Association of Manual Training Teachers.

MR. J. W. RILEY, Rochdale.

The National Association of Manual Training Teachers finds that a practically unanimous opinion exists amongst its members that both as regards salaries, increments, status and pensions they should rank equally with the Certificated class master in Elementary Schools.

Although this condition exists in a few places, it is not general. This is doubtless due to the fact that a large proportion of the teachers are specialists and have been drawn from the more intelligent craftsman, and as such have not received a college training.

Handicraft teachers are drawn from three general sources:—

- The Certificated trained class teacher with a special leaning towards practical work.
- The specialist teacher, who after becoming skilled as a craftsman has been attracted to the work of teaching handwork.
- The youth who has undergone an apprenticeship and has thus been specially trained for the work.

Qualifications.—With regard to (a) and (c) it may reasonably be assumed that the claims of these teachers to be fully qualified to undertake the work will be admitted, and need not be emphasised. The number of teachers in these classes, however, is not large. Certificated teachers were at one time inclined to take up handicraft, but the movement did not grow, presumably as it was found that these teachers had no chance of promotion to headships of Elementary Schools.

Regarding (b), by far the larger proportion of handicraft teachers are of this class. Generally such a teacher will have served an apprenticeship as a craftsman, during which time he has attended evening classes in Science and Technology. Subsequently he will have entered the teacher's training classes in preparation for the examinations of the City and Guilds of London Institute in either woodwork or metal work or both. The regulation of the City and Guilds requires that he must have passed at least two subjects in either Science or Technology before he will be admitted to the teachers' examination, and the Board of Education do not recognise him as a teacher until he has passed the City and Guilds examination.

Other qualifying certificates are those issued by the Examinations Board of Educational Handwork. As, however, the conditions of entry to these examinations necessitate having had two years' teaching experience, the specialist teacher of the craftsman type cannot obtain entry into the profession through these examinations.

Of course if the scale for ordinary Certificated women teachers is longer than eight years, the scale for Domestic Subjects teachers should be adjusted accordingly, as their scales should be the same.

We also think that the scheme of the scale of salaries should include an arrangement to meet exceptional cases. Teachers appointed to a particular post might be given one or more years' preference—in other words, might be granted a step forward in the scale beyond what they would be strictly entitled to on their actual service in Public Elementary Schools.

We think further that passage from the status of junior teachers to senior teacher should require the definite authorisation of the Board of Education on revision of the actual work done by the teacher in the schools.

One of the main objects of having a junior and senior grade is to provide a stimulus for the young teacher. For older teachers it is difficult to provide a stimulus unless the scale is a long one, as the chances of promotion are few. Domestic Science teachers may become (a) Heads of Training Schools, or (b) Heads of Women's Departments in Technical Institutes, or (c) Organising Inspectors or organising Teachers in Counties, or (d) Board of Education Inspectors. Good posts open to domestic subjects teachers are not many, but in view of the probability of a large increase in the teaching of Domestic Subjects after the war, it is expected that the number of good appointments will greatly increase.

It is, therefore, only after a training extending over from three to five years' evening study that the practical man can become a handicraft teacher, and even then he finds he has to devote from two to three more years at least before he can obtain the higher qualifying certificates.

In this connection it may be pointed out that more facilities for the training of the young handicraft teacher are needed. At present the craftsman teacher has to get his training in teaching at a Handicraft Centre and this is not easy to organise as such Centres should be kept small if they are to be efficient. In most places small (single) centres with accommodation for 20 pupils under one teacher exist. In such centres facilities are lacking for the young untrained teacher. What appears to be needed is training college facilities specially for Handicraft teachers.

Conditions of Service.—The daily work of the handicraft teacher is as strenuous and exacting as that of a class teacher. The class teacher deals generally with the same pupils day by day throughout the year, while the pupils attending the handicraft class receive only one lesson per week. The handicraft teacher has therefore a fresh group of pupils each half-day during the week, and because of the larger numbers in attendance has fewer opportunities for the discovery of the individual traits of character of his pupils. It thus happens that one teacher deals with 200 boys per week, and considering also their ages—11 to 14 years—his organising and disciplinary ability is taxed to enable him properly to classify the individual efforts of his pupils.

Again, the handicraft class is a practical class, where drawing and construction are linked together, and where the avowed aim is to encourage the pupil to learn by doing, to develop initiative, self-expression and individual effort. Hence the teacher must be alert, resourceful and imaginative, besides being practical and artistic.

Status and Salary.—It is claimed, therefore, that both in training and in services rendered the qualified handicraft teacher may reasonably claim equal consideration, so far as salary, increments and status are concerned, with the Certificated class teacher.

At present many of these teachers are compelled to take evening work in order to get a living wage, and this is fair neither to them nor to their classes. Moreover, many of the teachers, especially those of craftsman origin have gained distinctions in Science, Art and Technological Examinations, and their certificates are evidence of a good level of general culture.

MR. W. PEARSON SMITH.

I. The different Classes of Handicraft Teachers.—Handicraft teachers are drawn from three sources:—

- (a) The skilled trades.
- (b) Pupil Teachers in handicraft who are specially trained for the work by the larger Local Authorities.
- (c) The Elementary teacher who has secured one of the qualifying certificates.

(a) and (b) come under the classification of "Uncertificated" (not possessing the Board of Education Certificate), and where employed by the same Local Authority these two classes are usually paid at the same rate. For the purposes of this evidence class (b) may therefore be regarded as covered and included in class (a). Class (c) is usually paid according to the class masters' scale operating in the district, and occasionally receives an additional amount for his handwork qualification.

Where Local Authorities employ both (a) and (c) some differentiation to the disadvantage of (a) is usual. The difference in salary varies considerably. There are a few notable exceptions where (a) receives more than (c), and some places, such as Manchester, where no difference exists, but in London the difference is most marked, the maximum salary of (c) being £25 a year greater than the maximum of (a). This is strangely anomalous, as under the London County Council the handicraft teacher is definitely on the teaching staff sharing in the corporate life of the school and is called upon to collaborate in those subjects of the curriculum where his special knowledge can be utilised. The qualifications and equipment of (a) and (c) naturally differ very considerably, although it does not follow that there is a great disparity in the sum total of their attainments. It is a matter of content. Class (c) has an initial advantage in book knowledge and methods of teaching; class (a) brings into the school a first hand knowledge of industrial conditions, methods of applied science, and high manipulative skill. While the majority of Handicraft Teachers throughout the country are drawn from class (a), there is little uniformity among Local Authorities in the practice of their selection. In some cases (a) is preferred, in others (c), while a number of Authorities believe in selecting their teachers from both types. It follows, therefore, that very many artisan teachers are working under identically the same administrative conditions as the Elementary teacher, similar demands being made upon them mentally and physically. They must satisfy the standard of examination and qualification demanded by the Board of Education, they are subject to the Board's inspection, and the efficiency of their teaching is, or has been until the last year or two, assessed by a special grant.

It is generally acknowledged that the teachers selected from the crafts are not quite the ordinary type of artisan. As a rule they are carefully chosen by the Local Authority from a large number of applicants, and represent the better educated section of their craft, differing in temperament and outlook. Teaching appeals to them; in fact, in very many cases they are already engaged in teaching science or technological subjects in the Polytechnics and Technical Schools. Most entrants from the workshop into the schools possess technical qualifications of a high order, exceeding by far the official requirements; but before they can be recognised as Handicraft Teachers by the Board of Education, they must have secured one of

the qualifying certificates, viz.:—The Teachers' Certificate in Manual Training issued by the City and Guilds of London Institutes, or a similar certificate issued by the Board of Examinations in Educational Handwork. In the case of artisan teachers, these examinations must be preceded by a course of training covering a minimum period of two years. In each year the examinations are designed to test the literary ability of the candidate, also his knowledge of teaching method, pedagogy, craftsmanship, and drawing. The preparation for these examinations is done in the teacher's spare time, evenings and week-ends.

II. Salaries of Handicraft Teachers.—This Association claims that all handicraft teachers should be treated alike for purposes of salary. It is sometimes urged that the training of the artisan teacher costs less than that of handicraft teachers in classes (b) and (c) and that this justifies his receiving a lower salary. It may be admitted that the conditions under which the artisan is trained vary widely and that it is difficult to give figures which are applicable to them all. We believe, however, that the actual cost to the parent of the training of the artisan teacher is, if anything, greater than in the case of other classes and that his salary, therefore, should not be less than theirs.

As regards the position of handicraft teachers in relation to ordinary Certificated class teachers we urge that their remuneration should, in all fairness, be at least as great. We submit that the unique qualities brought into the school by the artisan teacher are factors of great educational importance in a liberal system of education. We further submit that there is no sound reason for believing that the sum of the qualifications possessed by the Handicraft Teacher for his special work is in any way inferior to the qualifications of other teachers engaged in Elementary School work. There is ample evidence to prove that he is keenly alive to the educational possibilities of his work, and that he brings much vigour of mind, originality and imaginative insight into it.

Handicraft teaching is to-day an integral part of the Elementary School system, and the handicraft teacher holds in public esteem a similar position to that of the class-master. His social and professional obligations and commitments are the same, he must conform to the prevailing standard in dress and habitation, and he should be able to enjoy the same degree of leisure and comfort.

III. Promotion.—There are extremely few opportunities for a handicraft instructor to get out of his groove when he once settles down as a specialist teacher. A favoured few may become organizers, and very occasionally one is selected by the Board of Education for the inspectorate.

A notable exception exists in London where a number of artisan handicraft instructors have been appointed to the responsible headships of the new Junior Technical Institutes, and it may be said with confidence that this departure from traditional practice has been eminently successful.

These exceptions, however, do not affect the general situation. It remains true that the prospects of promotion are very remote. If the handicraft teacher remains in the school, his maximum salary as an Instructor must be regarded as his ultimate reward. Even a State pension is denied him, unless, of course, he is also a Certificated Teacher.

II.—SCHOOLS FOR BLIND, DEAF, AND DEFECTIVE CHILDREN.

(1.) Association of Teachers of the Blind.

MR. J. M. RITCHIE, M.A., Honorary Secretary of the Association of Teachers of the Blind.

I. General.—There are 50 Certified Schools for the Blind in England and Wales, providing accommodation for about 2,400 children. The number of teachers engaged in these schools is about 200.

The schools are of different types. The non-provided schools were established by philanthropic bequests and donations prior to the passing of the Blind and Deaf Act of 1893 which made compulsory the education of blind children. Since that time Education Authorities, in order to carry out their obligations under that Act, have paid the fees of children attending these non-provided schools and have opened schools of their own,

mostly day schools. In more than one instance a group of adjacent Authorities have combined for the purpose of establishing a residential school for the blind of the area.

The teaching of blind children approximates more closely to that of normal children than does the teaching of the deaf. Teachers should come to schools for the blind fully trained and equipped as teachers of seeing children. Special training is desirable, but it is not as essential as in the case of teachers of the deaf. A project for providing facilities for special training has been recently discussed by the College of

Teachers of the Blind and recommendations formulated, but no action has yet been taken. One serious difficulty in the way of establishing suitable machinery for training is the small number of teachers engaged. Only about twelve or fifteen fresh teachers come to the work each year. At present teachers gain their knowledge of blind education and prepare for the special Diploma required by the Board of Education during their first years' experience of the work as employed teachers in one or other of the certified schools.

Teaching in Schools for the Blind furnishes a suitable profession for those blind students who have the necessary ability and who can get the necessary training. In this connexion it may be of interest to note that a plan has been instituted in Edinburgh by which pupils from the School for the Blind of that city may complete a full course of training in the ordinary Training College, following the same curriculum as the other students and living with them in one of the ordinary hostels of the College.

In constituting the staff of a School for the Blind, it is generally accepted that the proportion of blind teachers should not exceed 30 per cent. of the whole staff.

II. *Salaries in Schools for the Blind.*—Salaries have improved greatly in recent years, and are gradually approximating to the salaries of teachers in ordinary schools. In considering the salaries at present paid two points of criticism emerge. First, there is a lack of system, so that the same qualifications do not always gain the same remuneration in different schools. Second, blind teachers are generally paid less than seeing teachers.

At its Annual Meeting in Leeds in 1915 the Association of Teachers of the Blind formulated its recommendations as to the salaries of teachers in Schools for the Blind as follows:—

1. That resident teachers should be paid at the rate of at least £10 more than the Local Education Authority's scale for Elementary Day teachers, and that the out-of-school duties should stand for board and lodging.
2. That non-resident teachers should be paid at the rate of not less than £10 more than the Local Education Authority's scale, and that any out-of-school duty required should be paid for at the usual evening school rates.
3. That blind teachers should be paid at the same rate as seeing teachers, but that where no out-of-school duties were required the cost of board and lodging might be deducted."

In December, 1916, the Committee of the College of Teachers of the Blind adopted the report of a specially appointed sub-committee, which recommended that "the salaries of teachers in Schools for the Blind should be higher by £10 than those according to the scale of the Local Education Authority."

The report continues:—"Where qualifications are equal, there should be no difference in salary between the seeing and blind teacher . . . your Committee desire it to be put on record that they greatly deprecate the custom still followed, they fear, in a few schools, of paying blind teachers at sub-normal rates because of their diminished economic independence."

I also quote in this connexion a recommendation from the report of the Departmental Committee on the Welfare of the Blind (page 51, 228, c.).

"The salaries of blind teachers should be on an equality with those of sighted teachers."

Thus it may be taken as the agreed opinion of workers among the blind that the scales of salaries of their teachers should be based upon the scale of the Local Education Authority. Probably the strongest reason for this view is the realisation of the fact that the teachers in Schools for the Blind should be fully trained teachers along ordinary lines before entering the special work.

A few further words may here be added with regard to the opinion that teachers in Schools for the Blind, whether provided or non-provided, should be paid at Local Authorities' rates. The larger Authorities, such as the London County Council, have set a good example in their payment of teachers in Special Schools, and

the Association feel that if other Authorities could be persuaded to follow this example a general betterment of salaries would result. Moreover, teachers in Blind Schools feel keenly that the more closely they can keep in touch with their fellow workers in ordinary Elementary Schools in salaries as in other respects, the better it will be both for themselves and for their work. The Association has in mind not so much the present Local Authorities' scales with their excessive variations as the Local Authorities' scales as they should be, that is to say, with no more variations than could be explained by differences in cost of living, etc., leaving the real salary uniform throughout the country.

For the recommendation of a higher amount than that of the local scale two reasons may be given:—

1. Teachers in Schools for the Blind are required to make themselves proficient in a specialised branch of teaching (Board of Education's Regulations applicable to Schools for Blind Children, Clause 16 (e)).

The Diploma recognised by the Board of Education as a sign of proficiency for work in Blind Schools is that granted by the College of Teachers of the Blind. To gain this Diploma candidates must satisfy the Examiners in the following subjects:—

1. Theoretical knowledge of Braille, Grades I. and II.
2. Practical knowledge of Braille, Grades I. and II.
3. Practical knowledge of Arithmetic for the Blind.
4. Practice of Teaching.
5. Theory of Education as applied to the Blind, including History of the Education of the Blind

At least one other subject, to be selected by candidates from the following:—

6. Infant Teaching.
7. Physical Training.
8. Recreation.
9. Braille Music.
10. Typewriting.
11. Braille Shorthand.
12. Centre Cane Work.
13. Chair Caning.
14. Woodwork.
15. Hand Sewing.
16. Hand Knitting.
17. Machine Sewing.
18. Machine Knitting.

It is not contended that the gaining of this Diploma involves the candidate in much expense, but that the amount of time and labour which must be spent in preparation and the amount of specialised knowledge thereby gained entitle the holder of the Diploma to a higher rate of remuneration than that of the ordinary teacher.

2. Residential work is more irksome than day school teaching by reason of out-of-school duties and restriction of freedom, and therefore teachers have to be induced to take it up by the offer of additional remuneration.

III. *Promotion.*—I have been asked to say a word on promotion. Schools for the Blind are small. This means that though the ratio of head teachers to assistants compares favourably with that in ordinary schools yet the average head-teachership of a School for the Blind is not tempting to the ambitious aspirant for promotion.

Speaking generally, the best posts in blind work are the headships of Institutions which include both educational and industrial departments, and teachers are discouraged by the knowledge that these heads are not invariably chosen from among their ranks.

It is anomalous that a man whose educational qualifications are too meagre to admit of his being a head teacher should become a superintendent charged with the supervision of the head teacher's work.

It is to be regretted that the Board of Education does not take cognisance of the appointment of the chief official in a mixed Institution, especially when that official is charged with responsibility for its educational activity.

(2.) National Association of Teachers of the Deaf.

Mr. F. G. BARNES, Chairman of the National Association of Teachers of the Deaf.

(1) *Numbers of Schools for the Deaf.*—There are 51 Certified Schools for the Deaf in England and Wales; 21 of these are residential and the remainder Day Schools. These schools employ about 400 teachers.

(2) *Qualifications of Teachers of the Deaf.*—The qualifications required of a teacher of the deaf are laid down in the Board of Education's Regulations for Special Schools. These may be briefly summarised as requiring teachers to be in possession of the Government Certificate or of qualifications which allow them to rank as Uncertificated Teachers, and "in addition to have passed an examination approved by the Board in methods of teaching in Schools for Deaf Children."

An "approved" examination, such as is mentioned, is held yearly under the auspices of the Joint Board of Examinations for Teachers of the Deaf.

The subjects of this examination are:—

- (1) The history of the education of the Deaf;
- (2) The principles of education generally, including their special application to the Deaf, and elementary psychology;
- (3) The mechanism of speech and the method of teaching articulation;
- (4) The method of teaching language to the Deaf;
- (5) Anatomy and physiology of the organs of respiration, circulation and speech; the ear and nervous system;
- (6) Practical teaching and *viva voce*.

In practice every type of teacher engaged in Elementary Schools, with their varying qualifications, is represented among the small number engaged in this special work. Thus we have Certificated and Uncertificated Teachers; trained and untrained; some with the "Deaf" diploma and some without, and of these again some are trained and some untrained.

About five years ago, when a return of the qualifications of teachers of the deaf was secured, we found that in England and Wales we had 167 teachers holding the Government Certificate and the Deaf diploma; 137 teachers, Uncertificated, but having the Deaf diploma, and about 80 to 100 others who were in possession of various certificates, and many of them had had from 10 to 30 years of actual teaching experience in institutions and schools.

(3) *Methods of Recruiting.*—It is computed that about 30 teachers per annum are required to make good the leakages. These are recruited mainly from Elementary School teachers, who take up work in Deaf Schools and then qualify for the special certificate afterwards; a few Secondary School students, who enter as junior teachers (usually at an institution) and proceed to the Training College for Teachers of the Deaf at Fitzroy Square, or qualify for the certificate by private study. Only an average of four students per annum have passed through the Training College in recent years. A few University students or graduates also enter the work.

What is wanted is that teachers of the deaf should be "caught young." They cannot be successfully transferred to the work if they have spent some time in ordinary schools.

(4) *Training.*—During recent years, quite apart from war conditions, the number of candidates entering the work has been inadequate to supply the needs of the schools, with the result that the work of the schools has been seriously retarded. Teachers of hearing children, no matter how highly qualified, are not able to take up work among the deaf successfully without special training, and training alone is not sufficient without close personal contact with the children—preferably such as can be obtained as resident teacher in an institution.

The special psychology of the deaf child, the method of teaching articulation, the implanting and the development of the idea of verbal language, are all subjects quite apart from any other form of instruction in ordinary school work, and if the students are not properly equipped it can only react disadvantageously on the children.

A new scheme of training has been prepared by a Sub-committee of my Association and has been generally accepted as the basis of what the future training of teachers of the deaf should be.

It provides for a minimum three years' course in the case of candidates entering the work as juniors and then proceeding to a National Training College, and should also provide for a one or two years' course for students who pass through the normal Training Colléges. It is not possible for the whole of the necessary training to be compressed into a two-year course. It is hoped that if this scheme matures it will provide a sufficient number of qualified teachers to make good the wastage, and at the same time provide a greater uniformity and higher standard of qualifications in the work.

Teachers who have been specially trained for work in Deaf Schools should remain in such schools and not return to work in ordinary schools.

(5) *Salaries.*—It is fully recognised, both by public and private authorities connected with the work, that the question of increased emoluments is intimately bound up with the question of a greater supply of teachers.

The salaries paid at present naturally show as wide a variation as is shown in the qualifications of the teachers, but there is also a very unsatisfactory amount of difference shown in the salaries paid for similar qualifications in different schools.

Returns obtained during August, 1917, give the following figures:—

—		C. £	U.D. £	C.D. £	T.C.D. £
Resident men ...	{ Minimum	50	45	60	70
	{ Maximum	150	105	160	170
Resident women ...	{ Minimum	30	40	50	60
	{ Maximum	100	90	110	125
Non-resident men ...	{ Minimum	80	60	85	95
	{ Maximum	160	135	175	200
Non-resident women	{ Minimum	50	50	70	75
	{ Maximum	150	125	150	150
		115	150		

C. Certificated.

U.D. Uncertificated—but holding a diploma as Teacher of the Deaf.

C.D. Certificated + Deaf Diploma.

T.C.D. Trained and Certificated + Deaf Diploma.

It is impossible without securing a return of the actual amount to individual teachers to say how far the above figures are "scale" figures or actual payments. For instance, there are probably few women teachers getting £125 as a resident salary, and few, if any, men receiving £170 resident.

Though, as stated above, the scales of salaries in different schools is very uneven, it may be taken as a sort of rough basis that the salary of the teacher of the deaf conforms to the rate paid to ordinary teachers in the locality, with an additional £10 per annum for additional qualifications.

Residential schools usually deduct from £30 to £35 or £40 from these amounts in lieu of board and lodging. The National Association of Teachers of the Deaf, the London County Council and one or two other Authorities have, however, laid down the principle that no deduction should be made in the salaries where a teacher is required to reside in the Institution and perform out-of-school duties.

Some Local Authorities only give an additional £5 for special qualifications as a teacher of the deaf, but I noticed one authority who gave £20. In some cases, however, teachers of the deaf, with additional qualifications, are actually paid less than teachers in, say, Special Schools for Defective Children, in which no extra qualifications have hitherto been required.

The salaries in some of the residential schools badly need levelling up. The schools are now receiving £13 per unit of average attendance from the Government Grants, plus fees of £25 to £35 from Local Education Authorities, in addition to their endowments, and it cannot be to the good of the work that one school should offer a trained resident teacher £55 whilst another offers £85.

In view of the lack of uniformity in scales of salaries for teachers generally it would be difficult to suggest

a basis to the Committee, but if it is hoped to secure a better rate generally, then the scale for teachers of the deaf should be based on that of teachers in ordinary schools, plus such added inducement as will attract a good type of teacher to the work. As a matter of fact an additional £10 (as paid in London) has proved insufficient as an inducement to ordinary teachers to transfer to this peculiar and little known branch of teaching. This is not surprising when it is recognised that on leaving Training College ordinary teachers have already been a burden on their friends for several years and are anxious to begin to be self-supporting; they often desire to drop study for a time and get to work; and they have nothing to guide them as to whether they would find the work congenial or be successful in it.

In the case of students who are now induced to enter for a third year's training they do so at a definite loss. For instance, a student leaving a London College starts work at £90, or if in a Special School £100. By taking up a third year's course this amount is lost, and the additional salary earned in subsequent years *never* makes up the amount.

III.—NATIONAL SPECIAL SCHOOL UNION.

Mrs. DAWSON FOLLETT, Head Mistress of the Friern L.C.C. Special (Day) School for Defective Children, Dulwich, and Mr. G. B. DODDS, B.A., Head Master of Harwood Street Special (Day) School for Elder Boys (Mentally Defective), Chalk Farm, N.W., Hon. Secretary of Pedagogical Research Committee of the National Special Schools Union.

1. *General.*—There are approximately 290 Special Schools or Centres in England and Wales for mentally defective children and physically defective children. These schools provide accommodation for about 23,000 children and employ about 1,100 adult persons, of whom 950 are Certificated Teachers.

In the schools for the mentally defective the pupils range from the border-line child, or case of doubtful defect, through the cases of retarded development and the children of low mentality to the distinctly feeble-minded, and the imbecile on probation.

In addition there are children of an unstable moral nature, the irresponsible and the manifestly moral imbecile.

In the schools for the physically defective the children vary considerably in mental calibre. Some, particularly those suffering from some form of paralysis, are on the border line of mental deficiency. The majority are backward, dull, unobservant and apathetic. This is due to their restricted activities and inability to share in the common natural physical and mental stimuli surrounding a healthy normal child. Those whose ailments yield to curative treatment gradually develop mental power of considerable strength, and by special training become fitted to take up remunerative employment. A few possess mental powers equal to or above the average normal child. The liability of all to mental and physical fatigue necessitates individual teaching and training.

2. *Type of Teacher required.*—In no type of school is the "born" teacher more required than in the Special School for mentally or physically defective children. The slowness or absence of response, the low intelligence, the weak concentration, the feeble will power, and the uncertain memory, weary and discouraging even the most energetic and sanguine teachers.

The discovery of the best line of approach necessitates considerable skill, patience, and experience, and a familiar knowledge of the various methods of teaching the elementary subjects. A very sympathetic, yet firm and masterful control, is needed to restrain and direct the impulsive and uncontrolled activities of these children. A considerable knowledge of Pedagogy, Physiology of the nervous and Sensory system, and Genetic Psychology is essential to the teacher in a Special School.

Teachers who have been trained and found suitable for Special Schools should remain in them, and not return to ordinary schools as long as they remain physically fit for the Special School work. Teachers who suffer from nerves or who find themselves unable to lift children about should find other work. Teachers also who are well advanced in years and are not of a cheerful and hopeful temperament would be well advised to return to Elementary School teaching.

While however Special School Teachers should as a rule be retained for this special work, individual Special Schools will of course profit by the introduction of new blood.

(6) *How to Secure the Right Teachers.*—Deaf children, though as intelligent mentally as any other children in the community; the work is worth doing and doing well; and this can only be done by a highly qualified staff of teachers. The work should be made attractive, and limitations and restrictions—such as residence—eliminated as far as is compatible with the successful control of schools. Unless a real effort is made to staff the schools with qualified teachers no real progress will be made; but to get the right teachers, higher salaries must be paid.

Three years—as laid down in the scheme referred to above—is the shortest period in which a student can obtain (a) a fair academic standard, equal to that of an elementary or secondary teacher, and (b) a specialised knowledge of the method of teaching articulation, language, and the peculiar psychology of the deaf children; and in order to induce a proper number of candidates to present themselves for this work, either through the College suggested or by transfer from other branches of teaching, an extra amount of at least £20 to £25 per annum *above the usual scales* should be offered for this work.

The teaching of mentally defective children does not appear to appeal much to men. The staffs of most of the provincial schools for these children consists of women. This may be due partly to the low salaries offered; but it is doubtful whether larger salaries would have much effect in attracting or retaining men to whom the work was distasteful.

3. *Training of Special School Teachers.*—In the early days of Special Schools, Education Authorities appointed only teachers of experience to these schools. These teachers were given a free hand, and left to discover the most suitable curriculum and construct the best environment. By means of conferences of teachers, inspectors, medical officers and psychologists, difficulties were discussed, improvements suggested, and action taken which led to an improved method and curriculum.

Since the passing of the Mental Deficiency Act, 1913, Education Authorities, realising the need of trained teachers, have given some attention to this subject. Three methods are in practice:—

(1) Teachers of experience in ordinary schools have been appointed. These on their own initiative—by means of private study, lectures and classes, visits to schools and institutions—gain knowledge and experience.

(2) By attendance at Summer Schools, under the auspices of the Central Association for the care of mentally defectives. These courses provide lectures and classes by specialists, visits to institutions, etc.

(3) By a specific course of training in a Training College. The most notable course is that of the Manchester Education Authority. This Authority offered full salary to 25 selected teachers who were willing to undergo a year's course of training at their Day Training College. The teachers were required to pay the College fee of 10 guineas, and to sign an agreement to serve at least 2 years in a Special School. Of the 25 selected, 9 were certificated and college trained: 14 were non-collegiate but certificated: 1 was a graduate and 1 a student of the Froebel Union. The average teaching experience was 8 years. The teachers selected were required to produce a certificate from their Head Teachers saying—

(1) That the applicant possessed the personal qualities necessary for success in a Special School.

(2) That the applicant had been reasonably successful with normal children.

The Liverpool Education Authority has conducted a course of training for 45 teachers under similar conditions, but limited to 3 months.

4. *Suggested Training.*—To teachers of limited experience with normal children, one full year's training is most desirable. No teacher should take this course until he or she has had at least 3 years' teaching experience with normal children. In the case of teachers of longer experience, say, 6 or 7 years or more, a more restricted course of training lasting 6 months might be considered sufficient.

5. *Status of Special School Teachers.*—The status of Special School Teachers should be that of a specialist, and their emoluments should be on the same scale as specialists in Central and Secondary Schools, for the following reasons:—

- (1) Only teachers endowed with the natural gifts for teaching can succeed in Special Schools. A high class teacher is required for pioneer work in Psychology.

- (2) In addition to natural aptitude, special study and training are necessary.
- (3) The work is of necessity trying, and in many respects discouraging, and demands the maintenance of a high standard of vivacity, control, and energy. The nerve strain is very great, and most of the teaching is individual. This is not counterbalanced by shorter hours and smaller classes.

F.—UNCERTIFICATED TEACHERS.

Miss R. H. GRANGE, Uncertificated Mistress, Bournemouth.

General.—My views are those of an Uncertificated Teacher of long service and experience. I consider that the principal factors in determining a teacher's salary should be ability and length of service. From this point of view many Uncertificated Teachers are most unfairly paid. College training does not make a teacher, though it makes a good teacher better. Some difference of salary between Certificated and Uncertificated Teachers is certainly justified; but the present disparity between Certificated Teachers and good Uncertificated Teachers is excessive. As a matter of common justice the conditions of pay of the older Uncertificated Teachers should be greatly improved.

The Younger Uncertificated Teachers.—Under the present conditions of pay, it is a mistaken kindness to allow the younger Uncertificated Teachers to continue in the service beyond a certain age. There should be a rule that young girls who enter the profession in future, should have their engagements terminated if they reach the age of 30 without becoming Certificated.

Mrs. HEARNE, Uncertificated Head Mistress of George Green Council School, near Slough.

1. *Duties and Responsibilities.*—The duties and responsibilities of the Uncertificated Teacher, whether class teacher or head teacher, are the same as those of the Certificated Teacher in a similar post. For the class teacher, the size of the class is the same and the same quality of work is expected; indeed, Uncertificated assistants are often found in charge of the most difficult classes.

The Uncertificated mistress of a small school is often single-handed, and in such a case her work is far more arduous than that of the mistress of a larger school. Such a teacher is tied to the school by the duty of supervision during the mid-day recess, and spends her whole life in it.

2. *Present Salaries.*—Notwithstanding these facts the Uncertificated Teacher gets about one-third of the pay of the Certificated Teacher. Uncertificated Teachers receive salaries which range from £30 to £80; they get no superannuation or disablement allowance. It is obviously unfair that there should be such great disparity between the pay and so little disparity between the work.

3. *The older Uncertificated Teachers.*—The position of this class of teachers whose service in some cases extends over a period of 30 years, is peculiarly unfortunate. In many cases they were unable to take their Certificates through no fault of their own. Lack of means, home ties, ill health, combined with the shortage of training college accommodation some 20 to 30 years ago, and the mistaken kindness of the Education Department in granting provisional certificates which expired when their holders were 26 years of age, thereby removing the stimulus in early years to pass an examination which gave permanent recognition, are among the causes which have led to the existence of the older class of Uncertificated Teachers, and for which the teachers themselves are in no sense responsible. They have been unable to provide for the future owing to the pittance received as salary.

Mrs. MATHER, Uncertificated Class Mistress in Manchester.

1. *General.*—There are two classes of Uncertificated Teachers, namely, the older and the younger. The causes which have produced these classes are different. The older Uncertificated Teachers are the products of the days some 20 years ago when there was a shortage of Training College accommodation, and when the

It is to their own interests that they should leave a "blind alley" employment. I would not make any exception. Even in the case of an exceptionally good teacher, it is not in her interest to remain permanently in the service in the Uncertificated Grade. If this suggestion were adopted the existing Uncertificated Teachers would in course of time be eliminated.

Speaking generally I do not find young Uncertificated women keen about training. The pittance they are paid is often enough for them as they generally live at home. In many cases it is not lack of means which prevents these girls going to a training college.

At present the minimum for Uncertificated women is generally £55. I should like to see a minimum of £75 or £80 proceeding by annual increments of £5 to £105. At the end of 5 years a teacher is experienced, and £2 a week is the least that should be paid for experienced teaching service. With a scale of this kind there would be less chance of lack of means standing in the way of training.

Whatever scale for Uncertificated Teachers is adopted, special provision ought to be made to alleviate the lot of these teachers. This could be done by allowing them after 20 years' successful service to pass on to the Certificated scale.

4. *The younger Uncertificated Teachers.*—It is true that there are a large number of girls who do not want to go to college. But just as many Uncertificated Teachers would like to take a course of training if they could. Facilities for training ought to be open to every Uncertificated Teacher, and in her own interest no sympathy should be shown to anyone who neglected to avail herself of them. The scale of salaries should be so arranged as to offer no inducement to people to stay on as Uncertificated Teachers after a certain number of years. The class of permanent Uncertificated Teachers should thus eventually be extinguished.

5. *The Scale for Uncertificated Teachers.*—Nobody is a better teacher merely by reason of the possession of a Certificate. Under the present system a Certificate is to be coveted not for its educational value but for its earning power. This ought to be changed, and the pay of the Uncertificated Teacher ought to be related to that of the Certificated Teacher on the basis of the same pay for the same work, less a little for the value of the Certificate.

An Uncertificated Teacher on transfer to a different area should be given a reasonable allowance for her previous service. To make a teacher of many years' experience start at the bottom of the scale on transfer is a great injustice.

6. *Supplementary Teachers.*—Some Supplementary Teachers are excellent. The good Supplementary Teacher should get the same as the Uncertificated Teacher, and almost as much as the Certificated Teacher.

remissness of many Authorities in recognising the Certificate furnished less inducement to try for it. Lack of means, ill-health and home ties, causes which were for the most part outside the teachers' control, have also had their share in producing Uncertificated Teachers of the older class.

The younger Uncertificated Teachers are the products of the Student Teacher system.

These classes must be considered separately.

2. *The Younger Uncertificated Teachers.*—Every facility for improving the status of these teachers should be provided for them, and if they fail to improve it by a certain age they should not be retained in the service. A reasonable scale of salaries should be laid down for them, but not such as to induce them not to make every effort to raise their qualifications.

3. *The Older Uncertificated Teachers.*—These will continue in the service until the class is gradually extinguished with the lapse of time. So far as possible facilities for improving their status should be provided for them, but the most important thing is that their pay should be commensurate with the many years of successful service which many of them have given.

They work side by side with Certificated Teachers. They have the same duties and responsibilities, and the same standard of work is required of them. Work of the highest quality is obtained from the experienced Uncertificated Teachers, who are as good teachers as Certificated Teachers. In many cases they are assigned to the larger and more difficult classes on account of their excellent disciplinary powers. Extra duties are often assigned to them, such as the teaching of Music or Needlework in other classes, or the organisation of Needlework instruction in the whole department. They are frequently deputed to instruct young trained teachers in routine and methods. They are often the backbone of the difficult classes for slum children. Many have earned the highest praise from Local and Government Inspectors; though Uncertificated they are past masters of all the Code requirements; no one can be more than this.

Considering that the school duties of these teachers are identical with those of Certificated Teachers, the present difference between the salaries is too severe.

Some differentiation is no doubt justified, though successful teaching in an Elementary School is much less a matter of academic qualifications than of natural ability. The educational value of the Certificate is small as regards the acquirement of teaching ability and its economic value should be reduced proportionately.

We are an unfortunate but not an incompetent class. Provision should be made to enable the best of us after reaching the ordinary maximum of the scale to proceed to a higher maximum for length of service and practical efficiency. In Manchester the trained Certificated woman assistant can pass beyond the ordinary maximum of £150 to a higher maximum of £200 for special teaching ability. Similarly the

Uncertificated woman assistant ought to be able to proceed beyond the ordinary maximum of £100 to £150 in similar circumstances. It would be for the Local Inspectors in consultation with the head teachers to make the selection.

Uncertificated teachers throughout the country confidently await the more generous treatment to which their meritorious efforts entitle them from enlightened Education Authorities.

4. *Suggestions for the Improvement of Status.*

(a) *Facilities for Training.*—Facilities for College training should be open to everyone. A yearly grant for 2 years should be made, enough to cover the cost of training with something extra representing the suspension of earnings. If this were done it would be possible to abolish the acting teachers' examination, which would be an advantage. Financial assistance is essential. Two years at College would cost quite £60 to £70, and teachers cannot be expected to put by so large a sum out of their meagre earnings. Failing a grant, the next best thing would be a system of advancing the money and repayment by instalments after the conclusion of the College course.

(b) *Reform in the Acting Teachers' Examination.*—If this examination is to continue, some reform is essential. At present the standard is too high. It has been growing progressively higher lately. At present some 75 per cent. of the candidates fail. The idea is current that the Board do not want people to pass, and many young teachers get discouraged from trying.

(c) *Improved Facilities for Study.*—Better facilities for preparing for the acting teachers' examination are badly needed. At present teachers have little time and little or no help to prepare for it. They should be given off hours for the purpose; free tuition in preparatory classes should be provided and text books should be supplied free of charge.

(d) *The Manchester Experiment.*—Manchester recently offered a year's free training to a limited number of Uncertificated women teachers between the ages of 27 and 39. No salary is paid during the training period, but free admission is given to the Municipal Day Training College, and free books and an exhibition of £25 are provided. At the end of the course those who pass successfully are given a certificate by the Local Education Authority, and on their return to school are paid on the scale of Certificated Teachers of the lower grade. This is the third year of the experiment, and the Committee is still prepared to train 30 Uncertificated women teachers each year, on application. It is a matter for regret that the Board of Education have refused to recognise the Certificate or to aid the course.

Mrs. STRETTELL, Uncertificated Assistant Mistress, Bradford.

(1) *Types of Scale.*—The most attractive arrangement to women is a short steep scale with as high a minimum and as large increments as possible, so that the maximum is reached quickly. The initial prospects weigh more with women than the ultimate prospects.

(2) *Sex.*—I do not think women ought to be paid at the same rates as men. The relation of the scales ought to be such as to give a woman about $\frac{3}{4}$ of what a man would be getting in similar circumstances.

(3) *Uncertificated Teachers.*—Marriage deprived me of the opportunity of taking the Certificate in my early days. I was out of the teaching service for some years, and subsequently had to return to it. It would be a great hardship to women in my position if they could not get back, and for this reason I am opposed to any rule against the employment of Uncertificated Teachers over a certain age.

The extinction of this class of teachers would be a mistake in other ways. They are a valuable element in the teaching service. They fill a need, as there are not enough Certificated Teachers to go round. The work of many of them is first class and in no way inferior to that of the Certificated Teachers. My experience is that most girls who can go to college do so. I should like to see facilities and encouragement to go to a Training College provided for everyone, as I

believe in the educational value of training, apart from its economic value. But when this has been done, there will still be a certain number of teachers who remain Uncertificated through no fault of their own, and the door of the service should not be closed to them at any stage.

The scale for Uncertificated Teachers should be arranged so as to give them about nine-tenths of the Certificated Teacher's salary in similar circumstances. Thus in Bradford the college-trained woman assistant gets a maximum of £120, and our maximum should be about £110, with periodic service increments to follow.

I would also like to see a provision for enabling the capable Uncertificated Teacher of long service to be raised to the Certificated scale.

(4) *Character of School.*—The differences in the difficulty of the work in different schools are mostly differences of kind, not of degree and should not affect the salaries. Differences of degree, where they exist, can be met by promotion.

(5) *Size of School.*—The number on the books is the fairest basis of grading, all things considered. There should be as few grades as possible.

(6) *Domestic Subjects and Manual Training Teachers.*—If fully qualified, these teachers should be on the same scale as Certificated Teachers.

G.—GENERAL.

MR. G. L. BRUCE, nominated by the National Education Association.

General.—My experience, as a member of the London County Council and formerly of the London School Board, bears chiefly upon urban problems.

1. *Scales.*—Two main considerations should be kept in view in the construction of a scale of salary, viz.: (a) how to attract people to the teaching service, (b) how to keep them efficient and contented when they are in it. The two objects often conflict. A very high commencing salary, rapid rises, and a few big prizes might be cheap and attractive and yet produce a bad service. The problem is to determine the most advantageous methods of distributing a given sum of money over the whole period of a teacher's service.

The commencing salary, both for a man and a woman, must be attractive but, in the case of a man, at any rate, anything that can be saved out of the total sum at this stage can be applied more usefully later on.

The scale for men should provide uniform annual increments up to the age of 45. The increments will have to be small, as the range is a long one, in order to provide a steadily increasing salary over the whole period during which a man's expenses may be assumed to be necessarily increasing. This will be till the age of about 45 when his children are likely to be leaving school. It is undesirable that at 25 or 30 he should be better off than he will be at 35 or 40, when he will be married and have children to educate. After 45, as his children leave him, he will grow automatically richer.

Women should commence at the same salary as men, and their scale might well be the same as the men's scale during the early years, say, for 10 years, not more. The commencing salary needs to be high, and the increments rapid in order to attract. Every girl considers marriage by 30 as at least a possibility. Women's expenses do not necessarily or generally increase much between the ages of 20 and 40. The woman's salary should therefore remain stationary after the first period up to the age of 40. After 40, however, she needs, on the score of health and comfort, a certain increase in salary, neither large nor progressive.

I am convinced that in the case of women, salary alone will fail to attract. Smaller classes, longer holidays, better conditions of rest and meals are all needed, if we are to attract the women we want to the Elementary Schools.

The scale should make it easy for a woman to resign on marriage and return to teaching a few years later if she has no children, or even 10 or 12 years later if she then wishes to return. She should under suitable conditions be able to come in again at the same point in the scale at which she left. One of the results of the war has been to bring back to the London service a large number of married women who have been away 5 or 10 years or more. Their work has been of surprising quality, and it is clear that bringing up children is an admirable piece of training for the teacher. In normal times the London rule was to allow a woman to be away for not more than a year without losing the right to return at the point of the scale at which she left. The experience of the war shows that a much more generous rule should be adopted.

2. *Superannuation.*—I understand that a fixed compulsory age for retirement with full benefits is considered an administrative necessity under existing superannuation schemes. Otherwise I should like the age to be variable allowing either party—teacher or authority—to foreclose after a certain age. If there must be one fixed age, that for women should be not later than 55, and the State or Local Authority should bear the extra cost, which will be heavy, probably treble the cost at 65. I regard the present age of 65 as too late on educational grounds. The earlier age would also greatly increase the attractiveness of the service, and this would more than counter-balance the increased wastage. It is equitable that the State or the Local Education Authority and not the teacher should bear the expense. Superannuation is deferred pay, and for most of her teaching life the woman would have given not less good work for not more than $\frac{1}{3}$ or $\frac{1}{2}$ of the salary earned by men.

An optional period when either party could determine the engagement at an equitable reduction in the amount of superannuation seems very desirable, and not easily open to abuse. It might be 50–55 for women, 60–65 for men.

Under the present system a woman retiring at 55 would only get $\frac{1}{3}$ of the full benefits. It is essential that at the fixed age she should get the full benefits of the scheme. If a variable age were allowed, where both parties wished to extend the engagement, she should get no more. Thus at 55 if she has worked 32 years she should receive $\frac{2}{3}$ of her average salary. If she worked till 60 or 65 she would get no more. But if she wished to leave at 50 she would get less.

3. *Grace Term.*—A grace term once in seven years, or 3 months' holiday after 10 years, and 6 months after 20 years' service would do much to increase the attractiveness of the service and to maintain the teacher's efficiency. It would be optional to the teacher to take it. Full pay would be given subject to the condition that the time should not be spent in wage-earning employment. The first period (after 10 years) would usually be spent in study or travel—perhaps both. The second in the case of women would often be needed for rest. The cost would be small, both actually and in proportion to the results.

4. *Increments.*—The balance of advantage is in my view towards the system of automatic increments. I admit there are cases in which the stoppage of an increment may have a salutary effect on the individual, but the effect on the service as a whole of making increments dependent on annual reports and withholding them for unsatisfactory work is harmful. The proper way to deal with a teacher whose work is unsatisfactory is to warn him, and possibly transfer him, and to get rid of him quickly in default of improvement.

I regard the teaching service as a corporate service with a corporate tone or soul or mind, whatever you care to call it. The struggle for the soul of the teachers has been the most critical I have witnessed, and each year as the service realises more its unity, the struggle grows more critical. It should be our supreme aim to keep the tone of the service healthy and secure its concentration on its proper work. We tend to lower it, to divert its energy to lower issues by such measures as withholding increments or the "efficiency bar." In the matter of pay fine discrimination is not possible. We have teachers in our service who would be cheap at £1,000 a year. We have teachers who would be dear at £100. So long as the service as a whole is generously treated I do not think the better teachers will feel wronged if they get less than their deserts.

Even in the matter of promotion justice must be often blind. The bigger the Authority the juster, but also the blinder, it will tend to be. Much of a teacher's best work can only be known to his colleagues; sometimes not to them. Showy second-rate work will often be preferred to quiet first-rate work. Some of our best teachers do not even desire promotion. In my own old school (Rugby) the two finest teachers, as moral and intellectual forces, neither became nor wished to become Headmasters.

I am convinced that the only way to get the best work is to keep the teachers from worry, to make them feel that as a whole they are generously treated—our mistakes and ignorance will be forgiven. Everything depends on the spirit of the service.

5. *Additional Qualifications.*—No special salaries should be given for obtaining degrees, &c. The commencing salary should be commensurate with the period and adequacy of training.

Special Salaries.—Special salaries for special duties are a mistake unless—

(a) The duty is so onerous that the teacher will be ready to relinquish both duty and salary when he is no longer specially fit to perform the duty; or

(b) the duty is such as makes no demand on vigour and energy, but is solely a matter of knowledge, experience or organising capacity.

It is very inadvisable for teachers to remain too long in "Special Schools."

It is not desirable to attract all your best teachers into particular schools. The poorest schools and districts need their full share of the best (not necessarily the most intellectual) teachers.

I am not in favour of a first assistants' Grade. There are strong educational objections. Many head teachers have found it work disastrously. The first assistants become fixtures in the school, and there is no possibility of getting rid of them when their efficiency is obviously declining.

Size of School.—The system of grading head teacherships is to some extent necessary to provide a flow of promotion and change. But the differences in the salaries of the grades should be small. A large difference of salaries does not correspond to the differences of responsibilities of the head teachers. It emphasises the value of organising power as compared with moral and intellectual inspiration. Moreover, I regard large departments as an educational misfortune. I regard 250–300 as in normal circumstances the limits of maximum efficiency; and would offer no inducement to teachers or managers to get their school enlarged beyond it. My observations apply to towns. I have not thought out the problem in the country. It is probable that in a country district there must be many grades.

6. *Migration.*—A local scale should, so far as possible, leave the teacher free to move from area to area. Such movement is in itself an education. There should be at least one such change from town to country or *vice versa* in every teacher's career. Too many changes are, of course, not desirable. Moreover, lack of freedom may fetter the teacher and also the Authority in case of genuine and important difference of opinion or policy. Therefore the scale should provide—

(a) no less for service under other authorities than for service in the particular locality up to at least 7 years. I say 7 years as a first step. Ultimately I hope Authorities will be prepared to recognise the whole period of service in other areas, even if it exceeds 7 years;

(b) for the transfer with the teacher, if he leaves, of all payments towards superannuation, either by himself or by the Authority, with interest. It is reasonable to regard superannuation allowances of

every kind as deferred pay. The contributions should pass automatically to the teacher's credit with the new Authority.

The simplest plan would be for the State to take over the whole management of superannuation, granting allowances on the basis of two-thirds of the average annual salary on completion of service, and with annual contributions on a *pro rata* basis. The present superannuation scheme is admitted to be inadequate in all quarters. The existence of local complementary schemes tends to immobilise the teaching service.

7. *Handicraft Teachers.*—The artisan with a City and Guilds diploma is not likely to possess the same standard of general education as the college-trained handicraft teacher. The salary of the former should be settled individually on his merits.

8. *Relation of Scales of Heads and Assistants.*—While large prizes undoubtedly attract, and while a good scale of salaries needs both to attract and to keep efficient, there is no good reason for making the salary of the head double or treble that of the fully trained assistant.

Headships are increasingly few in town schools. The assistants' maxima should be proportionately high. In London the average age of promotion to a headship for men is 40–45 and it is rising. I have no doubt that it is much less than this in rural areas; and where every assistant may expect to be a head, and many schools are very small, there may well be a large difference between the salaries even of head teachers.

In town conditions I think any great difference between head and assistant bad. A few highly paid posts are very attractive and very cheap. I believe they warp the spirit of the service.

If I could see male assistants in London rising to £300 and male heads to £400, women to £200 and £300 respectively, I should be content for the present.

The salary should secure to the teacher a decent life. I have no wish to see him—or any civil servant—wealthy. He should be able to associate freely with his equals and to bring up his family without excessive strain. He should feel that he (or she) is well treated, and not worry if other professions or other members of his own profession are better paid than he.

MEMORANDA.

MEMORANDUM by DR. EICHHOLZ, one of the Board's Medical Inspectors, on the position of Teachers in Special Schools, with a note by DR. JANET CAMPBELL on teachers in open-air Sanatorium Schools.

1. Among the points to be weighed in considering the salaries of teachers in Special Schools are:—

- (i) The special functions of the teacher.
- (ii) Qualifications—general and special.
- (iii) Effort and time required to secure special qualifications.
- (iv) Special difficulties of class work.
- (v) The chances of promotion.
- (vi) Interchange of duty—from Special or Ordinary School.

2. *Special Functions of the Teacher.*

In every type of case the Special School child is the victim of some affliction—permanent in the case of the blind, deaf, mentally defective, cripples, and most epileptics and not so, as a rule, in the case of Open Air Schools and Schools of Recovery and Tuberculosis Schools.

The permanence and the severity of the affliction tend to produce an abnormal mental state, the effect of which is to isolate the child from free communication with his environment. The degree to which this condition extends varies with the affliction.

The blind child being debarred by sight from all environmental impressions is hampered in the formation of proper habits and modes of expression which depend on visual concepts. The home is in many cases lacking in the necessary intelligence to correct the formation of bad habits or to make up for the loss of sight in developing the child's ideas on ordinary social matters.

The deaf child is not only devoid of the power of hearing, but also of speech, and what is most serious the power of expressing ideas in ordinary language.

This state of mental isolation is accordingly the most severe in the various types admitted to the Special Schools.

The *mentally defective* is lacking in varying degrees of proper emotional concepts—self respect, the desire to be fair, considerate and kind. The result is an anti-social temperament towards his environment in general.

The *epileptic* belongs to no single type. In addition to the incidence of fits in class he may be the subject of emotional excess or defect—he may be exceptionally bright or, on the other hand, dull even to the lowest grade of mental defect.

The *cripple*, the *open air* case and the *tuberculous* child offer no special temperamental difficulties over and above a general excess of sensibility or dulness of sensibility, incident upon long continued illness.

The duty of the teacher in all these cases is plain. He has to deal with the child "environmentally" to a much greater extent than the teacher of a normal child, born and bred in tune with his environment.

The teacher of the blind has to correct bad habits, to develop new good ones and to depict to the sightless pupil his environment in terms which the child can grasp.

The teacher of the deaf has to establish a means of rational communication between the child and his environment from his earliest contact with school life.

The teacher of the mentally defective has to develop the elements of self respect, fairness and right feeling among the children.

The teacher of the epileptic must be prepared to deal with every variety of temperament and emotion, whether in excess or in defect.

These duties are demanded of the teacher over and above any requirements in respect of specialised methods of classroom instruction.

It is clear, therefore, that the personality of the teacher is a factor of even greater importance in the Special School than in the Ordinary School and that a successful teacher is not to be expected unless that particular quality is assured.

3. Qualifications.

General.—In addition to the personal qualifications already noted it must be remembered that a large number of Special Schools—the majority in the case of the blind and deaf—the whole in the case of epileptics—are residential and that upon the teacher in these schools devolve many duties incidental or prescribed which belong properly to the home. A knowledge of child life *out of school*—in respect of recreation, games, indoor occupations, supervision and the general mode of life is an essential qualification of the teacher in a Special School.

Special Qualifications.—The teacher of the blind requires to know Braille and the use of the Taylor Arithmetic frame and to have a liberal acquaintance with manual occupations suited to the blind and, if possible, music.

The teacher of the deaf requires to know how to impart the teaching of language and speech to those who cannot hear and who have, in consequence, not acquired any power in these respects. There is nothing more difficult and trying to the teacher than the teaching of "language," and no teacher can or ought to attempt it without proper training and full experience obtained in contact with the deaf child.

The teacher of the mentally defective requires to possess psychological knowledge of the child, for which at present we rely mainly on the intuition of the teacher in the absence of proper training facilities. In addition the teacher must know how to "dilute" the doses of elementary instruction so as to enable the defective to assimilate them. Further, he must be well versed in manual training methods as the readiest way to the mental defective's range of ideas is through the hands and it is by manual work rather than by elementary instruction that the range of ideas is developed.

The teacher of the epileptic should be highly qualified in general attainments to enable him to cope with the higher types as well as the lower types of intelligence which come before him. For the rest the requirements in his case follow those of the teacher of the mentally defective.

The teachers of cripples, open air classes and tuberculous classes do not require special qualifications other than a fuller knowledge of manual occupations than is usually possessed by the Elementary School teacher.

4. The Effort and Time required to secure Qualifications.

The Board's Regulations require a special professional qualification from teachers of the blind and deaf. A few teachers receive their special training at Norwood and Fitzroy Square prior to taking service, but for the majority the special qualifications must be obtained at the teacher's own cost and in his own time while engaged in service in the Special School.

Note by DR. JANET CAMPBELL on teachers in open-air Sanatorium Schools.

It is probably advisable that teachers in schools of this type should be paid somewhat higher salaries than obtain in ordinary Public Elementary Schools, partly because it is desirable to attract a first-rate type of teacher, and partly because the conditions of teaching are more strenuous and at times more physically arduous than in Elementary Schools.

The teaching in Sanatorium Schools is often carried out in open-air wards with the children in bed. Very little class teaching is possible. Most of the instruction must be given individually. Although the school hours are short, a considerable amount of time has to be spent in preparation, correction, &c., in order not to lose valuable minutes during teaching hours. The capacities of the children vary greatly and a separate scheme has often to be provided for almost every child in the ward. The teacher must, therefore, be particularly intelligent and interested in her work if she is to get the best results possible from the children. During the spring and autumn terms weather conditions render teaching particularly difficult. A high wind may blow away papers and

The distraction is serious in all cases. It is not allowed to interfere with school work, so that the burden falls upon the teachers' opportunities for recreation and in not a few cases the teachers, particularly the women, suffer in health from overstrain during the period of preparation.

For teachers of defectives the Manchester and Liverpool Education Committees and the L.C.C. have, during the past two years, run post-graduate courses of varying periods. These have been well attended, but they are now discontinued, having served their purpose for the present.

The summer courses held by the Central Association for the Mentally Defective provide teachers in Mentally Defective Schools with a modicum of knowledge as regards special psychology and manual training.

5. Special difficulties of Class Work.

The classes are in all cases small, and where the total average attendance is small, difficulties are increased owing to variation as regards age classification and variation of attainments within the limits of the class.

6. *Chances of promotion* are small, the schools are few in number, the "plums" rare. Many good teachers spend good lives in "undistinguished service," while in the general field they might certainly expect eventual promotion to headships.

7. *Interchange of Service.*—This is rarely possible; a teacher accustomed to special methods becomes imbued with their spirit. He cannot lightly abandon them and take on the methods of the ordinary school. Nor should he be required to do so. The cost in time and effort spent in acquiring special qualifications ought not to be thrown away by the teacher's return to an ordinary Public Elementary School.

Again a teacher accustomed to deal with small classes cannot be expected to wield "order and discipline" as required in a class of 50 or 60 children in a Public Elementary School.

Further the teacher in a Special School loses touch to some extent with many of the "subjects of instruction," e.g., history, geography, tonic sol-fa, physical exercises with large classes, music (deaf school teacher), and is to that extent of less use to the Public Elementary School service.

8. Conclusion.

The factors to which I have drawn attention in the preceding paragraphs point to the conclusion that the teachers require special consideration in the matter of salary scales. I gather that it is no part of the present reference to fix a scale; but I would draw attention to a tentative scale in which the services of the Special School teacher fall in order of difficulty, the order being as follows:—

- (1) Teachers of the deaf.
- (2) Teachers of the mentally defectives, epileptics and blind.
- (3) Teachers in Open Air Schools, Schools of Recovery and Tuberculous Schools.

Special attention should be given to salary scales for teachers in residential institutions in which the duties fall more heavily than in Day Schools for corresponding types.

apparatus, cold weather may freeze the painting water, &c., and, in addition to the difficulty of arranging lessons to suit the weather without detracting from the value of the instruction, the teacher herself may suffer considerably from the cold. In order to keep warm and remain in good health she will find it necessary to have a more liberal and substantial diet than would be required for indoor teaching, and she must also have thicker and stouter clothing.

There seems no reason why there should not be some interchange between teachers in Sanatorium Schools and in Ordinary Schools, especially as regards assistant teachers. Teachers in Sanatorium Schools have a much freer hand in planning the teaching than in Elementary Schools and more scope for developing their own initiative. This would probably have an excellent effect on subsequent work in Elementary Schools. Further, the open-air habit which they acquire in Sanatorium Schools would be a great advantage in Elementary Schools.

MEMORANDUM by MR. J. S. FURLEY Chairman of the Winchester Education Committee.

*Section 3 (b).—There certainly should be some means of reviewing a teacher's qualifications at a definite point in his career.

This is simple enough in the case of Counties or the larger Boroughs, which employ a Director of Education and one or more Inspectors, where judgment determines whether a teacher should be advanced to a higher grade.

But in small Boroughs the case is different; they have no means of judging the value of individual Assistant Teachers; they have no Inspectors of their own, the members of the Education Committee cannot be expected to know all their teachers individually, still less to value their work; the only criterion they have is the report of H.M. Inspector and the opinion of the Head Teacher. In the case of Head Teachers a record of the Inspector's reports on a school is a means of gauging their work, but it is not the Inspector's business to report on the work of Assistant Teachers for the information of the Education Committee.

This is one among several reasons that might be given for the advisability of merging small Part III. Authorities in their Counties in cases where they are unable to provide the machinery for the proper supervision of their teachers.

Section 4 (a).—If a woman does the same work as a man and does it equally well, as in teaching she is quite capable of doing, she should receive the same remuneration.

Only, as in the price of commodities, though cost of production is the main determinant, yet price is also affected by demand, so in the employment of men and women. There are, on the whole, more posts that can be filled by men, and men's labour is more in demand; hence to secure services in men equivalently as good as those of women, a higher price has to be paid in order to make sure of them. In my judgment this is the only ground on which higher payment for men than women can be justified, and it is essential unless male teachers are to consist of an inferior class, relatively, than female.

(b) *Marriage*.—Marriage may be a service to the State, but should not be paid for by an Education Authority. Further, marriage is not in itself a contribution to the teacher's value; most often it is the reverse. The unmarried teacher is more likely to devote his leisure to self-improvement, in reading or holiday courses or special study. Nor ought we to forget the common case where a man remains unmarried because he has relations to support, which makes marriage, financially, difficult.

The Education Authority is concerned with a teacher's value as a teacher, not with his family life, unless that affects his teaching value.

(e) *Training*.—It is desirable to encourage College Training. A man or a woman who has spent two or more years in a College gets to understand the meaning of *esprit de corps*, a value of affection for the place and the persons whereby they are conscious of having been influenced; they have public spirit and a sense of public duty, and look less narrowly on duty in its relation to pay. They come under similar influences to those that are recognised as contributing some of the best features of University and Public School Education. I have known teachers who speak with enthusiasm of the influence under which they have thus passed; and teachers of this class cultivate the same feeling in their own school, handing on their own sentiment to the children. In every town there are some schools where children are proud of their school, and can be appealed to by their regard for the good name of their school. Teachers with a College Training have, in this respect, a superior standpoint to those who have not had the training.

Distinction in Examination and Degrees.—These are essentially indications to the appointing Authority of the mental value of a young teacher; they are a guide in selection, and presumably the man who has them has more mental capacity than one who has not. But if the addition to the scale which they justify at the outset is continued throughout a teacher's whole career, there is great danger of his living on his old stock in trade, not adding anything to his real value. To be of real value a teacher must always be taking in something new, not living on what he has. Again, examinations test only a part of a man's qualifications; the qualities of character and heart that makes a man valuable as an influence cannot be measured by examinations, and it is these that tell most as time goes on. Qualifications of Degree, &c., should justify starting a teacher at a higher rate, but after a time they should be disregarded, or, as suggested in the Questionnaire, merged in considerations of practical efficiency.

(i) *Cost of Living*.—I think there should be differentiation. If there is uniformity then it is either unjust to the teachers in expensive areas, or it involves unnecessary expense for the Education Authority in the district where the cost of living is below the average.

(5) *Migration*.—If there are no obstacles to migration, Authorities with a generous scale drain the best teachers from poorer or less generous areas; the difficulty will largely disappear when scales are assimilated. It is a common practice for an Authority to count two years experience under another Authority as equivalent to one under itself; but there is no reason why experience in one school should be less valuable than in another.

MEMORANDUM from MR. SPURLEY HEY, Director of Education, Manchester.

I understand that the Committee has, for some considerable time, been taking evidence on the matters raised in their terms of reference. I have no doubt that, as a result of this evidence, the Committee will be fully aware of the inadequacy of the present Elementary School staffs of the country to carry on the necessary work, the reduction during the last decade in the annual number of entrants to the teaching profession, the general inadequacy of the salaries paid to teachers in Elementary Schools, especially in rural areas, and the urgent necessity of improving the present position and future prospects of teachers, in the interests of both the profession and the community. To argue these matters at this stage would be in the nature of wasted effort. I propose, therefore, to submit for your consideration a few comments on the desirable elements of a reasonable scale of salaries:—

(1) Whilst very few teachers can, in considering a scale of salaries, afford to neglect the minimum of such scale, in the case of

practically every teacher the maximum of the scale is by far the most important consideration.

(2) The Certificated Assistant Teachers are now, and will be even more in the future, the backbone of the teaching profession, and for many reasons special attention should be paid to this class of teacher in deciding upon scales for the future.

(3) I agree with the fixing of a minimum commencing salary for all Certificated Assistants in Elementary Schools, but I consider that the value of such a fixed minimum is considerably minimised, unless a lowest maximum salary is similarly fixed.

(4) The lowest maximum should, as in the case of the minimum, be fixed by the Board of Education, and should be compulsory upon Local Authorities. There should be two grades of Certificated Teachers. Grade I. teachers should commence at the fixed minimum and should proceed to the fixed lowest maximum; Grade II. teachers should proceed from the lowest maximum to a

* The references are to the questions in the Committee's Questionnaire, of which a copy will be found on page 71.

- higher maximum, and should be selected on the grounds of—
- (a) teaching ability and experience;
 - (b) academic qualifications;
 - (c) professional training;
 - (d) nature and type of teaching service.
- (5) All Certificated Assistant Teachers, whether trained or untrained, and fully qualified teachers of manual or domestic subjects should, on satisfactory service, proceed automatically from the minimum to the maximum of Grade I. The only difference allowed might be a slightly higher minimum for Degree teachers in view of their having spent a longer time over their course of preparation and training.
 - (6) Such matters as Degrees, Froebel Certificate, or other Certificates, College Training, several types of teaching work such as Central School work, Slum School work, experimental work in Infant Schools and Junior Departments, &c., would be given full weight so far as status and salary are concerned in considering promotion from Grade I. to Grade II.
 - (7) On this basis the margin of salary between the lower maximum paid to teachers in Grade I. and the higher maximum paid to teachers in Grade II. should be over and above what could reasonably be judged an adequate salary for Assistant Teachers in Elementary Schools, in view of the preparation and training involved, and the importance and character of the work the teachers are called upon to carry out. Consequently the salary paid to Grade I. teachers should be sufficient to enable the teacher to live in decency and comfort, to avail himself of the amenities of an educated person's life, and to take his place as a worthy citizen in the community amongst which he lives.
 - (8) Stated in financial terms, all Certificated Teachers who are satisfactory in the teaching sense should be guaranteed a minimum commencing salary, and a lowest maximum salary of £100 and £200 respectively for men, and £90 and £150 respectively for women. The best of these satisfactory teachers should be guaranteed a higher maximum of not less than £250 for men and £200 for women.
 - (9) Certificated Teachers who are unsatisfactory in the teaching sense should be more generally weeded out from the profession. Reliance must be placed upon Head Teachers in this matter, and Head Teachers should be required to discharge their functions in this respect more effectively than has been the case in the past.
 - (10) In respect of the automatic increments of Head Teachers, reports from the Local Inspection staff would have to be relied upon. In the case of promotion of Assistants from Grade I. to Grade II., such promotions should be made upon the recommendation of the Director of Education after consultation with the Local Inspection staff and the Head Teacher.
 - (11) Whilst Grade II. should be open to the teachers in any Elementary School Department, I would not, unless under very exceptional circumstances, suggest the promotion of a teacher from Grade I. to Grade II. until the maximum of Grade I. has been reached.
 - (12) The annual increment should be not less than £10 except during a commencing period of not exceeding four years. The increments should be annual rather than biennial or triennial.
 - (13) I am not in favour of what are sometimes called long service increments. I have seen suggestions to the effect that some increments should be given at intervals of about 5 years in order, as it is said, to give the teacher some prospect during the later period of his teaching life. I have no sympathy with the idea which appears to be disinclined to give the teacher his final maximum until he has served a very considerable number of years. I should prefer, by means of an increased pension and a lower retiring age, to meet the difficulty which postponed long service increments are supposed to meet.
 - (14) As regards Uncertificated Teachers I feel, as probably most others do, that we ought to have only fully qualified teachers in our schools. Unfortunately, for many reasons which possibly do not concern the Committee, Uncertificated Teachers are, and must be for some considerable time, indispensable. They should, therefore, be treated financially in a way commensurate with their position of indispensability, and the value of their work in the schools. In Manchester it has been decided that no additional Uncertificated Teachers will be appointed. Maximum salaries of £125 for men and £100 for women have been fixed. In view of the fact that no further appointments will be made, and that our present large stock of Uncertificated Assistants will decline, it is possible that these maxima will, in due course, be increased for selected Uncertificated Assistants.
 - (15) I do not consider it necessary that every Head Teacher's salary should be at least equal to the highest salary of an Assistant Teacher. I am quite prepared to see in a large area like Manchester, at any rate, a number of Assistant Teachers receiving salaries at least equal to the salaries of Heads of small schools.
 - (16) Fully qualified teachers of Domestic subjects and Handicraft should be placed upon the same scale, and have the same opportunities, as Certificated Teachers.
 - (17) I am not in agreement with any suggestion for identical scales operating over several different areas, but I am in agreement with a minimum and a lowest maximum fixed by the Board of Education for all areas, with freedom for any area:—
 - (a) to fix a commencing salary above the universal minimum;
 - (b) to fix a maximum salary above the universal lowest maximum.
 - (18) In any small area, where the number of Head Teachers is few, I would suggest such Head Teachers should not be paid by general scale. Neither would I fix a salary to the school. I would prefer to fix a salary for the individual teacher, based partly upon the size of the school, but mostly upon the worth of the individual teacher. Where the number of Head Teachers in any area is too large to allow of individual treatment in this manner, I would arrange a scale of salaries based upon the size of the school in respect of average attendance.
 - (19) I should not offer the same scale to men and women, either Heads or Assistants. I should, however, proceed first of all to fix what I should consider a good scale for men, and then fix the maxima for women at 75 to 80 per cent. of the maxima for men.
 - (20) I should not differentiate between the salaries of teachers (either Head or Assistant) because they are engaged in Infant, Junior or Senior Departments.
 - (21) There should be a far greater freedom of movement or transfer amongst the Head Teachers of any area, and many conditions now attaching to teacherships in Elementary Schools should be considerably improved.
- I feel that the matter which has been referred to the consideration of the Committee is of the greatest importance when considered with reference to the possible development of education in the future. It is a serious fact that the Elementary School teaching staff of the country, drained by the war, and inadequately supplied with young recruits for the last ten years, is even now insufficient for the work in hand. Not only is it insufficient as regards numbers,

but it contains a considerable proportion of teachers who are not fully qualified. Great burdens and responsibilities are shortly to be imposed upon this already inadequate staff, and, unless there is some material increase, not only in the number of fully qualified teachers but also in the aggregate number of teachers, we shall, in the not remote future, have to face a comparative breakdown in the work of our Elementary Schools. This is no new matter; it has been obvious for a number of years to most of those closely concerned with education. Without discussing the many reasons assigned, or the many remedies proposed for this most unsatisfactory state of affairs, it is clear that increased emoluments and improved conditions will have a great influence in eventually providing a larger and better qualified teaching staff.

The Committee, in dealing with a matter so nearly concerning the supply of teachers, are consequently dealing with a most vital factor in the promotion of educational progress. Any reasonable and practicable step which the Committee can recommend for almost immediate acceptance will have its results in a gradual raising of the educational standard throughout the country. But I would suggest that the Committee should have regard to the greater problem of dealing with the whole question in a broad and comprehensive manner indicating, as far as possible for the whole of the country, the requirements and possibilities not merely for the immediate future

but rather for such a period of time as important Educational movements and developments require for their more complete consummation. In making my own concrete suggestions, and in quoting figures, I have had regard to the more immediate future and to more normal times than the present.

I may have made suggestions which do not come within the scope of the Committee's reference, but amongst such suggestions I have no hesitation in attaching the utmost importance to:—

- (1) the grading of Assistant Teachers;
- (2) the fixing of an adequate uniform lowest maximum;
- (3) an improved scheme of pensions;
- (4) a lower retiring age.

There is not too great a mass of the real teaching spirit. In the past it has been called to the national service, and has received scant recognition or reward. It was never more needed than now, but it should be recognised that even so fine a spirit cannot continue to live and thrive upon its own sacrifices.

The Committee has an excellent opportunity of making recommendations which, if carried into effect, would raise the professional standard and produce an educational improvement which would make their influence felt in almost every home throughout the country.

MEMORANDUM by MR. JENKIN JAMES, Director of Education, Cardiganshire Education Committee.

*1.—(a) From the teacher's point of view, a scale extending over a large number of years with small increments has the advantage that it recognises long service by steady, though small, advances.

From the Authority's point of view, such a scale would be the most economical. Before the maximum could be reached a number of teachers would doubtless cease teaching (e.g., women teachers would marry and leave the profession, and others would probably secure appointments elsewhere), and newly appointed teachers, if straight from College, would commence at the minimum of the scale.

A scale of this type, however, is totally unsuitable as a means of attracting the best entrants into the profession.

(b) This has a decided advantage over (a) in that while it tends to attract entrants into the profession, it also recognises meritorious services and qualifications earlier. The principal increments should come at the end of the scale, thereby recognising practical efficiency.

(c) The principle involved in this suggestion might be adopted in conjunction with (b). Teachers who have rendered satisfactory service over a long period of, say, 30 years, should be suitably recognised by further increments over and above what would be allowed through the operation of the ordinary scale, the latter scale to be adjusted so as to allow for this small additional expenditure.

2. Probationers should have a fixed salary (ex-scale), but the period of probation should be limited. At the expiration of this period they should automatically proceed to the operation of the ordinary scale. Unsuitable or inefficient candidates or probationers should under no circumstances be allowed to continue teaching "ex-scale" after the expiration of their period of probation.

3. In the absence of unsatisfactory reports from H.M. Inspectors, increments should be automatic. It should then be clearly shown that an unsatisfactory report on the teacher's work is due to his own neglect and inefficiency and not to contributory causes. Head Teachers might be required to furnish annual reports on the conduct and efficiency of the staff.

It is desirable that the scale should provide that at some stage in the teacher's career there should be a more extended review of the teacher's service than is usual at the time of the annual or other periodic increments, in order to decide whether the teacher should be admitted to the upper part of the scale.

4.—(a) The maximum salary of women teachers should be four-fifths that of men teachers in the same grade.

(b) Scales of salaries should be uniformly applied to all teachers, whether married or single; no difference should be made between the salaries of married and single. Women teachers on marriage should cease teaching.

(c) There should be no joint appointments. If under exceptional circumstances husband and wife, or husband and daughter, teach in the same school, they should not be considered as joint appointments, and the salaries paid should be according to scale.

(d) This would appear to be dealt with under other headings.

(e) Non-Collegiate Certificated Teachers should be allowed to reach the same maximum salaries as Certificated Collegiate Teachers. A difference might be made in the commencing salary.

Distinctions gained in the Certificate Examination should be disregarded.

University Degrees should be recognised by an addition to the scale to operate from beginning to end; but long service increments should be made to merge into the Degree increment after the maximum of the ordinary scale had been reached.

Teachers who teach special subjects might receive an addition to their ordinary salaries.

(f) Special ability as a teacher should not be recognised by additional remuneration. The annual increment is made conditionally upon a satisfactory discharge of duty.

(g) If the teacher satisfies Code requirements there should be no differentiation in salary on account of service in varying types of schools such as those enumerated. The scales of salaries drawn up for the various grades of teachers should operate uniformly.

(h) There should be as few grades of schools as possible. In agricultural areas not more than, say, 3 Grades, viz.: Grade 1, up to 100; Grade 2, 101 to 200; Grade 3, 201 and over. The grading should be based on the average attendance for the preceding school year.

(i) and (j) No distinction should be made on account of these.

5. When fixing the commencing salary, full increments should be added for previous years of service under any Authority. There should be no obstacle to the migration of teachers—either Head or Assistant—to new areas. In practice it will be found that migration will not take place to any great extent, especially as competition for appointments is increased.

6. The maximum salary obtainable by an Uncertificated Assistant Class Teacher should not exceed one half the maximum salary of a Certificated Class Teacher. This difference should be increased as the supply of Certificated Teachers becomes larger. It

* The numbering follows the paragraphs of the Questionnaire on page 71.

should be made clear that in the interests of the schools, Authorities should not encourage the employment of partially qualified teachers by offering salaries sufficient to keep them from fully qualifying as Certified Teachers. Any exceptional cases could be dealt with on their merits.

7. The maximum salary of Special Subjects Teachers should be about three-fourths that of Certified Class Teachers.

8. Generally speaking, the status and position of a Head Teacher should be such as to make it a goal for all Assistant Teachers to aim for, and promotion to the most responsible position of Head Teacher should be possible to those who faithfully and conscientiously discharge their duties in positions of less importance. In any improved system of education the duties of Head Teacher must be more responsible than hitherto, for he must be more directly responsible to his Committee for the efficient discharge of duty to those who serve under him. The salaries of Head

Teachers should therefore be commensurate with the increased responsibility.

The minimum salary of Head Teachers in very small schools need not necessarily exceed the maximum salary of class teachers; but the maximum salary of such Head Teachers should certainly exceed the maximum of class teachers in view of the responsibilities devolving upon them.

9. In areas where promotion is fairly rapid and certain, the salaries of Assistants need not necessarily be as high as in those areas where promotion is slow and uncertain. Although, even in the former areas there will always be a good percentage of teachers who can never hope to reach the position of Head Teacher, and if adjacent Authorities grant larger salaries to class teachers there will always be dissatisfaction and unrest.

10. Yes; but in order to secure this the poorer agricultural districts would need to receive increased Government Grants, otherwise they could not possibly compete with the more wealthy adjoining urban areas.

MEMORANDUM by the LONDON ASSOCIATION OF HEAD TEACHERS OF CENTRAL SCHOOLS.

THE CONSTRUCTION OF SCALES OF SALARIES FOR TEACHERS.

The principles which should govern the particular case must conform to those which are apparently sound in general. Hence a brief consideration of some general principles appears to be necessary before dealing with the question of Central School salaries.

A. GENERAL PRINCIPLES.

At the present time the nation has been quickened into an appreciation of the value of education as a national asset. In the past a common precept from the public platform has been that "teaching is one of the noblest and most useful forms of public service." Practical recognition of this precept has hitherto failed to materialise effectively; the national welfare demands that such recognition should no longer be postponed.

If the teacher's function is so valuable, and the teaching profession worthy of such high esteem, it follows that emoluments attached thereto should be appropriate, and should substantially assist in the enlistment of the ability, character and skill necessary for effective service.

The present dearth of teachers is due, in no small degree, to the better prospects presented in other occupations that demand less equipment, skill, ability, and devotion than is required for the task of training the young. Per contra, if in the shape of real professional payment, the value of the teachers' work were recognised, their status would be raised in the eyes of the public, and both directly and indirectly the service would be rendered attractive.

The basic principle of all salaries should be that of *need*, i.e., payment should be adequate to maintain the recipient in such a way that full power to perform the highest efficient service may be developed, and that a life reasonably suited to the particular duty may be enjoyed. This includes not only freedom from financial anxiety, but, in the case of the teacher, provision for the maintenance of an up-to-date equipment and the discharge without embarrassment of all family duties, as well as the banishment of the prospect of a state of impecuniosity when the age of retirement is reached.

If this basic principle be accepted, the next consideration is how to draft salary schemes to satisfy it and also ensure that expenditure shall be effective in securing the highest and most continuously efficient form of service.

Thus:

- (a) The satisfying of the basic principle,
- (b) The maintenance of keen professional interest throughout a teacher's career, and
- (c) The avoidance of the deadening effect of a hopeless outlook collectively, and, as far as possible, individually.

have to be borne in mind in considering many of the problems enunciated in the Questionnaire.

To satisfy (a) a scale should not only offer prospective advantages, or base its value upon comparatively high salaries limited to the few, but it should start at a figure which will not cripple the activities of the young beginner anxious to obtain increased equipment, and should ensure to the efficient a regular augmentation of income sufficient to meet the requirements of the life demanded by the responsibilities of his office.

Serious adverse effects may result from an undue limitation of the initial salary, which should be identical for men and women.

Increments should be so arranged that masters may be in a position to undertake married responsibilities at a reasonable age, and may, at a comparatively early age (say 35 to 40), obtain a salary sufficient to meet the heavy family demands then likely to accrue.

With regard to mistresses, the scale should be made attractive by means of annual increments of such value that a salary sufficient to meet their needs should be obtainable by the time their service is of the highest value. This salary should therefore be reached at a comparatively early period in their professional career.

In order that (b) and (c) may be secured, scale increments, accruing possibly at longer intervals but being attainable for efficient service, should be continued, especially where promotion is limited.

Lapses from efficiency in a teacher affect the future welfare of many children and hence are serious. Conversely, meritorious service has corresponding beneficial effects and should be fostered. Hence, *prima facie*, there appears to be reason in the argument for a revision of the teacher's service prior to admission to the benefits of the upper part of a scale. But the insertion of such a condition conveys the impression that in general teachers are regarded as inefficient unless proved otherwise. Provided proper safeguards are taken early and inefficient removed from the service—as they should be—near the outset, inefficiency will be rare and confined to the very few who are guilty of slackness and who can be readily and summarily dealt with by a report from the head teacher, followed by investigation and action on the part of the Authority.

Provision for the recognition of exceptional merit is stimulating, and if possible should take the form of promotion to headships or other responsible positions.

Difficulties in the way of migration from district to district where increased experience may be gained are very apparent. Beneficial results to schools and the equipment of teachers are also apparent if obstacles can be removed by some adjustment of scales and salaries. But such migration should not be so frequent as to endanger due continuity in the teaching.

Similarly, educational efficiency would be stimulated if the teaching profession were to be regarded as an organic whole, and for those teachers who display exceptional skill and ability, and who obtain the necessary qualifications and are in every other way suitable, were afforded opportunities for passing from the lowest to the highest type of school.

THE CENTRAL SCHOOL.

1. *Function*.—The period of the Central School course is four years. The aim is to give an extended and practical training to boys and girls—selected from the Elementary Schools because of ability and character—who can stay at school until they reach the age of 15, in order that they may, on leaving school, readily adapt themselves, their knowledge and skill, to the office, the warehouse, or the bench. Suitable training for their future occupations is provided on the one hand by schools with a commercial bias, and on the other by schools with an industrial bias.

In addition, their general education is advanced; and careful regard is paid to their physical development, and also to ethical training in order to equip them for life as well as livelihood.

Hence the Curriculum includes Scripture, English (comprising also Geography and History), Mathematics, Science, Drawing, Handicraft, Physical Exercises (including Swimming and Games) and Singing; also, in the commercial bias schools, a foreign language (usually French) and Commercial subjects. These last are Shorthand, the principles of Book-keeping, Typewriting, and Office training. The course is progressive throughout the four years.

No attempt is made on the one hand to teach any special trade, or on the other to specialise for any particular branch of office work. The teaching receives a bias either towards Commerce or Industry by linking up basic knowledge to practical application. Some Central Schools have either a commercial or industrial bias, and a few have both in operation.

A large proportion of these Central School pupils, on leaving school and entering upon employment, continue their special studies in Evening Institutes; a few are able by securing admission to day-commercial or technical institutions, to continue full time study.

2. *Staff.*—To discharge its function properly the Central School needs a specially selected staff from the Head downwards. Advanced, and in most cases specialised, knowledge is essential in addition to proved suitability respecting professional skill and some teaching experience.

3. *Salaries.*—Hitherto the remuneration of the Assistant teachers has been quite inadequate. After the expenditure of money, time, and labour, to gain increased qualifications, many of the men have to undertake evening work in order to supplement their incomes to meet necessary family expenditure. The result of such demands upon them is that either health suffers, or the day school work is not maintained at its highest pitch of efficiency.

For the Assistants a scale intermediate between those for the staffs of Elementary and Secondary Schools respectively should be formulated, and it should be borne in mind that the large majority of

the teachers in such schools must, although of a superior type, contemplate remaining as class teachers throughout their professional careers.

The work and the qualifications demanded therefore justify a special scale of salaries for the Central Schools.

Further a prospect of promotion to a well-paid post in a Central School would stimulate effort to obtain improved professional attainments on the part of the staff engaged in Elementary Schools—a distinct advantage educationally. The prospect, too, would tend to eliminate some of the hopelessness produced by the limitation in the number of Headships available.

In assessing the monetary value of the head teacher's services, it should be borne in mind that, as individual members of the staff must be specially equipped in particular subjects, the Head must possess extended knowledge of a somewhat wide range of subjects. This is essential if, by a wise application of professional experience, all the factors available for securing the final aim of the school are to be organised effectively. The work demands superior professional equipment as well as special ability. To secure the right type of individual, the salary should be such as to encourage special preparation in would-be candidates.

As regards grading it should be borne in mind that the specialised work of a Central School demands the provision of extra rooms and the division of classes with a corresponding increase of staff. Hence the actual number on roll is not a reliable basis for estimating the work which devolves upon the head teacher both from the point of view of organisation and supervision. A fairer basis would seem to be the number of rooms which such a school contains.

As the head teacher, whose professional skill and experience must be of a high order, and who must possess an extended knowledge obtained by special preparation, has also to bear the responsibility attached to his office, his salary should always be above that of any assistant on his staff.

(Signed) RICHARD J. WOOD,
Hon. Secretary.

MEMORANDUM from MR. PERCIVAL SHARP, Director of Education, Newcastle-upon-Tyne.

(1) **Types of Scale.*—In considering the three types of scale indicated, and in indicating the reasons which would sway me towards or away from this, that or the other type, I have to shut my mind against the admission of two principles which seem to me fairly obvious, viz.:—

- (1) That salary itself is or should be adequate payment for service rendered.
- (2) That increase of salary should be as nearly as possible a measure of the increase in the efficiency of the service—the kind of service being a constant.

These principles are shut out from consideration by the very idea of a scale, for a scale implies:—

- (a) That "A" and "B" at the same time stage of the same kind of service render service of the same value; and
- (b) That the time-efficiency curve of "A" is identical with that of "B."

And both implications are remote from fact. Hence the construction of a scale—if a scale of salaries *must* be constructed—is to be determined largely by considerations of expediency.

Principles must find footing where they can.

On the ground of expediency I would regard an increase of salary as a necessarily imperfect—or pluperfect—expression, qualitative rather than quantitative, of the recognition of continued or increased efficiency.

From a practical point of view I regard the increment of salary as an impulse to sustained efficiency at the least, and towards increased efficiency at the best.

If anticipated increments of salary are actually withheld where efficiency moves backward, I am of opinion that increments do really tend to sustained if not to increased efficiency.

(And this is particularly true if a sane view be taken of efficiency.)

And if this be true, the more increments—the more impulses towards efficiency.

The fatal defect of the short scale with large increments is that the number of impulses is too few.

Its one merit is so obvious as not to need statement.

I would myself reject (b).

With regard to (c), I doubt the value of quinquennial increments. They are so far removed from each other as to have too little relation to service. They would come too much by efflux of time; too much by consideration of "the old servant"; too little by consideration of efficient service.

I can imagine, too, the teacher with a "turn for figures" calculating the quinquennial increment of, say, £10 or £20 into its equivalent expressed in terms of an annual increment and the effect on the mind of the public when the result emerged.

If I am tied to a choice of (a), (b) or (c), I am driven to (a).

(2) *Probation.*—I do not appreciate the necessity for a period of "probation."

I think that the first two years of the work of a Certificated Teacher are the years during which sympathy and help from the Head Teacher are most necessary. (I speak from experience of the value of such sympathy and help.)

A probation period tends to become a "period of trial" in more senses than one.

I would appoint all teachers to a Staff without any such qualifying conditions, and would endeavour to create a mechanism for distinguishing between the potentially efficient teacher and the teacher who is inefficient.

The award or retention of the annual increment of salary is I think a sufficient means of indicating or withholding approbation.

If a system of probation is adopted, it should not, in my view, cause any departure from the normal salary curve.

* The numbers refer to the paragraphs in the Questionnaire on page 71.

(3) *Conditions of Increments.*—Generally speaking, the report of the head teacher should be sufficiently reliable to ensure that an increment is not given to a teacher who has not rendered satisfactory service.

In practice I have not found this to be the case.

The reasons for this are not wholly discreditable to the head teacher. Kindly feeling, generous impulse and a marked reluctance to give pain to others are not discreditable motives.

On the other hand, a fear of unpopularity, fear of certain unions, the feeling that it is the Authority's job to detect cases of inefficiency, are discreditable motives of action or inaction, and they do actually exist side by side with indifference and weakness.

I am myself reluctant to go beyond the head teacher's certificate but, if general reliance is to be placed on these certificates, the head teacher must realise that the duty of reporting on the members of his Staff, while generally a pleasant duty, is on occasion a very unpleasant duty, and that to shirk such duty is a grave breach of trust—to the children on the one hand and to the Education Committee on the other.

If it is not possible—by formally enunciating to head teachers that they should and must exercise important administrative functions, neglect of which is a grave breach of faith involving injury to the interests of the children—to secure the just and fearless exercise of this particular function, there must be, I think, a large increase in the local inspectorate with some considerable modifications as to the spirit and aim of their work.

There is, of course, the alternative course of regarding so seriously a head teacher's neglect of this particular duty, as to insist upon his resignation.

I would prefer the development of a full sense of responsibility of the head teacher by direct appeal to the body of head teachers, by direct instructions bearing on this matter, and if absolutely necessary, by marking in a very practical way, by censure, by withholding of increase of salary, by reduction of salary, or, in the extreme case, by loss of office, any obvious breach of duty in this particular.

I prefer this method to an increase in the local inspectorate for this purpose, because I am strongly convinced that the efficiency of our schools will be strengthened by making the head teacher responsible, in the fullest sense of the word, for the efficiency of his school. His the credit for success; his the discredit and penalty for failure due to causes within his control.

I do think it desirable that a scale should provide that at some stage in the teacher's career there should be a more extended review of the teacher's service than is usual at the time of the usual periodic increment, in order to decide whether the teacher should be admitted to the upper part of the scale.

(4) *Distinctions in Scales of Salary.*—

(a) *On the ground of Sex.*—In connexion with Question I., I enunciated two principles:—

(1) Salary should be adequate payment for service rendered.

(2) Increase of salary should be as nearly as possible a measure of the increase in the efficiency of that service.

But the very existence of a scale is a negation of these two principles.

A scale of salaries is tribute paid to expediency.

On the grounds of expediency, therefore, I should make a distinction between the scales of salary applicable to men and women respectively.

I should pay women less than men because public opinion would not support equal payments to men and women and it is not expedient, in my view, to raise a storm of adverse criticism on what would be described as the wrong-headedness of the administration of Education.

Again, probably 95 per cent. of the assistant masters who have attained the maximum salaries of their scales are married men with families.

Probably 95 per cent. of the assistant mistresses in the same relative position are single women.

The same maximum salary for men and women would create in the schools a set of teachers of whom the women would financially be in a far better position than the men. The result would be bad for the service.

On the grounds of expediency, upon which salary scales are built, I would perpetrate an academic injustice.

It is not, I think, possible to fix any quantitative relation between the salaries of men and women which is not open to criticism. I would myself fix the woman's salary at about 70 per cent. of the man's salary.

(b) *Marriage.*—While I should make my broad distinction that of sex, I should not make distinctions of salary for distinctions of condition in the same sex. For if this be done all conceivable kinds of distinction of condition as regards the same sex can arise, e.g., married man with no family or dependents; married man with small family, no other dependents; married man with large family, no other dependents; married man with large family and other dependents, &c., &c.

It is not possible, I suggest, to devise a formula which will equitably take account of all the shades of varying circumstance. Hence, I should pay the married man and the single man alike; the married woman (if employed) and the single woman alike.

(c) *Joint Appointments.*—I have no experience of such appointments and I am therefore reluctant to express an opinion on the matter.

Broadly speaking, I should say that where it can be avoided a joint appointment as such should not be made. Each appointment should be regarded as an appointment to a separate and distinct teaching position and the most suitable person should be appointed to each position.

Where, however, the circumstances of the school are such that the appointment must be a joint appointment, in the sense that a man and his wife, or two people nearly related, should hold the two teaching appointments, each should have a distinct status and a separate salary determined by the scale of salaries in force for the area and for the grading of the teacher under that scale.

No advantage should be taken of marriage or relationship, or of the anxiety of two people to work together, to effect a reduction of the proper scale salary of either.

(e) *Additional Qualifications.*—The most valuable qualifications of a teacher are: (a) A fine character; (b) a strong personality; (c) sympathy with and understanding of children; (d) teaching ability. None of these are dependent upon College Training, Distinction in Examination, or upon the possession of a degree.

The teacher with the College Training, with Distinction in Examination, or with a Degree starts with everything in his favour.

If he possesses these in addition to the essential qualifications which I set out above, his prospects are brighter, his avenue to promotion broader, and his chances of promotion therefore greater than those of the teacher possessing only the most valuable qualifications of all.

It is in this more certain anticipation of promotion that the fine man who is also a fine student should find his reward. On the other hand the successful examination man who is without the more valuable qualifications to which I have referred should not be paid more than others simply because he holds a degree or the like.

I would prefer to pay more in respect of a fine man than in respect of a fine degree.

To single out academic distinction for special financial recognition is to put the cart before the horse.

I would make no extra payments for "additional qualifications."

(f) *Special Ability as a Teacher.*—"Special ability as a Teacher" is a term needing definition. It too often connotes ability to produce good examination results, in the form of scholarship successes, terminal examination results, and the like. I do not underestimate the value of such results, which are always evidence of industry and of steadfastness of purpose.

Good teaching may produce such results, but it must produce something higher. It must result in the development of good character in the broad sense of that word. And it is most difficult to estimate this—the best effect of good teaching. The danger of the establishment of special payment for "special ability as a teacher" is the tendency to estimate this

special ability by some result capable of quantitative measurement, such as the percentage of children satisfying certain examination tests.

The result of such tendency would be, I think, to lead to an over-estimate of the value of the examination result and to an under-estimate of the value of the more important and less immediately palpable effects of good teaching.

I should not therefore make provision for special payments, by scale, for special ability as a teacher.

I would however make provision, not by scale but by understanding, for the recognition of exceptional cases of devotion to duty by a substantial and exceptional increase of salary, not merely for the financial betterment of the teacher, but even more as a mark of honour.

(g) *Employment in Schools of different type.*
General Note.—The broad principle I should lay down in connection with the different matters raised in Question (g) is that remuneration should have some relation to the preparatory training and qualifications required for the work to be done, and also to the strain involved in the work to be done.

These two variables should in some way determine the remuneration; but the relation of either variable taken alone to the remuneration cannot be laid down with any degree of precision.

I propose to apply this principle to each question (separately) set out under (g):—

(1) *Employment in Schools of Higher Type.*—

So far as such employment calls for high academic and personal qualifications, and for activities out of the ordinary school hours, the work should be more remunerative, but there should be a "set-off" in consideration of small classes and the pleasant nature of the work and the circumstances of the work.

In the Junior Forms of Schools of Higher Type—where the work calls for little or no higher qualifications than those of the better type of Elementary School Teachers—I am of opinion, having regard to the generally more pleasant conditions of work, that salaries should not be higher than for teachers in the Elementary Schools.

(2) *Schools for Senior as opposed to Junior Children or Infants.*—Here the preparatory training is generally identical; where difference of training exists it is difference of kind rather than of degree. My observation and experience lead me to believe that the work of the effective training of Infants and Junior Children is at least as arduous as that of Senior Scholars in Public Elementary Schools. Hence I should not differentiate between the salaries of teachers of the same grade employed in the teaching of Seniors, Juniors, or Infants respectively, in Elementary Schools.

(3) *Mixed Schools as opposed to Schools for Boys or Girls only.*—Training—alike in kind and degree; work—generally speaking, not more arduous in one type of school than in the other. Hence I should make no distinction of salary.

(4) *Women Teachers Employed in Boys' Schools.*—Under the general principles I have enunciated, I should make no distinction between the salary of a woman doing work in a Boys' School and that of a woman doing similar work in a School for Girls or Infants.

(5) *Special Schools (Schools for Blind, Deaf, Defective or Epileptic Children):*—The preparatory training of the teachers for these types of schools is different in kind, but not different, I think, in degree from that of the teacher in Elementary Schools.

The work of teaching is different in kind, but having regard to the small classes and to the general conditions of work, not more arduous than that of the Elementary School Teacher. Hence I should make the scale of salaries for Elementary School Teachers apply also to Teachers in Schools for Blind, Deaf, Defective or Epileptic Children.

(6) *Schools of Special Difficulty.*—Where special difficulty undoubtedly exists I should make a special additional payment of 10 per cent. of the ordinary salary payable under the scale. But the special difficulty should be inherent in the school and permanent, not due to neglect by the school staff.

(7) *Schools in Specially Unattractive Neighbourhoods.*—Unless the specially unattractive neighbourhood necessarily involves "special difficulty" I should make no distinction of scale.

(h) *Size of School.*—Where schools are graded by size I am in favour of many grades, with small steps between them, rather than of few grades with large steps.

For large steps of size almost necessarily involve relatively large steps of salary which leads to large differences of salary in certain cases where small difference of "size" actually exists.

On the whole, I think the grades should be based on average attendance. It should certainly not depend on the number of classes. I have found it exceedingly difficult to effect reduction of the size of classes because of the cost of the additional teachers required. If the division of a class meant the expense of another teacher and also an increase of salary to the Head Master, there would be an increased difficulty.

Salaries determined by the number on books might, and almost certainly would in isolated cases, lead to petty and irritating abuse which need not be specified.

Where the grading is by average attendance, re-grading is necessary only in the case of a violent alteration in the average attendance due to alteration in the number on books.

But certain principles should be observed in re-grading. Where, by average attendance, a school has reached a certain grade, no change of average attendance should affect the grading of that school so long as the same head teacher continues in office, e.g., a small variation of average attendance should not throw the school down to a lower grade. A large variation of average attendance, due to causes beyond the teacher's control, such as epidemic, opening of another school and the like, should not alter the grading of the school. Such alteration should be effected when the Head Teacher is changed. Where the average attendance drops little by little so as ultimately to produce a large variation, and if investigation shows this to be due to bad conduct of the school on the part of the Head Teacher, the remedy would depend on the particular circumstances of the case.

(i) *Cost of Living.*—This should be a factor, and the only way I can see of dealing with the matter is to draw up a scale which should be regarded as an equitable scale for teachers living in normal areas and to add to this a percentage which, according to the best information available, most nearly expresses the additional cost of living (including house accommodation) in the area.

(j) *Situation of the School, Rural or Urban.*—Situation, *per se*, should not affect salaries. But where situation leads to increased cost of living or necessarily involves expenditure not falling within the cost of living this should be taken into account.

Rural schools are generally small schools, and there is a danger that the salaries attaching to them will remain unduly small. If the Head Teachers of such schools are to acquire and retain due consideration at the hands of the rural community they must be able to live up to a better standard than is usually possible. I would suggest that a minimum salary should be fixed for Head Teachers, fixed in such a way as to secure to Head Teachers of rural schools a position which will secure for them a fair measure of respectful regard from the communities in which they live.

5. *Migration.*—I am in favour of all obstacles to the migration of teachers being removed.

I would therefore recommend that *satisfactory* service under Authority "A" should count as *satisfactory* service under Authority "B." The difficulties of obtaining records of service of migrating teachers should not be serious.

6. What should be the relation of the scales of salaries of Uncertificated class teachers to those of Certificated class teachers?

About 60 per cent. initially.

About 50 per cent. finally.

7. What should be the relation of the scales of teachers of domestic subjects and of handicrafts to those of Certificated teachers?

I am of opinion that the scales should be alike.

8. *Head Teachers' Salaries.*—The minimum salary of a head teacher should in general be at least the maximum salary of an assistant teacher. That is the only generalisation I should draw, so far as the relation of salaries of assistant teachers to head teachers are concerned. In the case of small schools where the head teacher often has to combine the duties of an assistant teacher in the teaching of a class and of a head teacher in the general management and oversight of the school, and where the assistant teacher has to take two or even more "standards," I think that provision should be made for addition to the ordinary scale salary.

But these are matters requiring consideration of the special circumstances of each individual case. Beyond the general principle that it is a greater strain (a) for the head teacher to teach a class and to manage his school, and (b) for the assistant teacher to teach two or more "standards" or divisions, than for the head teacher and the assistant teacher respectively to carry out their normal functions, I am not prepared to go.

If the minimum salary of the head teacher is at least the maximum of the assistant teacher the last clause of this question would not seem to have point except in the case where (a) the minimum salary of the head teacher is exactly equal to the maximum salary of the assistant teacher, and where in addition

(b) the assistant teacher to be promoted is at the maximum of the scale. In such a case no hardship or injustice would seem to ensue if the promoted teacher is required to "prove himself" before increase of salary is effected.

9. Should the possibilities of promotion, e.g., the number of headships in proportion to the number of assistantships in any one area, affect the scales in the area as a whole? For instance, is it necessary or desirable that the average salaries of assistants be greater when the number of more important and better paid posts in the area is small?

In my opinion, *decidedly not*. For in any area of which I have had experience the number of promotions is less than the number of people qualified to earn promotion. In area "A" there may be "N" promotable persons to fill each vacancy. In area "B" there may be ("N" + "n") promotable persons to fill each vacancy. If on account of the additional "n" promotable persons in area "B" you pay higher salary to the whole of the assistant teachers in area "B," you do an injustice to the "N" persons at least in area "A," and more than justice to some other persons in area "B."

10. Is it desirable that an attempt should be made to assimilate the scales of salaries in force in adjacent areas?

This seems to me to be a modification of Question 4 (i).

It would, I think, be an advantage to lay down a general *minimum* scale for all areas, to which should be added a percentage representing as nearly as possible the cost of living above the normal in each area.

Assimilation of scales of salaries in adjacent areas really means uniformity of scales of salaries throughout the country, for we have a series of Authorities co-terminous in turn.

STATEMENT SUBMITTED BY THE LONDON BRANCH OF THE NATIONAL UNION OF UNCERTIFICATED TEACHERS.

N.B.—This statement was sent to the President of the Board of Education, who undertook to bring it to the notice of the Committee.

SUGGESTIONS PROPOSED BY THE COMMITTEE OF THE LONDON BRANCH.

1. That an enquiry be made with regard to
 - (a) Years of preparation or apprenticeship.
 - (b) Educational ability.
 - (c) Practical skill as teachers.
 - (d) Years of service in the teaching profession.

N.B.—The Represented Body consists of two classes of teachers:—

(i) *Uncertificated Head Teachers and Uncertificated Assistant Teachers.*—Teachers of this status have served an apprenticeship of 4 years' duration or more, and during this period have successfully passed yearly examinations, culminating in the King's Scholarship Examination, an alternative or equivalent examination to the London Matriculation. Added to this, they also possess drawing, science, and music certificates. In view of these facts they are persons of educational ability.

(ii) *Supplementary Teachers.*—Teachers of this status are those who having served an apprenticeship are considered by the Board of Education as responsible for a class of 20 children. The Code directs that these teachers should be responsible for 30 children in the case of Uncertificated, and 20 in the case of Supplementary Teachers. These teachers, however, are responsible for classes of the same size; the same standard of excellence is also maintained by them as by the Certificated Teachers. Moreover, the Uncertificated Teachers earn the same grant per child as the Certificated Teachers.

The salary of the Uncertificated Teacher in the London Service to-day is 23s. per week (women) and 26s. per week (men). Some of these teachers have given as many as 10, 20, 30 and even 40 years of service, and are still in receipt of this appalling salary.

The Salary of the Supplementary Teacher in the London Service to-day, retained in the service by reason of their efficiency, is 19s. 2d. per week, £50 per annum. We maintain that in such a calling, and for persons of such social standing, this salary is far below a living wage, and vastly inadequate to services rendered, as compared with the salaries of the Certificated Teachers.

2. PRESENT POSITION OF THESE TEACHERS.

They are recognised by the Board of Education without sharing the privileges of the Certificated Teacher.

- (a) The salaries have remained "fixed" for the past 20 years.
- (b) They have no voice in educational matters outside the school room.
- (c) Professional inequality inside the school room, e.g., young teachers from College at once have the right to use the cane, but an Uncertificated Teacher never has this right.
- (d) There is no government superannuation for the Uncertificated Teacher, and having received so small a salary, he has nothing for his future.

3. CLAIMS.

1. A just and equitable salary. We maintain that there should be a high maximum for such teachers, in view of the fact that they are recognised by the Government as efficient teachers for the Elementary Schools.

2. Improved professional recognition and status. We would suggest that after a certain number of years of service, such a teacher should receive promotion in the form of a professional certificate as a guarantee of "full recognition" by the Board of Education.

- (a) A lifelong practical teaching experience. The emergency teachers who are entering the profession during the period of war are teachers of far less practical experience and yet are in receipt of higher salaries than Uncertificated Teachers.
- (b) Identical responsibilities and work with Certificated Teachers.
- (c) Educational fitness. Examinations passed: Pupil Teachers' Examinations, King's Scholarship or London Matriculation, with Science, Art, Music, Needlework, Physical Exercises.
- (d) Professional fitness. A four years' training under trained Certificated masters and mistresses, making a teacher proficient.

- (e) Same social status and responsibilities in homes as the Certificated Teachers. Many of the Uncertificated are bearing domestic burdens, e.g., widows supporting children, daughter supporting aged parent.

5. *An Appeal.*—The head and assistant teachers of this status, in view of the disabilities of the young generation entering the profession, desire to express their opinion that in future it should be impossible for Uncertificated Teachers to enter the teaching profession.

WEST RIDING TEACHERS' ASSOCIATION.

MEMORANDUM by MR. B. LANGRICK, Head Master of Armitage Bridge Church Schools.

(a) Since the State first intervened in Education there have been periodic fluctuations of entrants to the teaching profession coincident with the status and payment of the teacher. To secure a permanent and sufficient supply of teachers it is essential that scales of salaries should be such as to provide for reasonable comfort and a suitable social status.

Teachers do not expect great material rewards; but they should at least be relieved from perpetual financial anxieties, and from the need to engage in other adventitious employments to supplement their incomes. They recognise that it is the hours of preparation out of school which are those which avail.

(b) The annual increments of the scales of salaries should be reasonable in their amount—say £5 for the first few years, and then £10 until the maximum of the scale is reached—with adequate safeguards against proved inefficiency.

(c) In view of the fact that there is no great difference in the upkeep of a family in different parts of an area, e.g., the West Riding of Yorkshire, and in view of the further fact that the removal of the unequal financial conditions of the dual system of Elementary Schools by the Education Act of 1902 has produced uniformity in the teaching power of the schools throughout the area, as far as possible the scales of salaries should be of a uniform character, with, if anything, larger maxima in urban and rural districts, as an attraction to districts in themselves undesirable, and to compensate for the disadvantages of inferior educational facilities for the family.

(d) The minima of the scales of salaries for women should approximate to those of men, but the maxima of the scales of salaries of men should exceed those of women, unless a celibate teaching profession is needed.

(e) The maxima of the scales of salaries should be the same for Collegiate and Non-Collegiate Teachers, and by experience and efficiency all teachers should eventually approximate to the same maximum, in

view of the fact that 85 per cent. of the men and 90 per cent. of the women cannot possibly obtain promotion to headships.

(f) After a fixed period, say the year 1920, as proposed by the Registration Council, the Acting Teachers' Examination should be abolished, and the only grade recognised for new qualified teachers should be College Trained and Certificated.

(g) The educational and industrial disadvantages of the rural teacher, the isolation, geographically and socially, and the supervision by unsuitable persons, call for special consideration, as also do the educational needs of the rural scholars. In the past many of the head teachers have been women. The changes have been too frequent. Single women either forsake the service, or, in a short time, suffer a physical and mental collapse. As a rule, the only woman to endure is the widow who has returned to the profession. Her maternal instincts sustain her. If the head teacher be a man—unless the position be a joint one, with other subsidiary sources of income—his financial position causes social isolation, and, not seldom, actual degradation.

(h) 1. Where possible, joint appointments for rural schools should be made, and each appointment should be paid according to the grade of the teacher.

2. When a teacher (man or woman) has become established as a distinct success in a rural school, it would be greatly to the advantage of the community that he or she (consenting) should be retained in that school, and rise to the maximum salary prevailing in the profession.

3. The area of service should be widened, and migrating teachers should enjoy to the full the salary scale value of previous years of service.

4. Inadaptability to newer and more intense conditions should be met by an alteration of the breakdown clause of the Superannuation Act, and the provision of an earlier optional retiring age.

MEMORANDUM presented by the NATIONAL FEDERATION OF WOMEN TEACHERS.

NOTE.—This Memorandum is the outcome of the following letter which was addressed, by the Chairman's instructions to the National Federation of Women Teachers.

Board of Education,
15th August, 1917.

DEAR MADAM,

IN reference to our previous correspondence, I now write to inform you that this Committee have heard the witnesses whom you were good enough to suggest. They do not feel, however, that the views which they understand your Federation support have yet been laid before them as adequately as they would wish, and I am writing to inquire whether you would be willing to submit for the consideration of the Committee a reasoned Memorandum setting out the opinions of your Federation and the arguments upon which they are based. If you are willing to do so and can let me have your Memorandum during the next two or three weeks I will see that it is circulated to members of my Committee before they discuss the question of the salaries of men and women teachers respectively.

May I add that your Memorandum will be of greater assistance to the Committee if, in addition to the arguments in favour of your position, you could deal with the arguments which have been brought against it. I will mention a few, which will show you the sort of thing I have in mind:—

- (1) The Committee have had their attention called to the dearth of teachers before the war, and it has been stated by various witnesses that the deficiency in men was greater than that in women, and also that while the quality of the men candidates was declining, this was not so with the

women. If this is so, a higher salary must be offered to the men if it is desired to secure and retain a proper proportion of efficient men in the service. If, in order to equalise salaries, the salaries of women are raised to the increased level necessary for men, the expense will be very great, and Authorities will probably object to paying many, if not most, of their women teachers more than they are in fact ready to come for.

- (2) If, on the contrary, in order to equalise salaries, men's salaries are reduced, male teachers will be offered a lower salary than they are generally willing to come for, and the supply of male teachers will probably be diminished. Is your Federation prepared to accept this contingency?

- (3) On the assumption that all salaries are too low, it is argued that any grievance that women teachers have at present will be met by providing them with a reasonable salary irrespective of what may be given to men. On economical grounds this argument seems to be a strong one. What other grounds are there from which the question should be regarded? Are you aware of any appreciable percentage of girls who have not become teachers merely because of the inequality of pay, or of teachers who have left the profession for this reason when they were otherwise contented with their position?

- (4) If men and women are paid equal salaries and men are preferred, it may be that men will be appointed hereafter to some places now held by women.
- (5) It is sometimes said that men's salaries should be higher than women's because their financial responsibilities, the support of a wife and family in particular, are greater. One answer often made is that in fact many women have responsibilities such as the support of parents or other members of the family left to them; and that in any case salaries should be measured by the work done, and not by the particular needs of the recipients. Perhaps the truer way of putting the point is that the needs of the worker determine the amount of the salary that he or she will look for. However this may be, we should like to know your opinion on what the needs of the women usually are, and whether any fairly extensive enquiry has been undertaken amongst women teachers to discover what percentage of them have persons dependent on them and to what extent.
- (6) Supposing that the Committee were unwilling to recommend as a general principle that equal salaries should be paid to men and women, would the grievance as at present felt by members of your Association be met at all by any such plan as giving men and women the same salaries up to 26 or 27, and making a distinction later?
- (7) It is stated that for teaching purposes women are less efficient physically than men, and that their attendance in school is consequently less regular. In support of this view we have been referred to the classification

of teachers by the Teachers' Provident Society, according to which no women, even the healthiest, are placed in Class A, while no men are classed so low as Class D, which is confined to women (see the Rules of the Teachers' Provident Society, pages 17 and 22). Can you give us any information on this point?

You will no doubt understand that the above arguments and objections are not intended to represent in any way the opinions of my Committee. On the contrary, the Committee have not yet considered this aspect of their reference because they do not feel that they have yet had both sides of the argument fairly and adequately placed before them. Their desire to have a Memorandum from you on the subject is due to their anxiety to make sure that they are fully acquainted with the grounds on which your Federation's views are based, and the sole object of setting out the above objections and difficulties is to make sure that the Committee shall have an opportunity of hearing what reply can be made to them.

Please, therefore, do not consider any of the foregoing as cross-examination. Some of it is rather in that form because that is the easiest way to make points clear. It indicates most of the points that have been made; but you are naturally at liberty not to notice any that you had rather not notice. If, on the other hand, any other points occur to you, I shall be obliged if you will deal with them.

Yours faithfully,

A. H. Wood,
Secretary.

Miss A. S. Byett,
Secretary of National
Federation of Women Teachers,
93, Grantham Road, Birmingham.

MEMORANDUM.

At the request of the Committee, the Federation submits the following statement of the case for equal payment of men and women teachers of the same grade :—

1. Differentiation in the rate of pay based on sex alone is unjust.
2. It is a survival of the evil tradition of the subjection of women, and it tends to keep them in a position of economic dependence.
3. It creates antagonisms between men and women, and between women teachers and other women workers.
4. It tends to narrow attainments, restricted culture, impaired health, and early breakdown among women teachers.
5. It is contrary to the spirit of the time. Other professions, trades and occupations increasingly offer the same rate of pay to women as to men. In many instances this is done at the urgent insistence of the men, who see that by unequal pay women are compelled to undersell them and so lower the standard of life for the whole class.
6. Public opinion as shown in the large number of resolutions sent in by external Societies, Trades Council, The Workers' Educational Association, Suffrage and other Associations, in debates of Education Authorities, and in numerous Press articles, is tending in the direction of Equal Pay. In a discussion on salaries by the Rochdale Local Education Authority in September, 1917, it is reported that "Councillor Richmond drew attention to the discrepancy between the salaries of men and women teachers under the new scale. . . . Councillor Shawcross held that the women teachers were not being treated fairly under the scale when their salaries were compared with men, and this at a time when women's value had been discovered. If women did the same work as men they ought to have the same pay. Alderman Heape (reporting to the Education Committee) said: "If the salaries were to be uniform it must be a national arrangement. It could not be done piecemeal by isolated Authorities."
7. The decision of the Board of Education upon this matter is highly important to the future of Education, for it is absolutely necessary that women should be attracted in largely increased numbers to the profession.
8. Decrease of entrants is reported all over the country, and the quality of those is, in some cases, markedly inferior. The decision of the Board of Education in the matter of salaries will arrest or accelerate this tendency.
9. No settlement of the question short of equality will satisfy women teachers. Therefore, the state of discontent and agitation will continue to militate against efficiency in education unless this question is satisfactorily settled.

The views of the Federation with regard to the arguments against equal pay submitted for consideration are as follows :—

Question 1 in the letter addressed by the Committee to the Federation includes—

- (a) "Deficiency in men teachers is greater than that in women."
- (b) "Quality of men candidates declining."
- (c) "The expense of raising the salaries of women to that of men will be very great."
- (d) "Many women are ready to 'come for' less salaries."

(a) The fact that it was possible to obtain a large number of women at a lower rate of payment was due to the dearth of suitable occupations open to women and to their lack of organisation. Both these conditions are now changed. A larger number of careers are open to educated women offering better pay, pleasanter conditions and greater social consideration. This will increasingly be the case and the competition for the service of educated women will be keen. They will, therefore, be able to choose

the more advantageous posts. It cannot be overlooked that the whole question of women's employment and remuneration has been changed during the war—or rather the change which was evident in 1914 has been greatly accelerated.

It has been found necessary for the Board of Education to draw attention to the growing desire among women teachers to leave the profession to take up temporary war work. The Ministry of Labour and the Board of Education have taken steps to impress on women teachers generally that their work in the schools is of the greatest national importance. It is a mistake to suppose these conditions are temporary or that having left the profession women teachers will return to it. Engineering, chemistry, agriculture, manufacture, trade, factory and welfare inspectors are now callings for women. Medicine is offering increased opportunities. At the London School of Medicine, alone, the comparative entries were 49 in 1914, 77 in 1915, 120 in 1916. This is going on elsewhere, and colleges and hospitals hitherto open only to men are now admitting women students.

The great increase in women's employment is not entirely covered by the following table:—

Employment of Women.	July, 1914.	April, 1917.
Metal Trades	70,000	78,000
Chemical Trades	40,000	91,000
Food Trades	196,000	214,000
Wood Trades	44,000	68,000
Transport	19,000	81,000
Finance, Banking and Commerce	505,500	862,000
Government Establishments	2,000	208,000
Civil Service and Local Government	264,000	4,000,000
Miscellaneous Trades	296,500	356,500

The Women's Educational Union emphasises the fact that careers which afford scope for initiative and offer good remuneration are daily opening more and more to women, and if the services of well qualified women are to be retained as teachers similar scope and remuneration must be available in this profession.

(b) The payment of a higher salary to men will have the effect of preventing rather than securing their services because if a better quality woman can be obtained at a lower price she will be preferred to the more expensive but inferior man. The greater the difference between the salary of the inferior man and the superior woman the more will the Local Education Authorities prefer the latter. Therefore the supposed remedy of paying higher salaries to attract the men will rather tend to reduce their chances of employment.

(c) Mr. Fisher has stated that the money needed for education must be found. The first charge on the funds must be the suitable payment of teachers. Those Authorities who *may* object, *do* object now to paying a living wage. This is no argument, however, against it. Local Authorities may object, but the Board of Education is there to control them and to make State assistance depend on certain conditions, one of which should be the payment of just salaries.

(d) This is an immoral argument and is at the root of all the sweated labour. When women teachers are better organised they will not be "willing to come for" salaries which imply inferior status and quality. Legislation has the power to make and alter the conditions which control "supply and demand" and with the growth of our moral conscience, as in the case of Slavery and Child Labour, supply and demand cease to dictate unjust conditions of life. The commercial demand for teachers is as small as reactionary forces can make it, but the real demand is shown by the huge battalions of classes allotted to individual teachers. In developing the work of education an immense amount of employment can be utilised, and actually the supply of women teachers is not sufficient for the real demands of education at the present time and will be less so when the reforms foreshadowed in the Education Bill are put into operation.

Question 2 suggests that equalisation will reduce men's salaries.

Women teachers do not ask, have never asked, that men's salaries should be reduced. They are already too poor. The men teachers can safely be left to look after the question of any reduction in men's salaries if such injustice were contemplated by any Local Education Authority, and this contingency is not likely to arise. We do however ask that the women should receive the same as men. If an adequate equal salary is offered there is no fear of this contingency arising. Should it do so, however, we think the system of education could be still efficiently carried on, women having proved themselves quite able to control and teach boys and to manage Mixed Schools in which there are assistant masters. Generally speaking, however, we consider it desirable though not essential for the older boys to be in charge of a man.

Question 3 includes:—

- (a) "Grievance of women teachers."
- (b) "Reasonable salary for women teachers."
- (c) "Economical grounds" for unequal pay.
- (d) "Other grounds" from which question should be regarded.

(a) The grievance is that the lower salary implies inferior status or qualification. This grievance can only be removed by the payment of equal salaries.

(b) No scale of salaries can be accepted as fair and reasonable which fails to place men and women upon an equal footing. Why should it be assumed that a "reasonable" salary for women is less than a reasonable salary for men? This phrase assumes one of the points at issue, viz.:—that it is only men who have dependents. Moreover only women themselves are able to judge what is a "reasonable" salary for their needs.

(c) On "economical grounds" the practice of unequal pay is indefensible. The underpayment of women, often on the supposition that they live at home and do not need so much, involves the subsidising of the teaching profession by the relatives upon whom they are partially dependent. This is an undignified and unworthy position for a great State Service to occupy. It is unthinkable that an educated body of public servants should continue to have their salaries regulated not by the worth of the service but by the desire of their employers to economise at their expense.

(d) The "other grounds" from which this question should be regarded are (a) Justice, (b) The general trend of ideas with respect to:—

- (1) Democracy, which implies equality between men and women.
- (2) The economic independence of women.
- (3) Professional and Trade Union condemnation of the underselling of their labour by any section. This tends to the degradation of all.
- (4) Professional loyalty.
- (5) Need for idealism in teaching; this is not consistent with the tolerance of injustice. Mr. Fisher pleads for people of ideals as teachers. The retention of unequal pay postulates the absence of the above ideals in women teachers.

Reports reach us from all over the country of women teachers leaving the profession because of their discontent with inferior pay and prospects. Their general discontent also prevents women teachers from acting as enthusiastic recruiting agents for the profession. They are unable conscientiously to recommend intelligent girls to enter a profession in which they have suffered injustice.

Question 4.

"If men and women are paid equal salaries, men may be preferred to women."

It is also a corollary that women might be appointed to some posts held by men. This is desirable. Only by experiment can suitability be tested. It should not ever again be supposed that men have a prior claim to the higher posts on account of their sex. The work itself should be the only thing considered and women will not complain if the best candidate be appointed. Competition will tend to maintain or improve the standard of competence. Therefore we desire that the person most competent to perform certain duties should have the preference, whether man or woman.

Question 5 includes:—

- (a) "Financial responsibility of men."
- (b) "Financial responsibilities of women."
- (c) "Needs of workers determine amount of salary."
- (d) "Needs of women."

(a) The payment according to "financial responsibilities" raises a very complex question because the number of dependents varies not only between different people for the same period but between different periods for the same people. "Financial responsibilities" are not the basis of payment among any class of workers and men teachers are the first to repudiate this basis when it is proposed to pay married men more than single, or the former according to the number of children. Moreover it is not proved that men's responsibilities are greater than women's, and if it were so the principle is not logically carried out, for it is applied only as between men and women.

(b), (c) and (d)—

It is not the case that the "needs" of the worker determine salaries. Employers pay the smallest amount that employees accept, and when the latter are properly organised they insist upon a sufficient payment to maintain their standard of living. "Needs" are determined by the position in the social scale as society is at present constituted, and women teachers' needs are the same as those of their men colleagues.

The needs of the women teachers are:—

(1) The younger ones should be able to save as provision either for marriage or old age. They should be able to live in suitable surroundings and have sufficient to provide for clothing, maintenance and culture without the necessity of working all their leisure time.

(2) The older women need a home of their own and this means payment of housekeeper, relative or other, to keep it for them. It is among the older women who have adopted the profession as a life work that unequal pay is most unjust, since their responsibilities do not occur so often during the early years but often begin in, and last through, mid-life; hence the need for a higher maximum. A man who marries obtains an unsalaried housekeeper for life. His children are allowed for in income tax during their most dependent years. As a man reaches his maximum his children become, as a rule, self-supporting, while he is left in enjoyment of his maximum salary. In case of need his children are bound to support him, while a woman teacher, who may have exhausted health and income in caring for elderly dependents, is left alone in later life with no support. In case of breakdown she has an altogether inadequate allowance. (Many aged women teachers are struggling to live on pensions of £20 and £25 a year.)

The results of an enquiry by women employees in the Post Office showed that 42 per cent. of the women with over 10 years' service supported others. In evidence before the Royal Commission of the Civil Service the following figures were given:—

Women with Years of Service.	No. with Dependents.	Per cent.
Over 7 years	...	37
" 10 "	...	41
" 15 "	...	43
" 20 "	...	84

The first result of a series of enquires among women teachers has just reached the Federation from a large manufacturing town. They are as follows:—

- 568 women teachers with dependents;
- 484 partial home support;
- 127 sole home support;
- 196 householders.

A few of a large number of typical cases may be quoted.

- (1) "For nearly 20 years I supported my mother, assisted sister in poor circumstances, besides bringing up and educating two children."
- (2) "My brother left his family totally unprovided for, so I have had to take his place. At the present time I am the sole support of three children and part support of the widow and one other child."
- (3) "From 1892 to 1898 I partly supported my parent. From 1898 to 1910 I was the main support

of widowed sister-in-law and five children; all evening school and part day school salary went to their support."

(4) "I help to support the widow and child of my brother who was killed in action."

(5) "My sister and I entirely support widowed mother and sister who is blind."

(6) "I have supported my mother since I was 25 years of age."

(7) "I have never been free from family responsibility since I began, at 20 years of age, to earn £70 a year. Soon I was supporting my sister's child, later my sister, later partially supporting my brother's family, then my sister's orphans and my mother. During the last six years I have educated my nephew (now in Army) and contributed 25s. weekly to his mother's support and this I must continue to do."

In conjunction with the above the following table may be considered:—

Boys' School (in the West of England).

Headmaster and 6 men assistants—

Headmaster:

3 children, of whom one is dependent.

Assistants:

- (1) Unmarried.
- (2) No children.
- (3) No children
- (4) 1 child.
- (5) 1 child.
- (6) 4 children.

Thus 3 out of 7 men have no children.

Total number of children among 7 men, 9, of whom 7 are dependent.

Another Boys' School (London).

Headmaster and 8 men assistants—

Headmaster:

1 child, self-supporting.

Assistants:

- (1) 1 child.
- (2) No child.
- (3) No child.
- (4) 1 child.
- (5) 1 child.
- (6) 2 children.
- (7) No children.
- (8) No children.

Thus 4 out of 9 men have no children.

Total number of children among 9 men, 6, of whom 5 are dependent.

Question 6.

"Equal pay till the age of 26 or 27 years of age." No, this involves the same error as 5, that only men have responsibilities.

Question 7.

- (a) "Women less efficient physically."
- (b) "More often absent."
- (c) Teachers' Provident Society.

(a) Comparatively few teachers, men or women, reach the retiring age before breaking down and being compelled to leave the profession. In addition to the nervous strain to which all teachers are admittedly subject, the nervous energy of the women is still further reduced by a lower standard of pay.

Results do not prove that women are less efficient. How are girls' Elementary Schools managed? Are men called in to supplement the work of women? Have women smaller classes than men? Have they shorter working days or longer holidays? Is the standard demanded and produced lower than in boys' schools? Do they receive inferior reports from the Inspectors? We know that these things are not so; and the contention falls to the ground when we consider Secondary Schools where mixed classes are taught interchangeably. The pupils go in for the same examinations and pass them not less well when taught by a mistress than when taught by a master. We venture to affirm that some of the best disciplinarians in those, as in Elementary Schools, are mistresses.

(b) Were conditions of work equal this would not be true, and in our unfair conditions it is a misstatement. If, therefore, women teachers are more often absent than men, this must be due to their inferior conditions. When we remember that women teachers have to pass a stiff medical examination before entering the profession we have food for serious thought. There are several causes for this comparative physical deterioration, the most important being the greater anxiety due to the increasing difficulty of providing for the future; life in lodgings and often uncongenial surroundings and a lower standard of life enforced by the lower standard of pay.

The supposed physical inferiority of women teachers, so far from being an argument against equal pay, should be used in precisely the opposite direction. Women are ill most often because they cannot afford the necessary comfort and alleviations that a better wage would supply. Physical efficiency depends so much on environment, food and leisure, that until women teachers have had the same advantages as men, the argument of physical inferiority cannot be maintained. We know they start equally medically certified as fit. If of two people one is better fed, better housed, has leisure for recreation and employment of other faculties while the other lives in poor lodgings, has less nourishing food, is compelled to drudge at housework in the evenings, the latter is obviously likely to be less healthy and to break down more often than the former. Still, on this point reliable statistics are difficult to obtain.

The Teachers' Provident Society.

The T.P.S. is not a good example, for the T.P.S. has never classified women members fairly. The T.P.S. assumes that not even the healthiest woman is as healthy as a healthy man. Again, a very large number of women who should, under any just scheme, be classified "A" will not join the T.P.S. to be classified "B" with inferior privileges. Hence, the average health of women in the T.P.S. is lower than the average for women teachers generally. Even so, the percentage of difference in the matter of sickness as shown by the T.P.S. for a series of years is very small. It is unfortunately characteristic of the attitude towards its women members adopted by the T.P.S. that they should first classify them unfairly and then use that classification as an argument for further unfair treatment.

Women members write:—

- (1) "In 38 years I have been out of school 6 days and, with my magnificent health record, am classified 'D,' so Class 'D' means nothing as a criterion of health."
- (2) "I am a member of the T.P.S. since 1898 and have never yet gone on the funds for one day; I am in Class 'B.' A man friend of mine was placed in Class 'B' about fifteen or sixteen years ago. After six months' membership he appealed, was re-examined and placed in Class 'A' (reserved for men). He has had several illnesses varying from two or three days to five or six weeks and has been absolutely refused the Army."
- (3) "I have been a member of the T.P.S. for 24 years and have never been on the funds for one day. I am in Class 'B.' A friend of mine in Class 'A' has been rejected for military service."

DEVELOPMENT OF THE PRESENT SITUATION WITH REGARD TO EQUAL PAY.

It should be clearly understood by the Committee that from the days when the N.U.T. Conference (largely men) refused its vote of sympathy to those of its women members who desired the Parliamentary Franchise (although women teachers supply about two-thirds of the money expended by the Union for

Parliamentary purposes) there has been a steady attempt on the part of a certain influential group in the Union to repress and disparage the more progressive section of the profession. To this attempt is due the rapid rise of the Federation which seeks to organise women teachers in order to secure a more just and equitable treatment of them within and without the Union. For this reason also we have considered it necessary to protest against the composition of the Departmental Committee, upon which members of the Union alone were represented among teachers. We are able to assure the Committee that the dissatisfaction expressed by the large number of meetings from which resolutions have been sent are a measure of the discontent which is deep and growing among women teachers all over the country. The resolutions sent to the Board of Education from other organisations of women also show that our policy is in line with the general trend of the women's movement throughout the country.

We submit that no proposals which are contrary to this tendency are likely to be successful in achieving a settlement, still less will they secure that contented and enthusiastic service which is the first essential if the projected reforms in Education are to be carried out.

Women teachers have now been forced to realise that in some important matters the Union is not for but against them and that they must organise themselves. They realise their true position and they will not rest until they have secured that recognition of equality with their male colleagues to which their services to Education entitle them. Your Committee has a great and wonderful opportunity to establish the principle of equity and justice in this great State Service.

In conclusion, we submit that the difference in payment of men and women teachers is unfair because:—

- (1) The work of men and women teachers involves equally long training and probation and equal qualifications are required.
- (2) The cost of training is the same; where the college fee is less for the women, again, she has to supplement by housework in the college.
- (3) Conditions of service are fixed irrespective of sex. The size of the class does not depend upon the sex of the teachers.
- (4) As the Government Grants are paid irrespective of sex, we hold that the teachers' remuneration ought to be paid on the same basis. The present system leads to this strange anomaly, that the man teacher is receiving money for work done by his woman colleague. Suppose payment by Government be £1 per unit of work done, and suppose 200 units of work are done, 100 by the man and 100 by the woman. If the man receives £120 and the woman £80, then he has received £20 earned by the woman. The woman teacher's work helps to support the man teacher's dependents.
- (5) Payment of salary is not based upon private responsibility or on the number of dependents.
- (6) The education of girls and young children is of equal importance with that of boys and of equal value to the community.
- (7) The cost of the necessaries of life is the same for men and women. Taxation and local rates are fixed irrespective of sex. The provision of a home with necessary attendance for those who make teaching their life work is as needful for women as for men.

Signed on behalf of the National Federation of Women Teachers,

ETHEL E. FROUD.

ADDENDUM.

While the witnesses called on behalf of the National Federation of Women Teachers felt compelled to limit their evidence to the question of "Equal Pay" for reasons of time, the Federation would like to add these few general remarks.

Pensions.

(1) Earlier Optional Retirement. The policy of the Federation has always been in favour of an optional earlier age of retirement for teachers, with a pension proportionate to length of service and to the salary at the time of retirement.

(2) "The Old Guard." The Federation also strongly urges the claims of teachers retired before the Pensions Act, who are few in number and greatly in need of some augmentation to their pitiful incomes. Generous treatment of these would involve a comparatively small expenditure and would give great satisfaction to existing teachers.

(3) Teachers who were in the Service, but who did not—in some cases could not—accept the Act, should, we think, be permitted to join now on payment of arrears of subscription.

Uncertificated Teachers.

While desiring to see none but qualified teachers employed, we consider that those who are recognised by the Government as capable of the heavy responsibility of taking charge of a class should receive a living wage. For a teacher this should be sufficient to secure a professional standard of life and the opportunity for further culture. Many Uncertificated and Supplementary Teachers would qualify if they received a salary sufficient to enable them to pay for further tuition. We suggest that better pay together with a time limit to their engagement, failing a certificate, would rapidly cause an improvement among these teachers. Any who for sufficient reasons were unable to satisfy the examiners but who were still able to perform their school duties satisfactorily should, after the lapse of a period of good service, be given a "Service Certificate."

Rural Teachers.

The Federation considers that rural teachers should receive salaries more nearly approximating to those in urban areas. While the cost of living may for them be less in some respects the cost of culture is

higher. To attend even professional meetings is often beyond the rural teachers' means, and a sufficient supply of books almost always out of the question.

One reason for the low esteem in which education is held by country people is the miserable pay, housing, and standard of life, enforced upon the teacher, who is cut off by poverty from association with other educated people in the district, and frequently lives in a social isolation which must react most unfavourably on school work.

Many kinds of social service, on Committees and in connection with various Municipal and other work, would gain by the assistance which teachers could give if their leisure time were freed from the present pre-occupation with monetary worries and the constant endeavour to supplement their incomes with other kinds of work.

We are aware that these points will be brought before the Committee by other Associations and, therefore, desire to add our support.

Signed on behalf of the National Federation of Women Teachers,

ETHEL E. FROUD,
Secretary.

QUESTIONNAIRE.

The following is a copy of the questionnaire issued by the Committee for the guidance of their witnesses.

The object of the Committee is to discover the main principles which should underlie the construction of scales of salaries of teachers in Elementary Schools. The following are some of the principal points on which the Committee desire to obtain the views of witnesses.

It will be understood that the Committee will be glad to hear the views of witnesses on points not specially mentioned below so long as they come within the terms of the Committee's reference. The Committee are *not* concerned with the *amounts* by which existing scales of salary should be improved in particular areas.

1. What are the comparative advantages of the following types of scale, namely:—

- (a) A scale extending over a long number of years with small increments;
- (b) A short scale with large increments;
- (c) A scale proceeding by annual increments to a certain point and subsequently by increments at longer intervals, *e.g.*, annual increments for, say, 12 or 15 years, followed by quinquennial increments?

In the case of (b) should the principal increments come at the beginning or the end of the scale? Generally, what is the best distribution of a total sum of money over the full period of a teacher's service?

2. For teachers appointed on probation, should any special arrangements be made for their entry on to the salary scale, *i.e.*, what effect, if any, should their probation have on their immediate and ultimate salaries when placed on the permanent staff?

3. In framing a scale what steps should be taken to ensure that increments are not given to teachers who have not rendered satisfactory service?

Is it desirable that a scale should provide that at some stage in the teacher's career there should be a more extended review of the teacher's service than is usual at the time of the annual or other periodic increments, in order to decide whether the teacher should be admitted to the upper part of the scale?

4. What distinction, if any, should be made in scales of salary on the following grounds, and by what means and to what extent in each case:—

- (a) Sex.—Should men and women be paid at the same rates? If not, what should be the basis of the relation between the scales for men and women of the same grade?
- (b) Marriage.
- (c) Joint appointments.
- (d) Code grade.
- (e) Qualifications in addition to those essential for the particular Code grade (*e.g.*, College training, distinction in examination, Degree, special qualifications for teaching particular subjects, &c.).

In the case of qualifications of this nature, what should be their effect, if any, on the salary scale, *e.g.*, should they involve an addition to the scale from beginning to end, or should they be merged after a period of years in considerations of practical efficiency and length of service?

- (f) Special ability as a Teacher.
- (g) Employment in (1) Schools of a higher type; (2) Schools for senior as opposed to junior children or infants; (3) Mixed Schools as opposed to schools for boys or girls only; (4) Boys' Schools of women teachers; (5) Special Schools (*i.e.*, Schools for Blind, Deaf, Defective or Epileptic children); (6) Schools of special difficulty; (7) Schools in specially unattractive neighbourhoods?
- (h) Size of School. Where schools are graded by size, to what extent should the size affect the grading, *i.e.*, should there be many grades with small steps between them or few grades with large steps? Should the grades be based on average attendance or on the number on the books or on the number of classes? What provision should be made for re-grading?
- (i) Cost of living, including housing accommodation, in different districts.
- (j) Situation of the school, rural or urban.

5. When teachers migrate from one area to another, what arrangements should be made for placing them on the scale of the new area? Should the arrangements be such as to place no obstacle to the migration of teachers, both head and assistant, to new areas?

6. What should be the relation of the scales of salaries of Uncertificated class teachers to those of Certificated class teachers?

7. What should be the relation of the scales of teachers of domestic subjects and of handicrafts to those of Certificated teachers?

8. What should be the relation between the scales for assistant and head teachers, with special reference to the salaries of head teachers of small schools? Should the minimum salaries of head teachers necessarily exceed the maximum salaries of class teachers in the same area? Should the scale provide that a class teacher should, on promotion to a head teachership, receive an increase of his salary?

9. Should the possibilities of promotion, *e.g.*, the number of headships in proportion to the number of assistantships in any one area, affect the scales in the area as a whole? For instance, is it necessary or desirable that the average salaries of assistants be greater when the number of more important and better paid posts in the area is small?

10. Is it desirable that an attempt should be made to assimilate the scales of salaries in force in adjacent areas?

APPENDIX to Mr. FINNY'S EVIDENCE.

(See page 14.)

Table of Expenditure per child for London and other Home Counties, and the County Boroughs and Part III Authorities adjoining London (taken from Advance Financial Statistics of Board of Education for 1913-14).

Authority.	Average Attendance.	Produce of 1d. Rate per Scholar.	Loan Charges.	Salaries of Teachers.	Other Expenses of Maintenance.	Admini- stration.	Other Expen- ses.	Total Expendi- ture.*
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
COUNTIES.								
Surrey	60,200	s. d. 5 5	£ s. d. 0 15 0	£ s. d. 3 2 0	£ s. d. 0 19 3	s. d. 6 1	s. d. 0 7	£ s. d. 5 2 11
Berkshire	21,495	3 9	0 5 6	3 4 9	0 14 11	6 1	0 5	4 11 9
Essex	63,854	2 10	0 10 2	2 9 3	0 19 0	4 7	2 1	4 5 1
Herts	43,284	3 6	0 7 11	2 18 11	0 16 8	5 4	0 7†	4 9 5
Kent	74,742	3 4	0 6 8	2 19 8	0 15 9	4 8	1 5	4 8 3
Middlesex	36,993	4 3	0 15 8	3 2 3	0 17 6	3 6	0 8	4 19 7
London	645,678	5 6	1 1 11	4 5 5	1 7 8	9 9	0 3	7 5 0
COUNTY BOROUGHES.								
Croydon	22,183	3 11	0 13 1	3 5 1	0 16 10	5 3	0 4	5 0 7
West Ham	54,932	1 10	0 18 2	3 13 5	0 17 6	4 10	1 2	5 15 1
PART III. AUTHORITIES.								
In Surrey—								
Richmond... ..	3,437	7 3	0 4 1	3 11 3	0 16 6	4 1	0 1	4 16 0
Wimbledon	5,970	6 9	0 13 4	3 9 0	0 15 7	6 2	0 4	5 4 5
In Essex—								
East Ham	22,883	1 9	0 15 6	3 11 0	0 14 5	3 11	4 8	5 9 6
Leyton	19,115	2 2	0 17 5	3 14 3	0 16 2	3 11†	2 9	5 14 6
Walthamstow	22,859	1 6	0 17 11	3 6 7	0 11 6	4 3	1 3	5 1 6
In Kent—								
Bromley	4,107	5 6	0 9 10	3 8 3	0 17 2	6 4	—	5 1 7
Erith	5,560	2 4	0 13 10	3 7 0	0 14 11	6 1	—	5 1 10
Penge	2,784	4 8	0 9 4	4 0 4	0 15 11	4 11	1 1	5 11 7
In Middlesex—								
Hornsey	7,318	7 3	1 5 6	4 18 6	0 19 10	4 10	—	7 8 8
Acton	8,472	3 7	1 2 6	3 9 11	1 1 9	5 2	0 4	5 19 8
Chiswick	4,312	4 9	0 16 5	3 6 11	0 18 0	4 3	2 6	5 8 1
Hendon	5,344	4 4	1 1 8	3 2 9	1 0 6	4 11	0 3	5 10 1
Tottenham	22,433	1 10	0 18 1	4 3 8	1 4 7	4 9	2 0	6 13 1
Willesden	21,196	3 3	0 16 8	3 14 4	0 18 10	5 3	8 7	6 3 8
Wood Green	7,057	3 0	0 15 2	3 14 11	0 17 11	4 5	0 3	5 12 8
ENGLISH COUNTIES.								
(Excluding London) ...	—	3 0	0 7 8	2 15 4	0 14 0	4 3	0 10	4 2 1

* Excluding expenditure in respect of Special Schools, Medical Service and Industrial Schools. The number of children maintained in Special and Industrial Schools are not included in the average attendance in col. (2).

† Includes cost of restoration of School Buildings met by fire insurance (2s. 6d.).

‡ Includes expenditure on erection of new County Offices (1s.).

DEPARTMENTAL COMMITTEE FOR ENQUIRING INTO THE PRINCIPLES WHICH SHOULD DETERMINE THE FIXING OF SALARIES FOR TEACHERS IN SECONDARY AND TECHNICAL SCHOOLS, SCHOOLS OF ART, TRAINING COLLEGES, AND OTHER INSTITUTIONS FOR HIGHER EDUCATION (OTHER THAN UNIVERSITY INSTITUTIONS).

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VOLUME I.

T2:83:52.N26

F8.1-E8.2

REPORT.

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Mr. V. A. MUNDELLA.

Lieut.-Col. H. A. POWELL, R.A.M.C.

Mr. E. REYNOLDS.

Mr. F. ROSCOE.

Mr. P. SHARP.

Rev. C. J. SMITH.

Dr. H. LLOYD SNAPE.

Miss A. T. STEELE.

Mr. E. TALBOT.

Miss K. WALLAS.

Mr. W. E. URWICK (*Secretary*).

Mr. G. MCFARLANE (*Assistant Secretary*).

TERMS OF REFERENCE.

To inquire into the principles which should determine the fixing of salaries for Teachers in Secondary and Technical Schools, Schools of Art, Training Colleges and other Institutions for Higher Education (other than University Institutions), due regard being had to such differentiation in respect of locality, duties, qualifications, sex and other relevant considerations as is consistent with or necessary for the organisation of the teaching service throughout the country on a system conducive to the efficiency of National Education.

The Committee will be at liberty to illustrate any system which they recommend by such specific sums of money as they think fit; but they are not asked to consider the question of the amounts by which existing salaries should be improved in particular areas or schools, or the sources from which the amounts required for that purpose should be provided.

DEPARTMENTAL COMMITTEE FOR ENQUIRING INTO THE PRINCIPLES WHICH SHOULD DETERMINE THE FIXING OF SALARIES FOR TEACHERS IN SECONDARY AND TECHNICAL SCHOOLS, SCHOOLS OF ART, TRAINING COLLEGES AND OTHER INSTITUTIONS FOR HIGHER EDUCATION (OTHER THAN UNIVERSITY INSTITUTIONS).

REPORT.

TO THE RIGHT HONOURABLE H. A. L. FISHER, M.P.,
President of the Board of Education.

SIR,

We have the honour to present to you our Report on the principles which should determine the fixing of salaries for teachers in Secondary and Technical Schools, Schools of Art, Training Colleges and other Institutions for Higher Education (other than University Institutions).

In the course of our enquiries we have met on 33 days and have examined 109 witnesses. These have included officers of the Board of Education and members and administrative officers of Local Authorities, many of whom have been suggested to us by associations of Local Authorities and administrative officers of Local Authorities. Our witnesses have also included a large number of teachers, the great majority of whom have been suggested to us by associations representing one section or another of the teachers engaged in the various types of institutions with which we are concerned. A classified list of the witnesses is given on pages 54 and 55. Summaries of the evidence, which have been submitted to and approved by the witness in every case, are given in Volume II. of this Report.

We have appended to our Report a memorandum on the various types of institutions which have come within our purview, and of the existing position as regards the teachers and their salaries. This memorandum has been prepared for us by our secretaries, with assistance from various officers of the Board, for which our thanks are due. Our thanks are also due to a number of Local Education Authorities in England and Wales who have furnished us, through the Board of Education, with particulars of recent salary scales.

INTRODUCTORY.

The problem of fixing salaries payable to teachers in institutions for higher education and of determining the periodical increases to which they should be liable is comparatively narrow, and from some points of view exceedingly technical. But even when, as in the present case, it is separated from the question of the amounts of the salaries, and the sources from which they should be raised, it depends for its solution on considerations that cover the whole field of education, and therefore affect the life of every individual in the country, and have a direct bearing on our national life as a whole. Thus, while we hope that we have kept within our bounds, we have been fully conscious of the importance of the duties allotted to us. A national system of education may be indefinitely divided and subdivided; but it must always be regarded as an organic unity, the welfare of which depends on the welfare of every recognisable division or subdivision. All education depends on teachers, by whatever name they are called, and the teachers engaged in higher education occupy at least as important a position as any members of the teaching profession. Secondary Schools, for example, will always have a great influence on the teaching in Elementary Schools, while the great number of pupils for whom they provide instruction will, if their course of tuition is wisely directed, enable them to exercise a more extensive influence on the education of the country at large than even the Universities. Their function in the national system is to educate those who are to take leading positions in the commerce, industry and public service of the country, to all of whom the kind of education described as Secondary is a prime necessity; and the efficiency of the whole system of higher education depends upon the proper performance of this function. In these circumstances it is a matter of grave importance that, even before the war, there was a marked deficiency in the provision for higher education as regards accommodation and teachers; and this deficiency, it must be remembered, affects pupils who are to a great extent selected on account of exceptional promise. Nor is it only a question of accommodation and teaching, for in the course of our enquiry it has been brought home to us that the teaching services are experiencing increasing difficulties in attracting a reasonable share of the young men and women who give evidence of outstanding ability.

We have assumed that hereafter these difficulties will be remedied—that is, that the conditions of the teachers' employment will be such that the higher education service will attract a greatly increased number of young men and women, possessing as high qualifications as those required for any other service in the country, who will have made use of opportunities for instruction and training which do not now exist. This assumption implies a change in the financial conditions of the service which the Prime Minister's Committee on the position of science in our educational system* have described as a "revolution." We have no reason to question the suitability of the phrase; we have indeed assumed that the change so described will affect the questions of salary which we have to consider. The description is justified by the fact that the pecuniary resources at present available for higher education have neither been on a scale sufficient to produce the desired result, nor been allocated on a system elastic enough to suit the very diverse needs of individual schools. Further than this we need not go, as we are not asked to consider the sources from which the amounts required for the improvement of existing salaries should be provided, and we prefer therefore not to treat of the matter generally. But we have no doubt that a very great increase of salaries is necessary, and that it cannot be provided unless there is a substantial increase in the exchequer contributions in aid of higher education, and a considerable change in the methods by which exchequer aid is at present distributed.

The subject of our enquiry being the principles which should determine the fixing of salaries for teachers in four different kinds of institutions, namely, Secondary Schools, Technical Schools, Schools of Art and Training Colleges, we have thought it advisable to begin by touching on a few salient characteristics of each of these.

* Report of the Committee appointed by the Prime Minister to enquire into the Position of Natural Science in the Educational System of Great Britain [Cd. 9011] 1918, Paragraph 73.

I.—PRELIMINARY.

1. **Secondary Schools.**—A Secondary School is one for the general education of pupils up to an age which may be as high as 18 or 19. The number of Secondary Schools in the country is large, and their variety is very great. Eton is a Secondary School, so is a country grammar school, and so may be an entirely private institution conducted for the profit of an individual.

Our enquiry is not concerned with the wide area included in these limits, as we have only to consider those Secondary Schools that are recognised by the Board of Education, though it must be remembered that the policy adopted by the Board in those schools will affect all the Secondary Schools in the country. The number of schools so recognised is comparatively small, being 1,179. Of these 1,050 are grant-earning, contain about 190,000 pupils, and, in normal times, employ about 11,000 assistant teachers.

Though the schools in question are thus few in comparison with Elementary Schools, they exhibit a great deal of variety. They include some of the best known schools in the country, such as Rugby and Harrow; they include also schools that are hardly known outside the limits of a county or even a smaller area. Some of them are among the oldest foundations in the country, others have been established under the provisions of the Act of 1902. The number of their pupils may be five or six hundred; it is often less than one hundred, and is in most cases less than two hundred. Some send a constant flow of students to the Universities, and are the recognised means of educating the future heads of the professions, public services and the commerce and industry of the country; others find a difficulty in retaining their pupils after they are qualified to earn a livelihood in comparatively humble walks in life. Some are in a position to charge high fees; some enjoy the advantages of rich endowments; others have no endowment, and depend for support mainly on money contributed by the public. The differences between them are thus considerable; but their resemblances are, nevertheless, sufficient for it to be possible to treat them all according to certain general principles.

In the first place, they provide instruction for pupils whose ages range from 10 to 19. Practically all of them provide at least a four years course planned for pupils between the ages of 12 and 16. They all provide a general education, that is to say, while some may provide a special course of study, either for the whole school or for particular pupils, the aim of all is to prepare for life in general rather than for any particular position in life. The great majority of them are in receipt of public money, and are subject to the regulations of the Board of Education, by whom they are inspected. In return they render public service by offering free places to children coming from Elementary Schools.

While the pupils of different schools may differ widely in point of previous education and future prospects, this is not true of the teachers, who, in fact, form a fairly homogeneous branch of the teaching profession. As our enquiries deal with the teachers we are more concerned with the points of resemblance than with those of difference, and our task is so far lighter. But the differences between the schools must always be carefully borne in mind, and we shall fail in our duty if we overlook them.

2. **Technical Schools and Evening Classes.**—The organisations that we have to consider under this head present a somewhat bewildering variety which makes it impossible to define a Technical School concisely. This is due to several causes. It is partly due to the fact that the necessity for legislative encouragement of technical education was not generally recognized till recently, and did not give rise to any comprehensive legislation till the passing of the Technical Instruction Act, 1889. It is also partly due to the fact that local public powers in this matter have been merged in wider powers relating to all kinds of education other than elementary, and that administrative encouragement of technical education has not, as a rule, taken the line of concentrating local and national effort upon the provision of full-time instruction in preparation for particular occupations. Hence a good deal of technical instruction of comparatively low standard is given outside the walls of the institutions known as Technical Schools, and in most places a considerable amount of instruction that is non-technical is given in Technical Schools. It is only in the largest centres of population that conditions have tended to the establishment of schools which are primarily and exclusively Technical Schools; and even in London many of the Polytechnics offer a substantial amount of non-technical instruction. We do not suggest that the provision which has been made under these conditions is necessarily ill-adapted to the national needs, but the facts to which we allude above appear to be not without importance in connection with our subject.

The work which we have to consider under this head is of two kinds. Some of it consists of courses and classes carried on during the day in Technical Schools; the remainder, constituting the bulk of the work, consists of evening classes giving part-time instruction to persons in employment, held in institutions of all grades, from Universities and Technical Schools down to village schools, and providing for a correspondingly wide range in the attainments of the students and in the subjects of study.

Part-time instruction is classified by the Board of Education as (a) preparatory, for boys and girls who are under 14, or for older students who have forgotten what they learned in an Elementary School; (b) junior courses for boys and girls between 14 and 16; (c) senior courses for students leaving the last or coming from Secondary Schools; (d) advanced courses for older students. The conception underlying this classification is the provision of courses of instruction from the elementary school age onwards that shall be mainly general in the lower grades and more specialised in the higher, and that shall provide instruction for young persons and adults who are engaged in professional, industrial, commercial or domestic pursuits during the day, and enter the system at a point determined by their previous education and attainments.

The full-time courses of study coming under this head are classified for grant purposes by the Board as (a) Junior Technical Schools (of junior grade) providing full-time education for pupils from Elementary Schools in preparation for artisan or other industrial employment or for domestic employment; (b) Technical Institution Courses (of senior and advanced grade) providing full-time instruction, mainly for students of 16 and over, in Engineering, Mining, Building and Applied Science generally; (c) Day Technical Classes, mainly junior in grade, and providing instruction in preparation for commercial or domestic employment, but sometimes senior in grade with a variety of aims. Some of the senior day technical classes are part-time.

In so far as the training given in Technical Schools and Classes is not purely general, a common principle underlies the methods adopted in every type and grade of institution. This principle is equally applicable to occupations such as accountancy, where the work is done mainly with the head, and to pattern-making, where it is done mainly with the hands; it consists in teaching the principles of a process of which perhaps only the simplest details are seen by the student in the office or shop, and showing how the two are connected.

Thus, while Technical Schools must always teach things bearing on the present or future occupation of the student, they will fail if the students do not learn much more than they can immediately use. In this connection it may be noted that many of the schools use their opportunities for some other purposes than teaching, that many of them undertake a certain amount of physical training, and that some, especially the full time institutions, foster corporate life by providing means of recreation and organised games.

It will thus be seen that the range of the teaching in Technical Schools and evening classes is very wide. At the one end the work is not far removed in standard from the Elementary School, at the other end it is equal to that done in some departments of Universities. There is almost greater variety in the institutions themselves. They vary from a continuation class held in an Elementary School to such an organisation as the Regent Street Polytechnic or the Manchester Municipal College of Technology, an institution of university rank. We are not concerned to reduce these to any clearly defined system, since we have to deal only with the principles on which the teachers' salaries should be fixed, but we may observe that the teachers are employed under conditions of which variety is a leading characteristic. Some are fully occupied whole-time teachers of university standing; others are artisans taken from the shops and likely to return to them; some are professional teachers whose chief work lies in Secondary or Elementary Schools; others are engaged in important posts in industry and commerce, and to them the salary they earn by teaching may or may not be a matter of serious concern. All this variety makes it impossible for us, as will be seen later, to suggest any principles that will apply to all the teachers concerned in the work of further education, or even to all those who teach in Technical Schools; and as regards some we can suggest no principles at all. The matter is, however, simplified to some extent by the similarity of the aims of all the bodies that we have to consider and the means taken to achieve these aims. The common aim, in short, is to prepare students for the career they are to follow or are following; the way to achieve it is to apply a general education to a special purpose. While technical knowledge and ability are the ends in view, a good general education must always be the foundation.

Technical Schools must be distinguished from Secondary Schools on the one hand and Universities on the other. The first distinction is plain enough. Specialization, as it occurs in a Secondary School, is on a comparatively wide basis, and comes at the end of a general course. In a Technical School specialization is essential. From our present point of view the difference between the whole-time nature of study usual in a Secondary School and the prevailing part-time study in a Technical School is more important. While many teachers in Technical Schools have much in common with teachers in Secondary Schools, the remainder exhibit the greatest possible variety. The difference between Technical Schools and Universities, though essential, is not so clear. In the Universities the more marked academic teaching, the greater prevalence of whole-time attendance by the students and the generally higher standard of previous education afford obvious grounds for distinction from Technical Schools. But certain departments in the Universities are doing work not very dissimilar from that which is being done in some Technical Schools, and are doing it in many respects in much the same way. Moreover it is desirable that original research should be encouraged as much as possible among the teachers of the more advanced students in Technical Schools, as much for the instruction of the pupils, not to speak of their employers, as for the benefit of the teachers; and while such research will be directed more to practical ends than it is in a University, no rules can be laid down for any distinction between the two. Again, there are some Technical Schools that prepare for entrance to the Universities, or to Technical Colleges of university rank. Their courses are therefore partly founded on university standards. Viewed from our own standpoint the work of some of the teachers in Technical Schools resembles that of teachers in a University in a way which the work of teachers in Secondary Schools does not.

In all that we may say about Technical Schools it must be remembered that technical education is in a fluid, if not an experimental stage. The variety of the establishments that we have to consider is enough to show this. Polytechnics, Monotechnics, Technical Institutes, Evening Classes, Day Technical Classes, Junior Technical Schools and variations of these all have distinct uses, and so far as the payment of their teachers is concerned must all be considered. The experience of a few more years may show that it is possible to reclassify these various institutions in a way that will render it easier to take a general view of their requirements. On the other hand, if continuation classes such as are foreshadowed in the Education Bill, 1918, are established, requirements will arise which we cannot venture to investigate. It is difficult to suggest any general principles applicable to Technical Schools as they now are; but it is impossible to anticipate those that may be applicable in a few years.

3. Schools of Art.—Schools of Art may be considered as primarily an adaptation of the system of technical education to Art. Some were founded in connection with public libraries under the Acts of 1835 and subsequent years. The great majority are now conducted by Local Education Authorities; some are departments of Technical Schools, some are separate institutions, and of these a few are still managed by voluntary committees.

The institutions recognised by the Board of Education as Schools of Art have been officially described as institutions which offer organised instruction, including advanced instruction, in Ornamental and Decorative Art. This description is obviously too narrow to describe the functions of the Art Schools of to-day if the popular meaning is attached to such terms as ornament and decoration; and the terms design and craftsmanship better indicate the connection that it is sought to establish between the Art Schools and industry. The classes of students who attend Art Schools may, generally speaking, be considered as six in number, of which more than one are frequently found in the same school. These are (i) industrial students taking courses specially relating to their work; (ii) boys and girls taking courses in preparation for an industrial art or craft; (iii) students who wish to become artists, and are often intending candidates for the examinations by means of which the Board of Education selects the scholars and free students for admission to the Royal College of Art; (iv) teachers in schools, other than Art Schools, who wish to improve their qualifications; (v) persons whose attendance has no vocational purpose, but is due to their personal tastes; (vi) pupils who may at the same time be attending Public Elementary Schools or public and private Secondary Schools. All except the second and third are, as a rule, part-time students. The first class considerably outnumbers all the others.

The number of recognised Schools of Art in the country is about 210; a few have a thousand pupils, more or less; others have as few as 50. The more fully organised schools provide courses in Drawing, Painting, Modelling and Architecture, as well as courses connected with industries, handicrafts and manufactures which depend for their success on art and design; others may confine their attention to the needs

of a local industry. But in most cases the practical association of art with industry is a predominant feature in the instruction provided.

A few of the schools provide a fully-developed system of training for intending teachers of Art.

4. Training Colleges.—Training Colleges are institutions for giving instruction in the principles and practice of teaching to men and women who wish to become teachers in Elementary or Secondary Schools. Before the war there were 66 of the former type and 6 of the latter, not counting the training departments of Universities or constituent colleges of Universities and a few others with which we are not concerned. The students in Voluntary and Council Colleges for elementary school teachers were in 1912-13 8,790 in number (2,639 men and 6,151 women).

The work done in the colleges for elementary school teachers that concern us is done in nearly similar conditions in all. The great majority of students take a two years course, having become qualified for admission by passing either the Preliminary Examination held by the Board of Education or an approved alternative examination of corresponding or higher standard; the main body of students in almost all these colleges are working for the Board's Final Examination for Students in Training Colleges, and in the few cases where a substitute for this examination has been approved there is no substantial difference in either the character or the standard of the college studies. One main characteristic of the work is that it combines with study and practice of a purely vocational character a course designed to carry further and complete the general education of the students.

In the six colleges for secondary school teachers that we have to consider, where almost all the students are women, the Board limit their recognition of students to those who have obtained an approved university degree (or its equivalent in the case of women students from Oxford or Cambridge) or who have obtained under certain conditions special honours certificates in the Higher Local Examinations. The course must extend over one year, must be confined to purely professional instruction, and may not be taken concurrently with any other course of study; and students must, as a rule, include in their courses a special study of the teaching of one definite branch of the secondary school curriculum. Provision must also be made, in Secondary Schools accepted as suitable, for the instruction and practice of students in teaching, school organisation and management. In order that a college may be eligible for grant, not fewer than ten recognised students must complete the course in three successive years. The normal end of a student's college career is the receipt of a college certificate, which, if issued under an approved scheme, receives the endorsement of the Board.

It will thus be seen that the two types of colleges are alike in their main aims, the chief difference being that in those for elementary school teachers the students are recruited in the main from Secondary Schools and trained for work in Elementary Schools, while in those for secondary school teachers they are recruited chiefly from Universities and trained for work in Secondary Schools. But colleges differ also in respect of the sources on which they depend for financial support. Thus, of the 66 colleges for elementary school teachers in the year before the war 19 were provided by Local Education Authorities and 47 by voluntary Governing Bodies, of which 40 were denominational. The grants received from the Board and the fees paid by the students are such as to cover a very considerable proportion of the expenditure in all these colleges, but whereas the ultimate financial responsibility for an Authority's college rests on the ratepayers, the voluntary colleges must look to aid from private resources if grants and fees do not cover expenditure. The latter colleges are almost without endowment, and are assisted by Local Education Authorities, if at all, only by fees paid in respect of particular students, a plan that does not necessarily help the college finances. It may be taken that before the war some five per cent. of the aggregate total income of these colleges was derived from voluntary contributions. But there were special purposes, outside those of ordinary educational maintenance, which absorbed all the income received from voluntary contributions, and the aggregate of these contributions did not at that time exceed some 20 per cent. of the salaries of teachers. The Board have announced certain improvements in the grants for the instruction of training college students, and in this connection have called attention to the predominant importance of providing adequate remuneration for the teaching staff. We have no doubt that these measures will give material assistance in the difficulties of the moment, but whether the increased grants will, in the smaller voluntary Training Colleges, support such scales of salary as we think should be established is uncertain.

As regards aid derived from the rates, the six colleges training for work in Secondary Schools are at present in the same position as the voluntary Training Colleges—that is, they receive from the rates, at the most, no more than fees for individual students. But though in this respect they are no worse off than the voluntary Training Colleges, their position in other respects is more difficult. Training is so generally accepted as necessary for all Certificated Teachers that a regular flow of students is assured to the colleges which train them; there is, on the other hand, a considerable amount of fluctuation in the attendance at colleges training for work in Secondary Schools, and they receive state aid only in respect of students who, before entering upon training, have obtained a university degree or its equivalent. Moreover, no aid has been given in the past towards the maintenance of students training for work in Secondary Schools, and for this reason the flow of students has probably been restricted. The evidence we have received satisfies us that the provision of adequate facilities for students wishing to train for work in Secondary Schools is eminently to be desired. The recent increase in the grants for instruction in all Training Colleges, and the extension of maintenance grants to students who are training for work in Secondary Schools will, we hope, both directly and indirectly tend to improve the financial position of the colleges which undertake this work. But it seems to us improbable that a college for secondary training, which under present conditions is necessarily a small institution, can, if without substantial resources of its own, in the long run support a scale of salary commensurate with the importance of the work it is attempting, or that the efforts of institutions which work under such conditions can bring into being a system of training for secondary school work which shall be adequate to the national requirements.

5. Training Schools for Intending Teachers of Domestic Subjects.—The Training Schools for intending teachers of Domestic Subjects form another important group of institutions having a definite place in the public provision of higher education. Some of them, besides providing for the training of teachers, undertake work similar to that done in the domestic economy departments of Technical Schools, for the benefit of students who do not intend to become teachers. But the primary object of almost all of them is the training of teachers, and the principal course for this purpose is one of two years duration, designed as a preparation for teaching Domestic Subjects in Public Elementary Schools and leading up to a diploma

recognised as a qualification for such work. Students who desire to take this course must as a rule be over 18 years of age, and must have passed either one of the examinations upon which admission to an ordinary Training College is granted, or an approved entrance test held by the training school authorities. It is a condition of the recently improved grants that the students must sign an undertaking similar to that which is signed by students entering the ordinary Training Colleges. The requirements of this undertaking can be satisfied, as in the case of the ordinary Training Colleges, by service in approved schools other than Public Elementary Schools, but this consideration does not affect the character of the diploma course, any more than it affects the character of the training college course. In respect of the diploma course, therefore, a Training School resembles a college in which girls are trained for the ordinary work of the Public Elementary School; in other respects these schools differ considerably from Training Colleges. They are not generally residential, and several of them are organised as departments of Technical Schools. Some of them provide other training courses supplementary to or independent of the diploma course; but, even when these are taken after completion of the diploma course, they do not receive official recognition corresponding to that given to a third year course in a Training College. Another important point of difference is that the Training Schools make no provision for continuing the general education of their students, and the diploma of the school is not in itself accepted as a qualification for work in an Elementary School, other than the teaching of Domestic Subjects. These differences have led us to deal separately with the Training Schools when we come to make recommendations.

The fixing of the salaries of teachers in the institutions described above is the subject of our enquiry; but before handling the matter in any detail we desire to touch on two questions which are of general application and importance. These are the variation of salary according to sex, and the effect of the demands of commerce and industry upon the recruiting of the teaching profession.

6. Men and Women.—The payment of lower salaries to women than to men, without regard to the efficiency or importance of the services rendered, is a universal practice in Secondary Schools. This gives rise to feelings of discontent among some of the women employed, the importance of which we have no wish to undervalue, and which in some cases finds expression in the claim that equal work should be rewarded with equal pay, whether it is done by men or women. It is not necessary that we should recapitulate the arguments that are used for or against this principle; but we must consider the chief facts that produce this inequality, so that a judgment may be formed as to the principles on which the salaries paid to either sex should be fixed. From this point of view it is obvious, in the first place, that the economic considerations that apply have a far wider scope than the salaries of teachers, though the similarity of the work done by men and women in the schools makes the question a very urgent one for us. Further, there can be no question that the services of both men and women are essential to the welfare of the schools. We want, in the main, men for teaching boys, and women for teaching girls, so that in Secondary Schools at least there is little question of competition, and men and women are equally indispensable. It would be absurd to draw any distinction between the efficiency and regard for duty which characterise the services rendered by either sex, and teachers of both sexes should have the same social standing, and should be possessed of the same general and academic qualifications. It may be that physical reasons make a long career of teaching more trying to women than to men, but it is as difficult to estimate this exactly as it would be unjust to regard it as a reason for paying lower salaries to women. The reason for offering definite salaries to teachers is to attract suitable candidates, to retain them while other careers are open to them, and to satisfy their reasonable requirements during the rest of their lives. To do this all salaries must be adequate for the purposes for which they are offered; the salary offered to a man must be adequate for a man, and the salary offered to a woman must be adequate for a woman. It is impossible to prescribe any exact measure of adequacy. But certain leading considerations can be suggested that will affect both men and women in choosing a profession. Thus both will wish to be financially independent at the outset of their career, to be assured, as far as possible, of a certain measure of comfort, and of the possibility of discharging such private duties as assisting to some extent the older members of one generation and the younger members of another. They will wish to be able to avail themselves of such opportunities as may occur for self-improvement and association with their fellow workers, to be able to turn their periods of leisure to the best account, and to be able to make suitable provision for old age. To this extent the aims of men and women, so far as they are dependent on financial considerations, will coincide, but there are two matters that will affect the choice of a career in regard to which men are not in the same position as women. The first is that in the past commerce, trade, and professions other than teaching have made greater demands on the kind of man we want than on the kind of woman we want; and this is true apart from the existence of legal obstacles affecting some callings. Future conditions will no doubt differ from past in this respect; but what the difference between the two will be it is impossible to foretell. It is at least probable that there will always be some difference between the opportunities open to the sexes, though this will doubtless be liable to changes which will call for continuous adjustment. The second difference is that whereas both men and women usually contemplate marriage and the responsibility for a family, this represents a financial liability for a man which does not fall on a woman. It is conceivable that social or fiscal changes may modify this state of things; but all we need say as to this is that, if they do, the question must be reconsidered. But for the present the result is that a salary that will attract a woman will not necessarily attract a man of similar qualifications. The case of the man teacher who remains unmarried or has no children may create a sense of hardship; but it must be remembered that the critical moment we have to provide for is the time when the choice of a profession is made, and until the state deliberately endows marriage or paternity it is impracticable for such a policy to be introduced in a single service. We therefore consider that, under present economic and social conditions, the principle of equality of pay for the two sexes would lead to the one being underpaid or the other overpaid. The true principle we hold to be that the pay of both sexes should be adequate in the sense that we have attempted to indicate. We believe that this will lead to a decrease in the difference between the salaries paid to men and women. We hope that this will prove to be the case, and that school authorities will lead the way in recognising any changes that occur in women's economic position. But it will be better recognised by a ready perception of economic and social developments than by any mathematical rule. Apart from the main economic consideration that the salary offered must be such as to attract in sufficient numbers the men required for posts for which men are suitable, and the women required for posts for which women are suitable, we should be glad to see the salaries of the two sexes, in the first few years of service,

approximate as closely as possible. In present social and economic conditions, differences in the later stages of service seem to be inevitable.

7. Competition with Commerce and Industry.—It is generally assumed that an increase of the salaries of the teachers with whom we are concerned is necessary; but all questions relating to the amounts of the increases required lie outside the scope of our inquiry. In considering the principles which should determine the fixing of salaries, we have been obliged to take into account one among the causes which have led to the need for an increase and which is of great importance, and in its present phase a novelty. It is the competition of other occupations with the profession of teaching in attracting the young men and women on whose services the institutions for higher education have been accustomed to rely. That this competition is growing there can be no doubt; the increasing difficulty of procuring properly qualified graduate staffs needs no demonstration, and the principal cause is fairly obvious. We have no reason to suppose that the occupation of teaching is in itself less popular than it was when the supply of teachers was more abundant; in fact, the increasing variety of service that teachers are called on to render probably increases its popularity. But the world is discovering that education, even university education, is useful for practical purposes; commerce and industry are now offering attractive and lucrative openings for men graduates in a way they never did before, and the demands of civil administration, both at home and throughout the Empire, are making increased calls on the same source of supply. Thus Mr. Roberts, with experience of the Cambridge University Appointments Board, tells us that the number of graduates going into business increased from 3 per cent. in 1870 to 20 per cent. in 1900. The Board deals only with graduates, and of these it placed 34 in business posts in 1907 and 132 in 1913. Of 338 appointments procured in the year 1913, 134 were educational; and 204 (including the 132 in business mentioned above) were in occupations other than education. Mr. Roberts informs us that it is estimated that 43 per cent. of the graduates leaving Trinity College go into business. His figures, unluckily, do not enable him to give us a yearly account of the relative number of men who find posts in education and business, and the inference to be drawn from many of them is doubtful; for example, the increase in the total number of graduates who go into business may in part be accounted for by an increased appreciation of a university career by men for whom openings in business are available. But there is no doubt as to the general effect of Mr. Roberts's evidence, supported as it is by his very decided opinion as to the difficulties that lie before education authorities in recruiting men who have any taste for commerce or industry, or are attracted by the great prizes they have to offer.

As regards women, public service in various forms, medicine, and what may be termed social work, are making increasing demands for graduates; and while many of the posts now occupied by women in the public services or in commercial and industrial businesses will cease to exist after the war, or will be filled by men, it is certain that the employment of well-educated women in such ways will be much more common than it was.

The result of all this is that a considerable body of recruits, both men and women, are being, and a still larger body will be, lost to the teaching profession, for there can be no doubt that in past years many graduates have become teachers, not because they wished to teach, but because no other career was open to them. We have no reason to complain of the services that this class of recruit has rendered; but no one can wish to see a continuance of this state of things. The change we have indicated is good for the individuals, the schools and the country, but it increases the difficulty of providing and maintaining in higher education a staff with the necessary qualifications. The demands for the talents required are increasing, the supply available is diminishing; we need not dwell on the result.

What weighs against education in this competition in the cases of both men and women is the fact that a teacher has but few chances of rising to a position that is not subordinate, that is to a headship, and will probably always have to conform to schemes that are not his own; that the service has nothing to correspond to the prizes, not only of wealth but of variety of occupation, that other callings can offer and that in the case of women the work is frequently carried on in social circumstances which convey the impression of isolation. These disadvantages are not entirely removable by an increase in salary; some may not be removable at all, though we hope that all may be mitigated. But, in any case, we are convinced that in fixing salaries, whether payable by scale or otherwise, an authority must bear in mind that as a wider range of opportunity is opened to well-educated people, the pecuniary value of education is increasing, the unwilling recruit is disappearing, and all other authorities are increasing their demands for teachers.

Increases of salary, though essential, will not in themselves be sufficient to meet the difficulty we are considering. The demands on the available graduates are increasing, and, provided always that university standards are not lowered, we should like to see the number of suitable graduates increased. We agree with the views expressed before us that this might be done by increasing the opportunities of university education that are at present open to pupils in Secondary Schools. There are many such schools, particularly in rural areas, whose scholars cannot afford to stay at school after sixteen, still less to proceed to a University. We believe that there are a considerable number of such scholars who would be able to profit by a university education and would make valuable teachers. To tap this source of supply we need greater facilities than at present exist for the maintenance of such scholars for another two years at a Secondary School, and afterwards at a University. How this can be best provided it is not for us to suggest, but we have no doubt that the Secondary Schools could, under more favourable circumstances, add greatly to the supply of graduate teachers.

II.—SECONDARY SCHOOLS.

When we approach the main problem of our enquiry, it becomes at once apparent that Secondary Schools are so much more numerous and so much more fully organised than any of the other institutions we have mentioned, that many of the problems that relate to all are best considered in relation to them. The advantages and disadvantages of scales of salary, the nature of scales, and other questions connected with them, are, for example, best tested by considering what their effect is likely to be in Secondary Schools. When that is determined, it is comparatively easy to say how far they should be modified if they are applied to other types of institution. Much that we have to say of Secondary Schools must therefore be taken as applicable to the other institutions with which we are concerned.

8. Scales of Salary.—The most obvious way of fixing the salaries of teachers is to establish a scale, that is, a system by which, in its simplest form, a teacher will commence his duties in any particular school, or under any particular authority, at a given salary, and receive increments of a stated amount at

stated periods, till a maximum is reached. Many variations of this plan are possible; the period and the amounts of the increments may be increased or diminished at any point in the scale; there may be two maxima, the higher for specially meritorious teachers, the lower for others, or the higher for most teachers, and the lower for a minority. There may be two scales covering the whole of a teacher's career, the higher for teachers with special qualifications or approved merit. A scale may be graded, that is, divided into successive portions, each containing a comparatively short set of increments, into which teachers are introduced either in consideration of individual merit or to fill a vacancy. It may be, practically it must be, possible to introduce a teacher to the school at a point above the bottom of the scale. But whatever variations may be made, the essential feature of a scale is that it provides a teacher with a salary that in normal circumstances increases up to a certain point by the mere efflux of time. Of the 1,050 grant-aided Secondary Schools it appears, as stated on p. 31, that 460 have scales of one type or another. Scales are probably far less common in schools that do not come under the cognisance of the Board.

9. Advantages of Scales.—The advantages of scales are that they offer a secured financial prospect to teachers. This is of special importance to them, as in adopting the profession of teaching they give up the prospects of wealth that other careers may offer. Scales enable an authority to estimate with a fair degree of accuracy the amount of their liabilities at any given time. They avoid the occurrence of delicate questions, by making increase of pay in the great majority of cases a matter of routine, reducing the influence of personal feelings to a minimum, and settling once for all many issues which, without them, may arise between generosity and economy. They afford some guarantee that no teacher will be paid a salary so low as to bring his profession into disrepute. If they are successful, they may help to produce the ideal state in which all teachers would be able to devote the whole of their energies to teaching without any care about their financial prospects. They probably tend to secure a larger and better supply of recruits for the service.

10. Disadvantages of Scales.—The chief disadvantage of scales is that they treat all teachers to whom they apply in classes, generally determined by length of service, and therefore make no distinction between the more and the less efficient. Thus a scale cannot meet the not uncommon case of an exceptionally valuable teacher who does not possess the gifts which would justify his promotion to posts where other qualities are required, such as a capacity for organisation or superintendence. Nor can it meet a case which we may hope is less common, that of a man who is not impelled by professional feeling or personal ambition to maintain more than the lowest standard of efficiency. Further, unless a scale is very carefully framed it may be difficult to procure and retain the services of a teacher with qualities that cannot be assessed by any definite rule, and which may be specially needed at that particular moment.

11. Conclusion in favour of Scales.—After carefully considering the matter from both points of view, we have come to the conclusion, in agreement with almost all the witnesses we have heard, that the advantages of scales for assistant teachers in Secondary Schools decidedly outweigh their disadvantages, and that the objections which we have noted can be largely reduced if a proper measure of elasticity is observed in the construction of the scale and in its working. Those who frame the scale should bear in mind that it should secure for all who are retained in the service a financial treatment likely to satisfy the reasonable expectations of the kind of men and women who are wanted. It should also offer, apart from the prospects afforded by promotion to headships, other prospects of financial advancement in the form of posts of special responsibility open to those who render specially valuable service (*see* § 21). We are satisfied that unless both points are provided for, it will prove difficult to attract and retain for the educational services a fair share of the ablest of the young men and women who pass through our Universities.

12. A National Scale for Secondary Schools.—A conclusion that salary scales are necessary inevitably suggests the further question of how they are to be applied. Without attempting to frame any technically accurate definition, we may say that we do not consider any system of progressive payments of salary to be a scale, if it does not apply to most, if not all, of the teachers in a school. A scale might be applied to an individual, but, as the term is generally used, the lowest unit to which it is applicable may be taken to be the form masters and mistresses in a Secondary School.

In this sense, the largest unit to which a scale at present is or can be applied is the schools maintained or aided by the Local Education Authority for the area. If the Authority is concerned with many schools, a scale common to all of them is easily applied; but where there are fewer schools the advantages of a uniform scale may be less easily appreciated. The area over which a uniform scale is applied may be extended by an agreement among Authorities of adjacent and similar areas to adopt the same scale; but, even where this takes place, each Authority is independent, and is solely responsible for the scale operating in its area. So far the matter is comparatively simple. But complications arise in the case of those numerous schools which have no relation to the Local Authorities, that is, the non-aided schools receiving grants from the Board of Education, and those schools which, though they receive aid from the Local Authority, follow for various reasons a policy of their own in the matter of salaries. The variety among these is very great; some are in such a position that the question of introducing a scale is a matter of little practical importance; others are so poorly provided that, without much more assistance than they receive at present, any scale they could put forward would fail to attract. But as regards the sources at present available for the payment of salaries they must all be considered as separate units. Beyond these there are the schools that are recognised by the Board but receive no grant, and that great mass of proprietary and other schools with which the Board are not at present concerned. On schools of both classes it is not likely that our recommendations will have any but an indirect effect, but that effect must be taken into account.

If salary scales are as generally desirable as we think, it seems to follow that they should be as much alike in different schools as the variety of the schools will allow, since, for educational reasons and in their own interests, it should be possible for teachers to move from one school to another much more freely than they can at present. The problem is to bring about this similarity of scales in different schools, in spite of the great number that must be treated as separate units. Assuming that the great bulk of teachers are graduates, or possess equivalent qualifications, they should form, as in our opinion they actually do form, a fairly homogenous class. They have been educated on the same general lines, they are called on to do much the same work, they may, generally speaking, all cherish hopes of attaining to what are generally regarded as the prizes of the profession. Is it possible to ensure that some common measure shall apply to

the scales by which their salaries are regulated? In short, is it possible that a National Scale, imposed by the Central Authority, should be introduced into our secondary school system? Most of the witnesses who have appeared before us, and have considered the matter, are in favour of such a scale being introduced into all Secondary Schools that receive public money, and the matter deserves most careful consideration.

Such a regulation of salaries can only impose a minimum, for it would be as impossible as it is undesirable to prevent authorities from paying such higher salaries in individual schools as they saw fit. It might take a variety of forms. The Central Authority might prescribe a complete scale, including an initial salary, increments of a certain amount at fixed periods, and a fixed minimum-maximum. This would secure all that the teachers could ask, in view of the variety of the schools which we have already noticed. It would, however, be so inconsistent with existing arrangements, and would necessitate so many intricate and extensive financial adjustments, that to carry out such a policy would be a matter of extreme difficulty. A second plan would be to impose a minimum initial salary, and to provide that a certain minimum salary should be reached at one point at least later in the scale. This would effect some of the objects in view by securing to the teacher in all types of schools, irrespective of size and circumstances, a certainty at two points at least in his career; it would prevent the adoption of very short scales, such as exist at present in some schools, and it would allow for a great deal of variety of salaries in different schools. A third plan would be to prescribe only a minimum salary. This would produce the least possible disturbance of existing arrangements. It would put an end to certain exceptional cases of underpayment, but it would do nothing to prevent the adoption of a very short scale, nor indeed to enforce the provision of a scale at all.

Such a regulation as we are considering, whatever form it might take, could presumably be enforced only as a condition of the receipt of public money. It is not for us to consider in any detail how this could be effected; but in view of the circumstances of many of the schools, we have no doubt that the enforcement of a National Scale in any form must be accompanied by increased financial assistance. Many of the schools are working with no available margin, and with incomes that are liable to considerable fluctuations. The imposition of a scale in such cases, without the provision of means to support one, might lead to insolvency and to the ruin of the teachers' hopes for security. A National Scale in fact implies a national guarantee, and it is difficult to see how the teacher can have real security in all cases till that is forthcoming. How far this is likely to occur we cannot say, as it is no part of our duty to discuss the sources from which the amounts required should be provided.

From the educational point of view, however, we are of opinion that a general introduction of scales will lose many of its advantages unless a certain common measure exists among all scales. We have therefore no hesitation in recommending that a minimum initial salary for teachers of the graduate class in all Secondary Schools in receipt of public money should be fixed by the Central Authority, and we further recommend that a minimum amount should be prescribed at a stage in the teacher's service which should correspond to some intermediate point in the scale which applies to him.

13. Length of Scale and Frequency of Increments.—As we have already said, increments are an essential feature of a scale, and the rules determining their amounts and the periods of their incidence, including the length of the scale, determine its character. Assuming that the total amount payable to a teacher during his career, if continued to its normal end, is a fixed sum, we may proceed upon the general rule that a long scale implies a higher maximum than a short scale, and similarly that a higher initial salary must be purchased by the sacrifice of some advantage during the later stages of a teacher's career. The question then becomes how the total sum in question should be distributed. This must be considered from the point of view of the teacher and that of the authority that pays the salary. The former naturally wishes to be financially independent at the beginning, he will also expect that as he gains experience his salary will rise; in the case of a man he will wish to be able to afford the expense of marriage at about 28 or 30; and a teacher of either sex will probably wish to reach the maximum at a period which is not very distant. A high initial salary is no doubt attractive to a young person choosing a calling, but, as we have suggested, this may entail either a low or a late maximum. Many teachers retire before they have served their full time, and most women teachers retire when they marry; if the period when the maximum is reached is very late, these persons may never reach it, and the fact that it is high will not be to their benefit. In any case, the later the date when the maximum is reached the shorter will be the time for which it is enjoyed. The chief interest of an authority in the matter is that they should not lose a teacher at a time when his value is increased by experience, and this is likely to happen if the maximum is deferred to a late date, though in that case it will be high, or if it is reached at an early one, because it is then comparatively low. There is also a general feeling that in the early stages of a teacher's career increments are a useful incentive to efficiency.

Taking these various but not inconsistent views into consideration, we recommend that the scale of a Secondary School should be so arranged that the teachers should receive a substantial salary at the age of 32 or 33, and that increments should be continued up to the age of about 42 or 43.

If these views as to the length of the scale are accepted, the amount and frequency of the increments will be settled almost automatically. What we suggest as the normal arrangement is that increments should occur annually. The amount of the increments should never be so small as to lead to their not being appreciated, and ten pounds will probably be found to be a convenient minimum.

14. Withholding of Increments.—An important matter is the right of a Governing Body to withhold an increment. In the first place it must be remembered that, if a teacher is engaged on a scale, the increments are a definite part of the contract between him and the Governing Body. They are one of the inducements held out to him to enter what may be a life-long service; they are one of the elements of that financial security that he wishes to obtain. They therefore come to him as a matter of right, and not as the result of any special recommendation. On the other hand, the Authority has a right to expect that a certain standard will be maintained in the quality of the services rendered, and may reasonably consider that withholding an increment is a suitable method of enforcing a standard, in cases where it does not wish to have recourse to dismissal. The same course may also be suitably followed where it is necessary to take notice of a default other than failure to render satisfactory service. The withholding of an increment will in such a case be a punishment for a definite offence. Hence we consider that increments should be automatic, subject to reasonable conditions being fulfilled as to the quality of the service rendered, and provision to this effect should find a place in the contract made between an Authority and a teacher, wherever the latter is paid by scale. Two further matters, however, must be borne in mind. The Authority has

contracted to pay the increments; if they are not to be paid, the Authority alone is responsible for their non-payment. A headmaster is responsible for the efficiency and good conduct of his staff, and is under the strongest obligation to report to the Authority any serious defects with which he cannot properly deal himself, and it is not to be supposed that the Authority will act in any disciplinary matter without having taken his advice; but he is no party to the teacher's contract, and has no power to vary it. The second point is that withholding an increment is in any case in the nature of a punishment; and, though it is probably not necessary to do so, we may point out that such a penalty cannot justly be inflicted until the person whom it is sought to punish has had the charges against him completely explained, and has had every reasonable opportunity of making his defence before the body with whom the responsibility for inflicting the punishment rests. It has been pointed out in the Report of another Committee* that withholding an increment may have a cumulative effect, that is, if an increment is withheld, it would be possible to reckon the next increment on the amount that the teacher actually received, and not on the amount he would have received if the increment had not been withheld. This would entail a continuing loss on the teacher till he reached his maximum, a point which will no doubt always be borne in mind.

15. **Variation in the Construction and Elasticity in the Application of Scales.**—The Authority on whom responsibility rests for framing any scale will have to take account, in constructing the schedule of payments, of general circumstances affecting the area as a whole, such as the cost of living. It will further have to take care that the rules for the application of the scale are sufficiently elastic to allow exceptional cases to be dealt with by exceptional treatment. In this connexion we are of course unable to make suggestions in detail. It is impossible, for example, to say how an Authority is to act if it wishes to procure the services of a man who has an opportunity of securing a lucrative position in industry or commerce, or of a man whose qualifications for the post in question are of quite an unusual kind. Such cases must be dealt with as they arise, according to the demands of the candidate, the need that is felt for his service, and the resources of the Authority.

There are, however, causes for a variation in the application of the scale that will inevitably arise with comparative frequency. On these we must say something in order to complete our description of the functions of a scale. They are the qualifications of the teacher, whether the post is resident or not, the subject taught, and the size, character and circumstances of the school. These may be commonly dealt with in two ways, either by advancing the teacher for special reasons to a higher position than he would otherwise occupy, or by having a higher and a lower scale. The choice of the course to be adopted will probably be governed by the frequency with which a particular case occurs; and, as will be seen below, we suggest that both methods should be adopted in different circumstances.

16. **Variation in respect of Cost of Living.**—As to this, after careful consideration we have come to the conclusion arrived at by another Committee,† namely, that each Authority must decide for itself how far to allow for abnormal cost of living in constructing the scale. A teacher will have to provide for many necessities other than rent and food; but if we take these items alone it seems impossible to say that they cost more in one class of district than in another, though the variations in any particular district may be very great. Rents in rural districts, for example, seem to differ quite as much in different districts as do rents in rural districts and adjacent towns. The price of food is a still more intricate subject, while no materials seem to exist for forming any judgment as to the cost of education or travelling expenses in different areas. The only exception that we can suggest to the rule, that each Authority must deal with this matter by itself, is that the cost of living is higher in London and the adjacent districts than it is in the rest of the country. The fact has been generally recognised by Authorities in those places, but it must be remembered in cases where the scales they have adopted are taken as a guide.

17. **Variations in respect of the Teacher's Qualifications.**—(a) *Degrees.*—In accordance with generally prevailing opinion and practice we think that, as a rule, teachers in Secondary Schools, other than the teachers of Special Subjects hereafter considered, should be graduates of a University or possess qualifications that are equivalent to graduation. Hence we hold that, apart from the case of teachers of Special Subjects, the normal scale in any school should apply only to what may be called the graduate class, who will throughout their career receive a substantially better salary than non-graduates, so far as these may be employed in ordinary form work. Although, however, one scale may apply to all graduates, it does not follow that it should apply to them all in the same way. The advantages that a graduate may have derived from his university career are various. His degree is a guarantee of proficiency, it also indicates that he has passed through a substantial course of study, and has had an opportunity of gaining a wider outlook on the world by association as well with the leaders in the branch of knowledge to which he devotes himself, as with contemporaries whose tastes and abilities may differ from his own. But different men will have made different uses of these advantages, and, in particular, a high degree indicates greater proficiency than a low one. It may be that in some cases the hopes founded on a high degree are not fulfilled, but the class lists, generally speaking, are undoubtedly a sufficient index of ability and character to justify the holder of a high degree in expecting a better salary than if he had a low one. This expectation can suitably be met by placing him in any position on the scale that may be considered advisable. It will probably not be considered necessary that he should rise above the normal maximum. The relative importance of a high degree decreases as it becomes possible to test a teacher's merits by actual experience, and the qualities that are required of a teacher are happily often found among persons who, though they have not gained, and very likely have not deserved, any high academic distinction, have derived advantages from their university training that are both important and permanent. Practical experience may ultimately modify a conclusion based upon examination results, and will always go far beyond it, but what the university examiners have thought of a candidate should always meet with careful consideration.

(b) *The Position of Non-graduates.*—While we hope that in the near future the staffing of Secondary Schools will be confined to the graduate class, non-graduates will inevitably be found on such staffs for a long time to come, and in some schools it may be found necessary to construct a scale to regulate their salaries. Administrative convenience may make it necessary that such scales should fall within a range determined by a definite minimum and maximum, but the qualifications to be considered are so various that it will not necessarily be appropriate for all to begin at the same initial salary or all to rise to the same ultimate salary.

* Report of the Departmental Committee for Enquiring into the Principles which should determine the Construction of Scales of Salary for Teachers in Elementary Schools [Cd. 8939] 1918. Paragraph 16.

† *Loc. cit.* Paragraph 9.

But all should, of course, have security for a competence, and arrangements should be made by which the passage to the graduate scale should be open to them in suitable cases. We shall return to this matter again when we consider how new scales should be introduced in schools, and how they should be applied to existing members of the staff (*see* § 44).

(c) *Post-graduate Qualifications.*—Among the graduates entering a teaching service there will be some who, after passing through their degree courses, have devoted time to post-graduate or other full-time courses at home or abroad, thereby enlarging their knowledge of the subjects they wish to teach. In the case of an intending teacher of modern languages especially, a period of study and residence abroad necessarily increases his mastery of the language, and substantially adds to his value as a teacher. We think that the fact that a teacher has prolonged his studies, whether at home or abroad, after graduating is a substantial reason for assigning to him an initial salary higher than the minimum of the scale.

(d) *Professional Training.*—The great majority of the witnesses who appeared before us are decidedly of the opinion that teachers in Secondary Schools ought to be trained. It is true that the best method of training teachers is still an open question, and it may be that some of the training at present provided is capable of considerable improvement. We have no doubt, however, that training is a highly valuable qualification, for, while the course of study that leads to graduation aims at making a man master of his subject, it is no criterion of his power to impart his knowledge. It must always be remembered that training is a matter that has a wider importance than the mere capacity to earn an increased salary. If undertaken on proper lines, it may lead a teacher to appreciate that his calling is not merely a means of livelihood, but a profession, success in which requires careful and sustained investigation into some of the most important characteristics of the human mind and the means of cultivating them. Our present duty, however, does not go beyond inquiring into the effect that it should have on a teacher's salary; and we have no doubt that from this point of view it should be encouraged to a high degree. The first question that we must consider is what are the characteristics of a course of training that should procure recognition in a salary scale. In this matter it is safe to follow the official requirements, that is, the training must have taken place in a recognised institution or University, or have been provided in a Secondary School specially recognised for the purpose. It must also have covered at least a one year's course, following graduation or its equivalent. Since we consider graduation to be necessary we need not consider training preceded by a Higher Local Examination. On the other hand, post-graduate training is usually a one year's course following a full university course. Hence a comparatively simple rule will meet all cases. A year's training will, in the circumstances we suppose to exist, in all cases postpone the earning of any salary for at least a year; and, while it is not necessary to make exact compensation for the loss so incurred, this fact gives us some measure of the allowance to be made. We accordingly recommend that one year's post-graduate training should count as two years of service in fixing the initial position of a teacher on the scale.

(e) *Previous Experience.*—School Authorities often fill vacancies on their staff by appointing teachers already engaged in another school either in the same or in another area. Two questions arise here, namely, whether there ought to be a general rule as to recognition of the previous experience of the teacher so appointed, and, if so, what that rule should be. We have no doubt that it should be possible for a teacher to move from school to school and area to area to a considerable extent without loss of seniority, and that this is particularly so in the case of young teachers. Such changes, if in moderation, are good for the profession and for the schools; for by teaching different children in different types of schools with a variety of colleagues a teacher gains experience that not only makes him a better teacher but increases the number of posts that he is qualified to fill. A newcomer on the staff of a school, with experience gained elsewhere, may give as well as receive benefits, and ought to be able to give more than one without experience. The advantages to the teacher himself of a certain amount of movement are even more obvious; for, if a varied experience is of use, no one could wish to see a teacher confined to one school. Moreover, a teacher may at any time wish to move from one school or from one area for perfectly good reasons unconnected with school work. At the same time, movement among teachers may easily become excessive. Caprice, mere restlessness or unreasonable discontent, as motives for a change, are to be discouraged. While a reasonable amount of change should tend to improve a staff, too much may ruin it, and new experience, to be of any use, must be extended over a considerable period. One cause of frequent changes in staffs is, unfortunately, obvious at the present time, namely, inadequacy of salary. This may take the form of low salaries or absence of a scale, either of which may make the prospect of advancement hopeless. Cases can be found in which, owing to this cause, the number of changes in a school staff during five years has been equal to twice the normal number of the staff. This defect in our system of Secondary Schools may, we hope, be removed. But the fact must be recognised that as long as scales in different schools differ from one another, and a teacher's prospects are better in one school or area than in another, the current of migration will always tend to flow from the poorer towards the wealthier areas. For present purposes this current must be taken as a permanent fact.

The first of the two questions set out above is not difficult to answer. If an Authority wishes to procure the services of any particular teacher serving elsewhere, no rule is needed as to the terms to be offered. The only question is whether the Authority is willing to place the teacher on its scale on terms which the teacher cares to accept. But the commoner case is that the Authority wishes to attract a young teacher, and to make a choice among as many competitors as may be. It then becomes necessary to state what allowance is to be made for previous experience, as a teacher with any considerable experience will not wish to sacrifice advantages that he has already gained. Some rule, therefore, seems necessary for placing new entrants on the scale; for there is no doubt that a rule, if generally adopted, would serve to attract candidates to the service by increasing the security of their prospects and making teaching in Secondary Schools a more organised service than it is at present. When an Authority maintains or aids several schools it will probably not find much difficulty in deciding that service in one of such schools shall count as service in another; and the point up to which this rule shall apply will not be of much importance where the Authority makes the appointment, as it is not bound to transfer a teacher, and in practice the teacher will not often be transferred against his will. Where, however, the Authority that pays the salary does not make the appointment, or where it is desired to choose by a competition including teachers from other areas, the amount of allowance for previous service requires a good deal of consideration, involving as it does a decision as to the age at which a change of school ceases to be generally advisable. The evidence before us is all in favour of allowing such experience to have its full value—that is, to allow every year of experience within a certain limit to count as a year of service, and with this we fully agree. Opinions differ

as to what that limit should be. At present, where there is a rule on the subject, it is generally that not more than six years should be counted. On consideration, we are of opinion that ten years would be a better period. But, whatever rule is adopted, it is very necessary that it should be framed with as much elasticity as possible, for in dealing with the treatment of teachers with previous experience it is more than usually difficult to foresee the conditions that may arise. It should be clearly laid down that the Authority's power to make any contract that seems advisable with teachers whose experience exceeds that provided by the rule, is not affected.

18. **Variations in respect of Residence.**—There are a number of Secondary Schools which are wholly or partly boarding schools, and where, in consequence, some of the assistant staff are resident. Resident members of an assistant staff are as a rule provided with board as well as lodging. The estimated value of this provision varies to some extent, but £40 per annum, a very common estimate, based on pre-war values, has hitherto been the figure conventionally taken by the Board of Education for the purposes of their statistics of Secondary Schools. The extent to which this should be considered as an effective increase to a salary is uncertain. The fact of residence generally implies work in addition to that which falls to the non-resident members of the staff. Whether the pecuniary profit counterbalances the extra duties performed must be decided in each case on its merits. We cannot usefully suggest any precise rule on the subject, though we are satisfied that some compensation, either in money or in kind, or in reduction of teaching hours, should be given in return for additional duties, if such are entailed by residence.

19. **Variations in respect of the Subject Taught.**—We shall deal hereafter with the position of teachers of what may be called Special Subjects (*see* § 24), but apart from these we consider that no distinction in salary should be made in respect of the subject taught. One subject may be more popular than another, and one teacher may have larger classes than another, but the regular class teachers are presumably subject to the same range of qualifications, the same services are required of all of them, and any difference in their scale of remuneration is therefore to be deprecated. Where the question of outside competition comes in some variation of this rule may be unavoidable. In this case it may be necessary to attract a teacher from the competing employment by placing him at a point on the scale higher than he would otherwise occupy; but such cases must always be regarded as exceptions made for economic rather than educational reasons.

20. **Variations in respect of the Size, Character and Circumstances of the School.**—We do not consider that there are educational reasons why the size of a school should in itself lead to difference in the salaries of the assistant staff. Most of the evidence given on the point supports us in taking this view, but contrary opinions have been expressed which we should be sorry not to notice. The size of the school does no doubt affect the position of all the teachers; but whether work in a large or a small school is preferred may often depend upon personal predilections, a consideration which should not affect a salary scale. It may be true that classes are, as a rule, larger in the larger schools, and less homogeneous in the smaller schools. But the only conclusion to which these considerations point is that the work of the assistant teacher has its special points of difficulty whether done in a large or in a small school.

Apart from the question of size there are, and there should be, considerable differences in the characters of Secondary Schools. It should be the aim of every school to adapt itself as far as possible to the work it has to do, and a school without a character is a school without life. Different schools will draw their pupils from different social classes and will prepare them for different walks in life. They will in fact retain them for different periods, for, while all should be prepared to give them instruction up to as late a period as possible, some will be able to do this with much more success than others. A school in a rural district, for example, will not necessarily have the same kind of pupil, nor prepare its pupils for the same ends, as a school in an important commercial or industrial centre. But from the point of view of the teachers we cannot admit that those who work in the less advanced or less fully organised schools should be regarded as doing less important work, or as needing lower qualifications, than those who are engaged in work of a similar standard in other schools. It is now and will always be the case that not all the members of the graduate staff, even in the same school, are employed on the same kind of work, or are capable of the same kind of work; but these differences between individuals do not destroy the essential unity of the staff; and similarly we consider it important that the secondary school teaching service should be regarded as a homogeneous body, whatever differences there may be in the characters of Secondary Schools, however diverse may be the classes from which their pupils are drawn, the callings they are likely to enter, or the kind of instruction that is to be given to them. We should therefore be sorry to see distinctions made in salary scales on the basis of differences in the characters of schools; and as we contemplate that teachers of exceptional qualifications will not necessarily be appointed at the lowest salary in a scale, and that additional emoluments will be available for posts carrying special responsibility, it should be possible for an Authority, without having more than one scale for graduate teachers, to provide satisfactorily for the educational needs of its area, even though the work done in some of the schools may reach a considerably higher standard than that done in others.

A matter remains to be noticed that is of universal application and gives rise to great practical difficulties. This is that some schools are not able, under present financial arrangements, to pay as good salaries as others, and that Authorities with only small schools are in a more difficult position than those which have both large and small schools, since the proportion of teachers to pupils and the cost per pupil for upkeep always tend to be higher in a small school. Thus these schools or Authorities cannot attract the best qualified candidates at the beginning of their career, and they lose teachers to larger schools or more fortunately placed Authorities as soon as they have made their mark. The difficulties which such an exodus causes in the poorer schools are too obvious to need discussion. On the other hand, the competition for the best teachers, which is likely to persist in any circumstances, is not without benefit to the profession; and as the schools that offer the best salaries will probably be the largest and the most progressive, it has advantages for the country as a whole.

But though some differences between the scales adopted by the several Authorities and Governing Bodies may be unavoidable, we hope that the differences between the scales adopted by Authorities in whose areas the schools are, as a rule, small, and those adopted by other Authorities, will not be so large as to suggest that the quality of the teaching expected in the smaller schools is inferior to that looked for in the larger. Some of the differences which now exist appear to us to be much greater than can be justified on educational grounds. We recognise, however, that the question is mainly one of resources, and we think it important that new financial arrangements should be made to enable the poorer and smaller schools to fare better in the competition for good teachers than is possible at present.

21. Heads of Departments and Posts of Special Responsibility.—The headship of a school is a prize to the attainment of which an ambitious teacher will always look forward at some period of his career. But unfortunately headships are not numerous enough to fall to the lot of all who may deserve them. In all large schools, however, and we hope in many others, it may be found possible to provide other posts that will offer additional emoluments for the most efficient members of the staff. The work of a large school will probably be organised in departments, each of which may be placed in the general charge of a duly qualified teacher; in most schools certain definite functions may be allotted to a second master, and other special duties may also be committed to any teacher who is qualified to perform them. The performance of the duties attached to any of these posts will naturally involve an addition to the salary provided by the scale. This addition may be made to the salary payable at the time when the duties are taken up, and may continue so long as they are performed, thus carrying the recipient above the normal maximum; or the recipient may be advanced on the scale; or he may be allowed to proceed to a point beyond the normal maximum. Some such system will increase the number of prizes in the service, and by breaking the uniformity which is the outstanding defect of any scale, and which we accept in consideration of the benefits we believe a scale confers, will encourage teachers generally not to rest content with the benefits a scale offers equally to all. It unluckily happens that many excellent teachers have not the aptitude for organisation and superintendence that is required of a headmaster or headmistress, but in practice we believe that all conspicuously efficient teachers will be qualified for some such post as we have indicated. It is sometimes suggested that there may be teachers who deserve advancement and yet are not so qualified. We cannot accept this view; and, as a matter of principle and administrative convenience which we believe to be consistent with justice, should deprecate any addition to the normal scale which is not accompanied by the discharge of definite functions.

22. Review of Service.—We have hitherto dealt with scales on the principle that the salary of every teacher under the same scale (apart from those holding posts of special responsibility) should rise to a common maximum. We cannot, however, say that this ought to be a universal rule; and we feel that Authorities and Governing Bodies are not likely to establish what may be called a generous maximum, *i.e.* an unusually high one, if all teachers are to reach it, whatever their merits may be. We feel therefore that an Authority or Governing Body which is prepared to provide a good scale may properly undertake a review of a teacher's past services at a comparatively advanced point on the scale to see if he deserves to proceed further. But two conditions should be satisfied before such a system is instituted. One of the principal objects of a scale is to obtain suitable recruits for a service by giving them an assurance of reaching an adequate salary. That security can only be given if every teacher who performs his duty in a reasonably satisfactory manner is able to advance, in accordance with the scale, to a salary which will enable him to live without embarrassment. The point at which such a salary is reached is in our opinion the earliest at which the extended review of past service should take place. In the second place, if a teacher fails to satisfy the test imposed by such a review, such a failure ought not to be final, but the test ought to be repeated as often as is thought right. The result of such a review will be that an Authority will be able to offer salaries at the top of the scale which may be considered not only adequate but generous, but that the prospect of increased salary will be added to other, and we may hope more powerful, motives for a teacher to maintain his efficiency.

We deprecate any rule that would tend to limit in any way the number of teachers who should be allowed to pass such a review as we are contemplating. If a really satisfactory system of training and probation were instituted, and if steps were taken to eliminate at the earliest possible moment teachers who are manifestly unfit for the profession, all should pass the test imposed by the review. How far this would actually be the case is a matter for future experience to decide.

The kind of review that we have suggested is not at present in common use, and is applicable only where salaries are high. But we assume a considerable increase of all salaries; and we consider that some such system is not in itself unfair, and may do something to facilitate a general rise in salaries. The test afforded by such a review will form an exception to the general principle on which scales are recommended, namely, that security of prospect is so important to teachers generally that it is worth while to treat them as one class, all members of which may fairly be paid on the same scale. That consideration, important as it is, does not however seem to us so decisive as to justify the exclusion of all exceptions, and we consider that a review of service is a case in which, if the conditions we have indicated are observed, exceptions may suitably be made.

23. Probation.—An Authority or Governing Body, on appointing an assistant, frequently, if not generally, provides that he shall serve for a certain period on probation, before he is accepted as a permanent member of the staff. We are not concerned to consider the merits of this system, though it appears to us to be convenient to the Authority, and, if wisely administered, not unjust to the teacher. As applied at present, however, it only supplies a test of a teacher's fitness to serve in a particular school, and cannot be relied on to indicate his fitness for the secondary school service, still less for the teaching profession.

It is therefore possible that if much better financial treatment is provided for assistants, Authorities and Governing Bodies will desire probation for admission both to the service and the profession to be regulated and made more effective; and, similarly, any large increase of aid from the exchequer for the purpose of improving the salaries of teachers may entail the establishment of an effective system of controlling admission to service in state-aided schools. Hence probation may hereafter become a more important matter in the case of teachers taking a first post than it is at present.

The evidence given before us as to the proper period of probation in the case of first appointments is almost unanimous; and we recommend that the normal period should be one year, in which case it will not affect the teacher's place on the scale. It seems that it should apply to trained as well as to untrained teachers. In the future, when the problems relating to training are nearer solution, it may be possible to distinguish between the two in this matter; but at present it seems undesirable to do so. Where a teacher is appointed to the staff of one school after previous experience in another, it is probable that a shorter period will be sufficient for the purpose, if any probation is thought necessary. Here, again, the fact that a teacher is on probation will not affect his position on the scale.

24. Teachers of Special Subjects.—So far we have considered teachers as a homogeneous group, the members of which, in virtue of their academic qualifications, constitute a well-defined class, though they may be distinguished from one another in respect of training, previous experience or special ability in their profession. But we have also to consider other full-time members of the teaching staffs, including the teachers

who deal with subjects which are not ordinarily studied in Universities and other places for higher general study on the university plane. Among the subjects in question are Art, Music, Physical Exercises, Domestic Subjects, Handwork and Commercial Subjects.

There is perhaps not one of these subjects which has a uniformly defined relation to the whole curriculum of the school, wherever it is taught. The teaching of Music, for example, may be confined to class singing with or without the provision of additional lessons for individual pupils; it may on the other hand be made in various ways a large educational factor throughout the school, by the organisation of a school orchestra, the provision of opportunities for hearing good music and the cultivation of musical taste. Again, in some schools the scope of the art teaching and its influence on the education given may be much more extensive than in others. As compared with Art and Music again, the teaching of Commercial Subjects and Handwork in a Secondary School is perhaps less likely to influence the character of the school work as a whole; while Physical Exercises must be considered from a different point of view from all of these. The place of a special subject in the work of a school depends in part upon the nature of the subject, in part upon the educational ideals of those who frame the curriculum, and in part upon the teacher who is responsible for the instruction. But if any of these subjects is to have a place in the curriculum of importance co-ordinate with the subjects which are traditionally part of the secondary school programme, it is clear that the work must be entrusted to teachers who, in respect of intellectual fitness for the work of secondary school teaching, can take their places as full members of the staff, side by side with graduate teachers. If a teacher of this quality is required and can be found, we see no reason for discriminating between him and graduate members of the staff in respect of remuneration. If, on the other hand, it is not desired or found possible to employ special teachers who, in respect of their own education and general suitability for the work of secondary teaching, are properly to be compared with graduates, we see no reason why the scale of remuneration for the one type should be extended to the other. An individual teacher of any subject, irrespective of the nature of any formal qualification he may possess, may prove to be in all ways deserving of the treatment given to graduate members of the same service; and we hope that Governing Bodies will be ready to extend to such a teacher the same salary arrangements. But if the question of financial treatment has to be decided for special teachers as a whole, or for any particular group of teachers, it becomes necessary to enquire whether their qualifications for the purpose of teaching in Secondary Schools are to be regarded as equivalent to those of graduates. Unless they are, we do not consider that there is substantial ground for giving them, as a class, the same financial treatment as is given to graduates.

For practical purposes it may be taken that the possession of a degree indicates that the holder has reached a certain standard of attainments in general school subjects, that he has then pursued in a university institution a full-time course of at least three years duration, and that he has satisfied the university authorities as to his proficiency in his studies. If the formal qualification held by a special teacher is to be accepted as equivalent to graduation, it seems to us that certain conditions must be satisfied. The regulations under which the qualification is given must provide a guarantee that the holder, before beginning his special studies, has reached a standard of general education not lower than that required for admission to a University, the course of special study must be full time, comparable in duration with the course for a degree, and be entered upon at a corresponding age, the place of study must be reasonably comparable with a place of university instruction, and the qualification must be awarded by a properly constituted body which is as acceptable for its own purpose as a University is for attesting the proficiency of university students. It may be that such conditions cannot in existing circumstances be realised as regards every special subject. As to that we express no opinion, though we may observe that the absence of satisfactory standards of qualification will necessarily make it difficult to arrange for the salaries of the teachers concerned. It then becomes necessary to fall back upon such estimate as can be made of the value of the teacher's services as judged by his or her work in the school; and, until that judgment can be made, Governing Bodies will naturally be reluctant to give to such teachers the financial treatment provided for graduates.

On pp. 48-51 an account is given of the various qualifications which are most likely to be presented by special teachers as evidence of their capacity to do the work for which they offer themselves. These, it will be seen, are very diverse in character and standard. After careful consideration we do not consider that any of them can properly be regarded as qualifications equivalent to graduation for the purpose of teaching in a Secondary School, except the new Teaching Certificate of the Board of Education for Teachers of Art, and the Full Associateship of the Royal College of Art, if endorsed with a Teaching Certificate as evidence that the holder has satisfied the same requirements as to general education and professional training as are prescribed for the new Teaching Certificate. Some question has been raised as to whether the technical artistic qualifications implied in the new Teaching Certificate may not prove, in some instances, to be specialised to an extent that may limit the usefulness of the holder as a teacher in a Secondary School. As a rule it will not be practicable to use the services of more than one highly qualified art teacher, and such a teacher should therefore be prepared to undertake a somewhat wide range of work for pupils who will not require advanced instruction in any particular branch of Art. Without venturing to pronounce upon this criticism we think that we may, without exceeding our reference, call attention to the point as illustrating the kind of difficulty which is apt to arise through the absence of schemes of training specially designed for intending teachers in Secondary Schools.

We have also been struck by the complete absence of any provision for the training of men teachers of Physical Exercises comparable with that made in several institutions for training women teachers.

While we are unable in present circumstances to suggest that any qualifications in special subjects, other than Art, should be recognised as equivalent to graduation, we are aware that attempts are being made to establish courses of instruction and training in certain of these subjects on a basis which will reasonably meet the requirements we think essential for such recognition. If these efforts are successful in establishing, to the satisfaction of the Board of Education, fully developed training courses of not less than three years duration, under proper conditions as to the admission and final testing of the students; we trust that Authorities and Governing Bodies will be ready to admit teachers who have taken such improved courses to the benefit of their scales for graduates.

Where the full time teacher of a special subject is not placed upon the normal scale it is clearly reasonable that his remuneration should be arranged by some scale. If there are two scales in force, such teachers might perhaps be properly placed on the lower scale, or a special scale might be framed for each teacher. In any event it should be understood that teachers whose services prove to be exceptionally valuable have prospects of promotion to the normal scale for graduate teachers.

25. **Part-time Teachers.**—A part-time teacher may be one who occupies the whole of his time in teaching in several schools under one Authority, or under several Authorities; or he may be one who spends part of his time in private teaching or in some wholly different occupation. For the moment we do not take the term to include a teacher in a Secondary School who, after doing whole time work there, does what may be considered overtime work elsewhere. Apart from what we have said above as to teachers of special subjects, it does not seem practicable to provide a definite place for a part-time teacher on a general scale except in the first case mentioned, that is, where all his working time is spent in teaching for one Authority. Here no difficulty will be found in placing him on the prevailing scale, when it is decided how much allowance is to be made for the time he spends in going from one school to another.

In the other instances mentioned it is impossible to suggest any precise rules. Where a teacher spends part of his time in private tuition or some other occupation each case must be decided by itself; but where he serves several Authorities his total salary should not be less than if he were on a regular scale; and it may be found convenient to pay him a fixed salary in each school, with a definite understanding that the question of increasing it shall be considered after a certain period of service. In any event a regular part-time teacher should in the earlier part of his career always have the same kind of prospect of an advance in his salary that is open to a whole-time teacher on a regular scale. So far as it relates to teachers of general subjects in Secondary Schools, the matter is not of much importance, but in view of what we have said above it is desirable to notice it here.

26. **Headmasters and Headmistresses.**—So far we have considered only the case of assistants; it remains to be seen how far what we have said applies to headmasters and headmistresses, both of whom for present purposes we take to be included under the former term.

(a) *The Provision of Scales.*—The first point that arises is the desirability of payment by scale in the case of a headmaster. His position on appointment is so different from that of an assistant on the threshold of his career that many of the considerations that apply to the one do not apply to the other. Assuming that his salary is sufficient—we are considering future possibilities rather than existing facts—his position may be regarded as secure. In the great majority of cases, where his chief aim is not to enlarge his experience, he will not expect promotion, we hope he will not wish for it; his honourable ambitions will have been, we will not say satisfied, but encouraged; he will probably be so far removed from the type of man who is satisfied with remaining at the lowest standard of efficiency that he will regard his post chiefly as an opportunity for undertaking a new kind of work; his merit will have been recognised, and he will no longer have to be reckoned as a member of a class, for his personal merits or demerits will always be the subject of criticisms from persons whose qualifications for forming an opinion will be even more various than the points of view from which they speak. These considerations go to show that scales are inappropriate to headmasters.

On the other hand there is a strong, and in our opinion perfectly justifiable feeling that continuous service in a post of importance deserves recognition by an increase of salary; and this feeling, though more prevalent among those who receive the salary than among those who are responsible for its payment, affects the latter to a considerable extent. Such an increase, if it is to be of much value to men appointed comparatively late in life, must take place soon; that is, if there is a scale, it should be a short one. A definite provision for increments of some kind will also have the advantage of putting an end to a state of affairs that exists widely at present, namely, that a headmaster will probably at some period receive an increase in his salary if he asks for it. The result is that many men, for reasons entirely creditable to themselves, do not receive an increase that they deserve, while the converse case is at least possible.

On the whole, therefore, we consider that in most cases the salaries of headmasters and headmistresses should be paid according to scale, and that the scale should be a short one, say five years. The total increase should be considerable, and we incline to the view that the increments should be annual. We must add that the increments we are considering are automatic, that is, they will form part of the salary which the headmaster regards as assured in the future when he accepts his post. Such a system should not preclude the possibility of an increase of salary in special cases, *e.g.*, where a headmaster is conspicuously successful in his work, or in any way raises the reputation of the school. Where such an event is contemplated a promise that an increase of salary will be considered at a later period is not unusual, and may be useful. If a formal scale is not thought advisable, there should be an undertaking that an increase of salary will be considered within some definite period. But we hope that, in any event, as much as possible may be done to make it unnecessary for a man who deserves an increase of salary to feel that it will not be forthcoming unless he asks for it.

(b) *Present Salaries.*—In the case of assistants we have said that the institution of scales raises the general question of a National Scale. This does not apply with the same force to scales for headmasters. In dealing with their position a Local Authority will not have to consider more than a few individuals; and as a rule a headmaster who is not young enough to wish for variety of experience will not change his school. There is, therefore, not the same necessity for uniformity among their scales as there is among those of assistants. At the same time we have no hesitation in saying that the headmasters and headmistresses of many of the smaller Secondary Schools in the country are very seriously underpaid. It appears that out of 685 headmasters of schools on the grant-list, 165 are paid less than £350; and that of 365 headmistresses of schools on the grant-list, 128 are paid less than £300. We have no doubt that this state of things is detrimental to the prospects of secondary education.

(c) *Basis of Salaries.*—The question of the basis on which the salaries of headmasters should be fixed is not an easy one to answer, except in very general terms. In the first place, however, we have no doubt that the salary of a headmaster should be such as to imply a recognition of the fact that he is responsible for the performance of duties that differ in kind from those of an assistant. His qualifications as a teacher must of course be high. But he has other duties to perform which call for qualities not necessarily possessed by successful assistants. Where he does not himself appoint the staff he is responsible for advising the appointing body on the subject; he is in general responsible for the efficient conduct of the school, and the direction of his staff is one of his most important duties. He will probably be largely responsible for the aims of the education given in the school, and solely responsible for the means adopted to carry them out; and he is the representative of the school to the outer world, and has to see that it is adapted to the changing demands that are made on it. In view of these considerations we see no reason for saying that a headmaster's salary should as a rule bear any particular relation to that of his assistants, except indeed that it should be considerably higher than that which any of them can reach, which is frequently not the case at present. Instances have been quoted to us where the salary of the headmaster is many times larger than that of

the best paid of his assistants. We are not in a position to say that such an arrangement is necessarily wrong, provided that the salaries of the assistants are adequate, and that it is made clear that the large salary paid to the headmaster is not paid at their expense.

The two principal matters that should always be taken into account in fixing a headmaster's salary are in our opinion the size of the school, and, what is certainly not less important, the character of the work done.

As we have already said, we wish to emphasize the importance of the smaller Secondary Schools in the country from more than one point of view. If the educational system of the country were not what it is, there might be very good reasons for saying that the size of the school should not affect the headmaster's salary. At present, however, it is impossible to say this. The responsibilities of managing a large school with a large staff must be greater than those incurred in the headship of a small school. It may be that a large organisation, taught by a large staff, is less likely to fail so long as it works well, than a smaller one. But if defects occur they will be harder to detect and to correct, and their results may be more serious. At present we believe that the headmaster of a school of four or five hundred boys would feel himself seriously aggrieved if he were not paid more than the headmaster of a school of a hundred or less, and we cannot say that he would be wrong.

But while the size of the school must be an important factor in determining the salary of the headmaster, the character of the work done in many of the smaller Secondary Schools should be realised and recognised. One of the most important functions of a well-organised Secondary School is to discover and develop pupils of ability and give them opportunities for further education. This function will in fact be discharged by the headmaster, and will require constant vigilance and care on his part. The small Secondary School may fulfil this function within its limits quite as well as the largest school, although the task may be more difficult to achieve where the staff is small, and therefore occupied with many things. We are of opinion that where the small Secondary School does in fact fulfil this function, and sends on to places of higher education its due contribution of pupils of well-developed ability, this important work should be recognised by reducing as far as is practicable the gap between the salary of the headmaster and that of his colleagues in charge of larger schools.

There may also be schools where a progressive Authority may properly wish to see an attempt made to solve some educational problem. In such cases the question of the size of the school will be a less important factor in determining the headmaster's salary than the character of the work done.

(d) *Profits on Boarders.*—All our witnesses who have spoken on the subject have deprecated, some with a certain degree of warmth, the system by which headmasters make a profit by providing for boarders, and we may suppose that the disapproval so expressed extends to the case of assistants. To reward a teacher by allowing him to try to make money as a caterer is a practice that cannot be defended. Heads or assistants who take charge of boys should be suitably rewarded by the Governing Body, on whom all financial responsibility should rest. At the same time we are aware that under the present system much excellent work has been done, and that in some cases the system must endure for a time. But it must disappear before the payment of teachers can be placed on a really satisfactory basis.

(e) *Part Payment by Capitation Fees.*—Part payment by capitation fees is a more difficult question. This practice was adopted by the Charity Commissioners, and subsequently by the Board of Education, in making schemes for Secondary Schools, in accordance with the recommendation of the Schools Inquiry Commission, 1868.* This Commission advocated its introduction as a remedy for what was then a manifest abuse—"the spectacle, not by any means rare, of a master receiving all the money from an endowment and from incompetence or idleness doing little or even absolutely nothing." This, they felt, was "a scandal that ought to be impossible." The circumstances which at that date led to the adoption of part payment by capitation have changed, largely owing to the growth of public control throughout our educational system. The abuses then rife are not to be feared in schools under regular inspection and subject to public control. While the practice still holds good in a large proportion of the Secondary Schools with which we are concerned (see pages 37, 52 and 53), it is noteworthy that it is far less common in schools maintained by Local Education Authorities than in Foundation Schools. Moreover, for some time it has been passing into disfavour. We have heard of many instances in which it has been abandoned, and none in which it has recently been introduced. Almost all the witnesses who have referred to the subject before us have condemned it. The two leading objections to it are that it tends to give too much credit to what will probably always be a popular point of view, which thrusts much more important considerations into the background, viz., that the size of a school is the best indication of its merit, and that it places the headmaster under a strong temptation, of which he may not always be conscious, to admit or retain unsuitable pupils. We are fully aware that such a deeply rooted practice cannot suddenly be abandoned, but we have no hesitation in recommending that payment by capitation fees should be abolished, so soon as arrangements can be made for paying adequate salaries without them.

27. *Grace Terms.*—Many of our witnesses called attention to the narrowing effect of teaching work of the same character continued over a long period, and to the need of some system by which teachers could keep themselves abreast of advances in knowledge by undertaking original work or research. An occasional change of school may do something to refresh a teacher's interests, but besides this we are of opinion that many teachers, after a lengthened period of service, would make excellent use of one, two, or even three terms devoted to research, or to studying schools or educational systems at home or abroad. We think, therefore, that it would be of advantage to the schools that the Authorities which provide the salaries should take power to grant leave of absence on full pay to teachers who have served for a number of years, and that they should make it clear in their scales that leave of absence for the purposes in question will not affect adversely the teachers' emoluments or prospects.

III.—TECHNICAL SCHOOLS AND EVENING CLASSES.

28. *Difficulties of the Enquiry.*—We have already attempted in § 2 to give some general account of the numerous and very varied organisations included under the above head. We have shown that the subject we have now to consider is extremely complicated. Some of the work is still in the stage of experiment; the work of evening continuation classes will be revolutionised if the current educational

* Schools Inquiry Commission. Vol. I. Report of the Commissioners (1868). Pages 598-599.

proposals become law; and, though the establishment of a system of day continuation schools may directly affect adolescents only, it would have far-reaching effects upon the character of the provision which would still be required for the further education of adults. For these reasons we cannot hope to deal with this branch of our enquiry completely, and we recognise that our suggestions for fixing the salaries of teachers in Technical Schools and Evening Classes must be of a very general kind, and will not necessarily be appropriate to every case that will come before an appointing body.

29. Classification of Teachers.—We have, however, received evidence from many competent witnesses, and we feel able to offer some general recommendations which may be of practical utility, even if the great changes now in prospect are carried out. We can best express ourselves by considering separately the cases of full-time and part-time teachers. The latter, as we show later, can hardly be grouped into strictly defined classes. But it is possible to classify full-time teachers according to the standard or type of work upon which they are engaged, and, to some extent, according to their qualifications. The principal distinction as regards the standard of work is that to be made between teachers mainly concerned with junior courses on the one hand, and those concerned with senior and advanced courses on the other. It must be remembered that, especially in Technical Schools, full-time teachers are engaged in the instruction of part-time as well as of full-time students. For practical purposes it is sufficient to say that junior part-time courses are provided in the evening continuation schools carried on under various descriptions, including in London the Junior Evening Institutes; that junior full-time courses are provided in the Junior Technical and Junior Commercial Schools; that senior and advanced full-time courses are provided in some Polytechnics and Technical Institutes; that senior and advanced part-time courses are provided in the same institutions, and also in such schools as the Senior (part-time) Commercial Institutes to be found in London and some of the greater provincial centres. Junior Technical Schools are frequently organised as departments of Polytechnics or Technical Institutes, but otherwise it may be said in general terms that those institutions are not concerned with junior courses. In these circumstances we feel that the full-time teachers we have to consider can best be classed as teachers of senior and advanced students and teachers of junior students. The fact that a certain number of teachers divide their time between students of both types presents no essential difficulty, when the principles applicable to the two main classes have been established.

30. Full-time Teachers of Junior Students—Assistants in Junior Technical Schools.—Full-time assistant teachers of junior students are practically engaged only in Junior Technical Schools and schools of a similar character. Junior Technical Schools, if of normal type, provide courses of two or three years duration, the aim of which is to prepare the pupils for some particular skilled industrial calling at the age of about 16, and at the same time to continue their general education. These schools have been conducted under a special body of regulations now under revision; and there is no doubt that such schools will still be required, whatever changes may be made as regards the part-time day education of employed young people. The characteristic to which we have referred above, that is, the combination of what may be called pre-apprenticeship instruction with a continuance of general education, distinguishes the work of these schools from that done in Secondary Schools and Elementary Schools for children of similar age. The schools for boys include those preparing for engineering and constructive work, *e.g.*, building, in addition to certain schools for highly-specialised industries such as photo-engraving, silver-smithing, book-production and cabinet-making. The schools for girls prepare in the main for the needle trades, for domestic employment, or for certain industrial employments such as laundrywork and hair-dressing. The particular aim of such schools presents a problem which is novel in character, since they have to meet the double function of giving in one course both vocational and general instruction. In these circumstances the need for very carefully selected teachers is obvious. While some should be of the graduate type, as being mainly concerned with the general side of the curriculum, others are required with industrial experience; but it is clear that the teacher of either type must have a due appreciation of the work of his colleagues, and that the graduate teacher should be exceptionally qualified as regards competence to deal with the special and new educational problems which the schools present. Hence we are of opinion that graduate teachers, or teachers having equivalent qualifications, in Junior Technical Schools should be on the same scale as that of Secondary Schools. Teachers other than graduate teachers, if not placed on the same scale as the graduate teachers, should be placed on personal scales, appropriate to their qualifications and the nature of their responsibility. So far as artisan teachers are employed for purely practical instruction the considerations mentioned in § 32 (c) will apply.

31. Heads of Junior Technical Schools.—The considerations we have set out above as to assistant teachers of Junior Technical Schools apply even more to the heads of the few schools of this type which are comparable with a medium sized Secondary School. In these cases we consider that such remuneration as is appropriate for the headmaster or headmistress of a Secondary School of the same size and a similar leaving age will be appropriate to the head of a Junior Technical School. In a school forming part of a larger institution, if the position of the head of the Junior Technical School is that of the head of a department his salary should be arranged accordingly.

32. Full-time Teachers of Senior and Advanced Students—Assistants.—The full-time assistants concerned are as a rule employed in Technical Schools only. But they do not form a homogeneous group such as the body of assistants in Secondary Schools. The evidence that we have heard suggests that they fall into three fairly distinct groups:—

- (a) The first group comprises men of academic or professional qualifications which in some cases are represented by degrees and in others by formal qualifications which are equivalent to degrees. These qualifications are often supplemented by industrial experience.
- (b) The second group comprises men who unite with an intimate knowledge of the processes and technique of an industry a knowledge of the applied science of that industry. While any academic qualifications they may have will be lower than those of the previous group, their long works experience and high technical knowledge may constitute an equivalent qualification for the special purpose for which they are required.
- (c) The third group includes men with a practical, rather than a scientific, mastery of their particular craft, who undertake practical teaching but are not expected to give instruction in theory or technology. Without making the point the basis of an absolute distinction, it may be said that such men are not as a rule lecturers.

(a) *First Group.—Graduates and those possessing Equivalent Qualifications.*—It is not to be supposed that the work of a graduate teacher of senior and advanced students who belongs to the first group will be the same in whatever school he may be working. Among the students for whom such a teacher is required there may be full-time students desiring instruction in preparation for university degrees in pure or applied Science or even in Arts, or students preparing for a diploma or certificate in applied Science issued by the institution, or part-time students who spend their leisure in preparing for degree examinations or desire instruction in the science or technology of their occupation. In existing circumstances the teacher may at one institution be concerned with students of several types, including both full-time and part-time students. At another he may have little or no teaching work during the day, and be concerned mainly with the teaching of part-time industrial students who desire scientific instruction of quite an advanced character in its way, but whose interest in their subject is practical and specific rather than general or speculative, a fact which does not in any way simplify the work of the teacher. Thus this type of teacher in one school may be concerned with full-time students comparable with university students of pure or applied Science, or with the most advanced pupils who are studying Science in a Secondary School. In another school he may be concerned with the more specialised educational needs of apprentices and other industrial students whose attendance is usually limited to a few hours weekly in the evening. Such variations will inevitably and properly mean that men of somewhat different qualifications are required in different posts, and these differences will be reflected in the amounts of their salaries.

Even in schools where the students to be taught are mainly of the apprentice type, teachers who have sound academic knowledge as well as industrial experience will be required. The students are adolescents or adults, and the work is often made more onerous by the conditions of evening instruction. Again, there is the possibility of competition with industry for the services of technically trained men, just as there is the possibility of competition with commercial and administrative work for the services of graduates in general. Having regard to all the circumstances, we think that in any Technical School the remuneration of teachers in the first group should at the least be as high as in Secondary Schools, while there are the same reasons for payment by scale and for the reaching of a normal maximum at the same age and by similar increments. If professional or industrial experience subsequent to graduation is required, regard should be had to the length of that experience in determining the initial salary. There are of course in some schools not a few exceptional cases where, owing to the type of the student to be taught, the work so much resembles that of a university lecturer as to demand the services of a man capable of advancing knowledge in his own subject and of training promising students in methods of research. To attract such men higher remuneration will be necessary than we have indicated above. And in a case where it is desired to secure a teacher whose industrial value is exceptionally high, it may be necessary to make a personal arrangement outside the terms of any existing scale, or even without regard to principles which apply in less exceptional cases.

(b) *Second Group.*—Teachers in the second of the groups we describe above differ from those in the first group in that they ordinarily teach industrial students only, so that their substantial experience in an industry is as essential a qualification as scientific attainment or aptitude for teaching. Their trade experience may make them specially valuable to industry, and for this reason the amount of remuneration may ultimately be determined by the fact that if the school wants only the kind of man whom the industry would prefer to retain, he is not very likely to make a large financial sacrifice in order to become a teacher. This may indeed be the main consideration in settling his remuneration, both in amount and in arrangement, but apart from this possibility there are in our view the same general reasons as in other cases for arranging a salary that reaches a normal maximum at about the same age as in the case of a secondary school master.

The classification which we have adopted for the sake of clearness does not necessarily mean that teachers of one group will be paid at a lower rate than those of another. Consequently, while there is greater variation in the qualifications of teachers in the second group than in the first, the salaries of many of them will very appropriately be as high as those of some teachers in the first group.

(c) *Third Group—Artisan Instructors.*—Though the distinction between the second and the third of the groups described above is not absolute, artisan instructors seem to have a position of their own. They are essentially skilled workmen, and, provided that their skill is adequate, the primary requirement is that they should be personally suitable for teaching and capable of imparting some of their skill to others. The competition of industry will in most cases be a determining factor in fixing salaries in this group: in general they will vary so widely that it seems to us impossible to suggest any scale which would be applicable to all or even the majority of cases. Some of the considerations which make payment by scale desirable apply as much to this group as to others. We therefore think that Authorities would do well to institute personal scales for teachers of this group. But the possibility of promotion to the second group should always be open to the artisan instructor of exceptional ability who becomes qualified for higher work.

33. Full-Time Teachers of Senior and Advanced Students—Heads of Departments.—In a fully organised and well-equipped Technical School there may be several departments, each requiring the services of a head upon whom lies the responsibility not only for organising the work of his department and supervising its staff, but also for keeping the work of instruction and of research in cases where a staff capable of research is employed, in constant touch with industrial requirements. The considerations we have mentioned as to the services of men whose industrial value is high will be even more applicable here, and may affect not merely the amount of their remuneration, but also its arrangement. Subject to this a short and steep scale is as appropriate to the head of a department in a Technical School as to the headmaster of a Secondary School. But different departments in the same institution, or the departments in different institutions which deal with the same subject, will differ so much in importance that, as regards amount, we can only suggest that there should clearly be a substantial increase in remuneration when an assistant succeeds to the wider responsibilities of a headship of department.

34. Principals.—The position of principal of a Technical School or other institution for senior students such as a Senior Commercial Institute, carries with it duties which may vary in character almost indefinitely according to differences in the institutions themselves. In a Monotechnic, for example, the principal combines the function of head of department and chief administrative officer. In a Polytechnic, or other institution with many branches of work, the principal will rarely be able to undertake the duties of head of department, and the task of general administration and educational direction will often tax his powers to the full. Again, in Senior Commercial Institutes, which are comparatively speaking in an experimental stage, the promotion of interest among employers and workers may well be of much greater importance than in a school which has firmly established its connection with the circle of industries concerned. These

considerations point to the necessity of dealing with each post so far as practicable as individual rather than as one of a class, and make it quite useless for us to suggest any principles governing the amount of the remuneration which is appropriate to the principalships. But in such cases, as with headships of departments in Technical Schools and headmasterships of Secondary Schools, the system of arranging remuneration by a short steep scale seems to be appropriate.

35. Part-time Teachers.—The employment of persons whose main occupation is not scholastic is more prevalent for the teaching of senior part-time students than in other branches of educational work, owing mainly to the great preponderance among such students of those who attend in the evening only. Such teachers vary almost indefinitely in their qualifications. Some are men engaged in definite professional practice, others are trade experts, others are skilled artisan instructors. It is obvious that the rate of remuneration which might be attractive to men of one of these classes would be quite inappropriate to those of another. There are, we believe, instances where such work is undertaken more as a public service than as a means of adding to an income, and in such a case any payment is rather to be regarded as an honorarium, attesting that the service is valuable, than as a measure of value. In other cases the work is done in consideration of the money to be earned, and is discontinued when the income from profession, trade or employment improves. In these circumstances it is obvious that the only course which can be followed by an Authority is to pay adequately for the services of those who can do work of the quality desired. The answer to the question whether there should be a scale in these cases will clearly not depend on the same considerations as apply to salaries which represent the main, often the only, earnings of a man or woman whose life work is teaching. It has been represented to us that there is much change among part-time teachers, partly inevitable owing to such alteration in personal circumstances as increase of income, partly avoidable so far as it is attributable to the absence of prospects. In order to retain the services which are of most value, the salary of a teacher doing good part-time work might with advantage be increased two or three times at intervals of say two or three years, so as to provide a scale of moderate length.

Another point that has been brought to our notice is the effect of the premature closure of a class upon the remuneration of a teacher who is paid separately for each class meeting or hour of instruction given. A class may close without any default on the part of a teacher, from circumstances, such as a press of work in the shops, over which he has no control; and it is particularly likely to happen where a progressive Authority is anxious to make experiments. The system by which aid is now given to the Authority for part-time work is such that a decline in the numbers attending will not necessarily affect the grant; but, if there is an entire failure of attendance, payments made to the teacher for meetings which have not been held may be a dead loss to the Authority. On the other hand the immediate cessation of payments may seem inequitable to a teacher who has given time and thought to planning his course and perhaps renounced opportunities of making other profitable use of his time. We feel that while there is no reasonable ground for complaint, if the conditions under which a teacher is engaged are made clear to him at the outset, some middle course between payment for a whole term's meetings and payment for only so many meetings as were held would possibly be a reasonable way of distributing the loss where a class has been prematurely closed. As regards well-established classes, where no question of premature closure arises, we see no particular advantage or disadvantage in the terminal or sessional method of payment, as compared with the system of payment per hour or per meeting. A sessional payment may, however, be a more convenient arrangement if a scale for part-time teaching is contemplated.

36. Relations with Industry.—It has been mentioned to us in evidence that, as one means of securing a close relation between the schools and the industries to which their work is related, it may be desirable to encourage the use of teachers who, during ordinary working hours, divide their time between paid employment in an industry and paid teaching work in relation to it. Without venturing an opinion of our own on the advantages of such a system, instances of which we believe can already be found both at home and abroad, we may say as regards the payments made for teaching in such cases, that the reason for scales seems to us to be as applicable as where teaching permanently occupies the whole of the man's time. Other methods of promoting co-operation between the schools and the works are the encouragement of research in the institution and the acceptance of consultant and advisory work in connection with industry by members of the staff. Questions of salary are not directly involved in such arrangements, though a man whose services in the way of consultant and advisory work are in demand may expect a larger salary if he is not allowed to practise privately. In such a case the interests of education are the matter to which the Governing Body will, we assume, give their attention; it will often happen that a man's teaching work will gain in value if he is in constant touch through advisory and consultant work with the most recent industrial developments. On the other hand, such work may prove engrossing of time and interest to an extent that reacts unfavourably upon the students. The balance of advantage seems to us to lie in a system by which permission renewable for successive periods is granted under regulations which ensure that the teaching service of the institution is not hampered, and that the use made of the permission is reported to the Governing Body or some expert committee acting as their advisers. The system under which the teacher concerned retains the fees, less the expenses, if any, caused to the Governing Body, seems to us reasonable.

37. Teachers of Commercial, Domestic and other Subjects.—It should be understood that much of what we say above is applicable not only to teachers of the industrial subjects customarily associated with the term technical education, but also to teachers of Commercial Subjects, teachers of Domestic Subjects, and, generally, teachers of any of the wide range of subjects taught in institutions of the type under consideration.

IV.—SCHOOLS OF ART.

38. Assistant Teachers.—From what has been said earlier as to the nature of the work of Schools of Art it will be understood that the teachers required have a general resemblance to those in Technical Schools.

We have in the first place to consider teachers who, besides being qualified as artists or artistic craftsmen, obtain the Full Associateship of the Royal College of Art endorsed with a Teaching Certificate, or the new Teaching Certificate of the Board of Education for Teachers of Art. These teachers correspond to teachers of the graduate class, and their salaries should be arranged accordingly. Many existing teachers hold the Art Master's Certificate issued under former regulations, or the Full Associateship of the Royal College not endorsed with a Teaching Certificate. Such teachers should be placed on personal scales according to their individual merits, and very many of them will of course be deserving of the same financial

treatment as is given to graduates. In the third place there are teachers of a similar type who have made some progress towards obtaining the Board's new Certificate or the Art Master's Certificate, or have obtained the Associateship of one of the Schools of the Royal College. The suggestions we have made as to non-graduate teachers in Secondary Schools are, we think, applicable to these teachers. In the fourth place there are practising artists and craftsmen, some of them of distinguished position in the artistic world, who hold none of the formal qualifications already mentioned. Most of the teachers of this type do not give their whole time to teaching. In the rare cases where such persons become full-time teachers the principles we suggest for dealing with the second group of full-time teachers in Technical Schools are applicable (*see* § 32 (b)), and here, of course, the question of competition with professional or industrial occupations may arise. In the large schools there may be a fifth class of teachers, corresponding very closely to the skilled workmen employed in Technical Schools for practical rather than theoretical instruction. The treatment we have suggested for full-time artisan instructors in Technical Schools will be appropriate to the few full-time instructors of a similar type who may be employed in Schools of Art.

What we have said about part-time assistants in Secondary and Technical Schools applies to Schools of Art, and need not be repeated here.

We understand however that changes may be made as regards the Diplomas of the Royal College of Art, and, if considerable alteration takes place, the distinction we have made between the Full Associateship and the Schools Associateship in present circumstances may cease to be applicable.

39. Principals.—The salaries of principals of Schools of Art and those of the heads of art departments in Technical Schools are subject to the observations that we have made on principals and heads of departments in Technical Schools.

40. Opportunities for Original work.—It is in many cases desirable that teachers in Schools of Art should enjoy suitable opportunities of keeping in touch in a practical way with the industries with which the art or craft they follow is connected. This will best be done by actual practice in original work of a high standard. Such opportunities will naturally occur in the case of the fourth class of teacher we have mentioned, namely, those who have been practising artists before becoming teachers; but we think that it should be possible for teachers of other classes to undertake such work if they are fitted for it, and that reasonable facilities for so doing should be offered to them by the school authorities. We need not make any particular suggestions as to how this should be done; but it must be remembered that the practice of some forms of art or craft requires a comparatively long continuous period and workshop appliances.

V.—TRAINING COLLEGES, &c.

41. Lecturers in Training Colleges.—(a) *Lecturers in Training Colleges for Elementary School Teachers.*—It appears from what we have already said that colleges which train students to teach in Elementary Schools are exceptionally homogeneous as regards the nature and the aim of their work. Whether the college is in town or country and whether it is large or small, it is dealing with students the great majority of whom are about the same age, and take courses of the same duration in preparation for a common examination. The lecturers all stand, therefore, on very much the same footing, and the reasons that make scales desirable in Secondary Schools make them desirable also in Training Colleges. There is, indeed, one reason that makes their introduction in the colleges particularly desirable. The training of teachers is highly specialised work; the students are all members of one branch of one profession and are being educated for a very special purpose. It is essential that while some of the lecturers should be young, all should have as wide an experience of teaching as possible before entering upon training college work, the general rule being that at least three years experience in a school is an indispensable qualification. The problem of keeping teachers in a Technical School in touch with the industries for which they prepare their students is a difficult one. In the opinion of many well qualified authorities a similar and no less difficult problem arises in Training Colleges. Something might be done in this direction by the occasional grant of a grace term (*see* § 27). In a perfect system there would be an interchange between the members of the staff of a Training College and the schools, which might be secured by the junior lecturers in the college taking up teaching in the schools and returning to the college; by selected teachers in the schools being seconded to do temporary duty in a college; or by the two systems supplementing one another. It is obvious that some co-ordination of school and college scales would facilitate these temporary exchanges. Again, it seems reasonable to suppose that successful experience as a member of a training college staff would be of considerable value to a teacher appointed to a responsible permanent position in a school; but we have evidence of considerable weight to show that, in appointing teachers to higher posts in Elementary and Secondary Schools, Authorities are unwilling to avail themselves of the recruiting ground that the colleges afford. They consider, not without reason, that teachers already employed in schools have the first claim to any promotion that is available; and it is said that the obstacles in the way of a college candidate are almost as pronounced where the college and school are provided by the same Authority as where they are not. Such appointments might occasionally be made to the great benefit of both schools and colleges, but no change in the direction suggested is possible unless the authorities of the schools and colleges unite to promote it. The general policy of such interchange lies outside the scope of our reference, but it might be facilitated if, as we have already suggested, scales in colleges and schools were related to one another. For example, it might be arranged that the emoluments of ordinary posts in colleges, while more attractive than those of ordinary posts in schools, should be, approximately, similar to those of higher posts in schools, such, for example, as headships of important Elementary Schools and certain posts of special responsibility in Secondary Schools.

(b) *Lecturers in Training Colleges for Secondary School Teachers.*—The considerations that make scales desirable in colleges preparing for work in Elementary Schools apply to colleges preparing for work in Secondary Schools. So far as their students are concerned, the latter are not so homogeneous as the former; for, though they receive a grant for graduate students only, they in fact admit a considerable number of students who are not graduates. But these differences do not affect the principles by which the salaries of the staff should be governed. What we have said as to the interchange of lecturers between college and school applies as much to one kind of college as to the other.

(c) *Considerations applicable to both Types of Lecturers.*—An important reason why the scale of a college of any type should differ from that of a school is that the staff of a college has to supervise actual

practice in teaching; a considerable period of successful experience of the routine and practice of teaching is therefore an indispensable qualification if the work of training is to be done efficiently. The scale of a college, whether for elementary or secondary school teachers, should therefore be framed so as to attract not only teachers of experience, but teachers of exceptional merit. Unless however the scale is framed so as to be more attractive than those prevailing in the schools there can be no security that the staffing of the colleges will be placed on the desired basis. The Training Colleges of both kinds suffer in fact, for reasons that we have indicated, from a certain degree of isolation. The institution of scales related as we have suggested may help to correct this to some extent; further, promotion to posts of special responsibility in the college will serve as some compensation for it; and it should be remembered that Training Colleges, especially when they are residential, offer opportunities for establishing such posts.

In colleges of both types the staff is often wholly or partly resident, and the remarks we have made on the subject of residence (*see* § 18) are applicable.

42. **Teachers in Training Schools for Intending Teachers of Domestic Subjects.**—We have explained in § 5 the points in which the work of these institutions differs from that of Training Colleges in which students are prepared for the general work of teaching in Public Elementary Schools. As they are few in number and make no provision for continuing the general education of their students, they draw to a much smaller extent than ordinary Training Colleges upon the main sources of teaching power which are available for Secondary Schools and Training Colleges. In particular, a university graduate is seldom required, except perhaps for such instruction in general elementary Science and Science in relation to Housecraft as is given in the diploma course. So far as graduates are employed, we think that the principles which apply to the remuneration of graduates in Training Colleges are applicable to Training Schools. But as regards other lecturers in Training Schools, we do not think it possible, in view of the considerable differences between them and graduates, to suggest any relation between their salaries and those of ordinary lecturers in Training Colleges. It is obvious that those who are to train others to teach Domestic Subjects should not only have high technical attainments and successful experience in school work, they should also have an outlook over educational problems sufficiently wide to ensure that the students they train shall have a right understanding of the place of Domestic Subjects in the education of girls. It can hardly be expected that persons of the desired quality will be attracted from schools and retained for the work of training, unless the salaries offered are more attractive than they can obtain as teachers in a school. As regards the question of a scale, we are clear that there are the same reasons, in the case of full-time lecturers in a Training School, as in the case of other full-time teachers, for payment by scale and for the reaching of a normal maximum at about the same age. The recent application to the Training Schools of grants of the same order as for Training Colleges will no doubt assist these institutions by promoting a larger supply of students, and will enable the authorities to improve the existing arrangements for the remuneration of their staffs, particulars of which are given on page 48.

43. **Principals of Training Colleges and Training Schools.**—The position of heads of these institutions does not seem to differ essentially from that of heads of Secondary Schools. As they are comparatively few in number, personal scales will be more easily arranged. Such scales should, as in the case of Secondary Schools and Technical Schools, be short and steep. Further, the question of residence, as to which we have already expressed our views (*see* § 18), affects the heads of Training Colleges a good deal, as many of them are resident, and such residence entails extended duty and increased responsibility.

VI.—THE APPLICATION OF NEW SCALES TO EXISTING TEACHERS.

44. We have hitherto considered only future teachers. The ultimate financial obligations to which the Authority or Governing Body is committed by adopting a scale for future teachers is to some extent a matter of conjecture; but, if such scales as we contemplate are to be introduced, it is clear that the full burden will not be felt for several years, and will considerably exceed that which must be borne at the outset. This consideration alone shows that, even if it were necessary to consider future teachers only, the nature of the scales to be established, the order of the remuneration to be provided by them and, indeed, the extent to which definite arrangements for payment by scale can be introduced as a normal system, will depend upon the amount of the additional financial aid which is assured to the responsible Authority or Governing Body.

But if payment by scale is to be the normal method of remunerating future teachers, existing teachers cannot be excluded from the benefits of the system. The problem with which Authorities and Governing Bodies will have to deal in this connection is immediate and not remote. The burden of introducing a scale will be a heavy one at the outset, and the amount of additional financial aid which can be assured to them will be the measure of their power to improve the salaries of teachers now in the service. Apart from this main financial problem, other difficult questions will arise in the application of the new scales to existing teachers. In the first place, the existing staffs include, besides graduates and those who have qualifications equivalent to graduation, a large number of persons, some engaged in the teaching of Special Subjects, such as Art, Music, Manual Work, Domestic Subjects and Physical Exercises, others taking ordinary form subjects, who do not possess formal qualifications equivalent to degrees. Among these teachers, and among art teachers in particular, there are not a few with formal qualifications of a substantial kind. Formal qualifications apart, we think that any teacher of special subjects or ordinary subjects, who shows himself in his work to be fully deserving of the financial treatment accorded to graduates, should receive that treatment and be included in the graduate class.

The Authority or Governing Body which has to apply a new scale to a staff of varied quality will of course find no difficulty in making the main distinction between teachers in the graduate class and other teachers; but may find it difficult to discriminate between members of the same class. Whether such discrimination is practicable or not, it will be necessary to decide at what point and in what manner an existing teacher shall be placed on the scale applicable to his class. It will be accepted as equitable by all concerned that newly appointed teachers should not be given too great an advantage as compared with those who have been long in the service. On the other hand, to place an existing teacher at a point on a new scale corresponding to the length of his service may entail a disturbance of financial arrangements greater than most Authorities would be prepared to face at once, even if a certain amount of financial assistance is assured on the basis of actual expenditure, and almost certainly more than most independent Governing

Bodies could contemplate. It is out of the question for us to suggest any detailed procedure to Authorities or Governing Bodies; but we hope that there will be general agreement with the following principles.

In the first place, the process of placing an existing teacher at a point on the scale considered appropriate should not be too long drawn out. In the second place, teachers whose cases are most urgent, in particular those with a long record of good service at low salary, should have some priority as respects either the date or amounts of the advances granted. In the third place, there should be no avoidable delay in giving to every teacher some substantial instalment of the advance which is ultimately to be given to him. We understand that there is recent experience, in dealing with services comprising large numbers of teachers, to show that it may be of advantage to confer with representatives of the teachers as to the principles which should govern the application of new scales to those already in the service.

We have referred to non-graduate teachers; and, in view of the large proportion of the non-graduate element in existing staffs, we think it will often be desirable to establish personal or even general scales for such teachers. There is so much variation in their qualifications, if not in the value of their work, that, though there may be good reasons for making the normal increments in their scales the same, it will not necessarily be appropriate that all should proceed to the same maximum, or that the salaries at which they are placed on their new scales should be regarded as made up of a common initial salary with allowances at a uniform rate in respect of their years of service. But in these as in other cases we think that the process of transition should be as short as the financial circumstances of the Authority or Governing Body will permit; that in some intelligible way priority should be given to more urgent cases, if all cannot be dealt with at once, and that some substantial instalment of any total advance intended for a teacher should be granted to him as soon as possible.

VII.—ILLUSTRATIVE SCALE OF SALARIES FOR ASSISTANT MASTERS IN SECONDARY SCHOOLS.

The following scale illustrates the principles which should determine the fixing of salaries for assistant masters in Secondary Schools who hold degrees or equivalent qualifications. The figures are illustrative merely, and must be read in connection with the subsequent notes:—

Year of Service for the purposes of the Scale.	Approximate Age.	Salary in £.	Year of Service for the purposes of the Scale.	Approximate Age.	Salary in £.
1	22-23	180	20	41-42	435
2	23-24	190	21	42-43	450
3	24-25	200	22	43-44	—
4	25-26	210	23	44-45	
5	26-27	220	24	45-46	
6	27-28	230	25	46-47	
7	28-29	240	26	47-48	
8	29-30	255	27	48-49	
9	30-31	270	28	49-50	
10	31-32	285	29	50-51	
11	32-33	300	30	51-52	+ 17 years
12	33-34	315	31	52-53	at
13	34-35	330	32	53-54	maximum
14	35-36	345	33	54-55	(£450).
15	36-37	360	34	55-56	
16	37-38	375	35	56-57	
17	38-39	390	36	57-58	
18	39-40	405	37	58-59	
19	40-41	420	38	59-60	
Total... ..					£14,055
Average Annual Salary					£369.9

NOTES ON THE SCALE.

(1) The initial salary in the case of an individual master will not necessarily be that corresponding with the first figure of the scale, and may vary upwards. Causes for such variation are: (a) the nature of the degree (§ 17 (a) and (c)); (b) training (§ 17 (d)); (c) previous experience (§ 17 (e)); (d) competition with other occupations (§ 7).

(2) It will be observed that the increments are annual, commencing at £10 and rising to £15 (§ 13); it is supposed that the salary provided is "substantial" after 10 or 11 years service, and that a maximum is reached after 20 years service. (§ 13.)

(3) No illustration is given of the additional payment to be attached to posts of special responsibility. Such provision may be made in several ways (§ 21). We suppose that where an immediate increment is given, it will be a substantial one, and while the higher maximum provided for such a post will depend upon its importance, we contemplate that there should be at least one such post in every school, with a maximum of not less than £50 above that provided in the normal scale.

(4) If a review of past services is contemplated, we suppose that in the above scale it would occur not earlier than the eleventh year of service.

VIII.—SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

SECONDARY SCHOOLS.

General.

1. We consider that the advantages of a scale of salaries for assistant teachers in Secondary Schools outweigh the disadvantages, and that the latter can be avoided by introducing a proper degree of elasticity in the application of the scale. The main end is to satisfy the reasonable expectations of the kind of men

and women who are wanted in the service, and for this purpose there must be, apart from promotion to headships, prospects of financial advancement in the form of posts of special responsibility open to those who render specially valuable service (§ 11).

2. We recommend that a minimum initial salary for teachers of the graduate class in all Secondary Schools in receipt of public money should be fixed by the Central Authority, and we further recommend that a minimum amount be prescribed at a later stage in the teacher's career (§ 12).

3. We recommend that the scale of a Secondary School should be so arranged that teachers will receive a substantial salary at the age of 32 or 33, with increments continuing up to the age of about 42 or 43. We suggest that the normal arrangement should be that increments should occur annually, and that ten pounds may be a convenient minimum (§ 13).

4. We recommend that increments should be automatic, subject to reasonable conditions being fulfilled as to the quality of the service rendered; and provision to this effect should find a place in the contract made between an Authority and a teacher, wherever the latter is employed on a scale. The Authority alone is responsible for the non-payment of an increment. An increment should not be withheld till the person to whom it is normally due has had any charges made against him fully explained, and has had every reasonable opportunity of making his defence against them before the proper body (§ 14).

5. The salaries of both men and women must be adequate. Equality of pay for the two sexes would, in existing circumstances, lead to one being underpaid or the other overpaid. We hope that school authorities will lead the way in recognising any changes that may occur in women's economic position. We should be glad to see the salaries of the two sexes in the first few years of service approximate as closely as possible; in present social and economic conditions differences in the later stages of service seem to be inevitable (§ 6).

6. Each Authority should decide for itself how far to allow for abnormal cost of living in any district (§ 16).

Assistant Teachers of the Graduate Class.

7. We consider that, as a rule, teachers in Secondary Schools, other than teachers of Special Subjects, should be graduates of a University or possess qualifications equivalent to graduation. The possession of a high degree, or other special qualification of a scholastic character, may be recognised by placing its holder at a point on the scale above that which he would otherwise occupy (§ 17 (a) and (c)).

8. We regard professional training as a highly valuable qualification, and recommend that one year's post-graduate training should count as two years of service in fixing the initial position of a teacher on the scale (§ 17 (d)).

9. It is desirable that teachers should be able to move from school to school and from area to area without undue loss of credit for past services, and this applies particularly to teachers at an early stage in their career. We recommend that in fixing the place of a new teacher on a scale a year's experience should count as a year of service up to ten years. But any rule framed for this purpose must be as elastic as possible (§ 17 (e)).

10. If residence involves additional duties, some compensation, either in money or in kind or in reduction of teaching hours, should be given to the holder of a resident post (§ 18).

11. We recommend that in framing a scale no distinction in salary should be made on the basis of the subject taught. Outside competition may make it necessary for economic reasons to attract a teacher from a competing employment, but this should generally be done by placing him at a point on the scale higher than he would otherwise occupy (§ 19).

12. We are of opinion that there are no educational reasons why the size of a school should, in itself, lead to a difference in the salaries paid to the assistant staff. We hope that salary scales will not be so arranged as to suggest that the quality of the teaching expected in a small school is inferior to that expected in a larger one. We should be sorry to see distinctions made in the scales of Secondary Schools on the basis of differences in the character of the schools. Differences in the financial resources of different schools necessarily lead to differences in salaries; but we consider it important that new financial arrangements should be made to enable the poorer and smaller schools to fare better in the competition for good teachers than is possible under present circumstances (§ 20).

13. Heads of departments and assistants performing special duties should be remunerated by additions to their salary. This may be provided for in several ways. We deprecate any addition to the normal scale that is not accompanied by the discharge of definite functions (§ 21).

14. We consider that where an Authority or Governing Body offers a high rate of pay it may, under certain conditions, properly undertake a review of a teacher's past service at a comparatively advanced point on the scale, to see if he deserves to proceed further. We deprecate any rule being made as to the proportion of the teachers who should pass such a review (§ 22).

15. The period of probation on first appointment should be normally for one year, in which case it will not affect the teacher's place on the scale. If probation is required in the case of a teacher who has had experience in another school, it is probable that a shorter period will be sufficient (§ 23).

Teachers of Special Subjects.

16. Teachers of Special Subjects, which include Art, Music, Physical Exercises, Domestic Subjects, Handwork and Commercial Subjects, should be on the normal scale if their formal qualifications or their merits as teachers entitle them to be treated as graduates. The new Teaching Certificate of the Board of Education for Teachers of Art, and the Full Associateship of the Royal College of Art endorsed with a Teaching Certificate may be considered as formal qualifications equivalent to graduation. We hope that in other subjects formal qualifications deserving the same recognition may be established in the near future. If a teacher of special subjects is not placed on the normal scale, it is reasonable that his remuneration should be fixed by a scale. A teacher whose services prove to be exceptionally valuable should have a prospect of coming on the normal scale (§ 24).

Headmasters and Headmistresses.

17. The salaries of headmasters and headmistresses should generally be fixed by personal scales. The period should be short, perhaps five years; the total increase should be considerable; we incline to the view that the increments should be annual. This should not preclude the possibility of an increase of salary in special cases; and where exceptional services to the school are contemplated a promise that an increase of salary will be considered at a later period may be useful. In the absence of a scale, there should be an undertaking that an increase of salary will be considered within some definite period (§ 26 (a)).

18. There is no reason why the salary of a headmaster or headmistress should bear any definite relation to that of an assistant, except that it should be considerably higher than that which any assistant in the

school can reach. The two principal matters that should be taken into consideration in fixing the salary of a headmaster or headmistress are the size of the school and the character of the work required to be done in the school. (§ 26 (c)).

19. We deprecate the system by which a head or an assistant makes a profit by providing for boarders. (§ 26 (d)).

20. We recommend that payment of a head by capitation fees should be discontinued, but this can only be done gradually. (§ 26 (e)).

Grace Terms.

21. The scale should show that power is reserved to grant leave of absence, without loss of remuneration or prospects, for purposes of study or research, to teachers who have completed a certain term of service. (§ 27.)

JUNIOR TECHNICAL SCHOOLS.

22. In Junior Technical Schools we recommend that full-time assistant teachers who are graduates, or who have qualifications equivalent to graduation, should be paid on a scale which should be the same as that of a Secondary School; others should be placed on personal scales appropriate to their qualifications and the nature of their responsibility. Artisan teachers should be paid as in Technical Schools. Head teachers should be paid as though they were head teachers in Secondary Schools of the same size and of a similar leaving age. If the Junior Technical School forms part of a larger institution, and the status of the head is that of a head of department, his salary should be arranged accordingly. (§§ 30, 31.)

TECHNICAL SCHOOLS AND EVENING CLASSES.

23. In Technical Schools we recommend that full-time assistant teachers of senior and advanced students, who are graduates or have qualifications equivalent to graduation, should be paid by scale at as high a rate at least as is paid in Secondary Schools; the age at which, and the increments by which, they reach their normal maximum should be similar to those obtaining in Secondary Schools. There will be exceptional cases in which higher remuneration will be necessary. (§ 32.)

24. Where a teacher's qualifications consist of long work experience and high technical knowledge, the question of salary may be determined by what will induce him to leave his occupation, and this consideration may affect the arrangement as well as the amount of his salary; otherwise we consider that the character of the scale should be similar to that of a secondary school teacher. (§ 32.)

25. The initial salaries of artisan teachers will be settled in the main by the competition with industry. Apart from this we suggest a personal scale. The possibility of promotion to the second of the above groups of teachers should always be open to the artisan teacher of suitable qualifications. (§ 32.)

26. Heads of departments should be paid by a short steep scale. There should be a substantial increase in remuneration when an assistant becomes head of a department. (§ 33.)

27. Principals should be paid according to a short steep scale, the amount depending on the size and character of the institution. (§ 34.)

28. The qualifications and circumstances of part-time teachers vary so much that we cannot lay down any principles for fixing the amounts of their salaries. In order to retain the services of a teacher who is doing good part-time work, it may be advantageous to increase his salary two or three times at intervals of two or three years. (§ 35.)

29. We see no particular advantage or disadvantage in the terminal or sessional method of paying part-time teachers as compared with the system of payment by the hour or by the meeting. A sessional payment may however be a more convenient arrangement if a scale for part-time teaching is contemplated. (§ 35.)

SCHOOLS OF ART.

30. Teachers in Schools of Art who hold the Full Associateship of the Royal College of Art, endorsed with a Teaching Certificate, or the Board's new Teaching Certificate for Teachers of Art, should be dealt with like full-time assistant teachers in Technical Schools who are graduates or hold similar qualifications. Other holders of the Full Associateship and holders of the Art Master's Certificate should be dealt with individually according to their merits and placed on personal scales; very many of them will deserve the treatment accorded to the graduate class. Teachers who have made some progress towards obtaining a full teaching qualification or have obtained the Associateship of one of the Schools of the Royal College should be treated like non-graduate teachers in Secondary Schools. The experienced artist or craftsman who becomes a full-time teacher should be placed on a personal scale. The treatment suggested for full-time artisan instructors in Technical Schools is appropriate for instructors of a similar type in Schools of Art. (§ 38.)

31. The salaries of principals of Schools of Art and of the heads of art departments in Technical Schools are subject to the observations we have made in relation to principals and heads of departments in Technical Schools. (§ 39.)

TRAINING COLLEGES.

32. We recommend that lecturers in Training Colleges should be paid according to scales. A possibility of interchange between the lecturers in colleges and the teachers in schools is desirable. This would be promoted by a co-ordination of their scales; thus, for example, the emoluments of ordinary posts in colleges, while more attractive than those of ordinary posts in schools, might be approximately equal to those of higher posts in schools. The scale for training college lecturers should be framed so as to attract not only teachers of some experience, but teachers of exceptional merit. (§ 41.)

33. We recommend that principals of training colleges should have personal scales, short and steep in character. In fixing the salary of a resident principal, allowance should be made for the extended duty and heavy responsibility involved by residence. (§ 43.)

TRAINING SCHOOLS FOR INTENDING TEACHERS OF DOMESTIC SUBJECTS.

34. Full-time lecturers in Training Schools for intending Teachers of Domestic Subjects should be paid according to a scale reaching a normal maximum at the same age as that provided in other scales. The scale should be such as to attract good teachers from schools. The principles that apply to graduate lecturers in a Training College should apply to graduate lecturers in a Training School. (§ 42.)

APPLICATIONS OF NEW SCALES TO EXISTING TEACHERS.

35. In placing an existing teacher on a new scale it should be borne in mind that the process of placing him at the point appropriate to the length of his service must not be too long drawn out; the teachers whose cases are most urgent, in particular those with a long record of good service at low salary, should have priority in respect of the date or the amounts of the advances which are given; there should be no avoidable

delay in giving to every teacher some immediate and substantial instalment of any intended advance. (§ 44.)

36. In making scales, personal or general, for non-graduate teachers, though there may be good reasons for making the normal increments in their scales the same in any one school, it is not necessary that they should all proceed to the same maximum, or that the salaries at which they are placed on their new scales should be regarded as made up of a common initial salary with allowances at a uniform rate in respect of their years of service. (§§ 17 (b), 44.)

In conclusion, we have to express our warm acknowledgments to our Secretary, Mr. Urwick, and our Assistant Secretary, Mr. McFarlane. They have carried out to our entire satisfaction all the duties of their office; more than this, their intimate knowledge of the somewhat intricate subject referred to us has always been at our disposal, and during the whole of our work has proved of the greatest service to us.

We have the honour to be, Sir,
Your obedient Servants,
(Signed)

H. L. STEPHEN (*Chairman*).
P. W. H. ABBOTT.
M. M. ALLAN.
C. B. ASH.
S. L. BESZANT.
*H. B. BRACKENBURY.
W. R. DAVIES.
G. D. DUNKERLEY.
B. J. FLETCHER.
D. R. HARRIS.
C. SYDNEY JONES.
VICTOR A. MUNDELLA.
HERBERT A. POWELL.
*EDWARD REYNOLDS.
F. ROSCOE.
PERCIVAL SHARP.
C. J. SMITH.
H. LLOYD SNAPE.
A. T. STEELE.
EDWIN TALBOT.
KATHARINE T. WALLAS.

W. E. URWICK (*Secretary*).
G. MCFARLANE (*Assistant Secretary*).

31st July, 1918.

RESERVATION BY DR. BRACKENBURY.

While I am in general agreement with the conclusions and recommendations of the Committee, there are two points which appear to me to be of sufficient importance to note, in which I should desire to modify the Report.

1. I do not agree with the latter part of the recommendation with which paragraph 12 concludes, and which appears as number 2 in the Summary. While I see some advantage in the fixing by the Central Authority of a minimum salary below which no graduate teacher should be employed in any Secondary School in receipt of grants, I regard the similar prescribing of a further "minimum amount to be prescribed at a later stage in the teacher's career" as, at the best, futile, and, at the worst, tending on the whole to retard rather than to encourage educational progress, and to lower rather than to raise the salaries of teachers. Two points are obvious: (1) that it is only the backward or reluctant Local Authorities for whom the prescribing of compulsory minima is necessary; (2) that these minima must be relatively low, since they must be applicable in practice to the poorest school in connection with the poorest Authority. In these circumstances it appears to me that the named "minimum amount to be prescribed at a later stage" must tend to become (or to determine) a low maximum, and that in many cases administrators with an abnormally developed economical tendency will be encouraged to believe, or at least to urge, that this is all that is really required. I am of opinion that it would be decidedly preferable, if a minimum initial salary for all graduate teachers is prescribed by the Central Authority as a condition of grants, to add a further requirement that there must be a scale with increments extending over a number of years, leaving it to the ordinary play of argument among members of Authorities and to legitimate pressure from those interested, to determine what these increments should be, and over what number of years they should be spread in each case.

2. I regret that the Report makes no reference to the relationship of salaries for teachers in Secondary Schools to those for teachers in Public Elementary Schools, or to the possibility of establishing suitable scales so as to encourage to a far greater extent than is now the case the transfer of teachers from the one type of school to the other. I am aware that at present there are large numbers of persons teaching in Elementary Schools who have no proper claims to be considered members of a learned profession comparable to those which are manifest in most teachers employed in schools and other institutions for higher education; but I am of opinion that it is greatly in the interests of national education and of the teachers themselves that Trained Certificated Teachers (and other suitable teachers who cannot at present technically be placed in this category) should be regarded along with teachers in Secondary Schools and other institutions for higher education as members of one common profession and of one wide service; and that the salary scales of the several branches of this service should be constructed on such lines and in accordance with such principles as will allow of easy interchange between one branch and another. At present this is not the case, and I should have been glad if the Report had included some consideration of the means by which the existing gulf could be bridged, in so far as this is possible by the establishment of salary scales on right principles.

(Signed) H. B. BRACKENBURY.

RESERVATION BY MR. REYNOLDS.

I concur with the view expressed in paragraph 1 of Mr. Brackenbury's reservation.

(Signed) EDWARD REYNOLDS.

MEMORANDUM

ON THE

VARIOUS TYPES OF INSTITUTIONS COMING WITHIN THE
COMMITTEE'S TERMS OF REFERENCE.

N.B.—This Memorandum was prepared for the Committee by their Secretaries with assistance from various officers of the Board of Education. It should be understood, however, that the Board are in no way responsible for any of the statements contained in the Memorandum.

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A. SECONDARY SCHOOLS.

I. SURVEY OF EXISTING SECONDARY SCHOOLS.

1. *Sources of Statistical Information.* The statistics of Secondary Schools which form part of the following memorandum, unless otherwise stated, concern Secondary Schools in receipt of grants from the Board of Education. They are, in the main, taken from the last published volume of Educational Statistics for the year 1913-14 (Statistics of Public Education in England and Wales—Educational Statistics) [Cd. 8097], and from the last published volume of Financial Statistics for the year 1912-13 (Statistics of Public Education in England and Wales, Part II., Financial Statistics) [Cd. 7674]. Whenever the statistics are of a more recent date the date is given. The reason for the varying dates taken is in all cases connected with war conditions and their consequence. Thus the general statistics as to the conditions of staffing (p. 51) are taken for the year preceding the war, when schools were working under normal conditions. Since the war began the staffs, especially of boys' schools, have been working short-handed and under abnormal conditions which have affected schools unequally. Statistics relative to prevailing scales of salary and to the salaries of heads and assistants are dated 31st January 1917, because since then, owing to the in-

creased grant, salary scales and salaries all over the country have been undergoing a revision not yet completed, and no picture of conditions prevailing at any given moment is possible.

2. *Secondary Schools on the Grant List.*—Among the Public Institutions for Higher Education with which the Committee are concerned, Secondary Schools, for all their variety, are a fairly homogeneous group. On 31st January 1917 there were on the Grant List 1,050 Secondary Schools (404 schools for boys, 363 schools for girls, and 283 schools for boys and girls). All these schools, as a condition of grant from the Board of Education, conform to the Regulations for Secondary Schools, which lay down a series of rules affecting management and curriculum. All have been inspected by the Board, and are subject to inspection from time to time, one purpose of which is to secure conformity with the Regulations. All provide a course of general education for pupils of from 11 to 12 up to 16 or above, which is approved by the Board and cannot be altered substantially without their approval. The great majority provide for some pupils up to 18 or 19 years of age, though the number of such pupils is often small; some, probably rather more than one-third, provide also for pupils below the age of 11; if boys' schools, from 8 years of age, if girls' schools, from 5 years of age. Very few of the schools for both boys and girls have such preparatory

departments. Great variation of curriculum is possible, but without entering into detail it may be said that all provide for the teaching of English subjects and at least one language other than English, Mathematics, some form of Science, Drawing, Singing and Physical Training, while boys' schools provide some form of Manual Instruction and girls' schools some instruction in Domestic Subjects. The Regulations thus secure a certain homogeneity of curriculum while admitting of great variety.

3. *Relation to the Board of Education.*—Every school makes annual returns showing the number of teachers, and the work done by each teacher. Every school keeps a Staff Register showing the qualifications and experience of each teacher, the date of his appointment and leaving, his training as a teacher, if any, and his salary, and scale if any. Further, every school makes an annual return to the Board of Education showing its income and expenditure under various items during the year.

4. *Staffing.*—The Board of Education do not "approve" the teachers as such, nor the salaries as such, nor do they prescribe the qualifications of the teachers. These matters, of course, come under consideration when it is a question of deciding whether a school is efficient or not, but they are judged rather as part of a whole than as separate items. It is the school which is recognised as efficient, not the particular teacher. If a teacher is doing efficient work the Board have never objected to his being a member of the school staff because of a lack of academic qualifications. Similarly, at the full inspection of a school, the salaries paid come under review among other matters, and the Governors may be urged to improve them; but the responsibility in the matter rests with the Governors, and the Board have never required an Authority to adopt salary scales as a method of payment. Thus for the staffing of the schools, the qualifications of the assistant staff and the salaries paid, whether by scale or otherwise, the appointing Governing Body of the school, or in many cases the Local Authority, is responsible. The Regulations confine themselves to requiring that the teaching staff must be sufficient in number and qualification for providing adequate instruction in each subject of the approved curriculum, and that the salaries of the teaching staff must in no case be subject to variation according to the amount of grant received.

The Regulations for Secondary Schools (April 1917) made higher grants available for all Secondary Schools and introduced also additional grants for Advanced Courses. The Explanatory Note to these Regulations called special attention to salaries in the following paragraph:

"The Board therefore regard teachers' salaries as the primary object to which the new Grant should be applied. They feel assured that the present inadequacy of salaries is due in the main, not to any want of appreciation by School Authorities of the vital importance of the question, but to their conviction that the limit of local contribution has been reached pending the provision of further aid from the State. The Board, therefore, in these Regulations leave the application of the increased Grants to the discretion of the School Authorities, in full confidence that this will result in a marked upward movement in salaries; and unless this confidence proves to be misplaced, the Board do not anticipate having to attach further and detailed conditions to the Grants."

As to the grants for Advanced Courses (a grant not exceeding £400 for each recognised Course), the Explanatory Note remarks that "the first charge on this grant will naturally be for the provision, and adequate remuneration, of the specially qualified staff which such a Course will require." The effect of these provisions is already visible in a general movement towards an upward revision of salaries. All the statistics utilised in this memorandum are taken from dates previous to the issue of these Regulations.

5. *Secondary Schools not on the Grant List.*—In addition to the 1,050 grant-earning schools dealt with above, the Board recognise as efficient 129 other Secondary Schools. Among these schools are some of the best known Public Schools; among them also are some schools which are not "Public Institutions" but well known private schools. The only other Secondary Schools for boys in England and Wales which can claim to be included under the term "Public Institutions for

Higher Education other than University Institutions" are the remainder of the so-called Public Schools, some 30 in number. There are also some similar schools for girls, the number of which, however, is not ascertainable. Thus the Secondary Schools in England and Wales coming under the term "Public Institutions for Higher Education" number approximately 1,200.

Outside the above there is an unknown number of private schools, many professedly Preparatory Schools, some fully developed Secondary Schools, and the remainder neither the one nor the other. These are independent units unconnected with any education authority, central or local. They stand quite outside the system of Secondary Education, though some of them are influenced in their aims and standard by the Secondary Schools.

6. *Secondary Schools in Receipt of Reduced Grant.*—Further, among the 1,050 grant-earning schools are 51 which are not in receipt of full grant, but receive grants on a lower scale. These are schools which, for various reasons, do not comply with certain Articles of the Regulations, e.g., those concerning the constitution of the Governing Body, or the provision of Free Places. The most important group among them is that of the schools of the Girls' Public Day School Trust (26 schools).

7. *Relations of Secondary Schools to Local Education Authorities.*—The above paragraphs have stated the relation of the Board to the grant-earning Secondary Schools. The great majority of these schools stand also in relation more or less close to the Local Education Authorities. A word on the history of this relationship will throw light on its nature and variety, and explain to some extent the composite nature of the secondary school system and the variety of the circumstances and conditions which have a bearing on questions of salary. Here we confine our attention to the grant-earning schools of England, 932 in number.

8. *Historical Note: (a) Origin of Secondary School System in England.*—The secondary school system in England is still in course of formation. It has two main sources, the one in our elementary school system, the other in educational charities, many of them of ancient foundation. As to the former, at the end of last century there grew up, out of the elementary school system, under the School Boards of London and some of the large provincial towns, a number of Higher Grade Schools, staffed with specially selected teachers drawn from Elementary Schools, and providing a curriculum which nearly approached that of a Secondary School. Since the Act of 1902 most of these schools have been re-organised as Secondary Schools, thus forming the first maintained Secondary Schools of which the new Local Authorities took charge. These schools inherited from the Elementary School valuable traditions, and, drawing all or most of their pupils from Elementary Schools, formed a bond between the elementary and the secondary school system. Salary scales had in many cases already existed in them in their Higher Grade days, and continued when they became Secondary Schools.

(b) *Endowed Secondary Schools.*—These form the other source of our secondary school system. Many of them had already begun at the end of the last century to receive grants under the Science and Art Regulations and subsequently under the Board's Regulations for Secondary Schools, and from the Local Authority under the Technical Instruction Acts. Their relations with the state were strengthened, when, in consequence of the Board of Education Act of 1899, the Board took over from the Charity Commissioners the powers of making and revising schemes under which they were managed, and still further strengthened by the systematic inspection to which they became subject by accepting grant.

The Act of 1902 put it into the power of the new Local Education Authorities to provide new Secondary Schools or aid existing Secondary Schools, and from that date onward the number of Endowed Schools that were recognised for grant by the Board rapidly increased. The number drawn into closer connection with the Local Education Authorities also increased, though not so rapidly. A considerable number of Endowed Schools, some 50 or 60, have been fully municipalised by scheme, and have passed over to the category of maintained schools.

The headmaster in these Endowed Schools was almost always paid by capitation, and often built up a large boarding connection. His assistant staff, often appointed by him, frequently held their posts in fact.

if not in theory, at his pleasure. They were paid such salaries as the Governors could afford to give at the time, and received increments if the headmaster approved and the Governors could afford. Their tenure of office was often rather precarious and their prospects of increment remote. Scales of salary were practically unknown.

(c) *Secondary Schools for Girls.*—The Secondary Schools for girls had a duality of origin similar though not so marked, and the provision made for girls previous to 1902 was far less adequate in amount. The Municipal Secondary School which developed from the Higher Grade School was usually a school for boys and girls. Many of these schools, as they grew, became separate schools for boys and schools for girls, and the number of the latter was further increased as the older Pupil Teacher Centres were gradually transformed into Secondary Schools for girls. Thus was formed the core of one large group of girls' Secondary Schools; those, namely, maintained by a Local Education Authority and having their origin in the elementary school system. In this group the headmistress was, as a rule, paid a fixed stipend, and salary scales for assistant teachers were not uncommon. There was, however, another group of Secondary Schools for girls, made up in the main of Endowed Schools and schools of the Girls' Public Day School Trust, whose ideals and traditions were drawn largely from the Endowed Schools for boys. Here, too, the headmistress was often paid by capitation, and the assistant staff was dependent on her to a degree not to be found in the other group of schools. Salary scales were unknown.

(d) *Development of the Secondary School System.*—Under the influence of the Local Education Authorities and the Board of Education these two distinct traditions in secondary education have been slowly drawing nearer together and blending during the last 16 years. Much constructive and executive work has been done by the Local Education Authorities. It has been their task to take charge of Council Schools and supplement their number when necessary; and to enable the Endowed Schools to take a place in the public system of education. The work of the Central Authority has been supervisory and unifying. It has been partly direct, through such revision of schemes as has made possible the harmonious co-operation between Governing Bodies and Local Authorities, and through the influence of regulations binding on all grant-earning schools; and partly indirect, through the agency of inspection, formal and informal. It is not possible to trace, even in outline, the progress of this important development. Two steps taken by the Central Authority must be mentioned, however, because of their far-reaching importance. Both are changes in the Regulations which took place in 1907. The one requires as a condition of full grant that the Governing Body of every Secondary School, where it is not a Local Education Authority or the Committee of a Local Authority, should have a majority of representative governors. This has brought all endowed schools earning the full grant into close relation with the local government of the areas in which the schools are situated. The other requires all fee-charging schools in receipt of full grant to provide a certain percentage of free places, usually 25 per cent., for children coming direct from elementary schools. This requirement established throughout the system a close connection between the elementary and the secondary school.

The steady growth of the number of schools on the Board's Grant List in England and Wales is shown by the following figures:—

	1905-6.	1908-9.	1912-13	31st Jan., 1917.
Number of Schools on the Grant List.	689	912	1010	1050

The number of pupils has risen from 115,688 in 1906 to 187,207 in 1914. During the same period the number of Council Schools or schools maintained by a Local Education Authority has risen from 304 in 1908-9 to 433 in 1913-14 and 453 on 31st January, 1917. The other schools upon the Grant List—non-Council schools, in which terms are included Endowed Schools, Welsh Intermediate Schools, Roman Catholic Schools and Schools of the Girls' Public Day School Trust—numbered 508 in 1908-9, 594 in 1913-14 and 597 in January, 1917.

9. "Aided" Schools.—Schools which are not maintained by a Council may be in receipt of financial aid from Local Authorities besides receiving grants from the Board of Education. Thus, of the 1,050 schools on the Grant List on 31st January 1917, 453 are Council Schools, 364 are Aided Schools, 133 are non-Aided Schools, and 100 Welsh Intermediate Schools. All the Aided Schools are in financial relation with the Local Education Authorities, but the bond between them is a very varying one. It is determined largely by the form which the financial aid may take; and the form and amount of the aid vary not only from area to area, but, in certain areas, from school to school. The grants here spoken of are maintenance grants, quite distinct from any grant which a Local Authority may make to a school for buildings and permanent equipment. The grant may be an annual sum without conditions attached, or it may be a sum to be spent in a definitely stated way; it may be a grant given by the Local Education Authority on a scale applicable to all schools in its area, maintained or aided, or a capitation grant varying in amount with the needs of particular schools. Further, it may take the form of making good a deficit on the year's working, fixed according to an estimate submitted annually or for a series of years. The term "aided" thus covers many kinds of financial connection, varying from a relation so slight as to be almost nominal to a position of dependence so close as to be almost indistinguishable from that of a maintained school. The Local Education Authorities may attach to their grants conditions varying from time to time. Aided schools, besides being part of the national provision of secondary education, have thus recognised places in more or less definitely organised local systems. The position of the Welsh Intermediate Schools is different from that of the Secondary Schools in England, and is dealt with in §18.

II.—SALARY SCALES.

10. *Prevalence of Salary Scales.*—On 31st January 1917, the salaries in 460 schools upon the Grant List were regulated by scale. Of these 161 were schools for boys, 170 schools for girls, and 129 schools for boys and girls. 590 had no scales, viz.: 243 schools for boys, 193 schools for girls, and 154 schools for boys and girls. The following table shows the prevalence of salary scales in Council Schools, Aided Schools, non-Aided Schools and Welsh Intermediate Schools respectively:—

	Boys.	Girls.	Boys and Girls.	Total.	Percentage.
A.—Council Schools					
(i) with salary scales	90	128	100	318	72·2
(ii) having no salary scales	26	54	55	135	29·8
Total	116	182	155	453	—
B.—Aided Schools					
(i) having salary scales adopted by Local Authorities ...	43	24	19	86	} 29·9
(ii) having salary scales other than those of Local Authorities	14	6	3	23	
(iii) having no scales...	156	55	44	255		70·1
Total	213	85	66	364	—
C.—Non-aided Schools					
(i) having salary scales adopted by Local Authorities ...	4	3	—	7	} 15·8
(ii) having other scales	8	6	—	14	
(iii) having no scales...	41	65	6	112		84·2
Total	53	74	6	133	—
D.—Welsh Intermediate Schools					
(i) having scales ...	2	3	7	12	12·0
(ii) having no scales...	20	19	49	88	88·0
Total	22	22	56	100	—
Total of A, B, C & D.	404	363	283	1,050	—

In England and Wales 27 out of 62 County Councils and 49 out of 82 County Borough Councils have adopted salary scales. These scales apply to 318 out of 453 Maintained Secondary Schools, to 86 out of 364 Aided Schools, and to 7 out of 133 non-Aided Schools. Scales other than those of Local Education Authorities are in force in 23 Aided Schools, 14 non-Aided Schools, and 12 Welsh Intermediate Schools.

A scale (or scales) adopted by one of the above Local Education Authorities usually applies to all Secondary Schools which it maintains; it may apply to all, or some, or none of the "Aided" Schools in the same area. The number of schools in the area of a Local Authority varies from one or two up to 50 or more. The policy of imposing upon Aided Schools the salary scales adopted by the Local Authority as a condition of grant from that Authority has been adopted in London, Kent and Surrey, but it is not at all general at present. Most Local Authorities prefer to leave it to the Governing Bodies of the Aided Schools to fix salaries by scale or otherwise, according to their judgment.

11. *Nature of Scales in Force on 31st January 1917.*—(a) *Scales for Graduates.*—The chief characteristic of the scales adopted by Authorities is that they are as a rule short scales, running only for 5 or 6 years. The average length of scale for men is 8.3 years, and for women 7.1 years, but this average is pulled up by a few long scales at a low rate of increment of £5. The initial salary for men varies from £100 to £180, the average initial salary being £128 4s. The increments vary from £5 to £10, the latter being usual. The initial salary for women varies from £85 to £140, the average being £105 8s. In most cases it is £20 lower than that for men. The increments are £5, £7 10s., or £10, £5 being almost as common as £10.

The maxima for men vary from £140 to £300, the average being £196 7s. In only two cases—London and West Ham—does the maximum go beyond £250: London £300 and West Ham £280. The maxima for women vary from £130 to £220, the average being £154 4s. There is no case in which the maximum for men and women is the same. The increments are sometimes automatic and sometimes given on recommendation. They are usually uniform throughout the scale, but, in a few cases, smaller for the first two or three years, and larger later on.

(b) *Scales for Non-Graduates.*—In many cases there is a stated scale for non-graduates. Usually, but not always, the initial salary is lower than that for graduates, and the increment may be either the same or smaller. The maximum is almost always lower, in some cases very markedly so. Where no formal non-graduate scale is given it must not be assumed that non-graduates are non-existent, or that they are paid at the same rate as graduates. They are placed on personal scales which vary with their qualifications and experience, but are almost always lower than the graduate scale.

The scales (other than those of Local Education Authorities) adopted by non-Council Schools do not differ essentially in character from those adopted by Local Education Authorities, but there is rather greater variation in range. For men the initial salaries range from £100 up to £250. The increments are usually £10 annually, in some few cases £5 or £7 10s.; the maxima vary from £130 to £300, and a few scales provide for higher posts running up to £400. For women the initial salaries vary from £80 to £120; the increment is usually £5 annually, and the maxima vary from £100 to £150.

12. *Some More Recent Scales.*—Some more recent scales introduce still greater variety. In one or two cases no initial salary is stated. In several, the initial salary is stated to be movable within fixed limits. Most of them set out scales for heads of departments or senior subject teachers, second masters or second mistresses, or senior mistresses in schools for boys and girls. In some cases those holding such posts receive no immediate advance on appointment, but ultimately proceed to a higher maximum; in others the post has a definite short scale attached to it, rising above the ordinary maximum.

An important feature of many of these scales is that they are graded. Sometimes Grade I is no more than the graduate scale referred to above, and Grade II

no more than a non-graduate scale; but in other cases the principle of grading is carried further, and there is a series of grades, each with a limited number of teachers. Each grade has its own scale, and promotion from grade to grade is by special recommendation only, as vacancies occur. For example, there may be a grade for junior form masters, another for form masters, another for senior form masters, and another for higher grade form masters (besides certain higher posts). The maximum of the grade below may either overlap the minimum of the grade above, or scales may be consecutive.

The revised scales for salaries of assistant masters and mistresses adopted by the London County Council in November 1917, present a contrast to such graded scales. The following are some of their main features:—

I. Higher Scale.

Men £150-£15-£300-£10-£400, and in cases of posts of special responsibility -£10-£450.

Women £120-£10-£270, and in cases of posts of special responsibility -£10-£300.

These scales are intended for teachers with a good honours degree. Previous service in Secondary Schools, or in other institutions approved by the Council for the purpose (after January 1917) is counted at its full value up to 6 years. Experience prior to January 1917, is counted at half its value up to 10 years. Advancement beyond the pre-existing maxima (*viz.*, £300 for men and £220 for women) is "subject to the receipt of a fully satisfactory report." Higher increments in the earlier years of the men's scale are introduced in order to place a man in a position "to meet at about the age of 32 the increasing family responsibilities which may be expected to devolve upon him at that age."

II. Lower scale (to which it is expected that no new teachers will be appointed).

Men £150-£10-£300.

Women £120-£8-£216-£4-£220.

III. Whole-time teachers of special subjects.

Drawing. Higher scale under certain conditions.

Singing. No permanent appointments to be made.

Domestic Subjects. Lower scale.

Handicraft. £125-£5-£200, and in special cases -£10-£250.

Physical Exercises. Consideration postponed.

III.—FINANCIAL CONSIDERATIONS.

(1) Schools in England.

13. *Sources of Income.*—The income of Secondary Schools on the Grant List in England consists of:—(a) fees; (b) grants from the Board of Education; (c) grants from the Local Education Authority, if any; (d) income from endowment, if any. If the school be "maintained" its income will come under (a), (b) and (c); if it be "aided," probably under all four headings; if it be non-aided, under (a), (b) and (d).

The proportion of the various sources of income to each other is seen from the following table. The figures given in each case are the amounts per pupil in attendance:—

	Fees.	Board of Education Grant.	L.E.A. Grant.	Endowment.	Total.
Schools for Boys—	£ s.	£ s.	£ s.	£ s.	£ s.
1. Council Schools	5 12	3 17	5 14	0 4	15 7
2. Foundation do.	7 9	3 19	3 0	3 8	17 16
Schools for Girls—					
1. Council Schools	5 7	4 3	4 1	0 2	13 13
2. Foundation do.	7 13	3 10	2 0	1 13	14 16
Schools for Boys and Girls—					
1. Council Schools	3 17	4 10	5 13	0 4	14 4
2. Foundation do.	5 1	4 5	3 16	1 14	14 16

14. *Cost of Staffing.*—The proportion of cost of staffing to other cost of maintenance is given in the following table, again calculated per pupil in attendance:—

	Cost of Staffing.	Other cost of Maintenance.	Total.
	£ s.	£ s.	£ s.
Schools for Boys—			
1. Council Schools...	11 11	3 14	15 5
2. Foundation do....	13 2	4 10	17 12
Schools for Girls—			
1. Council Schools...	9 16	3 15	13 11
2. Foundation do....	10 4	3 19	14 3
Schools for Boys and Girls—			
1. Council Schools...	10 7	3 16	14 3
2. Foundation do....	10 19	3 9	14 8

On the side of income, the fees in any school may be raised with the consent of the Board. The Board's grant is a fixed capitation grant. The income from endowment, if it exists, will vary very little. The only source, therefore, which in existing circumstances is capable of supplying an expanding income is the rates, which are controlled by the Education Authority. On the expenditure side the cost of staffing amounts on the average to from 70 to 75 per cent. of the total expenditure. The cost of maintenance is a relatively stable amount, varying little, under good management, from year to year. It cannot be reduced below a certain point without at once lowering efficiency.

15. *Rate Aid.*—The rating powers of Local Education Authorities for the purposes of higher education are unlimited in County Boroughs, but limited in the Counties to a 2d. rate, which cannot be exceeded without the consent of the Local Government Board. These powers of rating are, however, permissive, and are at present not uniformly exercised. In 1915-16, out of 49 County Authorities in England, only 18 exercised their rating powers up to or beyond the normal 2d. limit; 12 of these had obtained consent to exceed the limit, the highest rate levied being 3·8d. On the other hand, 14 County Authorities raised less than 1d. rate, while the remaining 17 raised a rate exceeding 1d. but less than 2d.

Among the 78 County Boroughs of England the rate for higher education varies, in the twelve County Boroughs in which it is highest, from 6·5d. to 4·5d., and, in the twelve in which it is lowest, from 6d. to 1·4d.

It is true in the main that where a Local Education Authority makes full use of its rating powers for higher education, Secondary Schools are as a rule well found and salaries likely to be more satisfactory than elsewhere. It must be remembered that the levy on the rates is often hypothecated to a considerable extent for loan charges, and has to support forms of higher education other than secondary education. Thus it may happen that though the rating is high the salaries are low.

16. *Cost in Relation to Size.*—One further consideration of great importance remains to be mentioned. The cost of maintaining a Secondary School depends to a considerable extent upon its size. Small schools are more costly per pupil than large schools. In small schools the rate of staffing is higher owing to matters of classification, while the general cost of upkeep is also higher in proportion. These facts are illustrated by the following table:—

<i>Schools for Boys.</i>			
Number of Pupils.	Number of Schools.	Total Cost of Maintenance per Pupil.	Cost of Staffing per Pupil.
		£ s.	£ s.
Under 80	73	19 10	14 8
80 and under 150	100	16 18	12 12
150 and under 250	76	15 14	11 18
250 and under 400	40	15 9	11 10
Over 400	26	16 11	12 6

Schools for Girls.

Number of Pupils.	Number of Schools.	Total Cost of Maintenance per Pupil.	Cost of Staffing per Pupil.
		£ s.	£ s.
Under 80	25	15 16	11 7
80 and under 150	74	14 4	10 7
150 and under 250	72	13 5	9 12
250 and under 400	39	13 1	9 6
Over 400	15	12 5	8 16

Schools for Boys and Girls.

Number of Pupils.	Number of Schools.	Total Cost of Maintenance per Pupil.	Cost of Staffing per Pupil.
		£ s.	£ s.
Under 80	41	16 10	12 8
80 and under 150	73	14 13	10 11
150 and under 250	54	12 19	9 8
250 and under 400	30	12 19	10 0
Over 400	12	12 16	10 4

It will be seen that the small school with fewer than 80 pupils is in each case the most expensive to maintain and the most expensive to staff, the additional cost lying between £2 and £3 per head in each case.

The fact that the higher cost per pupil does not arise from higher salaries paid to the staff is shown by the following figures as to the average salary paid, and the number of pupils per teacher, in schools with under 80 pupils and over 350 pupils respectively:—

Schools with under 80 Pupils (October 1916).

	No. of Schools.	No. of Pupils per whole-time teacher.	Average salary of whole-time teacher.
			£ s.
Schools for Boys	53	17·0	135 5
Schools for Girls	14	16·7	109 18
Schools for Boys and Girls	33	18·0	118 19

Schools of 350 pupils and over.

	No. of Schools.	No. of Pupils per whole-time teacher.	Average salary of whole-time teacher.
			£ s.
Schools for Boys	54	21·6	196 12
Schools for Girls	44	19·8	145 17
Schools for Boys and Girls	29	20·0	154 6

Thus in the small school the number of staff needed is greater in the proportion roughly of 6 to 5, while the salaries paid are lower in the proportion roughly of 5 to 7.

(2) *Schools in Wales and Monmouthshire.*

17. *Number of Schools.*—The number of grant-earning Secondary Schools in Wales and Monmouthshire is 118. Of these 12 are provided by Local Authorities, 100 are Welsh Intermediate Schools, 5 are Endowed Schools of the ordinary type and 1 is a Roman Catholic School. The numbers in these schools in 1916-17 are shown in the following table:—

Kind of School.	Number of Schools.				Number of Pupils.		
	For Boys.	For Girls.	For Boys and Girls.	Total.	Boys.	Girls.	Total.
Provided	4	5	9	12	1,376	1,667	3,043
Intermediate	22	22	56	100	7,462	8,769	16,231
Endowed (other than Intermediate)	4	1	—	5	554	177	731
Roman Catholic	—	1	—	1	9	91	94
Total	30	29	59	118	9,395	10,704	20,099

18. *Mode of Government and Sources of Income.*—The Provided Schools are controlled and maintained by the Local Authorities, and can draw on the rates. Three of the County Boroughs, one County and one Part III. Authority (under a scheme of devolution) have "provided" schools.

The Intermediate Schools (also called County Schools) are Endowed Schools maintained under the Welsh Intermediate Education Act, 1889. In each County and County Borough there is a scheme made under that Act. The schemes have a general resemblance to each other, but differ in details. The schools may be conveniently classed as follows:—

(a) *Schools in the Counties.*

The county area is divided into School Districts, each containing one or two County Schools. In some counties there are Scholarship Districts without any school. Each scheme originally set up a County Governing Body for the whole County, but the powers of that Body have since the Education Act, 1902, been transferred to the County Council. A School District Governing Body* for each School District was also constituted. Each Scholarship District also has a Governing Body.

The County Council (acting as County Governing Body) have a general control over the schools, which is however strictly limited by the provisions of the county scheme. Their main function is to receive the income of the General Fund under the scheme and to apportion it between the School Districts and Scholarship Districts and to pay the share of each District to the District Governing Body to be applied for the purposes of the school or schools of the district, or in the case of Scholarship Districts to be applied in maintaining scholarships tenable at a County School.

The Council quâ County Governing Body receive annually income from the following sources†:—

- (i) Proceeds of a halfpenny rate levied under the Welsh Act on the full rateable value of the County. The power to raise this rate is in addition to the power to raise a rate under Part II of the Education Act, 1902.
- (ii) A Treasury Grant equivalent in amount to (i).
- (iii) Residue Grant (otherwise called "the whiskey money"),—either the whole or part, as provided for by the scheme.
- (iv) Any income there may be from endowments brought into the county scheme. This is almost negligible in nearly all the Counties.

All the above is paid under the county scheme into the General Fund which, after certain deductions for general expenses, is divided, as therein provided, between the School Districts and Scholarship Districts. The Governors of each District administer their share of the General Fund under the name of the District Fund. In addition to the District Fund the Governors of the County Schools receive income from fees, grants from the Board of Education, and, usually, grants or other aid from the Local Education Authority under Part II. of the Education Act, 1902.

(b) *Schools in the County Boroughs.*

In each of the four County Boroughs of Cardiff, Merthyr Tydvil, Newport and Swansea the County Borough Council, quâ Governing Body, act as the School Governors of the Intermediate Schools.

In addition to raising the $\frac{1}{2}$ d. rate under the Welsh Intermediate Education Act which the Welsh Local Education Authorities are bound to raise, they generally exercise liberally their power under Part II.

* In the case of Radnor the Council quâ County Governing Body themselves administer the two County Schools, there being no separate School Governing Bodies. The sources of income of the General Fund are the same as under other county schemes, and a limited sum out of it is directed by the scheme to be applied to the purposes of each of the County Schools. The rest of the General Fund, after the usual deductions, is paid to Scholarship District Governing Bodies for the maintenance of scholarships tenable at the County Schools.

† The grant from the Board of Education is normally paid to the school direct.

of the Education Act, 1902. Of 13 Welsh County Local Education Authorities, four raise for the purposes of higher education the equivalent of the full $2\frac{1}{2}$ d. rate or more, six raise the equivalent of a rate of from 2d. to $2\frac{1}{2}$ d., and only three raise less than the equivalent of a 2d. rate.

IV.—ASSISTANT MASTERS AND MISTRESSES.

19. *Numbers and Average Salaries.*—The number of assistant masters and mistresses in the 1,050 Secondary Schools upon the Grant List on 31st January 1917, was 11,009. Of these 4,666 were men and 6,443 were women. This proportion of women to men is abnormal owing to war conditions. Schools for boys have their staffs cut down to a minimum, and many women are serving in them in the place of men. The average salary for men was £187 in schools for boys and £167 in schools for boys and girls. The average salary for women was £130 in schools for girls, £128 in schools for boys and girls and £116 in schools for boys. It is to be remembered in connection with the last-named figure that most of the women serving in schools for boys hold temporary appointments.

20. *Salary Conditions where no Scale exists.*—Considerably less than one-half of the total number of assistant teachers were paid according to scales of salary adopted by school authorities. Among the majority not on scale some (an uncertain number) had personal scales, and most (undoubtedly the large majority) had no certain prospect of increment. When salaries are paid on scale the prospects of the teacher naturally depend on the nature of the scale, and the scales at present in vogue have already been considered above (§§ 11 & 12).

Where no scale exists, lack of regular increment in salary may be expected to bring with it instability of staff. Statistics relative to Welsh Secondary and Intermediate Schools support this conclusion. These 118 schools employ roughly 1,000 assistant teachers, and only about one-tenth of them have salary scales. From Table (i) in §24 below it will be seen that in a period of 10 years 979 teachers left the schools; of these 355 took up teaching employment in England and 215 in Wales, while 400 are not known to have taken up any other teaching employment. Thus in a period of 10 years more than one-half of the total number of assistant teachers employed in Welsh Secondary Schools migrated from school to school, more than one-third of these to schools in England.

Table III. gives on a small scale an indication of the salary prospects in schools where no scales prevail. The 10 schools for boys in the Table vary in size from 62 to 250 pupils. They are taken from different parts of the country, and include examples varying from a small country school up to an important grammar school. The percentage of the staff receiving annual increments varies from 26.0 to 61.2 per cent., and averages 37.2 per cent. The average number of whole-time teachers per school is 8. The average number employed per school in a period of $5\frac{1}{2}$ years was 16.7.

The 10 schools for girls in Table III. vary in size from 111 to 338, and also include schools of various types taken from different parts of the country. The percentage of staff receiving annual increments varies from 18 to 70 per cent., and averages 43 per cent. The average number of whole-time teachers per school is 12, and the average number of teachers employed in a period of $5\frac{1}{2}$ years was 31.8.

21. *Qualifications of Full-time Assistants.*—(a) *Graduation.*—The last published statistics are for the year 1912-13. In that year, of 4,588 assistant masters, 3,107 were graduates and 1,481 were non-graduates; and of 4,819 assistant mistresses, 2,480 were graduates and 2,339 were non-graduates. In connection with these figures it is to be remembered that for some school subjects, e.g., Art, Music, Physical Exercises, Domestic Subjects and Manual Training, no graduate qualifications exist (for the qualifications available, see pp. 48-51), while in preparatory departments graduate qualifications are unusual. These facts explain to a large extent the smaller number of graduate women. Moreover, in the case of women, graduation is comparatively a recent thing; many of the older assistants, though otherwise well-qualified, are non-graduates.

(b) *Training*.—The following Table shows the number of trained and untrained assistant teachers and the type of training taken:—

Training of Full-time Assistant Teachers.

	(i) Graduates.				(ii) Non Graduates.			
	Men.	Per cent.	Women	Per cent.	Men.	Per cent.	Women	Per cent.
Trained for Secondary School teaching ...	157	5.1	794	32.0	14	1.0	301	12.3
Trained for Kindergarten teaching only ...	—	—	—	—	—	—	239	10.2
Trained for Elementary School teaching ...	1,157	37.2	668	27.0	465	31.4	342	14.6
Total Trained ...	1,314	42.8	1,462	59.0	479	32.3	882	37.7
Total Untrained ...	1,793	57.7	1,018	41.0	1,002	67.7	1,457	62.3
Total Trained and Untrained ...	3,107	100.0	2,480	100.0	1,481	100.0	2,339	100.0

	Men.	Per cent.	Women.	Per cent.
Total Trained (Graduate and Non-Graduate) ...	1,793	39.1	2,344	48.6
Total Untrained (Graduate & Non-Graduate)	2,795	60.9	2,475	51.4
Total ...	4,588	100.0	4,819	100.0

These Tables bear witness to the following facts. Training is far more prevalent among assistant mistresses than among assistant masters. Only an insignificant number of men are trained for secondary school work; 171 out of 4,588, or 3.7 per cent. Of the women, on the other hand, 23.7 per cent. are trained for secondary school work. Girls' schools, owing to their preparatory departments, find a considerable place for teachers trained for kindergarten work. These are 4.8 per cent. of the total number of assistant mistresses. The figures also give an indication of the extent to which the secondary school teaching staff is recruited from teachers trained for elementary school work. The number of men who were so trained is 1,622, or 35.4 per cent. of the total number of masters. The number of women so trained is 1,010, or 21.0 per cent. of the total number of mistresses. Some of these teachers, of course, find their way to Secondary Schools direct from the Elementary School Training College, others after a period of teaching in Elementary Schools. Further, of the assistant teachers in Council Schools 3.1 per cent. of the men and 21.7 per cent. of the women were trained for secondary school work. Of the assistant teachers in non-Council Schools 3.8 per cent. of the men and 23.0 per cent. of the women were trained for secondary school work, and 25.4 per cent. of the men and 11.1 per cent. of the women for elementary school work.

22. *Distribution of Assistants according to Age and Average Salary*.—The following Table gives the percentages of the total number of assistant masters and mistresses employed on 31st January 1913, and their distribution according to age in 5-year groups, with the average salary earned by each group:—

	Men (4588).		Women (4819).	
	Percentage of total Teachers at each Age Group.	Average Salary.	Percentage of total Teachers at each Age Group.	Average Salary.
Under 20 years of age ...	.1	£ 67	.1	£ 59
Age 20 and under 25 years	14.5	129	17.1	102
" 25 " " 30 "	22.2	153	30.0	118
" 30 " " 35 "	22.3	174	24.5	132
" 35 " " 40 "	16.0	186	14.0	139
" 40 " " 45 "	11.2	196	7.6	139
" 45 " " 50 "	7.6	201	4.2	140
" 50 " " 55 "	3.1	211	2.0	138
" 55 " " 60 "	2.2	218	.3	130
" 60 " " 65 "	.5	236	.1	99
" 65 years and over ...	.3	235	.1	88

The table brings out a number of interesting facts. The percentages make it clear that both men and women assistant teachers in Secondary Schools are a comparatively young class, and that the women are younger than the men. 59.1 per cent. of the men and 71.7 per cent. of the women are under 35; the number of men is at its maximum between the ages of 25 and 35 and dwindles rapidly after the age of 35, only 6.1 per cent. being over 50. The number of women employed is at its maximum between the ages of 25 and 30. It falls from 30 onwards earlier and much more rapidly than in the case of men, only 6.7 per cent. being over 45, and 2.5 per cent. over 50.

Whereas in the case of men the average salary rises fairly steadily throughout life (from £153 at age 25-30 up to £236 at age 60-65), in the case of women the average salary rises from £118 at age 25-30 to £140 at age 45-50. It is practically stationary from age 35-45, and actually falls from age 50-60.

It is to be remembered, however, that the comparative youth of the secondary school teaching service is in part attributable to the fact that the number of grant-aided schools has been growing rapidly in the last 15 years. Appointment to headships in the case of both men and women between the ages of 30 and 40, and retirement on marriage in the case of women between the ages of 25 and 35, are no doubt causes which in any event would lead to the fall in the percentages for the later age groups. They are, however, by themselves insufficient to account for the rapid drop, especially in the case of women. It is not possible to form any estimate of the reduction due to appointments to headships; and as to the marriage rate of women teachers in Secondary Schools, the only indication available is partial. An enquiry covering 100 Secondary Schools in London and Middlesex over a period of 10 years shows that, out of 1,174 women teachers leaving the schools, the number who left and did not take up other teaching appointments was 433, and of this number 95 only are known to have left on marriage.

It is hardly possible to say definitely that the three general factors which tend towards the relatively low proportions of assistant teachers in the age groups 45-50 and later groups in the case of men, and 40-45 and later groups in the case of women (viz., the rapid growth in the number of schools, promotion to headships, and retirement on marriage in the case of women) are in themselves sufficient to account for the preponderance of teachers who are under 35. That men and women who enter upon the career of teaching in Secondary Schools not infrequently abandon the teaching profession of their own choice is well known, but whether they do so as frequently as the above figures taken by themselves would suggest could not be established without a detailed investigation of individual cases, based upon more complete information than is ordinarily forthcoming.

23. *Average Salaries in Various Types of Schools*.—Statistics of the average salaries of full-time head and assistant masters and mistresses in grant-aided Secondary Schools on 31st January 1917, are contained in Table II. They are arranged in the case of schools for boys and schools for girls according as the head's salary is, or is not, partly paid by capitation fees, and they distinguish between Council Schools, Aided Schools, non-Aided Schools, and Welsh Intermediate schools.

The following tables give the results in percentages of the number of teachers under each heading:—

(a) *Percentages of Assistant Masters in Boys' Schools Receiving Salaries of Specified Amounts.*

(1) In schools where the headmaster's salary is partly paid by capitation.

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.
Under £120 ...	1.4	6.0	4.5	5.5
" £140 ...	12.1	15.4	13.7	12.8
" £160 ...	34.6	29.7	28.3	40.1
£160 and under £260 ...	62.5	59.7	64.9	59.9
£260 and over ...	2.9	10.6	6.8	—
£300 " ...	.5	5.3	4.2	—
Number of Teachers in the Schools ...	210	1,107	240	55
Number of Schools ...	33	168	30	14

(2) In schools where the headmaster's salary is not paid by capitation.

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.
Under £120	3.7	7.9	6.2	5.0
" £140	9.8	20.3	21.4	11.7
" £160	23.4	31.0	30.7	23.4
£160 and under £260 ...	69.8	53.3	59.7	76.6
£260 and over	6.8	15.7	9.6	—
£300 "	2.3	5.5	3.3	—
Number of Teachers in the Schools	900	493	285	60
Number of Schools	83	45	23	8

(b) Percentages of Assistant Mistresses in Girls' Schools Receiving Salaries of Specified Amounts.

(1) In schools where the headmistress's salary is partly paid by capitation.

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.
Under £100	3.5	8.3	7.5	2.5
" £120	31.2	27.5	29.0	31.4
" £140	73.4	63.5	68.2	66.1
£140 and under £180 ...	23.6	28.7	28.2	29.8
£180 and over	3.0	7.8	3.6	4.1
£200 "	1.5	5.0	1.6	3.3
Number of Teachers in the Schools	423	618	629	121
Number of Schools	43	48	45	15

(2) In schools where the headmistress's salary is not paid by capitation:—

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.
Under £100	2.6	19.5	46.6*	2.5
" £120	21.3	45.7	67.1	24.0
" £140	55.6	70.9	81.8	64.5
£140 and under £180 ...	34.1	18.7	13.7	31.7
£180 and over	10.3	10.4	4.5	3.8
£200 "	6.8	6.4	1.1	—
Number of Teachers in the Schools	1,677	395	352	79
Number of Schools	139	937	29	7

* This group is almost entirely made up of Roman Catholic Schools for girls, where the salary arrangements are exceptional.

The above Tables do not suggest that the payment of a headmaster or headmistress by capitation or otherwise appreciably affects the salaries paid to assistants. The average salary for assistant masters in schools for boys where the headmaster is partly paid by capitation is £185, and where he is not paid by capitation £189. In schools for boys and girls, where payment by capitation is rare, it is lower, namely, £167. The average salary for assistant mistresses in schools for girls where the headmistress is partly paid by capitation is £129 and where she is not paid by capitation £130, while in schools for boys and girls it is £128.

The salaries of assistant masters appear to have a smaller range, both downwards and upwards, in Council Schools than in any other schools for boys. Non-Council Schools for boys have both lower and higher salaries than Council Schools, and it is only in these schools for boys that there is any considerable number of masters receiving over £260 per annum. The greater prevalence in non-Council Schools of salaries under £120 for men is to some extent accounted for by the existence of preparatory departments in many of these schools.

The same remarks hold good *mutatis mutandis* for girls' schools. The small percentage of women assistants in all types of schools who receive over £200 per annum is noteworthy.

Preparatory departments are far more common in girls' schools than in boys' schools and kindergartens are peculiar to girls' schools. This fact probably explains the prevalence of salaries below £100, though

it only partly explains the very large percentage of salaries below £120.

24. Migration.—There are no general statistics available showing the extent of migration of assistant teachers from one Secondary School to another. The following Tables throw a partial light on the matter from different points of view:—

(i) Secondary Schools on the Grant List in Wales.
* Teachers who left during the 10 years 1907–8 to 1916–17.

	Number of Teachers who:—						
	Left	Took another Appointment				Are not known to have taken up another Appointment.	Retired.
		In England		In Wales			
	At better Salary.	Other-wise.	At better Salary.	Other-wise.			
12 Council or Provided Schools ...	67	6	9	7	14	31	—
100 Welsh Intermediate Schools...	850	169	153	103	80	337	8
1 Roman Catholic School	10	1	2	—	1	5	1
5 other Schools (Endowed other than Intermediate) ...	52	4	11	1	9	27	—
Totals	979	180	175	111	104	400	9

* This return does not include teachers who died.

(ii) Summary Statistics from 10 Boys Schools and 10 Girls Schools of different size and character in various parts of England. (Period covered 5½ years.)

	In the 10 Boys Schools.	In the 10 Girls Schools.
Number of Assistant Teachers normally employed	81	119
Number of Assistant Teachers who stay throughout the period ...	38	53
Number of Assistant Teachers employed in the Schools during the 5½ years	167	318

(iii) Return for 100 Secondary Schools on the Grant List in London and Middlesex showing the number of Teachers who left the Schools between 1907–8 and 1916–17. Total number of Teachers normally employed in the Schools about 1,700.

	Men.	Women.	Total.
Number who died	37	26	63
Number who left to take up other teaching appointments	239	715	954
Women who left on marriage	—	95	95
Others who left... ..	131	338	469

It is noteworthy that Table (i) deals with schools in which salary scales are very rare, and Table (ii) with schools in which there are no salary scales, while Table (iii) deals with schools where salary scales are the rule, rather than the exception. It must be remembered that teachers who leave after a period of probation are included among migrating teachers in all these tables.

25. Probation.—In theory there is usually a probationary period of from one term to one year. The degree to which practice corresponds with this theory varies. Under the London Authority a year's probationary service is usual.

26. Assistants in Preparatory Departments.—(a) Schools for Boys.—Preparatory departments exist in

many schools for boys. Usually, but not always, these schools are non-Council Schools. In such departments the lower age limit is usually fixed by scheme at 8 years, and the departments vary in size from 100 or more down to a single class. They usually have an age range of from 8 to 11 years, and in some large schools are organised as separate departments under the general charge of a lower school master having the status of a head of department. Women are frequently employed in these departments. The teachers are often young, and, if women, may or may not be graduates but have usually been trained for the teaching of young children. Men, in the larger schools, are usually graduates and sometimes also trained for Public Elementary Schools. In the smaller schools quite young teachers of 19 to 21, who are at various stages towards graduation, are to be found.

The salaries paid to assistants in these departments are generally the lowest in the schools, and the teachers are usually not on scale.

(b) *Schools for Girls.*—In non-Council schools for girls, preparatory departments are the rule rather than the exception. Their age range is usually from 5 to 10 or 11 years, and boys between the ages of 5 and 8 are often admitted. They consist of a kindergarten, with age range from 5 to 7 or 8, and one, two or three forms above it, leading up to the main school at the age of 10 or 11. The kindergarten is usually an organisation of its own, with a specially trained mistress in charge, who holds a post of special responsibility and is sometimes well paid. She has one or more assistants, according to the size of her department. Her qualification is almost always the Higher Froebel Certificate, and her assistants may either hold the same certificate or be students in training for it. If the former, the salaries paid are lower than those for graduates, and there is rarely any scale. If the latter, the salaries are usually much lower or non-existent. Beyond the kindergarten, the preparatory department consists usually of girls only, ranged in one or more classes preparatory to the main school at the age of 11 (boys rarely remain above the kindergarten). Such classes are very generally small and difficult to organise owing to the age range. The teachers may or may not be graduates, and may or may not be trained. Often teachers from the main school take a share in the work. The salaries vary, but are as a rule considerably lower than in the main school; they are rarely on scale.

V.—HEADMASTERS AND HEADMISTRESSES.

27. *Salaries of headmasters of schools for boys.*—The following Tables give the salaries of headmasters of boys' schools on 31st January, 1917, in various types of schools, classified according as they are or are not partly paid by capitation. The average salaries are also given.

(a) *Schools in which the headmaster's salary is partly paid by capitation.*

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.	Total.
Under £300 ...	3	8	1	3	15
" £350 ...	5	24	2	6	37
" £400 ...	12	44	7	9	72
£400 and under £600	5	67	6	2	90
£600 and over ...	5	58	17	3	83
£800 " " ...	2	24	4	—	30
*No. of Headmasters	33	168	30	14	245
Average Salary ...	£488	£558	£638	£425	£552

(b) *Schools in which the headmaster's salary is not paid by capitation.*

Under £300 ...	1	9	7	—	17
" £350 ...	7	12	8	1	28
" £400 ...	21	19	9	1	50
£400 and under £600	45	14	6	6	71
£600 and over ...	17	12	8	1	38
£800 " " ...	6	3	3	—	12
*No. of Headmasters	83	45	23	8	159
Average Salary ...	£492	£461	£498	£490	£484

* This is the total of lines 3, 4 and 5 of the Table, the number of heads shown on lines 1, 2 and 6 being included in lines 3 and 4 respectively.

28. *Salaries of Headmistresses of Schools for Girls.*—The following Tables give the same information for headmistresses of schools for girls:—

(a) *Schools in which the headmistress's salary is partly paid by capitation:—*

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.	Total.
Under £260 ...	2	5	1	2	10
" £300 ...	5	11	6	4	26
" £350 ...	16	17	10	6	49
£350 and under £500	24	20	21	5	70
£500 and over ...	3	11	14	4	32
£600 " " ...	1	5	6	1	13
*No. of Headmistresses	43	48	45	15	151
Average Salary ...	£357	£508	£457	£393	£442

(b) *Schools in which the headmistress's salary is not paid by capitation:—*

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.	Total.
Under £260 ...	39	17	23	1	80
" £300 ...	55	18	23	5	101
" £350 ...	101	23	26	6	156
£350 and under 500	33	13	1	1	48
£500 and over ...	5	1	2	—	8
£600 " " ...	1	1	1	—	3
*No. of Headmistresses	139	37	29	7	212
Average Salary ...	£312	£283	£229	£292	£294

29. *Salaries of Headmasters of Schools for Boys and Girls.*—The following Table gives the same information for headmasters of schools for boys and girls, whether partly paid by capitation or not:—

Salary per annum.	Council Schools.	Aided Schools.	Non-Aided Schools.	Welsh Intermediate Schools.	Total.
Under £260 ...	8	2	—	6	16
" £300 ...	13	7	1	8	29
" £350 ...	55	21	4	22	102
£350 and under £500	82	30	2	31	145
£500 and over ...	18	15	—	3	36
£600 " " ...	4	5	—	1	10
*†No. of Headmasters	155	66	6	56	283
Average Salary ...	£384	£405	£353	£380	£387

30. *General Remarks.*—Of the 1,050 schools on the grant list, the headmasters in 323 schools, and the headmistresses in 151 schools are partly paid by capitation; while the headmasters in 362 schools and the headmistresses in 214 schools receive a fixed stipend. The Tables above make it clear that salaries based on capitation are on the whole higher. In boys' schools the difference is shown by the average salary of £552 as compared with £484; and in girls' schools by the average salary of £442 as compared with £294.

One important fact emerging from the Tables is that 165 headmasters receive less than £350 and 128 headmistresses less than £300. There are cases in which, though the headmaster's salary is low, profits on boarders make the post better worth having. High salaries for headmasters or headmistresses are comparatively rare. In 5 Council Schools, 10 Aided Schools and 1 non-Aided School the headmaster receives £1,000 or more. In 14 girls' schools the headmistress's salary is £600 or over. In 9 of these the salary is between £600 and £700, in 4 between £800 and £900, and in 1 between £900 and £1,000.

31. *Payment by Scale.*—In non-Council Schools, scales for headmasters and headmistresses are almost unknown. It is, however, open to the Governing

† Includes 2 headmistresses, one at a salary of less than £300; 78 of the headmasters are paid partly by capitation.

Body to revise the headmaster's salary at any time, and increments of £25 to £50 have in some cases been given. In Council Schools, scales for headmasters exist here and there. In character they are short, with fairly substantial increments. If applicable to more schools than one, they vary with the size and character of the school. Such scales are usually confined to Authorities who control a number of schools. In many cases an increment of salary for the head of a school is not considered unless he makes a special application.

32. *Relation of Salaries to those of Assistants.*—In Table II. will be found the average salary of headmasters and headmistresses and of assistant masters and assistant mistresses in the several groups of Secondary Schools. The following is a summary:—

<i>Schools for Boys.</i>			
Headmaster's average salary	...	...	£525
Assistant master's average salary	...	...	£187
<i>Schools for Girls.</i>			
Headmistress's average salary	...	...	£356
Assistant mistress's average salary	...	...	£130
<i>Schools for Boys and Girls.</i>			
Headmaster's average salary	...	...	£387
Assistant master's average salary	...	...	£167
Assistant mistress's average salary	...	...	£128

B.—INSTITUTIONS FOR FURTHER EDUCATION, INCLUDING TECHNICAL SCHOOLS AND SCHOOLS OF ART.

VI.—TECHNICAL SCHOOLS.

33. *Scope of Work.*—Technical Schools present a greater variety in their size, and in the standard and character of their work, than any other of the types of institutions with which the Committee have to deal. As a group, they provide courses of industrial, professional, commercial, domestic and general instruction for students who in most instances, though not all, are pursuing their studies concurrently with some form of wage-earning. The ages of these students may be anything from 13 or 14 upwards, and the standard of their previous attainment may range from that of the elementary school or evening continuation school to that of a university degree.

It will thus be seen that the term Technical School is incapable of concise definition. Its application indeed is largely a matter of local choice. In London and the neighbourhood some, but not all, of the most important Technical Schools are known as Polytechnics; in the provinces the term Technical College, Technical Institute, Technical School and so forth are indiscriminately applied. In many of the smaller towns there is no technical work beyond what is carried on in the evening; and in such instances use is made of the buildings of Secondary Schools or Public Elementary Schools, and it merely depends on local taste whether the term Technical School is applied to the premises or not in respect of their evening activities.

34. *Types of Courses.*—The chief types of courses that are recognised by the Board of Education under their Regulations for Technical Schools are:—

- (a) Full-time Courses, styled "Technical Institution Courses," providing full-time instruction, mainly for students of 16 and over, in Engineering, Mining, Building and Applied Science generally. There are about 1,500 students in these courses.
- (b) Junior Technical Schools (about 3,000 students) providing a continued full-time education under school conditions for pupils from Elementary Schools in preparation either for artisan or other industrial employment, or for domestic employment.
- (c) Day Technical Classes (about 10,000 students), providing a variety of full-time and part-time instruction of all types, including industrial, commercial and domestic subjects. A number of full-time day commercial courses and day domestic courses, some of which are definitely of post-secondary, and others of definitely post-elementary standard, are recognised under this head.

- (d) Evening and similar schools (about 800,000 students), constituting by far the greater part of the work recognised under the Regulations, and including instruction, mainly for employed students in the evening or leisure time, of all grades and in all kinds of subjects, general, industrial, commercial, domestic, &c.

An important Technical School, e.g., a London Polytechnic or the Technical College of a large provincial town, may comprise any or all of these.

35. *Organisation.*—In a large Technical School the work of the institution as a whole is usually divided into departments, e.g., for Engineering, Mining, Chemistry, Commerce, Domestic Economy, &c. There is a principal for the whole institution, with separate heads for the different departments; the principal sometimes acting as head of one department in particular, though in most of the larger institutions he is solely concerned with administration. Where a Junior Technical School forms part of the Institution, it is usually reckoned as a separate department, and is placed in charge of a separate headmaster or headmistress, who is responsible to the principal. Working under the heads of departments are the assistant teachers, most of whom work both in the day and in the evening. In addition to these there are the part-time members of the staff, who are usually numerous in comparison with the full-time teachers, and are to a large extent men and women who devote a substantial portion of their time to the pursuit of some branch of industry, commerce and so forth, from which in all probability their livelihood is mainly derived. A certain number of part-time teachers are employed in teaching during the day, but the great majority of them teach only in the evening.

A School of Art may form a department of a Technical School, in which case the head of the School of Art ranks as the head of a department.

36. *Character of the Principal Technical Schools.*—About 130 of the principal Technical Schools in England and Wales, which occupy a definite, stable and important place in the educational organisation of their area, and provide courses of instruction of an appropriately advanced character, are specially recognised by the Board of Education, which pays them an inclusive annual grant in respect of the whole of their recognised work (other than that of a Junior Technical School or School of Art). Even this group of schools is extremely heterogeneous in character. Some members possess large and important day departments, others conduct evening classes only. Some are many-sided institutions, which provide general instruction and instruction bearing on the needs of all the local industries, including commerce and homecraft; others confine their activities to a few, or to one only of these.

Just below this group there is a body of schools which, though doing work of an extremely varied character, just fall short of the standard required for inclusion in the group. Many of these conduct little or nothing but evening classes, and may have only one or two members on their full-time staff, including the principal. From the schools of this group there is an almost imperceptible gradation, through evening schools which carry on a few courses related to the local industries, down to evening schools which provide instruction with nothing more than an industrial or commercial bias, and, ultimately, to the small and unambitious continuation classes of a rural evening school.

37. *Adaptation to Local Industries.*—It is clearly important that a Technical School should be thoroughly co-ordinated with the local industries and trades, from the point of view of both employers and employed, and that the school should be kept well in touch with other educational institutions in the neighbourhood, and with the prevailing trend of educational effort. It is also important that the co-operation of the parents and other responsible persons should be enlisted. In the case of the more important schools these duties are of course undertaken by the principal, with the assistance of his heads of departments and assistant staff. In the case of institutions below the highest grade, where the work is carried on exclusively in the evening by means of part-time teachers, these duties are often exceedingly important, and their efficient discharge is secured by the appointment of a full-time principal,

who devotes his evenings to the supervision of the classes, and the rest of his time to the discharge of the functions just enumerated.

38. *Distribution of Full-time Teachers.*—Full-time teachers are employed mainly in those large and important Technical Schools which receive an inclusive grant from the Board of Education (*see* §36) and in Junior Technical Schools, Day Commercial Schools and Day Domestic Schools. A certain number are also employed in the smaller Technical Schools which are concerned mainly or wholly with evening work. In certain of the latter group, where the technical work alone would not justify the employment of a full-time staff, it is not unusual for such a staff to be engaged for the purpose of teaching evening classes, and to devote the balance of their time to instructing pupils from Elementary Schools or Secondary Schools in Science, Manual Work or Domestic Subjects. In addition to the foregoing there are, in county areas, a certain number of staff teachers of Agriculture, Mining, Boot-making and the like, who visit a number of evening schools spread over the rural area.

39. *Number of Full-time Teachers.*—A good many teachers in Technical Schools are employed in more than one institution of higher education, sometimes receiving an inclusive salary in respect of the whole of their work, if this is done in schools under one Local Education Authority or body of Managers. As a result of this, it is difficult to frame an exact definition of the term "full-time teacher," and no precise statistics of the number of such teachers are available. The examination of the annual accounts rendered to the Board in respect of the large schools alluded to in §36 and of Junior Technical Schools would seem to indicate however that the total number of full-time teachers in Technical Schools (including Schools of Art) may be somewhere between 1,200 and 1,400. It is also known that a certain number of full-time teachers are employed in Technical Schools of smaller size.

40. *Part-time Teachers.*—The part-time teachers in Technical Schools form a very heterogeneous group, the boundaries of which are ill-defined, owing to the fact that no clear line can be drawn between such of them as teach in the evening departments of Technical Schools and evening schools of general and unspecialised type. Some of these part-time teachers are engaged in teaching during the day, *e.g.*, teachers of trade dressmaking, art crafts, physical exercises, &c., but most of them are engaged in the evening only. The subjects with which they deal, general, industrial, commercial, domestic and so forth, are as diverse as their training and qualifications. Many of them are engaged during the day in teaching in Elementary Schools, Secondary Schools and other types of school; the others are employed in some kind of professional, industrial or commercial work. A large number of them, perhaps a majority, regard their evening work as overtime, and cease to carry it on when some improvement takes place in the emoluments of the occupation, be it teaching or otherwise, which forms their main source of livelihood.

41. *Number of Part-time Teachers.*—There are no trustworthy statistics of the number of part-time technical teachers, partly because as already pointed out, those of them who teach in evening schools cannot be sharply separated from teachers of general subjects, and partly because the statistics of teachers in evening schools published by the Board of Education cover all types of evening classes, including those taught in Technical Schools by members of the full-time staff. Again, teachers employed in more than one school are counted separately in respect of each school, the conditions under which the work is carried on making it almost impossible to avoid this. It is of interest to note, however, that in 1912-13, the latest year for which figures have been published, there were employed in evening and similar schools of all kinds 28,196 men and 12,299 women. Of the men, 12,451 were also employed on the staffs of Public Elementary Schools, 2,093 on the staffs of Secondary Schools, and 1,124 on the staffs of other day schools. Of the women, 4,856 were also employed on the staffs of Public Elementary Schools, 701 on the staffs of Secondary Schools, and 570 on the staffs of other day schools. As has already been pointed out, a substantial proportion of the 1,124 men and 570 women were drawn from the body of full-time technical teachers.

VII.—SCHOOLS OF ART.

42. *Definition.*—Institutions which offer organised courses of instruction, including advanced instruction, in Art are eligible for recognition as Schools of Art, provided that they comply with certain requirements as to the qualifications of the principal teacher and the number of hours per week and of weeks per year for which the institution is open for instruction. Day classes must meet for instruction on at least two days per week, and evening classes for at least three evenings per week. In the week not less than six hours of instruction must be given in the daytime, and not less than 14 hours in all. Places of art instruction which do not meet such requirements may be recognised as Art Classes, on satisfying certain lower requirements as to the amount of weekly instruction and the qualifications of the principal teacher. Moreover, instruction in art subjects may be given in evening classes outside institutions recognised as Schools of Art or Art Classes.

43. *Character of Work.*—In England and Wales there are some 200 Schools of Art and, as might be inferred from the nature of the requirements explained above, there is a very great diversity among them in respect of both the character and the standard of the work. The Schools of Art in the greater urban centres are often able to attract substantial numbers of students for full-time study on as many as five days in the week, and to provide advanced instruction in Drawing, Painting, Modelling and Architecture, as well as in Design applied to manufactures or handicrafts. Except in the very largest urban areas, there is seldom more than one School of Art, but in the small number of places where more than one school has been recognised, a certain amount of specialisation is practised. In the less important towns there are many schools which are not open in the daytime for more than four mornings or afternoons, and have a comparatively small number of students attending at these times—often fewer than 20. In normal times there were very few schools having a total number of students of all kinds exceeding 500, though there were one or two with about 1,000 students in attendance and one with about 1,500. Several of the smaller provincial schools had less than 50 students of any kind.

44. *Types of Students.*—The part-time students, by far the greater number in every School of Art, are of many kinds. In some schools industrial students taking courses specially relating to their work greatly preponderate. At others, the part-time students include substantial numbers of teachers in schools, other than Art Schools, who attend in order to improve their teaching qualifications. The amount of attendance given by part-time students ranges from as little as one evening a week, or part of one evening a week, up to a substantial number of hours of part-time day study. There are a few places where pupils of elementary day schools or of public or private secondary schools are taught Drawing in the School of Art. Occasionally a School of Art includes a department for full-time junior students who take a course comprising instruction in subjects of general education as well as instruction in art subjects. The majority of the schools are prepared to offer one or more courses of instruction especially related to the needs of the art industries which are locally important; and, in places where art industries are very prominent, the connection with those industries is often the most important of the factors which determine the character of the school. But frequently the local art industries are either relatively unimportant, or for some other reason fail to contribute any large number of students, and in such cases a high proportion of the part-time students are persons whose attendance represents no definite vocational purpose, and who may be presumed to come to the school because of their personal taste for artistic work of some kind or other. The students who give full-time attendance in the day are as a rule young persons who wish to become artists, and are often intending candidates for the examinations by means of which the Board of Education selects the scholars and free students for admission to the Royal College of Art; a few of them are Art Pupil-teachers receiving a maintenance allowance, and devoting some of their time to teaching practice, but the greater part of it to their own artistic studies.

45. *Relation to Technical Schools.*—As a rule the work of a School of Art is the only educational activity, or the most important educational activity, carried on in the premises occupied by the school. But not a few, even of the more important schools, occupy parts of buildings in which Technical Schools are also conducted. In such a case the School of Art, from the point of view of the authorities of the institution, sometimes ranks as a department, and its head teacher as a departmental head, the principal of the Technical School being then, as a rule, regarded as administratively responsible for the whole work of the institute.

46. *Qualifications of Head Teachers.*—The head teacher of a School of Art must hold either the Board's Certificate for Teachers of Art, or the Full Associateship of the Royal College of Art, or the Art Master's Certificate, Group 1. In exceptional circumstances other specially qualified persons have been recognised. Royal College of Art students whose courses began in October 1915, or later, will not become qualified for recognition as principal teachers unless they satisfy such requirements as to general education, physical fitness and professional training as are prescribed for the Board's Teaching Certificate, and have received a Diploma endorsed to that effect. The Full Associateship of the College represents a systematic full-time course of study of at least three years duration, and in this respect the Associate is comparable with a graduate. The Teaching Certificate represents a full-time period of professional study following upon the completion of technical artistic studies which, though not required to be followed under conditions of full-time study, are not in practice likely to be completed by those who cannot devote most of their time to the work. No further Art Master's Certificates will be granted, except perhaps to a few students who had almost completed the requirements before the new scheme for a Teaching Certificate was introduced. Those requirements, in their latest form, comprised the satisfactory execution of works in nine subjects and the passing, in the first class, of examination in eight subjects. Neither as regards examination nor as regards the works did these tests entail any special consideration of the suitability of the candidate as a teacher; and both sets of tests, in fact, served purposes other than those of the scheme for certificating art teachers. Moreover, the candidate who aspired to the possession of the Art Master's Certificate had unlimited time before him. Each work and each examination was a separate test which, for practical purposes, was unrelated to any other, so that the completion of the requirements might be compassed within a comparatively short period or might be spread out indefinitely. No stipulations were made as to any study of either the theory or practice of teaching. Thus, the Art Master's Certificate does not necessarily represent more than a certain combination of technical qualifications. In practice, however, it is often, and perhaps generally, held by those who have had a more or less extensive professional training in a School of Art itself as art pupil-teachers, or, when no longer eligible in that capacity, as assistant teachers. The new Teaching Certificate of the Board represents not only the possession of technical artistic qualifications of such a character as can hardly be obtained without a substantial period of full-time study, or at least of such study as may be carried on concurrently with the teaching duties of an art pupil-teacher, but also the attainment of a certain standard of previous general education and the completion of a definite course of training in the theory and practice of teaching, including, as a rule, some practice in teaching in schools for general education. The Teaching Certificate is only granted to those who satisfy a certain standard of physical fitness.

47. *Qualifications of Other Teachers.*—For teaching posts in a School of Art, other than the head teachership, there are no prescribed requirements. Many of the full-time teachers have qualifications which make them eligible for head teachership, but according to the educational needs of the students in attendance other teachers are freely employed, including visiting teachers who may be practising artists or architects, designers, skilled artistic craftsmen, or, in some cases, technical assistants with expert knowledge of artistic processes.

VIII.—ORIGIN AND DEVELOPMENT OF TECHNICAL SCHOOLS AND SCHOOLS OF ART.

48. *Mode of Origin.*—Technical Schools and Schools of Art have reached their present development in various ways. Very few of them represent the modern application of an old endowment. A small number of institutions, founded for the purpose of bringing opportunities for liberal education during leisure hours within the reach of working people, survive more or less in their original form, and as a rule do not make extensive provision for technical instruction in the ordinary sense. There is one important and well endowed Technical School in the North founded as long ago as 1837 expressly for the purpose of technical education in the ordinary sense; and there are in London two monotecnics at least which owe their foundation to bodies other than the local public authority. Several institutions were founded by a local public authority as the result of the adoption of the Public Libraries Acts of 1855 and subsequent years, which gave power to apply local public funds not only for the foundation of public libraries, but also for various other purposes, including, in particular, the provision and maintenance of Schools of Science and Art.

49. *Building Grants.*—The foundation or extension of very many of the Technical Schools and Schools of Art now in existence was aided by means of the building grants of the Science and Art Department. These were available for the provision of Schools of Science or Schools of Art not only by the library authority or, after the passing of the Technical Instruction Act of 1899, by the councils authorised to exercise the power given by that Act, but also by bodies other than a public authority. In all cases, some security for the permanence of the institution established with exchequer aid was obtained by requiring the grantees to enter into covenants for the repayment of the grant, in the event of the application of the premises, or such parts of the premises as were provided with the aid of the grant, for purposes other than instruction in Science or in Art, as the case might be. Provision for these grants was made in minutes of the Science and Art Department from the year 1865 to the year 1899, that is to say, both before and after the passing of the Technical Instruction Acts 1889 and 1890: no such grants are now made. Of the institutions the provision or improvement of which was thus aided, a few still remain under the administration of bodies constituted in the manner required as a condition of the original grant; but the great majority of them have now been transferred to the local public authority, either under the provisions of special local Acts, or under the general powers given by the Schools of Science and Art Act, 1891, the public authority thus becoming responsible for maintenance.

A considerable number of the more important institutions have been established since the cessation of building grants (and therefore without grants from the central authority directly in aid of capital expenditure), under the general powers of Part II. of the Education Act, 1902.

50. *The London Polytechnics.*—Certain members of the group of important institutions in the Administrative County of London generically known as polytechnics have a long history. Others of more recent foundation came into existence in a very special way. After consideration of the means to be adopted in order to carry into effect the principles laid down by the City of London Parochial Charities Act, 1883, for the allocation of the charitable funds applicable thereunder for the benefit of the poorer classes of the metropolis, the Charity Commissioners decided that a large part of the funds might be applied in assisting the establishment or support of institutions combining education, and particularly technical and industrial instruction, with the advantages of social meetings and wholesome recreation. In order to carry out these objects, provision was made, by the Central Scheme established under the Act, for applying large sums out of the endowments subject to the Act for the establishment or maintenance of polytechnic institutes, to be regulated by schemes under which the advantages of such institutions should be secured for the benefit of the poorer classes. Under the schemes so established annual grants, and in some cases capital sums, were allotted for the maintenance and improvement of certain existing institutions; and contributions, in most cases corresponding approximately in amount to sums raised by public subscription, were provided for the support of new polytechnic institutions in various parts

of the metropolis. Certain of the City Companies also contributed liberally to the provision of sites and buildings, and the County Council, as technical instruction authority, gave grants for equipment.

51. *Other Polytechnics.*—Certain institutions in the neighbourhood of London which also bear the name polytechnic are, in fact, municipal institutions founded by the technical instruction authority or the Local Education Authority under Part II. of the Act of 1902, and as regards their origin and present circumstances are to be clearly distinguished from the polytechnic group proper.

IX.—FINANCIAL CONDITIONS.

52. *Maintained and Aided Institutions.*—As regards finance, the first and most obvious distinction amongst Technical Institutions and Schools of Art is between those for the maintenance of which a Local Authority for the purposes of the Education Act, 1902, or a combination of two or more such Authorities, is responsible, and those for the maintenance of which some other body takes responsibility. In the second group there are some which receive aid from one or more local authorities; there are others which are not so aided. But of the more important institutions (including the polytechnics) which are not maintained by the Local Education Authority, the great majority, especially those having one or more full-time teachers, receive substantial aid from that authority.

53. *Relation of Maintained Institutions to the Local Education Authority.*—In county areas, those Technical Schools and Schools of Art for the maintenance of which a local authority is responsible do not always stand in a fixed relation to the supreme Local Education Authority for the county. In some cases the authority financially responsible for maintenance is not the county authority but the authority for the non-county borough or urban district, and this arrangement very often obtains even though the county authority is treated by the Board of Education as having educational responsibility for the institution. In one very important county area the relations between the county authority and the local authority maintaining the school very much resemble those between the Board of Education and the Local Education Authority itself. The local authority receives aid from the county authority under a definite code of regulations, and the expenditure, so far as it is not covered by this aid and by fees, etc., becomes a charge on the locality, to be met out of the proceeds of a rate raised by the local authority itself, or out of the proceeds of a special local rate levied by the county authority. In other counties, other methods are adopted for the purpose of placing upon the locality responsibility for part at least of the expenditure on maintenance. It is not necessary to enter into detail on this point, but it may be said generally that the body which is treated by the Board of Education as educationally responsible for a Technical School or School of Art maintained by a public authority is not always fully responsible for the expenditure upon the institution, and sometimes has definitely limited the extent of its responsibility. It is obvious that these arrangements introduce some complication into questions connected with the remuneration of teachers, but in the sphere of technical education the institutions in regard to which these complications exist seldom have full-time teachers.

54. *Relation of London Polytechnics to the Local Education Authority.*—In London the relations between the County Council and the polytechnics are worth noting. The polytechnics derive a considerable revenue from the London Parochial Charities, and some of them have other resources in the nature of endowments; but these resources, together with the fees of the students, are far from being sufficient to finance the polytechnics on the scale necessary to support their educational and other activities. Hence they are increasingly dependent upon aid from the County Council and from the Board of Education. As in other forms of education, though perhaps to a less extent than in elementary or secondary education, the payment of teachers accounts for the greater part of the annual maintenance expenditure. The nature of the connection between the polytechnics and the Local Education Authority has, in the circumstances, an important bearing on teachers' salaries, a large number of full-time teachers being concerned.

X.—PAYMENTS TO TEACHERS IN TECHNICAL SCHOOLS AND SCHOOLS OF ART.

(1) Full-time Teachers.

55. *Sources of Information.*—The great majority of full-time technical teachers are employed in the "inclusive grant" schools (see §36) and in Schools of Art and Junior Technical Schools; and the accounts rendered annually to the Board in respect of these schools show the salaries paid during the year to full-time teachers individually. But the conditions under which the work is carried on in most of these schools render it impossible to compile really accurate statistics of the salaries of these teachers from the accounts. In the first place it is difficult to frame a satisfactory definition of the term full-time teacher, in view of the fact that some of the institutions are open morning, afternoon and evening throughout the week, while others are open during the evening only, or on two or three days and evenings. Again, it is quite common for a teacher to be employed in more than one institution, e.g., a School of Art and a Secondary School, or in a Junior Technical School, a School of Art and an Evening School, when he may or may not receive an inclusive salary in respect of the whole of his work. It is further to be borne in mind that a temporary re-organisation has often been forced on the schools by circumstances arising out of the war, so that the most recent accounts probably do not give a satisfactory picture of the normal state of affairs. It has therefore been deemed desirable to restrict the investigations to the accounts for the year ended March 31st 1914, and any statistics obtained from this source must be construed with the foregoing qualifications.

56. *Principals of the larger Technical Schools.*—Of 21 principals of the most important Technical Schools in London, 11 received salaries between £351 and £600, and 10 received over £600. Moreover it is known, from independent information, that the scales of salary for these principals, whether of institutions maintained by the London County Council or only aided by them, were settled by the Council, at any rate for future appointments, not very long ago. The maximum salary varies from £600 to £1,200. In two cases the salary is £850–50–1,000, in one it is £800–20–1,000, in three others it is £700–25–800 and in another £600–25–700, the salaries in four other cases being fixed at £1,200, £800, £700 and £600 respectively.

The examination of the accounts of "inclusive grant" institutions elsewhere than in London gives figures for 49 cases. The ordinary salary of a principal in a full-time institution would appear from these cases to be somewhere about £400 or £500. There are six cases in which the salary exceeded £500, but in only three of these was it £600 or upwards. In 12 cases it was £500 exactly; in 10 it was £400 to £475; and in 21 it was under £400. But it is not certain that all these 21 cases represented true full-time payments for a year.

57. *Principals of Schools of Art.*—Of 14 heads of Schools of Art in London, 7 have salaries of £350 or under, and 7 exceed £350. For more than half the heads of Schools of Art in county boroughs the salary is £300 or less; in the Schools of Art in the counties the heads receive still smaller salaries. Out of 83 heads of Schools of Art in county areas, 42 had salaries between £101 and £200, 31 between £201 and £300, 8 between £301 and £400, and 2 between £401 and £500.

58. *Heads of Departments (excluding Schools of Art).*—As already pointed out, a School of Art may form a department of a Technical School, in which case the head of the School of Art ranks as the head of a department. It has been thought simpler to treat all heads of Schools of Art in the same way, and they have therefore been dealt with in the previous paragraph and excluded from the scope of the present one, which therefore does not deal with heads of art departments.

In London the salaries of heads of departments in polytechnics, as settled by the London County Council, are usually £400–20–500 or £300–15 (or 20)–400 for men, and £300–15–400 (or £300) for women. The accounts for 1913–14 show that a total of 66 men, 33 received £350 and under; there were 14 women heads of departments, and for 5 of these the salary did not exceed £250, while for 5 it was from £251 to £300. In county boroughs the salaries of heads of departments, almost all of whom are men, are lower. Of 104 cases examined, 72 received £250 or less, 22

received between £251 and £300, and only 10 received more than £300. In districts under County Councils there are very few heads of departments in the ordinary sense; out of 14 cases for which figures are available only 2 received a salary in excess of £250.

59. *Assistants (including Schools of Art).*—In London about half the full-time assistant teachers (men) have salaries exceeding £150; in county districts about half have salaries exceeding £100; in county boroughs the corresponding figure lies between these two. For women the salaries are lower. Out of 139 in London, 78 in county boroughs, and 17 in counties, only 84, 19, and 1 respectively had salaries exceeding £100. In London the rule of the London County Council is that they do not give formal approval to scales of salaries in institutions aided by them; but the salary is not to exceed £300 for a man or £250 for a woman without the previous approval of the Council.

(2) *Part-time Teachers.*

60. *Conditions of Appointment.*—Part-time teachers are generally appointed for the session, though no doubt many of the appointments are renewed session after session. They are usually paid at rates for each hour or each evening of teaching, though occasionally there is a sessional instead of an hourly or daily rate, especially for head teachers. Sometimes a public elementary school or secondary school teacher receives an inclusive salary covering his evening as well as his day work. Certain important schools in London and elsewhere are in charge of responsible head teachers, who receive annual salaries.

61. *System of Remuneration.*—The overwhelming majority of part-time teachers are employed in schools and institutions from which no accounts are received by the Board, and other sources of information must thus be consulted in order to get some idea of the system under which they are paid. Most local authorities issue regulations setting out in some detail the rates of payment offered to part-time teachers, particularly in evening schools. From these it appears that the rates of payment vary considerably from school to school and from area to area, though as regards the lowest grades of work at least they tend to be uniform over the whole of the area of a Local Education Authority. In the case of head teachers it is not uncommon for the rate to depend on the size and the grading of the school. For assistants the rates vary widely, according to the qualifications of the teacher and the nature and standard of the subject taught. Occasionally lower rates are paid to women than to men doing the same work. As regards individual teachers the rates are often the same from session to session, but sometimes there is an increment after a year, or after two or three years, of satisfactory service. The number of such increments is seldom, if ever, greater than one or two.

For the more highly specialised work, a personal salary has often to be paid in order to get the right man. This has to be high enough to tempt him to sacrifice his leisure, or his chances of other work, and to spend time and money in travelling to and from the class if, as sometimes happens, no one with the requisite qualifications can be obtained within easy reach of the school.

XI.—SCALES OF SALARY IN TECHNICAL SCHOOLS AND SCHOOLS OF ART.

62. *Information derived from the Accounts.*—The statements of accounts, from which the preceding information has mainly been obtained, give only actual amounts paid in the year, and do not show whether the salary is fixed or variable, or, if variable, whether according to a definite scale or otherwise. Inspection of the salaries of individual teachers for successive years suggests that scales of salary exist to some extent, but probably not to a great extent. Separate information shows that in the case of London polytechnics, as already mentioned, scales are fixed by the County Council for principals and heads of departments, but not for assistants.

63. *Information from Junior Technical Schools.*—Some further information as to scales is available in reference to Junior Technical Schools, from the Staff Registers of which it has been possible to obtain particulars relating to 283 teachers (187 men and 96 women) employed in Junior Technical Schools in London, and 314 teachers (250 men and 64 women) employed in similar schools outside London. For at least one-third of the 65 schools concerned the information is correct to Easter 1917, and in all cases to July 1916.

The results of this inquiry are of wider application than might appear at first sight, as a large number of the teachers concerned are engaged for part of their time in Technical Schools of other types and grades, so that the information may be taken to be fairly representative of the salary conditions of technical teachers as a whole. Thus in London, of the 187 men, 149 teach outside the Junior Technical Schools—119 of these 149 teach in Technical Schools only; and of the 96 women, 50 teach outside the Junior Technical Schools—45 of these 50 teach in Technical Schools only. In the provinces, out of 250 men, 185 teach outside—154 in Technical Schools only; and of 64 women, 34 teach outside the Junior Technical Schools—18 in Technical Schools only.

In a great many instances the salaries quoted are in respect of the whole of the teacher's work, whether this be undertaken in the Junior Technical School alone, or in other schools forming part of the same institution, or in schools of any kind outside the institution under the control of the same Local Education Authority. In the great majority of such instances, though probably not all, the salary quoted is an inclusive one in respect of the teacher's whole time. Sometimes, however, this is probably not the case. In other instances the figures certainly do not represent the whole of the teacher's emoluments, e.g., when he is employed in teaching in evening schools in the area of another Authority, or when, as frequently happens, he is employed part-time in the Junior Technical School or is engaged in consulting practice, or is a craftsman practising his trade.

64. *Junior Technical Schools.—Headmasters and Headmistresses on Scale.* (a) *London.*—Particulars are available for five headmasters and six headmistresses, all of whom are stated to be on scales of salary. The scales for headmasters range between £240-10-270 and £300-15-360-20-400. For headmistresses the corresponding figures are £170-10-200 and £275-x-300.

(b) *Provinces.*—Figures are given for 19 headmasters and five headmistresses. Five of the former and three of the latter are on scale. For headmasters the lowest scale is £180-10-200 and the highest £200-x-300, the corresponding figures for headmistresses being £120-10-140 and £160-10-200.

65. *Junior Technical Schools.—Assistants on Scale.* (a) *London.*—Out of 177 men assistants employed in London, 80, or rather fewer than one-half, are stated to be on scale. A similar proportion of the women assistants, viz., 44 out of 89, are on scale. The usual increment, where this is stated, is £10, but increments of £5 are not uncommon, especially among teachers of trade and domestic subjects and of workshop practice. Increments greater than £10 are occasionally found. Most of the scales are marked by extreme brevity, scales extending over 2, 3, 4 or 5 years being quite common. It is probable that a good number of the scales are personal to particular teachers. Sometimes several different scales exist in one school.

(b) *Provinces.*—The proportion of assistant teachers in the provinces who are on scales of salary is much the same as in London, viz., 103 men out of 221, and 23 women out of 59. The provincial scales show the same features as those of London in the matter of size of increment and shortness of range, except that increments of £5, especially for women, are commoner. It is probable that scales are personal to particular teachers to an even greater extent than they are in London.

C.—TRAINING COLLEGES FOR INTENDING TEACHERS OF ELEMENTARY SCHOOLS.

66. *Historical Note.*—Though the origins of our training college system can be traced back to the very early years of the 19th century, for all practical purposes it may be taken that the existing provision dates from the minutes of the Committee of Council passed in the years 1843 and 1844. These laid down the conditions under which building grants were applicable to the training of masters and mistresses for elementary schools. The need for maintenance grants was realised almost immediately afterwards, and in 1846 minutes of the Committee of Council provided annual grants in aid of Training Colleges. The system of training, based as it was upon a period of preliminary professional training during the apprenticeship, known as pupil-teachership, and stimulated by the encouragement given by building grants, made

steady progress until the year 1860. The withdrawal in that year of the offer of building grants arrested progress, and for the next thirty years the number of the colleges and the accommodation provided in them failed to keep pace with the development of the public system of elementary education, which was especially rapid after the passing of the Act of 1870. In 1860 there were 34 colleges with places for 2,388 students. In 1870 the number of colleges was unaltered, and the number of places had only risen to 2,496. In 1880 there were 41 colleges with 3,275 places, in 1886 there were 43 colleges with 3,367 places.

All Training Colleges established before 1890 were under the government of private bodies, all of them were exclusively residential, and most of them were conducted on denominational principles. Since that date there has been a great development of Training Colleges which in all the above respects are conducted upon the opposite principles. The first stage in this development was the recognition in 1890 of Day Training colleges attached to a university or college of university rank. The number of such colleges recognised in that year was six, and in the following two years eight additional colleges of this type were recognised. By the end of 1902, when the new system had been in full operation for more than ten years, the number of Day Training Colleges was 19, and the accommodation provided in them was 2,000.

The next stage in the development of a system of Training Colleges managed by bodies of a public character and conducted upon undenominational lines was a direct consequence of the Act of 1902. This expressly empowered Local Education Authorities to spend public money on the training of teachers, and the foundation of what may be called Municipal Training Colleges was greatly stimulated in 1905 by the provision of a building grant for the erection of colleges and hostels by Local Education Authorities. The building grant was subsequently made applicable to the provision of hostels in connexion with universities and university colleges. The number of municipal colleges now recognised is 19, of which 15, providing 2,880 places, are in England and 4, providing 650 places, are in Wales. Some of them are exclusively attended by day students, but the majority provide for both residential and day students and a few are entirely residential, the provision for residential purposes being made in halls of residence situated in the neighbourhood of the educational block.

While these developments were taking place a few additional denominational colleges were founded, and many of the colleges of older foundation increased their accommodation. In the case of certain Church of England colleges the increase of accommodation has been effected by the provision of undenominational hostels. But the position of the denominational colleges, whether founded before 1890 or later, is not the same as before 1890. By a regulation of the Board of Education made in 1908, half the places in each of the denominational colleges must be open to students not belonging to the denomination of the college. To put the matter succinctly it may be said that the number of college places available for candidates, irrespective of religious faith, was in 1880, 500, and in 1890, 839. In 1913 the number was 10,657 and is now considerably more.

The growth in the training college system as a whole since 1890 will be evident from the following figures:—

Academic Year.	Number of Colleges.	Number of Places.
1890-91	49	3,879
1900-01	61	6,011
1905-06	72	8,937
1910-11	95	12,625
1913	87	13,093
1914-15	89	13,356

The most obvious characteristic of the educational work of a Training College is the dual nature of the curriculum, which provides both for the professional training of the students and for the continuance of their general education. This feature of training college work arose directly out of the educational circumstances in which the first colleges were founded, but though those circumstances have been greatly modified, especially in recent years, no radical change has taken place in the aims of Training Colleges except as regards certain of the colleges which are organised as university departments. On the other hand the improvement in the educational arrangements for boys and girls has made it possible to aim

at a higher standard of attainments in the colleges and has thereby contributed to bring about great changes in the quality of the staffs engaged in the colleges. Moreover the establishment, during the period 1890 to 1902, of colleges attached to universities and colleges of university rank had a very considerable influence upon the staffing arrangements in the voluntary Training Colleges. The competition of the university Training Colleges reinforced the desire of the older colleges to obtain for their lecturerships men and women of academic distinction and wide educational outlook. The institution of municipal colleges after 1902 has no doubt provided an additional stimulus in the same sense, but in any case the official regulations by which the staffing of all colleges is now controlled secures that a reasonably high standard shall be reached in the matter of academic qualifications.

67. Aims of Training Colleges.—For the purpose of the Board's Regulations for the Training of Teachers for Elementary Schools, a Training College is an institution for giving instruction in the principles and practice of teaching to students who are preparing to become Certificated Teachers in Public Elementary Schools, and for supplementing their general education so far as may be necessary.

The students are required to sign an Undertaking to serve within a definite period for a certain number of years in an "approved" school, and though the training college course must be planned with a view to work in Public Elementary schools, other schools are "approved" for the purposes of the Undertaking. The Board of Education have quite recently* authorised the admission of students to take up work in "approved" schools which are not Public Elementary Schools, and they allow the courses of particular students to be arranged with a view to the possibility that those students may teach in some school other than a Public Elementary School. But any such modifications of the course are not to be inconsistent with the general aim of the institution, which is to remain as described above in the first sentence.

68. Number and Status of Colleges.—The Training Colleges recognised in 1914-15, excluding departments of university institutions, were 70 in number. Of these one was provided by a university, 22 were provided by Local Education Authorities, and 47 were provided by voluntary governing bodies. Four of the council colleges and two of the voluntary colleges were in Wales. Of the voluntary colleges 49 were denominational, 30 being Church of England, 8 Roman Catholic, and 2 Wesleyan. Seven were undenominational. The number of students for which each college is recognised is fixed by the Board of Education. Several colleges have fewer than 100 students, while the majority have from 100 to 200 places. One college has 525 places, one has 480, one has 320, and two have 250.

69. Grants and Fees.—The main sources of the income by which the current maintenance expenditure of Training colleges is met are exchequer grants and students' fees. The annual exchequer grant for a resident student is at the rate of £53 for a man and £38 for a woman. The annual grant for the instruction of day students, men or women, is at the rate of £13. For day students annual personal grants at the rate of £25 for a man and £20 for a woman are paid to the Governing Body of a college for disbursement to the day students who are not resident in a hostel. These grants are, of course, not part of the income of the Governing Body. Annual grants of £40 for a man and £25 for a woman are payable to the Governing Body of a hostel in respect of hostel students who are attending a Training College.† The fees of students vary from college to college, and whereas in some cases the fees charged to resident students are separately stated in

* Circular 1086, 16th March 1918.

† The grants payable for the academic year beginning on the 1st August 1918, and for subsequent years will be as follows:—

- (i) For the instruction of students at the uniform annual rate of £20 per student;
- (ii) For the maintenance of students resident in a college or hostel at the annual rate of £35 for a man and £28 for a woman;
- (iii) For the maintenance of students not resident in a college or hostel at the annual rate of £20 for a man and £15 for a woman.

In considering the application of these augmented grants, the Board rely on the Training College Authorities to have due regard to the predominant importance of providing adequate remuneration for the teaching staff (Circular 1041, 10th April 1918).

respect of tuition and maintenance the allocation is not based upon any uniform system. No tuition fee is charged at some of the council colleges except to students who do not satisfy certain residential conditions. At others a fee is charged to all students, the amount varying from £8 to £17 10s. per annum. At all council residential colleges and council hostels fees are charged for the boarding accommodation provided, the amount varying from £2 10s. a year up to £25 for a Two Years Course. The fees charged to residential students at the voluntary colleges, all of which are residential, are generally entrance fees for the whole of the Two Years Course, the amount varying from £7 to £30.

70. *The Finances of Training Colleges.*—The following particulars for the year 1912-13 will serve to illustrate the main features of the financial position of the Training Colleges before the war. They cannot, however, be treated as affording much guidance as to the future scale of expenditure on the maintenance of Training Colleges. The percentages are based upon total expenses of maintenance.

I. Day Council Colleges (England and Wales).

	For Men only.	For Women only.	For Men and Women.
Number ...	1	6	9
Students { Hostel ...	—	114	1,034
Day ...	245	621	626
Grants for Students...	£3,129	£10,746	£21,049
Percentage ...	49	52	60
Fees and Sales ...	£1,193	£1,949	£19,105
Percentage ...	18	9	55
From L.E. As. ...	£1,976	£9,209	£2,574
Percentage ...	31	45	7
Total Receipts ...	£6,519	£22,758	£44,095
Salaries of Teachers	£4,947	£15,195	£23,842
Percentage ...	77	74	67
Maintenance of Premises	£656	£3,333	£4,405
Percentage ...	10	16	13
Total Payments for Maintenance ...	£6,331	£20,678	£34,854
Payments (for Premises) other than for Maintenance ...	£188	£3,068	£5,687
Total Maintenance Payments per Student ...	£26	£28	£21
Percentage of Total Maintenance Payments covered by Grants, Fees, and Sales ...	67	61	115

Of these day council colleges the one for men only and four of the six for women only are provided by the London County Council. In the case of nine colleges for men and women the aggregate of grants and fees was practically sufficient to cover the aggregate of the total payments on current account, including payments for premises otherwise than by way of maintenance.

II. Residential Colleges.

	Council (for Women).	Voluntary (for Women).	Voluntary (for Men).
Number ...	3	33	15
Students { Resident... 354	354	3,673	1,596
Hostel ... 112	112	127	—
Day ... 61	61	162	81
Grants ...	£14,024	£143,260	£85,769
Percentage ...	65	75	82
Fees and Sales ...	£7,088	£51,154	£21,056
Percentage ...	33	27	20
Endowment ...	—	£119	£234
Percentage ...	—	0.06	0.22
From L.E. As. ...	£2,889	—	—
Percentage ...	13	—	—
Voluntary Contributions ...	—	£10,105	£5,780
Percentage ...	—	5	6
Total Receipts ...	£24,167	£205,139	£113,063
Salaries of Teachers	£6,865	£52,855	£31,078
Percentage ...	32	28	30

Type.	Council (for Women).	Voluntary (for Women).	Voluntary (for Men).
Maintenance of Premises	£5,090	£40,377	£20,750
Percentage ...	24	21	20
Household Expenses	£4,556	£59,154	£33,088
Percentage ...	21	31	32
Total Payments for Maintenance ...	£21,428	£190,267	£104,989
Payments (for Premises) other than for Maintenance ...	£3,785	£15,604	£6,642
Total Maintenance Payments per Student ...	£41	£43	£63
Percentage of Total Maintenance Payments by Grants, Fees, and Sales ...	98	102	102

It will be observed that the aggregate of total payments for maintenance is in the case of the voluntary colleges slightly less than the aggregate of the grants, fees and sales, and in the case of the council colleges slightly greater than the same aggregate. Endowments are an insignificant source of income, and the voluntary contributions to the support of the voluntary colleges are in the aggregate less than the expenditure in premises otherwise than by way of maintenance. The voluntary colleges do not receive any rate aid.

71. *Conditions of Admission, Courses of Study, etc.*—The normal training college course is of two years duration, and in certain cases a student who has completed the Two Years Course may take a third year of training in the college or elsewhere. Graduates and those who have obtained the Certificate without having been to a Training College may be admitted for a course of one year's duration. In 1913-14 three graduates were admitted to council colleges and two to voluntary colleges. One hundred and fifteen certificated students were admitted to council colleges and 81 to voluntary colleges in the same academic year. Eleven students took a Third Year Course in council colleges and 61 in voluntary colleges. The colleges which provide a Three or Four Years Course are all departments of university institutions, and are therefore outside the reference of the Committee.

Candidates for a Two Years Course must as a rule be over 18 years of age on the 1st day of the academic year for which they are admitted, and are required to have passed an approved qualifying examination. The list of approved examinations includes the Board's Preliminary Examination for the Certificate and various examinations of a similar or higher standard, e.g., Senior Local Examinations taken in accordance with certain requirements, the Senior Certificate Examination of the Central Welsh Board, and University Matriculation Examinations. The students admitted in the academic year 1913-14 to the council and voluntary training colleges to take an ordinary Two Years Course were distributed as follows in respect of their qualifying examination:—

Qualifying Examination.	Council Colleges.		Voluntary Colleges.		Total. Men and Women.
	Men.	Women.	Men.	Women.	
Preliminary ...	240	453	350	751	1,794
University Senior Locals ...	135	419	245	873	1,672
Matriculation or Senior School...	30	130	45	182	387
Central Welsh Board Senior Certificate ...	45	94	17	30	186
Other ...	13	6	15	22	56
Total ...	463	1,102	672	1,858	4,095

There were also admitted to these colleges a certain number of students who were allowed to prepare during their Two Years Course for an examination forming a recognised stage in the course for a degree: 149 men and 69 women were so admitted to voluntary

Training Colleges and 5 men and 2 women to council colleges. Such students have to satisfy rather stricter tests of admission.

Every Training College admitting Two Year Students is required to provide courses of instruction (A) in the following general subjects, which are to be studied with a view both to the students' professional training and to the continuance of their general education:—English, History, Geography, Mathematics, Elementary Science, Welsh (in Welsh Colleges); (B) in the following professional subjects, which are to be studied directly with a view to the students' professional training:—The Principles and Practice of Teaching, Hygiene, Physical Training (Theory and Practice), Theory of Music and Singing, Reading and Recitation, Drawing, Needlework (for women). Advanced Courses may be recognised in English, History, Geography, Mathematics, Welsh, the Principles of Teaching, Music and Drawing. Where the staff and equipment of the college are adequate for the purpose, and the Board are satisfied that a proper selection of students will be made, courses of instruction may be provided in one or more of (C) the following additional subjects: French, German, Latin, Physics, Chemistry, Botany, Gardening, Housecraft, Handwork (for men students).

72. *The Examination of Two-Year Students.*—Two-Year students are required to follow courses of study and to undergo tests of proficiency in accordance with the detailed requirements of the Board of Education. These allow of certain options as regards the choice of subjects other than those which are distinctively professional. The final examination of students is conducted by the Board, except that (i) university examinations forming recognised stages in courses for degrees may be approved on certain conditions for Two Year students, who are then examined by the Board in professional subjects only, and (ii) an alternative college examination may be approved for the whole body of Two Year students other than those who are allowed to take a university examination. Of the 4,095 Two Year students admitted for an ordinary Two Years Course to the council and voluntary Training Colleges in 1913, 182 students in three voluntary Training Colleges were being prepared for an alternative college examination.

73. *The Character of Training College Work.*—It thus appears that the Training Colleges with which the Committee are concerned are exceptionally homogeneous as regards the nature and standard of their work; whether the college be situated in town or country and whether it be large or small it is dealing with students, the great majority of whom are of about the same age and take courses of the same duration in preparation for the Board's examination of students in Training Colleges. A few of the colleges receive students, of whom a high proportion have reached a standard which justifies preparation for university intermediate or final degree examinations, but, in the main, preparation for the Board's examination or an alternative college examination of a similar character is the main pre-occupation of a college for Two Year students. It is true that even the Board's examination may be taken in a variety of ways, and that there is scope for giving more advanced instruction to the abler or better prepared students, but it can hardly be said that the necessary requirements of a college in respect of the scholarship of its staff are materially affected by the extent to which advantage is taken of the opportunities for giving advanced courses or additional courses, or even by the extent to which individual students are permitted to take university examinations.

COUNCIL TRAINING COLLEGES.

74. *Men-Lecturers.*—Non-graduate men are rarely employed in Council Training Colleges, and as a rule only in the colleges which have been transferred by voluntary Governing Bodies. A few specialists, however, are to be found in colleges large enough to require the full time services of lecturers in Art, Music or Handwork. Payment of lecturers by scale is common, though not the invariable rule; for example, in one of the largest colleges the salaries of resident graduate lecturers, which at present range from £170 to £280, are not regulated by scale but in almost every case the present salaries are considerably higher than those received on appointment. The initial salaries range from £135 to £225. The following are examples of scales for graduate lecturers. In one college £200 to

£250; in another £180 to £250; in a third £200 to £300 for certain of the staff; and in a fourth from £147 to £189. A few lecturers receive salaries higher than those named, but the highest salary paid to a man-lecturer does not exceed £350.

Men-Principals.—The salaries of men-principals vary according to the size and character of the college. In two comparatively small colleges, which are without resident arrangements, the salaries are respectively £400 and £500. In three large colleges with residential arrangements the salaries are respectively £630, rising by increments of £30 to £780, (with a house, etc., the annual value of which is estimated at £120), £700 fixed (with house accommodation at the annual value of £80), and £750 fixed (with house accommodation at the annual value of £117).

Women-Lecturers.—A substantial number of women non-graduates are employed in Council Colleges, including the holders of the Higher Froebel Certificate specially concerned in the training of students who intend to teach young children, specialists in Physical Training, Art, Music and Housecraft. The salaries of these lecturers are sometimes considerably less than those of graduate lecturers in the same colleges. Many of the posts are resident, the estimated value of the accommodation being usually £40. Certain non-resident lecturers receive salaries rising from £150 to £200, and salaries of £120 resident or £150 non-resident are common. A large proportion of graduate lecturers are paid by scale. In one college the scale is £100 rising by increments of £5 to £130, with residence, etc., valued at £40. In two non-resident colleges the scales are £150 rising by £5 to £165 and £150 rising by £10 to £180. In London Council Colleges there are higher and lower scales for women graduates, one rising from £130 to £170, the other from £180 to £250, the increments in each case being £10. Additional allowances for services, together with board and residence, are given to some of those who have charge of hostels. In one large college in the provinces the salaries of resident women graduates range from £115 to £200. The normal maximum appears to be £165, though apparently there is no definite scale. In another large college the senior graduate lecturers receive as a rule £175, with residence, etc., valued at £40 in the case of those who reside in order to discharge hostel duties. At one college the scale for graduate lecturers appears to be £90 rising to £150 by increments of £5, but most of the lecturers at this college appear to have been appointed at salaries considerably higher than the minimum of the scale.

Women Vice-Principals.—In colleges which are attended by both men and women, and in certain large colleges for women, there are women vice-principals. The salaries of most of these posts are on scales rising to maxima of not less than £240. There is however one such post with a fixed salary of £200. In one case the maximum salary of the woman vice-principal of a college for women students only is £360, with residence, etc., valued at £40. The salary of the vice-principalship of one large college with residential arrangements for both men and women is £500 with a house. The salary of the woman vice-principal of another college for both men and women which is without residential arrangements is £300 rising by increments of £20 to £400.

Women-Principals.—The salaries of women-principals range from £300 in the case of a small day college to £500 with accommodation at the estimated value of £100 in the case of a large residential college. In the majority of cases the salary is £400 or more, and as a rule the salaries are fixed.

VOLUNTARY TRAINING COLLEGES. *

Colleges for Men. Lecturers.—The majority of the lecturers are graduates. Those who are not graduates have as a rule been engaged in the work for many years, and receive salaries considerably higher than those of the graduates in the early stages of their salaries. As between one college and another there is no appearance of uniformity in the salaries of lecturers, and apart from variations in the actual payments made there are differences in the matter of residence and in the methods by which college contributions are made towards superannuation, which make it still more difficult to give complete account of the position. In some colleges a substantial proportion of the

* Roman Catholic Training Colleges, in which the arrangements for salaries are exceptional, are omitted.

lecturers are non-resident, though all the colleges are residential. The arrangements of the salaries of individual lecturers by scale is not uncommon, and is the rule in some colleges, but definite scales forming a general basis for the remuneration of the whole body of lecturers are rare. In many colleges increments appear to be given from time to time at irregular intervals as occasion requires or opportunity occurs. At one college certain of the non-resident lecturers are stated to be on a scale rising from £250 to £400, the minimum annual increment being £5. Other lecturers in the same college are on lower scales, e.g., £150 rising to £250, or £130 rising to £200, both these being resident posts, with board and lodging estimated at the annual value of £50. In other colleges the scales stated to be in operation are lower than the highest scale quoted above; e.g., £130 rising by increments of £10 to £180, £135 rising by increments of £7 10s. to £200, £160 rising by £10 to £250, £150 rising by £7 10s. to £200, £250 rising by £10 to £300 are instances of the highest salaries paid by scale, but in most cases one or two individual lecturers receive salaries higher than the scale maximum. In many colleges, setting aside such posts as vice-principalship and other senior posts with special duties, it appears that apart from one college for which particulars have already been given, the normal maximum salary for a lecturer, inclusive of the estimated value of all additional emoluments, is in most cases less than £300 and as a rule does not exceed £250. Initial salaries are never less than £100 resident.

Men Vice-Principals, etc.—The salaries of these posts are no more uniform than those of the general body of lecturers, and colleges differ of course in size and to some extent in character and circumstances. In one college the vice-principal's salary is £500 non-resident; another senior lecturer in the same college receives £350 non-resident. At another college the salary of the vice-principal is £400 with accommodation at the estimated annual value of £100; in a third the senior lecturer receives a salary of £400 non-resident. In two other cases the salaries of the vice-principals are respectively £275 with other emoluments valued at £35 and £250 with other emoluments valued at £30.

Men Principals.—The salaries of principals seldom fall below £500, though in one case the cash salary is £300; the value of the other emoluments is given as £200. As a rule the principal is provided with a house rent free, and though in one case at least such accommodation is regarded as a burden rather than otherwise, this arrangement, together with the other arrangements which sometimes accompany it, is generally treated as an additional emolument, the aggregate annual value of which is estimated at from £30 to as much as £100. The highest cash salary paid to a principal is £340, and the lowest is £400. Definite scales are the exception, but almost all the higher salaries appear to have been substantially increased from time to time. Thus the initial salary of two of the principals who now receive £800 per annum or more appears to have been £500.

Colleges for Women. Lecturers.—As in the case of the colleges for men it is impossible to give a full account of the salary arrangements, owing to difficulties in the estimated value of the emolument provided in the form of board and lodging, and to the absence of uniformity in the arrangements for providing superannuation benefits. Non-graduate lecturers are more freely employed than in the colleges for men, and include not only those with a comparatively long period of service who correspond to a similar element to be found in the colleges for men, but also some who have been recently appointed, such as holders of the Higher Froebel Certificate specially employed for the training of students who intend to teach young children, and Physical Training experts of a type not represented on the staff of colleges for men. In all the colleges the great majority of the lecturers are resident. The estimated value of the emoluments provided in this way is generally put at £40 to £50 per annum, but it is sometimes rated more highly, and is given in one college, for example, as £60 and in another as £75. Definite scales applicable to the whole body of lecturers in the college are, as in the case of colleges for men, the exception, but increments appear to be given from time to time in the great majority of colleges. At one college there is a definite scale for the staff. "junior governesses" receiving salaries rising by increments of £5 from

£100 to £115, "senior governesses" receiving salaries rising by increments of £7 from £115 to £130, promotion from one grade to the other depending on length of service. The value of the residential accommodation, etc., provided is estimated in this case at £40; at another college the salaries rise by increments of £5 to £120, the value of the other emoluments being estimated again at £40, none of the lecturers in this case being graduates. At a third college individual scales appear to have been established. Thus two of the graduate lecturers have salaries rising from £120 to £150; a third has a salary rising from £80 to £150; a fourth rises from £100 to £130. There are similar variations in the salaries of non-graduate lecturers. In each case the increment is £5. In the colleges as a whole the salaries of resident non-graduate lecturers are not often less than £100, but rarely exceed £150. The salaries of graduate resident lecturers are as a rule between £100 and £150, and only a few receive salaries of as much as £170 or £180.

Women Vice-Principals, etc.—The salary of a woman vice-principal is as a rule between £150 and £200, the post being invariably resident. There are only one or two posts held by women other than the principals to which a salary of more than £200 is attached, and the highest salary for such a post is £250 resident.

Principals.—Several principalships of women's colleges are still held by men. The salaries of these posts range from £500 to £800, with additional emolument in the form of a house or quarters rent free. The salary of a woman principal is as a rule from £400 to £500, but in smaller colleges the salaries are sometimes considerably lower. All the posts are resident. In several instances the present salary of the holder is higher than that at which the appointment was made, but there appears to be only one case of a definite scale, the salary in this instance rising from £400 to £500 by increments of £25.

SPECIAL SUBJECTS.

Lecturers in Art, Music, Domestic Subjects, Physical Exercises, and Manual Instruction very commonly give only part of their time to work in Training Colleges, and in these cases the salary arrangements are very varied. In Local Education Authority Colleges it is not infrequently the case that a teacher divides his or her time between work in the schools under the Authority and work in the Training Colleges, receiving an inclusive salary for all the work done. But even in Local Education Authority Colleges the remuneration of part-time teachers is sometimes arranged as a payment per hour, 5s. being a common amount, sometimes as a payment per half day, e.g., 15s., sometimes as a payment per session, and sometimes as a payment per term. Occasionally, when the payment is per session there has been an increase in the sessional payment, but definite scales for part-time teachers are rarely, if ever, provided.

D.—THE TRAINING OF INTENDING TEACHERS IN SECONDARY SCHOOLS.

75. *General Arrangements.*—Special courses of training, designed for persons who are preparing to become teachers in Secondary Schools, are recognised and aided by the Board of Education. A list of the institutions providing recognised courses is given in §§ 79 and 80, those which are not aided being indicated by an asterisk. These courses extend over at least one academic year and are confined to purely professional instruction. They may be provided either by colleges in separately organised departments, or, under rather different requirements, in approved Secondary Schools.

76. *Training Colleges.*—An institution seeking to be recognised as a Training College for secondary training must be organised for the purpose of giving instruction in the principles and practice of teaching to intending secondary school teachers. A department of a university, university college, or other institution may be so recognised if it is separately organised so as to satisfy the requirements of the Board. For the purposes of the training course, which may not be taken concurrently with any other course of study, adequate provision must be made in Secondary Schools accepted as suitable for the instruction and practice of students in teaching and in school organisation and management. Students without several years' teaching experience must spend at least 60 school days in contact with class work under proper supervision, and not less than two-thirds of the practice must be in a Secondary School

or Schools. Unless the responsibility for the training of students in the practice of teaching has been delegated to the authorities of a school or schools under approved arrangements, the head of the college and not less than half of the staff must have had successful experience, for a reasonable period, of the routine and practice of teaching in Secondary Schools.

The Board limit their recognition of students to those who have obtained an approved university degree, or the approved equivalent in the case of women students from Oxford or Cambridge, or have obtained under certain conditions special honours certificates in the Higher Local Examinations. Other students may be admitted, so long as their inclusion does not affect adversely the instruction and practice of recognised students.

Students must, as a rule, include in their courses a special study of the teaching of one definite branch of the curriculum. In the case of modern languages, the study will not be regarded as adequate unless a period of study abroad has been completed under approved conditions before the period of training.

The tests of proficiency must be satisfactory to the Board.

In order that a Training College may be eligible for grant (which, subject to certain limitations, is at the rate of £18* for each recognised student who completes the course) not less than 10 recognised students must complete the course in three successive years.

77. *Training in Secondary Schools.*—In order that arrangements for training teachers in a Secondary School may be recognised, the school must be on the list of those recognised as efficient (and, as a rule, must be in receipt of grant), and the headmaster or headmistress or some senior member of the staff must be specially qualified and have the necessary interest and leisure to supervise training. The course must extend over a full school year, and must provide for a systematic study both of the practice and of the principles of teaching, including a special study of the methods of teaching a particular subject or group of allied subjects. In a small school not more than one teacher in training, and in any school not more than three, will be recognised at any one time. Each student proposed for recognition must be not less than 21 years of age, and must have obtained an approved university degree, or its accepted equivalent in the case of a woman student from Oxford or Cambridge. The grant, however, is payable only in respect of students whose degree, or accepted equivalent to a degree, has been obtained in honours. The grant for such students who have completed a year of training is, in the case of a first student, £40; in the case of a second, £30; and, in the case of a third, £20.

78. *Endorsement of Certificates.*—The certificates granted to students on the satisfactory completion of their courses of training may, if issued under approved schemes, receive the endorsement of the Board. Before approving a scheme for this purpose, the Board must be satisfied as to the following points:—

- the capacity of the institution awarding the certificate to offer an efficient course of training;
- the qualifications of the staff by whom the training will be undertaken;
- the courses of instruction and the arrangements for the teaching practice;
- the standard of previous education required before admission to the course;
- the arrangements for the examination or testing of the students at the end of the course. As a rule, provision must be made for one of the Board's officers to act as an assessor for the purpose.

Certificates are not endorsed if students are preparing or submitted for external public examinations during their courses of training.

79. *University Training Departments and Training Colleges.*—(a) *Training Departments of Universities or constituent Colleges.*

For men only:
†Cambridge University.

* Footnote † on p. 48 is applicable to Secondary Training Colleges.

† Closed during the war.

For women only:
Bedford College.
Leeds University.

For men and women:
Birmingham University.
Durham University, Armstrong College.
Liverpool University.
*London University, London Day Training College.
Manchester University.
Oxford University.
Aberystwyth University College.
Cardiff University College.

(b) *Training Departments of University Colleges not being constituents of Universities.*

For women only:
*Reading University College.

(c) *Other Training Colleges.*

For men only:
*Stonyhurst, St. Mary's Hall.

For women only:
Cambridge Women's Training College.
*Cheltenham Ladies' College.
London, Brondesbury, Maria Grey Training College.
†London, Clapham High School.
Oxford, Cherwell Hall.

80. *Secondary Schools Recognised under Chapter III. of the Regulations.*

Exeter, Maynard's Girls' School.
Winchester High School for Girls.

81. *Numbers of Students, etc.*—The numbers of students completing the course at the various institutions and schools recognised have been as follows.

For earlier pre-war years the figures were:—

1912-13	...	...	...	...	214
1911-12	...	...	...	...	197
1910-11	...	...	...	...	161

excluding Liverpool Mount Pleasant, Paddington St. Mary's and Wantage Secondary Training Colleges throughout.

	1913-14.		1914-15.		1915-16.		1916-17.		1917-18.	
	M.	W.	M.	W.	M.	W.	M.	W.	M.	W.
Aberystwyth University College ...	8	1	1	3	—	2	—	2	—	2
Birmingham University ...	8	5	2	14	—	18	—	3	—	1
†Cambridge University ...	8	—	6	—	3	—	—	—	—	—
Women's ...	—	30	—	43	—	85	—	27	—	29
Cardiff University College ...	—	6	—	9	—	5	—	2	—	—
Cheltenham Ladies' College ...	—	2	—	6	—	7	—	3	—	2
Durham University, Armstrong College ...	—	2	—	4	—	9	—	2	—	1
Leeds University ...	—	7	—	6	—	8	—	5	—	9
Liverpool University ...	2	13	—	13	—	9	—	6	—	7
London, Brondesbury ...	—	11	—	20	—	22	—	12	—	10
" Clapham ...	—	5	—	5	—	5	—	10	—	6
" Bedford College ...	—	19	—	36	—	29	—	15	—	24
London Day Training College Secondary Training Department	4	2	3	9	1	7	—	9	3	3
Manchester University	8	13	2	14	2	12	1	16	2	6
Oxford, Cherwell Hall	—	20	—	17	—	20	—	5	—	4
" University ...	6	—	6	3	1	4	—	2	3	1
Reading University College ...	—	—	—	2	—	7	—	4	—	5
Stonyhurst, St. Mary's	3	—	5	—	4	—	1	—	1	—
Totals ...	37	136	25	204	11	199	2	123	9	110
	173		229		210		125		119	

* Not aided.

† In this case a special course for training teachers of Domestic Subjects is also recognised for endorsement of diplomas.

‡ Cambridge University Secondary Training Department is closed for the period of the war.

In Secondary Schools under Chapter III. of the Regulations:—

	1914-15 Women.	1915-16 Women.	1916-17 Women.	1917-18 Women.
Exeter—Maynard's Girls' School ...	2	2	—	—
Winchester—Girls' High School ...	—	1	1	—
	2	3	1	—

There have been no recognised men students trained under Chapter III. Up to the present certificates have been endorsed in three cases, two from Exeter Maynard's Girls' School and one from Winchester High School.

E.—TRAINING SCHOOLS FOR INTENDING TEACHERS OF DOMESTIC SUBJECTS.

82. *Scope of Work.*—There are 14 Training Schools for Domestic Teachers recognised by the Board of Education under the Regulations for the Training of Teachers of Domestic Subjects.

The course of training provided in all these Training Schools is a two years course in preparation for the Board's Diploma in Cookery, Laundry Work, and Housewifery. Some schools provide a third year in which Needlework and advanced work in Cookery, Laundry and Science are taken. Students entering a recognised Training School for a two years course must as a rule be 18 years of age, and must have passed an approved examination as a proof of satisfactory general education.

83. *Salaries.*—The following table gives the salaries paid to principals and assistants respectively in 11 of these Training Schools. For the remaining three, which form part of larger institutions, the figures are not available.

Salaries paid to teachers in Training Schools for Domestic Subjects in the financial year 1916-17:—

Principal Teachers.

Range from £130 to £293, i.e.—	Number.
Under £150	1
£150-£200	2
£200-£250	3
£250-£300	5

Assistant Teachers (Full-time).

	Number.
Under £80	23
£ 80-£ 90	4
£ 90-£100	8
£100-£110	5
£110-£120	14
£120-£130	18
£130-£140	27
£140-£150	12
Over £150	3

In a few Training Schools the salaries are on scale. These scales range from an initial salary of £110 by £5 increments to £140 or £150. In most of the Training Schools there are no scales of salary.

84. *Grants.*—Under the Regulations (1915) the Board pay a grant not exceeding £9 on each recognised two-year students and each student obtaining during the year a combined domestic subjects diploma, (b) a grant of £10 10s. for each student obtaining a full diploma for cookery, and (c) grants of £4 10s. and £3 for each student obtaining laundrywork and housewifery diplomas respectively. By Circular 1041 (April, 1918) the £9 grant is raised to £20, and in addition maintenance grants of £28 for a student resident in a college or hostel and £15 for a day student are instituted. These increases of grant are allowed "as a temporary expedient to meet the immediate difficulties of the Training Schools, and it must be understood that they will be subject to revision after the war."

NOTE ON THE PRINCIPAL QUALIFICATIONS AVAILABLE FOR TEACHERS OF SPECIAL SUBJECTS.

I.—ART.

1. *The Royal College of Art Full Associateship Diploma.*—Candidates for admission to the College with a view to preparation for the diploma of Full Associateship must satisfy certain tests unless they are exempted in view of their record in the Board's Art Examinations. The Full Associateship, which is meant for the training of art masters and mistresses, is granted only to candidates who have qualified in the four schools of the College, namely, Architecture, Ornament and Design, Decorative Painting, Sculpture and Modelling. In order to qualify, the candidate must have obtained a first class certificate in the upper division of one of the schools and either a first class certificate in the lower division or a second class certificate in the upper division of each of the other three schools. Candidates are also required to have studied in the college for at least six terms (three years) and to have spent at least one term in each school of the college and not less than four terms in the upper division of one or more schools.

Provision is made for the endorsement of the diploma with a teaching certificate if evidence is produced that the candidate satisfies the same requirements as to general education, physical fitness and professional training as are required in the case of the new Teaching Certificate mentioned below.

2. *The Schools Associateship of the Royal College.*—Candidates proposing to qualify for the Associateship of one of the four schools of the college have to satisfy somewhat different tests on admission. The requirements for the School Associateship are that the candidate must have passed satisfactorily through the introductory course of Architecture, unless exempted from that course, and have obtained a first class certificate in the upper division of the school in which he has specialised. Candidates must also have studied at least four terms in the college, have spent one term in the School of Architecture unless previously qualified, and have been at least three terms in the upper division of the school in which they have specialised.

3. *The New Teaching Certificate of the Board of Education.*—Candidates must have passed the Board's examination in Drawing, and either the Board's examination in Painting or Modelling or Pictorial Design or Industrial Design, or the Final Examination in Architecture of the Royal Institute of British Architects. No candidate is admitted to the examination in Drawing who is not over 17 years of age on 31st July in the year of examination, and no candidate is admitted to any of the other examinations of the Board who is not over 19 years of age on the corresponding date. Candidates for the Teaching Certificate are also required to have passed an examination indicating the satisfactory completion of a preliminary general education, or must have submitted other evidence of having received such education. During his training, the candidate must have completed an approved course in the Principles and Practice of Teaching and School Management at an institution accepted for the purpose. The arrangements must afford practice under an expert master of method in the teaching of artistic subjects both to adults and to children. This pedagogic course is expected to extend through one school session, during which there may be some further pursuit of technical art studies. Towards the end of the course the candidate must pass an examination in the Principles of Teaching and School Management, with special reference to the relations of art and industry and to the place of artistic subjects in systems of education. A reasonable literary standard must be reached in the teacher's work at the examination. Candidates, who must be over 19 years of age, must also reach a certain standard of physical fitness for the work of teaching.

4. *The Art Master's Certificate.*—No further Art Master's Certificates will be issued except perhaps to a few candidates who had nearly completed the requirements when the new Teaching Certificate was instituted. The requirements have been varied from time to time. In their latest form, the candidate for the Certificate, after qualifying for the lower certificate known as the Art Class Teacher's Certificate, had to secure the acceptance of executed works in nine subjects and to pass in the first class at the Board's examinations in eight subjects. The range

and standard of attainments implied in these conditions may be taken as high, but no conditions were laid down as to the period within which the requirements must be satisfied, so that candidates were able to make repeated attempts to complete the qualification by submitting works for acceptance or attending examinations in the same subject in successive years. The tests to be passed served other purposes, and though the Art Master's Certificate is professedly a teaching qualification, no study of either the principles or of the practice of teaching was suggested or even called for, though, as a matter of fact, the candidates preparing for this qualification were often engaged in teaching, either as art pupil teachers or as assistant teachers in Schools of Art. This Art Master's Certificate was known as Group I. Certificates in other groups were open to those who were certificated in Group I.

5. *The Art Class Teacher's Certificate.*—The acceptance of works in five subjects and the passing in the first class of the Board's examinations in six subjects were required in the latest Regulations for this Certificate, the issue of which is discontinued. The minimum standard of artistic attainments necessary to satisfy these requirements, even in their latest form, was not a high one.

6. *University of Oxford (Delegacy of Local Examinations) Secondary Teacher's Drawing Certificate.*—This certificate is issued by the Delegacy to candidates who are on the Teachers' Register or are graduates of a university of the United Kingdom or have passed a Senior Local, Higher Local or Matriculation Examination and have, in addition, passed certain drawing tests conducted by the Delegacy. These tests fall into two stages. Stage I comprises four compulsory subjects: (1) Model Drawing; (2) Memory Drawing; (3) Geometrical Drawing; (4) Design. In Stage II there are eight compulsory subjects: (1) Figure Composition; (2) Perspective; (3) Painting from Still Life; (4) Design (Advanced) for practical purposes; (5) Drawing from Life and Drawing of the Human Figure from Memory; (6) Plant Drawing from Memory; (7) Anatomy; (8) History of Art and Architecture. There are two optional subjects: Drawing of the Antique from Memory; and Modelling (Elementary). Candidates must submit finished work in each of the compulsory subjects (1) to (6). There is no limit of age, and it is not necessary that all the subjects of Stage I. should be taken at one examination, or that the subjects of Stage II. should be offered either simultaneously or in any prescribed order; but no candidate is credited with a success in any subject in Stage II until he has reached the necessary standard in every subject in Stage I. No candidate is admitted to examination in the optional subjects until he has completed his qualification in at least six of the compulsory subjects (1) to (6).

The course of work for Stage II will, it is contemplated, extend over three years, and must be carried out at a School of Art or some other institution approved by the Delegates.

A candidate may receive a certificate without having been trained in teaching, but if a further course of one year's training in the Theory and Practice of Teaching has been taken in an approved institution the Delegates, on receipt of satisfactory evidence, will endorse the certificate accordingly.

7. *Clapham High School Art Training Course for Teachers in Secondary Schools.*—This course, for women only, is of four years' duration, the first three being mainly devoted to technical art studies, including the History of Art, Drawing, with Geometry and Perspective, Anatomy, Painting, Design and Handwork. The fourth year is devoted to the Practice and Theory of Teaching, with additional study, in certain cases, of subjects taken in the three years course and of Botany.

Candidates for admission to the full course must be at least 17 years of age and have received a good general education in a Secondary School up to the age of 17. Candidates for direct admission to the fourth year must, in addition, have spent at least three years in a recognised Art School or studio. A school diploma is issued to those who complete the four years course, and students are also prepared for the University of Oxford Secondary Teacher's Drawing Certificate.

8. *The Royal Drawing Society (Teacher's Certificates).*—Candidates for the Teacher Artist's Certificate of the Royal Drawing Society are required to

have passed (i) tests of 2½ hours duration in Object Drawing or Model, Shading from Coloured Objects, Portrait from Memory (half-hour), Figure from Draped Model, Painting in Water-Colour or Pastel; (ii) an examination in the Theory of Teaching Drawing, with special reference to collective methods; and (iii) a practical teaching test. The three tests need not be taken on the same occasion. Candidates are called upon to bring for inspection finished drawings in each of the branches of examination under (i). The Teacher Artist's Certificate for School Teaching takes due account also of success in the public examinations of the universities.

In connection with these certificates, courses of instruction are held which may be taken in whole or in part. The full course extends over 40 days (8 weeks) of 5 hours each, during which the students study Figure Drawing, Object Drawing, Shading, Landscape, Modelling of Scenery, and Portrait Drawing, and also obtain some practice in handling a class of children.

9. *Royal Academy Schools.*—The Schools of the Royal Academy are intended to provide instruction for students in Painting, Sculpture and Architecture. Candidates are selected for admission on the basis of tests comprising the submission of works executed in the students' own time, and tests occupying several days conducted at the Academy itself. The full period of studentship is five years, but students are not allowed to remain for the full period unless they satisfy tests of progress. They are also required to attend lectures forming part of the course of instruction. A certificate is issued by the Council to those students who have completed a five years' course of study to the satisfaction of the President and Council. The object of the school is no doubt the production of practising artists, and the needs of school teaching do not seem to come into question.

10. *University of London (Slade School) Diploma in Fine Art.*—Instruction is given at the Slade School in Drawing, Painting and Sculpture from the Antique and from Life, in the History of Art, in Anatomy, in Perspective and in Ornamental Design. Students who take full time courses may obtain the diploma if they have attended satisfactorily throughout three sessions, have attended satisfactorily the course in Fine Art Anatomy extending over not less than three terms and the course in Perspective extending over not less than two terms, obtained certificates in Drawing and in at least two of the following:—(i) Painting; (ii) Architecture; (iii) Modelling; (iv) Ornamental Design; obtained certificates in three courses in the History of Art and passed the prescribed examination tests. While the diploma may be taken as a high qualification in respect of artistic attainments, no conditions as to the previous general education of candidates are laid down, and, so far as appears, the course includes no provision for instruction in the theory and practice of teaching.

II.—DOMESTIC SUBJECTS.

1. *Diplomas of the Training Schools for Intending Teachers of Domestic Subjects.*—The courses in these schools are primarily intended as a preparation for teaching Domestic Subjects in Public Elementary Schools. Students must as a rule be 18 years of age or more on admission, and must have passed a qualifying examination which, if not a public examination of senior local or higher standard, must be specially approved for the purpose by the Board of Education. The course is of two years duration, and covers the theory and practice of Laundrywork, Cookery and Housewifery, Elementary Science in relation to Domestic Subjects, and the principles and practice of teaching in relation to Domestic Subjects. Some of the Training Schools provide supplementary courses of instruction in Needlework and other subjects, but these do not form part of the training course, the completion of which is attested by the diploma awarded by the Board of Education; and there appears to be at present no systematically organised complete three years course offered by any of these schools.

2. *Diploma of the Training School of the Clapham High School for Teachers of Domestic Subjects in Secondary Schools.*—This Training Department provides courses for students who wish to become teachers of Domestic Subjects in Secondary Schools. Candidates for admission must not be less than 18 years of age, and must have passed a qualifying examination

(covering where possible Chemistry or Physics) such as the London Matriculation or one of an equivalent standard, or must give other satisfactory evidence that they are fitted by their general education to profit by the course. The course extends over a period of three years, but in the case of students without any knowledge of Science a four years course is recommended, and those taking a four years course may be admitted at 17. During the entire period instruction is given in Housecraft (including Cookery, Laundrywork, Housewifery and Needlework), and in such principles of the various sciences as are involved in domestic processes. Instruction is also given in Theory and History of Education, School Organisation and Curriculum and in the Practice of Teaching. The curriculum also provides for some instruction in Economics, Business Methods, Household Organisation, First Aid and Home Nursing. The Council of the Girls' Public Day Schools Trust awards a Teacher's Diploma at the end of the three years course on the results of examinations in Domestic Arts, Science and Teaching. The Board of Education endorse these diplomas for all students who complete their course satisfactorily. The course is not aided under the Regulations for the Training of Secondary School Teachers, which provide aid only in respect of one year courses of pedagogical training for students who before entering the course have obtained a degree or its equivalent.

III.—PHYSICAL TRAINING.

1. *Colleges for the Training of Women Teachers on the Swedish System.*—The courses of these institutions at present extend over two years, during which students are trained as teachers of scientific physical education on the Swedish system. Instruction is given in Anatomy, Physiology, Hygiene, Theory of Gymnastics, Theory of Education, as well as in the various forms of Physical Exercises and in educational and remedial Gymnastics. Teaching under supervision is practised in neighbouring schools. Candidates for admission must be at least 18 years of age and must be physically strong and in good health. They must also have reached the standard of general education which is represented by the possession of a certificate of at least senior local standard. In certain of the colleges students of exceptional ability have opportunities of taking a third year of training at the college or elsewhere in order to qualify themselves still further for the work of teachers of physical training.

The Ling Association admits without further tests as ordinary members of the Association the teachers who hold the diploma of one of the Swedish training colleges. The Association conducts its own tests for the Swedish Gymnastic Teachers' diploma, and arranges holiday courses of short duration. Steps are being taken under the auspices of the Association, and in co-operation with the Governing Bodies of the four Training Colleges and the Bergman Osterberg Union, for the formation of a Central Examinations Board with a view to establishing a single diploma to be issued under the supervision of the Board of Education. But up to the present no definite arrangement has been reached.

2. *Other Training Institutions for Women.*—There are some other colleges, not directly associated with the Swedish system, which provide courses of training and issue diplomas.

IV.—HANDWORK.

1. *The Manual Training Course of the Shoreditch Technical Institute.*—A course of training for intending teachers of Handicraft was conducted for many years at the Shoreditch Technical Institute. It has recently been reorganised, and is now recognised under the Board's Regulations for Training Colleges for intending Teachers in Elementary Schools. The course is of two years duration, and candidates for admission to it are required to satisfy the same conditions as candidates for admission to the ordinary Training Colleges. Those who satisfactorily complete the course receive the Board's Certificate, which qualifies them for general service in Public Elementary Schools as well as for the teaching of Handicraft in those schools.

2. *City and Guilds of London Institute. Teachers' Certificates in Manual Training.*—These Certificates are issued in Woodwork and Metalwork. The scheme for the Woodwork Certificate contemplates two kinds of candidates: (A) certificated teachers, secondary school masters, pupil teachers specially preparing to

become manual instructors, training college students, etc.; (B) artisans.

Candidates coming under (A) are required to have attended a course of instruction of not less than 50 hours' duration given in not less than 20 lessons, and including the study of drawing and practical work of a type suitable for public elementary school pupils. They have to pass a first year's examination in Drawing and Practical Woodwork.

Candidates coming under (B) need not attend a class, provided they have passed a technological examination in some one of certain subjects requiring a knowledge of Woodwork. They have to pass a first year's examination in Drawing and Practical Woodwork, and also are required to submit to a test of their ability to express themselves in correct English.

Candidates under (A) or (B) after passing a first year's examination are required during the session preceding the final examination to have attended a course of instruction covering not less than 50 hours and given in not less than 20 lessons, comprising instruction in the principles and practice of Woodwork as adapted to the teaching of pupils in Public Elementary Schools as well as in Drawing, and the technology of Woodwork and methods of instruction. The final examination comprises (1) more advanced exercises in Woodwork, (2) Drawing, and (3) written questions in technology and methods of instruction.

Provision is also made for admitting to the final examination, without further attendance at instruction, candidates who are not less than 23 years of age and have taught or assisted in teaching Woodwork for at least two complete school sessions in a Public Elementary or Secondary School.

The scheme for the Metalwork Certificate is similar in character, except that all candidates must have either passed the first year's examination in Woodwork or concurrently attend the practical part of the first year examination in Woodwork and pass in that part. The whole of the first year's examinations cannot be taken concurrently in both subjects.

Provision is made, as in the case of Woodwork, for admitting to the final examination, without the requirement of further attendance at instruction, candidates over 23 years of age who have taught or assisted in teaching the subject for at least two complete sessions in a Public Elementary or Secondary School.

3. *Board of Examinations for Educational Handwork.*—This body issues certificates to teachers who have attended approved courses of instruction of not less than 50 hours' duration, executed satisfactorily certain exercises during the course, and passed an examination held by the Board in the particular branch of handwork concerned. No persons other than (i) the holders of certain academic qualifications and (ii) those who, not holding such qualifications, have taught satisfactorily during two years, may obtain certificates. The certificates issued in the separate subjects with which the Board concerns itself are of two grades, Teachers' Certificates and Teachers' Higher Certificates. The Teacher's Certificate is intended to cover what is required for instructing children in Public Elementary Schools and the lower forms of Secondary Schools. The Higher Certificate is intended to cover the requirements of all forms in Secondary Schools and of classes in Training Colleges. Each examination embraces a test in theory and in drawing and a practical test.

A General Certificate is issued to those who present Teachers' Certificates in a group of subjects, and also pass an examination in the Pedagogics of Handwork.

The Board holds its examinations in close association with the work of certain summer schools of educational handwork, where courses in preparation for the various certificates are held.

V.—COMMERCIAL SUBJECTS.

There are no full-time courses other than university degree and diploma courses.

VI.—MUSIC.

1. *Trinity College of Music.*—The diplomas of Associate and Licentiate are conferred upon candidates who satisfy the examiners in technical knowledge and also in knowledge of the art of teaching as applied to Music. A further examination in the general principles of scientific teaching and their application in Music can also be taken, and success in this test is recorded on

the diploma. The college provides a Saturday morning course of lectures extending over three terms, including arrangements for practical work with a class of children. But the diploma examinations are open to all persons, whether students of the college or not. There are no prescribed requirements as to the previous general education of the candidates for the diploma or licentiate ship.

2. *Royal Academy of Music.*—A special training course for teachers is provided. This comprises a series of lecture lessons by specialists, in the course of which students are called upon to give practical demonstrations. The course extends over three terms, and attendance during at least one complete year is a condition of admission to the special teachers' examination for the diploma of Associate of the Royal Academy of Music. The course is primarily planned for teachers of the pianoforte, but the study of methods of teaching ear training, voice culture, class singing and harmony is also covered. There are no requirements as to the previous general education of candidates.

VII.—KINDERGARTEN.

Higher Certificate of the National Froebel Union.—This qualification, which is open to women only, is rarely combined with a degree, though sometimes with a Higher Local Certificate and sometimes with an Elementary School Teacher's Certificate. Awarded by the National Froebel Union, which is an examination board, the Higher Certificate is obtained by examinations which fall in two parts. For entry to Part 1 the candidate must be 18 years of age and have passed a satisfactory test of general education (e.g., matriculation or senior local examination). One year and one term must elapse between the passing of Part 1 and the taking of Part 2. It is not possible to pass either of these examinations without considerable training in the teaching of young children. The training necessary may have been taken either privately, or in the preparatory department of a girls' Secondary School, or in a Training College with a special department for the training of young children, or in any two of these combined. Teachers trained in Training Colleges for elementary school teachers for two years are admitted to Part 2 of the examination without passing Part 1 if they have taken a third year of training in an institution approved by the Union. Further, teachers holding university degrees and trained certificated elementary school teachers may take both Part 1 and Part 2 within the same year. Thus, the training for this certificate must normally have covered a period of two years and a term, and the lowest age at which the qualification can be obtained is 19 years and 6 months. The age is usually higher, but training can be obtained concurrently with employment.

STATISTICS* (1912-13) OF INSTITUTIONS AND TEACHERS COMING WITHIN THE COMMITTEE'S TERMS OF REFERENCE.

I.—SECONDARY SCHOOLS ON THE GRANT LIST.

(a) Number of Schools.—

Schools for Boys	390
" " Girls	339
" " Boys and Girls	281
Total ...	1,010

(b) Number of Teachers.—

Full-time Head and Assistant Teachers (men)†..	5,246
" " " " (women)	5,158
Total ...	10,404

Part-time Teachers† 3,402

(c) Qualifications of full-time Head and Assistant Teachers.

	Men.	Women.	Total.
Graduates	3,723	2,720	6,443
Non-Graduates	1,523	2,438	3,961
	5,246	5,158	10,404

* Extracted from Statistics of Public Education in England and Wales, Part I. Educational Statistics 1912-13 (Cd. 7674).

† Part-time teachers are counted once for each school in which they serve.

(d) Training of full-time Head and Assistant Teachers.

	Graduates.		Non-Graduates.	
	Men	Women	Men	Women
For Secondary School teaching	165	851	15	310
" Kindergarten teaching only	—	—	—	239
" Elementary School teaching	1,301	683	489	366
Total Trained ...	1,466	1,534	504	915
Not Trained ...	2,257	1,186	1,019	1,523

	Men.	Women.
Total Trained (graduate and non-graduate)	1,970	2,449
Total not Trained (graduate and non-graduate)	3,276	2,709

II.—TECHNICAL AND EVENING SCHOOLS.

(a) Technical Institution Courses (i.e., Full-time Courses of Senior and Advanced Grade).

No. of Institutions, 27.—No. of teachers (men) ...	455
" " " (women)	25
Total ...	470

(b) Day Technical Classes (a miscellaneous group, including many now recognised as Junior Technical Schools).

No. of Institutions, 113.—No. of teachers (men) ...	669
" " " (women)	415
Total ...	1,084

(c) Evening and similar Schools.

No. of Schools, 6,876.—No. of teachers (men) ...	28,196
" " " (women)	12,299
Total ...	40,495

NOTE.—There is a good deal of overlapping between the figures given in II. (a), (b) and (c) above. More than one type of course or class may be recognised in one institution, and one teacher may teach in two or more types of school, or in two or more schools of the same type. Moreover, there is a marked overlap between teachers in Technical and Evening Schools and those in Elementary Schools, Secondary Schools and other Day Schools, as appears from the following table:—

Number of Teachers in Evening and similar Schools who were also employed on the staff of:—

	Men	Women
(i) Elementary Schools	12,451	4,855
(ii) Secondary Schools	2,093	701
(iii) Other Day Schools	1,124	570
Totals	15,668	6,126

III.—SCHOOLS OF ART AND ART CLASSES.

No. of Schools and Classes, 266. { No. of teachers (men) ...	1,378
" " " " (women)	458
Total ...	1,836

NOTE.—As in the previous groups, there is overlapping between teachers in Schools of Art and Art Classes and those in other institutions, as will be seen below.

Number of Teachers in Schools of Art and Art Classes who were also employed on the staff of:—

	Men	Women
(i) Elementary Schools	70	16
(ii) Secondary Schools	207	69
(iii) Other Day Schools	177	77
Totals	454	162

IV.—TRAINING COLLEGES

(a) Number of Colleges.

(i) University Training Colleges—			
(a) With 4 years' course ...	...	10	
(b) Without 4 years' course ...	...	10	
(ii) Council Training Colleges ...	...	19	
(iii) Voluntary Training Colleges—			
(a) On Grant List ...	...	47	
(b) Not on Grant List ...	...	1	
Total ...	...	87	

(b) Number of Teachers.

Full-time Teachers (men) ...	...	265	
" " (women) ...	...	450	
Total ...	...	715	

(c) Qualifications of Full-time Teachers.

	Men.	Women.	Total.
(i) Certificated Teachers (graduates)—			
(a) Trained ...	131	91	222
(b) Others ...	3	5	8
(ii) Certificated Teachers (not graduates)—			
(a) Trained ...	31	96	127
(b) Others ...	1	3	4
(iii) Graduates (not Certificated Teachers) ...	94	167	261
(iv) Other Teachers ...	5	88	93
Totals ...	265	450	715

TABLE I.

SHOWING THE NUMBER OF GRANT AIDED SECONDARY SCHOOLS IN ENGLAND AND WALES, ON 31ST JANUARY 1917, CLASSIFIED ACCORDING TO SIZE.

Number of Pupils on 1st October 1916.	Schools for Boys	Schools for Girls.	Schools for Boys and Girls.	Total.
<i>England.</i>				
Under 80 pupils ...	50	14	28	92
80 and under 150 " ...	107	85	71	263
150 " " 200 " ...	62	66	39	167
200 " " 250 " ...	41	55	25	121
250 " " 300 " ...	29	40	17	86
300 " " 350 " ...	31	30	15	76
350 " " 400 " ...	15	18	12	45
400 " " 450 " ...	15	9	7	31
450 " " 500 " ...	7	8	5	20
500 " " 550 " ...	6	6	1	13
550 " " 600 " ...	6	2	2	10
600 and over ...	5	1	2	8
Totals—England ...	374	334	224	932
<i>Wales.</i>				
Under 80 pupils ...	7	—	6	13
80 and " 150 " ...	7	9	28	44
150 " " 200 " ...	4	6	8	18
200 " " 250 " ...	4	3	10	17
250 " " 300 " ...	5	8	4	17
300 " " 350 " ...	3	3	3	9
Totals—Wales... ..	30	29	59	118
<i>England and Wales.</i>				
Under 80 pupils ...	57	14	34	105
80 and " 150 " ...	114	94	99	307
150 " " 200 " ...	66	72	47	185
200 " " 250 " ...	45	58	35	138
250 " " 300 " ...	34	48	21	103
300 " " 350 " ...	34	33	18	85
350 " " 400 " ...	15	18	12	45
400 " " 450 " ...	15	9	7	31
450 " " 500 " ...	7	8	5	20
500 " " 550 " ...	6	6	1	13
550 " " 600 " ...	6	2	2	10
600 and over ...	5	1	2	8
Totals—England and Wales ...	404	363	283	1,050

TABLE II.

AVERAGE SALARIES OF FULL-TIME HEAD AND ASSISTANT MASTERS AND MISTRESSES IN GRANT-AIDED SECONDARY SCHOOLS ON 31ST JANUARY 1917 (ENGLAND AND WALES).

	I.—Schools for Boys.					
	Headmasters.		Assistant Masters.		Assistant Mistresses.	
	Number.	Average Salary.	Number.	Average Salary.	Number.	Average Salary.
		£		£		£
1. Schools in which the Head Teacher's Salary is paid by capitation :—						
(a) Council Schools ...	33	488	210	173	72	114
(b) Aided Schools ...	168	558	1,107	188	249	110
(c) Non-aided Schools ...	30	638	240	189	47	124
(d) Welsh Intermediate Schools ...	14	425	55	167	22	127
(e) Total ...	245	552	1,612	185	390	114
2. Other Schools :—						
(a) Council Schools ...	83	492	900	188	189	122
(b) Aided Schools ...	45	461	493	194	32	120
(c) Non-aided Schools ...	23	498	285	185	24	124
(d) Welsh Intermediate Schools ...	8	490	60	180	12	122
(e) Total ...	159	484	1,738	189	257	122
3. Total of 1 and 2 ...	404	525	3,350	187	647	116
4. Council Schools in Wales (included in 2 (a) above)... ..	4	375	51	180	2	100

TABLE II—continued.

	II.—School for Girls.			
	Headmistresses.		Assistant Mistresses.	
	Number.	Average Salary.	Number.	Average Salary.
1. Schools in which the Head Teacher's Salary is paid by capitation :—		£		£
(a) Council Schools	43	357	423	127
(b) Aided Schools	48	508	618	132
(c) Non-aided Schools	45	457	629	127
(d) Welsh Intermediate Schools ...	15	393	121	132
(e) Total	151	442	1,791	129
2. Other Schools :—				
(a) Council Schools	139	312	1,677	138
(b) Aided Schools	37	283	395	124
(c) Non-aided Schools	29	229	352	102
(d) Welsh Intermediate Schools ...	7	292	79	131
(e) Total	212	294	2,503	130
3. Total of 1 and 2	363	356	4,294	130
4. Council Schools in Wales (included in 2 (a) above)	5	251	66	144

	III.—Schools for Boys and Girls.					
	Headmasters.		Assistant Masters.		Assistant Mistresses.	
	Number.	Average Salary.	Number.	Average Salary.	Number.	Average Salary.
(a) Council Schools	155	£ 384	844	£ 172	972	132
(b) Aided "	66	405	163	159	307	119
(c) Non-aided "	6	353	9	158	21	117
(d) Welsh Intermediate Schools	56	380	200	152	202	125
(e) Total	283*	387†	1216	167	1502	128

TABLE III.
STATISTICS OF SALARIES OF ASSISTANT TEACHERS IN SELECTED SECONDARY SCHOOLS (1908-1914).

Type of School.	Number of pupils.	Normal teaching staff.	Number of teachers employed during 5½ years.	Number of teachers who stayed through-out 5½ years.	Number of increments granted during 5½ years.	Usual amount of increment.	Average number of increments granted per year.	Percentage of staff receiving annual increments.
I.—BOYS' SCHOOLS.								
‡ Western County Foundation School	133	5	11	2	13	£5-£10	2.6	52.0
Metropolitan Suburban Foundation School ...	246	14	22	9	20	£10	3.6	25.7
Home County Provided School	137	7-9	15	4	27	£5-£7 10s.	4.9	61.2
Northern County Foundation School	109	5	10	2	7	£5-£7 10s.	1.3	26.0
Midland County Foundation School (A) ...	160	8	24	1	10	£10	1.8	22.2
Midland County Foundation School (B) ...	229	7-11	22	3	22	£10	4.0	44.4
Northern County Borough Foundation School	227	13	26	4	18	£5-£10	3.3	25.4
Midland County Borough Foundation School	219	9-11	16	7	27	£10	4.9	49.0
Western County Foundation School	62	4-5	8	2	7	£5	1.3	28.0
Northern County Borough Foundation School	117	6-7	13	4	13	£5-£10	2.4	39.0
II.—GIRLS' SCHOOLS.								
§ Northern County Borough Provided School	238	15	35	6	39	£5-£10	9.8	65.3
Midland County Borough Foundation School	293	9	34	8	13	£10	3.3	36.6
Western County Borough Foundation School	260	16	71	2	17	£5-£10	3.1	19.4
§ South Eastern Borough Foundation School	172	7	29	2	16	£7 10s.	2.9	41.4
§ Northern County Borough Provided School...	224	13	21	10	24	£5-£10	6.0	46.2
§ Eastern County Provided School	178	7	20	2	27	£7 10s.	4.9	70.0
§ Northern County Borough Provided School	338	7-13	24	2	34	£5-£10	6.0	60.0
§ Western County Foundation School	111	6	15	1	17	£5	3.1	51.7
Northern County Borough Foundation School	316	21	40	10	21	£10	3.8	18.1
Midland County Borough Foundation School	279	15	29	10	18	£5-£10	3.3	22.0

* Including 2 Headmistresses whose salaries were £300 and £279 respectively.

† Excluding salaries of 2 Headmistresses (see note *).

‡ The period covered in this case is 5 years only. § Personal Scales in force. || The period covered in this case is 4 years only.

CLASSIFIED LIST OF WITNESSES.

The witnesses who appeared before the Committee fall under five main heads, as follows:—

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 B. Members of Local Education Authorities.
 C. Administrative Officers of Local Education Authorities.
 D. TEACHERS:—
 (a) in Secondary Schools:—
 (i) Headmasters;
 (ii) Headmistresses;
 (iii) Assistant Masters;
 (iv) Assistant Mistresses.
 (b) in Technical and Evening Schools.
 (c) in Schools of Art.
 (d) in Training Colleges.
 (e) Teachers of Special Subjects:—
 (i) Physical Exercises;
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 Hon. Maude Lawrence, Chief Woman Inspector.
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 Mr. R. F. Cholmeley⁽¹¹⁾, Owen's School, Islington.
 Mr. D. V. Johnston⁽¹²⁾, Intermediate School, Newtown, Montgomeryshire.
 Mr. R. W. Jones⁽¹³⁾, Lewis School, Pengam, Cardiff.
 Mr. W. J. Stainer⁽¹⁴⁾, Municipal Secondary School for Boys, Brighton.
 Mr. W. Jenkyn Thomas⁽¹⁵⁾, Hackney Downs School.
 Mr. H. Waite⁽¹⁶⁾, Wandsworth Technical Institute Secondary School.

(ii) Headmistresses:—

- Miss E. L. Doorly⁽¹⁷⁾, County School, Twickenham.
 Miss G. Fanner⁽¹⁸⁾, County Secondary School, Putney.
 Miss M. E. Lewis⁽¹⁹⁾, High School for Girls, Southend-on-Sea.
 Miss L. A. Lowe⁽²⁰⁾, Girls' High School, Headingley Hill, Leeds.
 Miss M. A. Vivian⁽²¹⁾, Intermediate School for Girls, Newport, Monmouthshire.

(iii) Assistant Masters:—

- Mr. F. T. Adkins⁽²²⁾, Whitechapel Foundation School.
 Mr. S. A. Birks⁽²³⁾, County School, Sutton.
 Mr. A. H. Cooper⁽²⁴⁾, County School, Wrexham.
 Mr. G. H. Hooper⁽²⁵⁾, late Brighton, Hove and Sussex Grammar School.
 Mr. S. B. Lucas⁽²⁶⁾, King Edward VII. School, Sheffield.
 Mr. H. Shoosmith⁽²⁷⁾, Technical Institute, Wandsworth.

(iv) Assistant Mistresses:—

- Miss K. H. Coward⁽²⁸⁾, Kentish Town Secondary School.
 Miss E. M. Debenham⁽²⁹⁾, Municipal Secondary School for Girls, Ipswich.

(1) A Witness suggested by the Association of Directors and Secretaries for Education.

(2) A Witness suggested by the County Councils Association.

(3) A Witness suggested by the National Association of Education Officers.

(4) A Witness suggested by the Association of Technical Institutions.

(5) A Witness suggested by the Incorporated Association of Headmasters.

(6) A Witness suggested by the Headmasters' Conference.

(7) " " " Welsh County Schools' Association.

(8) A Witness suggested by the Secondary Schools Committee of the National Union of Teachers.

(9) A Witness suggested by the London Teachers' Association.

(10) A Witness suggested by the Association of University Women Teachers.

(11) A Witness suggested by the Association of Headmistresses.

(12) " " " Incorporated Association of Assistant Masters in Secondary Schools.

(13) A Witness suggested by the Art Teachers' Guild.

Miss I. H. Jackson⁽¹⁾, Godolphin and Latymer School, Hammersmith.

Miss C. L. Laurie⁽²⁾, Cheltenham Ladies' College.

Mrs. U. Gordon Wilson⁽³⁾, Aigburth Vale High School, Liverpool.

(b) *In Technical and Evening Schools.*

Dr. R. S. Clay⁽⁴⁾, Northern Polytechnic Institute, Holloway.

Mr. W. T. Harrison⁽⁵⁾, Technical Institute, Handsworth, Birmingham.

Mr. F. B. Hart⁽⁶⁾, Westminster Commercial Evening Institute.

Dr. C. A. Keane, Sir John Cass Technical Institute, Aldgate.

Mr. W. J. Kenyon⁽⁷⁾, London County Council School, Caledonian Road, N.

Miss M. Norrington⁽⁸⁾, Bath Street Institute, Old Street, E.C.

Mr. J. W. Riley⁽⁹⁾, Technical School, Rochdale.

Mr. A. R. Sage⁽¹⁰⁾, London County Council School of Building, Ferndale Road, Clapham.

Mr. S. Skinner, South Western Polytechnic, Chelsea.

Dr. G. A. Smith, Birkbeck College, Chancery Lane, W.C.

Mr. T. P. Watson⁽¹¹⁾, Keighley Trade and Grammar School and Technical Institute, Keighley.

Mr. J. Wilson⁽¹²⁾, The Polytechnic, Battersea.

(c) *In Schools of Art.*

Mr. W. H. Bond, Municipal School of Art, Brighton.

Mr. F. V. Burridge, L.C.C. Central School of Arts and Crafts, Southampton Row, W.C.

Mr. W. B. Dalton⁽¹³⁾, Camberwell School of Arts and Crafts.

Mr. A. W. L. Dixon⁽¹⁴⁾, East Ham Technical College and Ilford County High School.

Mr. C. Ripper⁽¹⁵⁾, Lancaster School of Art.

Mr. A. Shuttleworth⁽¹⁶⁾, late School of Art, Handsworth.

Mr. P. A. Wells, Day Trade School and Evening Classes, L.C.C. Technical Institute, Shoreditch.

(d) *In Training Colleges.*

Miss B. Forth⁽¹⁷⁾, Diocesan Training College, Salisbury.

Major H. E. Griffiths⁽¹⁸⁾, St. John's College, Battersea.

Mr. T. P. Holgate, City of Leeds Training College.

Miss A. M. Nicholson⁽¹⁹⁾, Maria Grey Training College, Brondesbury.

Miss K. Noakes, Whitelands Training College, Chelsea.

Mr. T. Raymond⁽²⁰⁾, Goldsmith's Training College, New Cross.

Miss M. O. Sharp⁽²¹⁾, Art Lecturer, Whitelands Training College, Chelsea.

Miss M. Wood, Cambridge Training College for Women.

(e) *Teachers of Special Subjects.*

(i) *Physical Training:—*

Mr. H. J. S. Arnold⁽²²⁾, Vice President of the Incorporated Gymnastic Teachers' Institute, and Vice-Chairman of the Council.

Commander B. T. Coote, R.N., Superintendent of Physical Training, School of Physical Training, Royal Naval Barracks, Portsmouth.

Miss M. Hankinson⁽²³⁾, Hon. Secretary of the Ling Association.

⁽¹⁾ A Witness suggested by the Incorporated Association of Assistant Mistresses in Public Secondary Schools.

⁽²⁾ A Witness suggested by the Association of Technical Institutions.

⁽³⁾ A Witness suggested by the Association of Teachers in Technical Institutions.

⁽⁴⁾ A Witness suggested by the Metropolitan Evening Institutes Association.

⁽⁵⁾ A Witness suggested by the London Teachers' Association.

⁽⁶⁾ " " " National Society of Art Masters.

⁽⁷⁾ " " " Association of Old Students of the Royal College of Art.

⁽⁸⁾ A Witness suggested by the Training College Association.

⁽⁹⁾ A Witness suggested by the Association of University Women Teachers.

⁽¹⁰⁾ A Witness suggested by the Art Teachers' Guild.

⁽¹¹⁾ A Witness suggested by the Incorporated Gymnastic Teachers' Institute.

⁽¹²⁾ A Witness suggested by the Ling Association.

(ii) *Domestic Subjects:—*

Miss J. D. Davies⁽¹⁾, Organising Inspector of Domestic Subjects to the Devon County Education Committee, formerly Domestic Science Mistress in the St. Albans' High School.

Miss M. E. Marsden⁽²⁾, Head of the Training Department of Domestic Science, Battersea Polytechnic, S.W.

Miss B. Streather⁽³⁾, Head of the Domestic Department, Royal Technical Institute, Salford.

(iii) *Music:—*

Mr. A. T. Akeroyd⁽⁴⁾, Music Master, Girls' Grammar School, Bradford.

Miss R. M. Edmonds⁽⁵⁾, Whitelands Training College, Chelsea.

Mr. B. Johnson⁽⁶⁾, Precentor and Head Music Master, Eton College.

Mrs. Temple-Saville⁽⁷⁾, Furzedown Training College.

Miss A. T. Weston, Head Music Mistress, Roedean School, Brighton.

(iv) *Commerce:—*

Mr. S. Carter⁽⁸⁾, Vice Principal of Smethwick Junior (Day) Commercial and Technical Schools and Head of the Commercial Department of the Municipal Technical School.

Mr. C. H. Kirton⁽⁹⁾, Head of the Commercial Department, Wigan Mining and Technical College, Wigan.

Mr. M. Moustardier⁽¹⁰⁾, Hon. Secretary of the Accountant Lecturers' Association.

Mr. F. F. Charles⁽¹¹⁾, Head of the Commercial and Civil Service Department, Technical College, East Ham.

(v) *Manual Training:—*

Mr. J. Fogarty⁽¹²⁾, Form Master in charge of Handicraft, Central High School for Boys, Manchester.

Mr. F. H. Knowles⁽¹³⁾, Junior Day Technical School, Maidstone.

(vi) *Kindergarten:—*

Miss L. James⁽¹⁴⁾, Head of the Kindergarten Training Department, Clapham High School.

Miss H. Unwin⁽¹⁵⁾, Member of the Council of the Froebel Society.

E. OTHERS.

Mr. H. A. Roberts, Secretary of the Cambridge University Appointments Board.

LIST OF MEMORANDA.

Written Memoranda were submitted to the Committee by the following persons who did not appear before the Committee as Witnesses:—

Mr. F. H. Gelling, on behalf of the Incorporated British College of Physical Education.

Mr. H. Hennings, on behalf of the London Union of Commercial Institutes.

Miss K. Marshall, on behalf of the Bergman Osterberg Union of Trained Gymnastic Teachers.

Mr. N. Waterfield, Secretary of the Oxford University Appointments Committee.

Miss G. B. Willcocks, on behalf of the Association of Responsible Mistresses.

⁽¹⁾ A Witness suggested by the Association of Teachers of Domestic Subjects.

⁽²⁾ A Witness suggested by the Incorporated Society of Musicians.

⁽³⁾ A Witness suggested by the Music Lecturers' Association.

⁽⁴⁾ " " " Union of Directors of Music in Secondary Schools.

⁽⁵⁾ A Witness suggested by the Faculty of Teachers in Commerce.

⁽⁶⁾ A Witness suggested by the Accountant Lecturers' Association.

⁽⁷⁾ A Witness suggested by the National Association of Manual Training Teachers.

⁽⁸⁾ A Witness suggested by the Froebel Society.

ALPHABETICAL LIST OF WITNESSES.

Abel, Mr. H. G.	Kanyon, Mr. W. J.
Adkins, Mr. F. T.	Kirton, Mr. C. H.
Akeroyd, Mr. A. T.	Knowles, Mr. F. H.
Arnold, Mr. H. J. S.	Laurie, Miss C. L.
Barber, Mr. W. H.	Lawrence, Hon. Maude
Birks, Mr. S. A.	le Couteur, Miss D.
Blair, Sir R.	Legge, Mr. J. G.
Bond, Mr. W. H.	Lealie, Mr. F. J.
Bowby, Rev. H. T.	Lewis, Miss M. E.
Bruce, Hon. W. N.	Lowe, Miss L. A.
Burrige, Mr. F. V.	Lucas, Mr. S. B.
Campbell, Dr. Janet	Marsden, Miss M. E.
Carter, Mr. R.	Mayor, Mr. R. J. G.
Carter, Mr. S.	Moustardier, Mr. M.
Chambers, Mr. E. K.	Nicholson, Miss A. M.
Cholmeley, Mr. R. F.	Noakes, Miss K.
Clay, Dr. R. S.	Norrington, Miss M.
Coffin, Mr. A. C.	Palmer, Mr. J. A.
Cook, Dr. E. H.	Phillips, Mr. T. W.
Cooper, Mr. A. H.	Pickles, Mr. J. E.
Coote, R.N., Commander B.T.	Postlethwaite, Mr. W. T.
Coward, Miss K. H.	Pullinger, Mr. F.
Dalton, Mr. W. B.	Raymont, Mr. T.
Davies, Mr. E. Salter	Richards, Mr. H. M.
Davies, Miss J. D.	Riley, Mr. J. W.
Dawson, Mr. W. C.	Ripper, Mr. C.
Debenham, Miss E. M.	Roberts, Mr. H. A.
Dickson, Miss I. A.	Sage, Mr. A. R.
Dixon, Mr. A. W. L.	Scott, Rev. Canon J. J.
Doorly, Miss E. L.	Shalles, Mr. F. F.
Edmonds, Miss R. M.	Sharp, Miss M. O.
Fanner, Miss G.	Shoosmith, Mr. H.
Finny, Mr. W. W.	Shuttleworth, Mr. A.
Fletcher, Mr. W. C.	Skinner, Mr. S.
Fogarty, Mr. J.	Smith, Dr. G. A.
Forth, Miss B.	Smith, Mr. W. H.
Furley, Mr. J. S.	Stainer, Mr. W. J.
Gannon, Mr. W.	Streater, Miss B.
Gott, Mr. B. S.	Temple-Saville, Mrs.
Graham, Mr. J.	Thomas, Mr. W. Jenkyn
Griffiths, Major H. E.	Toyne, Mr. F. H.
Hallam, Mr. J. H.	Unwin, Miss H.
Hankinson, Miss M.	Vivian, Miss M. A.
Harrison, Mr. W. E.	Waite, Mr. H.
Hart, Mr. F. B.	Wark, Miss A. E.
Hey, Mr. Spurley	Watson, Mr. T. P.
Hindmarsh, Mr. L. K.	Wells, Mr. P. A.
Holgate, Mr. T. P.	Weston, Miss A. T.
Hooper, Mr. G. H.	Wilkinson, Mr. F.
Jackson, Miss I. H.	Wilson, Mrs. U. Gordon
James, Miss I.	Wilson, Mr. J.
Johnson, Mr. B.	Wilson, Mr. W.
Johnston, Mr. D. V.	Withiel, Mrs. M.
Jones, Mr. R. W.	Wood, Miss M.
Keane, Dr. C. A.	

DEPARTMENTAL COMMITTEE FOR ENQUIRING INTO THE PRINCIPLES WHICH SHOULD DETERMINE THE FIXING OF SALARIES FOR TEACHERS IN SECONDARY AND TECHNICAL SCHOOLS, SCHOOLS OF ART, TRAINING COLLEGES AND OTHER INSTITUTIONS FOR HIGHER EDUCATION (OTHER THAN UNIVERSITY INSTITUTIONS).

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VOLUME II.

SUMMARIES OF EVIDENCE.

4

Presented to Parliament by Command of His Majesty.



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Mr. R. Carter⁽⁸⁾, Bedford School.

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Mr. D. V. Johnston⁽⁷⁾, Intermediate School, Newtown, Montgomeryshire.

Mr. R. W. Jones⁽⁷⁾, Lewis School, Pengam, Cardiff.

Mr. W. J. Stainer⁽⁴⁾, Municipal Secondary School for Boys, Brighton.

Mr. W. Jenkyn Thomas⁽³⁾, Hackney Downs School.

Mr. H. Waite⁽⁹⁾, Wandsworth Technical Institute Secondary Schools.

(ii) Headmistresses:—

Miss E. L. Doorly⁽¹⁰⁾, County School, Twickenham.

Miss G. Fanner⁽¹¹⁾, County Secondary School, Putney.

Miss M. E. Lewis⁽¹¹⁾, High School for Girls, Southend-on-Sea.

Miss L. A. Lowe⁽¹¹⁾, Girls' High School, Headingley Hill, Leeds.

Miss M. A. Vivian⁽⁷⁾, Intermediate School for Girls, Newport, Monmouthshire.

(iii) Assistant Masters:—

Mr. F. T. Adkins⁽¹²⁾, Whitechapel Foundation School.

Mr. S. A. Birks⁽¹²⁾, County School, Sutton.

Mr. A. H. Cooper⁽¹²⁾, County School, Wrexham.

Mr. G. H. Hooper⁽¹²⁾, late Brighton, Hove and Sussex Grammar School.

Mr. S. B. Lucas⁽¹²⁾, King Edward VII. School, Sheffield.

Mr. H. Shoosmith⁽⁸⁾, Technical Institute, Wandsworth.

(iv) Assistant Mistresses:—

Miss K. H. Coward⁽¹⁰⁾, Kentish Town Secondary School.

Miss E. M. Debenham⁽⁸⁾, Municipal Secondary School for Girls, Ipswich.

⁽¹⁾ A Witness suggested by the Association of Directors and Secretaries for Education.

⁽²⁾ A Witness suggested by the County Councils Association.

⁽³⁾ A Witness suggested by the National Association of Education Officers.

⁽⁴⁾ A Witness suggested by the Association of Technical Institutions.

⁽⁵⁾ A Witness suggested by the Incorporated Association of Headmasters.

⁽⁶⁾ A Witness suggested by the Headmasters' Conference.

⁽⁷⁾ " " " Welsh County Schools' Association.

⁽⁸⁾ A Witness suggested by the Secondary Schools Committee of the National Union of Teachers.

⁽⁹⁾ A Witness suggested by the London Teachers' Association.

⁽¹⁰⁾ A Witness suggested by the Association of University Women Teachers.

⁽¹¹⁾ A Witness suggested by the Association of Headmistresses.

⁽¹²⁾ Incorporated Association of Assistant Masters in Secondary Schools.

⁽¹³⁾ A Witness suggested by the Art Teachers' Guild.

Miss I. H. Jackson⁽¹⁾, Godolphin and Latymer School, Hammersmith.
Miss C. L. Laurie⁽¹⁾, Cheltenham Ladies' College.
Mrs. U. Gordon Wilson⁽¹⁾, Aigburth Vale High School, Liverpool.

(b) *In Technical and Evening Schools.*

Dr. R. S. Clay⁽²⁾, Northern Polytechnic Institute, Holloway.
Mr. W. T. Harrison⁽³⁾, Technical Institute, Handsworth, Birmingham.
Mr. F. B. Hart⁽⁴⁾, Westminster Commercial Evening Institute.
Dr. C. A. Keane, Sir John Cass Technical Institute, Aldgate.
Mr. W. J. Kenyon⁽⁵⁾, London County Council School, Caledonian Road, N.
Miss M. Norrington⁽⁶⁾, Bath Street Institute, Old Street, E.C.
Mr. J. W. Riley⁽⁷⁾, Technical School, Rochdale.
Mr. A. R. Sage⁽⁸⁾, London County Council School of Building, Ferndale Road, Clapham.
Mr. S. Skinner, South Western Polytechnic, Chelsea.
Dr. G. A. Smith, Birkbeck College, Chancery Lane, W.C.
Mr. T. P. Watson⁽⁹⁾, Keighley Trade and Grammar School and Technical Institute, Keighley.
Mr. J. Wilson⁽⁹⁾, The Polytechnic, Battersea.

(c) *In Schools of Art.*

Mr. W. H. Bond, Municipal School of Art, Brighton.
Mr. F. V. Burridge, L.C.C. Central School of Arts and Crafts, Southampton Row, W.C.
Mr. W. B. Dalton⁽⁶⁾, Camberwell School of Arts and Crafts.
Mr. A. W. L. Dixon⁽⁷⁾, East Ham Technical College and Ilford County High School.
Mr. C. Ripper⁽⁸⁾, Lancaster School of Art.
Mr. A. Shuttleworth⁽⁹⁾, late School of Art, Handsworth.
Mr. P. A. Wells, Day Trade School and Evening Classes, L.C.C. Technical Institute, Shoreditch.

(d) *In Training Colleges.*

Miss B. Forth⁽⁸⁾, Diocesan Training College, Salisbury.
Major H. E. Griffiths⁽⁸⁾, St. John's College, Battersea.
Mr. T. P. Holgate, City of Leeds Training College.
Miss A. M. Nicholson⁽⁹⁾, Maria Grey Training College, Brondebury.
Miss K. Noakes, Whitelands Training College, Chelsea.
Mr. T. Raymond⁽⁸⁾, Goldsmiths' Training College, New Cross.
Miss M. O. Sharp⁽¹⁰⁾, Art Lecturer, Whitelands Training College, Chelsea.
Miss M. H. Wood, Cambridge Training College for Women.

(e) *Teachers of Special Subjects.*

(i) *Physical Training:—*

Mr. H. J. S. Arnold⁽¹¹⁾, Vice President of the Incorporated Gymnastic Teachers' Institute, and Vice-Chairman of the Council.
Commander B. T. Coote, R.N., Superintendent of Physical Training, School of Physical Training, Royal Naval Barracks, Portsmouth.
Miss M. Hankinson⁽¹²⁾, Hon. Secretary of the Ling Association.

⁽¹⁾ A Witness suggested by the Incorporated Association of Assistant Mistresses in Public Secondary Schools.

⁽²⁾ A Witness suggested by the Association of Technical Institutions.

⁽³⁾ A Witness suggested by the Association of Teachers in Technical Institutions.

⁽⁴⁾ A Witness suggested by the Metropolitan Evening Institutes Association.

⁽⁵⁾ A Witness suggested by the London Teachers' Association.

⁽⁶⁾ " " " National Society of Art Masters.

⁽⁷⁾ " " " Association of Old Students of the Royal College of Art.

⁽⁸⁾ A Witness suggested by the Training College Association.

⁽⁹⁾ A Witness suggested by the Association of University Women Teachers.

⁽¹⁰⁾ A Witness suggested by the Art Teachers' Guild.

⁽¹¹⁾ A Witness suggested by the Incorporated Gymnastic Teachers' Institute.

⁽¹²⁾ A Witness suggested by the Ling Association.

(ii) *Domestic Subjects:—*

Miss J. D. Davies⁽¹⁾, Organising Inspectress of Domestic Subjects to the Devon County Education Committee.
Miss M. E. Marsden⁽¹⁾, Head of the Training Department of Domestic Science, Battersea Polytechnic, S.W.
Miss B. Streather⁽¹⁾, Head of the Domestic Department, Royal Technical Institute, Salford.

(iii) *Music:—*

Mr. A. T. Akeroyd⁽²⁾, Music Master, Girls' Grammar School, Bradford.
Miss R. M. Edmonds⁽³⁾, Whitelands Training College, Chelsea.
Mr. B. Johnson⁽⁴⁾, Precentor and Head Music Master, Eton College.
Mrs. Temple-Saville⁽⁵⁾, Furzedown Training College.
Miss A. T. Weston, Head Music Mistress, Roedean School, Brighton.

(iv) *Commerce:—*

Mr. S. Carter⁽⁶⁾, Vice Principal of Smethwick Junior (Day) Commercial and Technical Schools and Head of the Commercial Department of the Municipal Technical School.
Mr. C. H. Kirton⁽⁶⁾, Head of the Commercial Department, Wigan Mining and Technical College, Wigan.
Mr. M. Moustardier⁽⁶⁾, Hon. Secretary of the Accountant Lecturers' Association.
Mr. F. F. Sharles⁽⁶⁾, Head of the Commercial and Civil Service Department, Technical College, East Ham.

(v) *Manual Training:—*

Mr. J. Fogarty⁽⁷⁾, Form Master in charge of Handicraft, Central High School for Boys, Manchester.
Mr. F. H. Knowles⁽⁷⁾, Junior Day Technical School, Maidstone.

(vi) *Kindergarten:—*

Miss L. James⁽⁸⁾, Head of the Kindergarten Training Department, Clapham High School.
Miss H. Unwin⁽⁸⁾, Member of the Council of the Froebel Society.

E. OTHERS.

Mr. H. A. Roberts, Secretary of the Cambridge University Appointments Board.

LIST OF MEMORANDA.

Written Memoranda were submitted to the Committee by the following persons who did not appear before the Committee as Witnesses:—

Mr. F. H. Gelling, on behalf of the Incorporated British College of Physical Education.
Mr. H. Hennings, on behalf of the London Union of Commercial Institutes.
Miss K. Marshall, on behalf of the Bergman Osterberg Union of Trained Gymnastic Teachers.
Mr. N. Waterfield, Secretary of the Oxford University Appointments Committee.
Miss G. B. Willcocks, on behalf of the Association of Responsible Mistresses.

⁽¹⁾ A Witness suggested by the Association of Teachers of Domestic Subjects.

⁽²⁾ A Witness suggested by the Incorporated Society of Musicians.

⁽³⁾ A Witness suggested by the Music Lecturers' Association.

⁽⁴⁾ " " " Union of Directors of Music in Secondary Schools.

⁽⁵⁾ A Witness suggested by the Faculty of Teachers in Commerce.

⁽⁶⁾ A Witness suggested by the Accountant Lecturers' Association.

⁽⁷⁾ A Witness suggested by the National Association of Manual Training Teachers.

⁽⁸⁾ A Witness suggested by the Froebel Society.

DEPARTMENTAL COMMITTEE FOR ENQUIRING INTO THE PRINCIPLES WHICH SHOULD DETERMINE THE FIXING OF SALARIES FOR TEACHERS IN SECONDARY AND TECHNICAL SCHOOLS, SCHOOLS OF ART, TRAINING COLLEGES AND OTHER INSTITUTIONS FOR HIGHER EDUCATION (OTHER THAN UNIVERSITY INSTITUTIONS).

REPORT.

VOLUME II.

SUMMARIES OF EVIDENCE.

A.—OFFICERS OF THE BOARD OF EDUCATION.

[It should be understood that the Board's Officers only express their personal views. They must not be taken as representing the views or the policy of the Board.]

Hon. W. N. BRUCE, Principal Assistant Secretary, Secondary Schools Branch.

CONTROL AND INFLUENCE EXERCISED BY THE BOARD OF EDUCATION OVER SECONDARY SCHOOLS IN RESPECT OF TEACHERS' SALARIES.

1. The Board exercise control over Secondary Schools by means of their jurisdiction as Charity Commissioners and by means of Grants.

2. *Jurisdiction as Charity Commissioners.*—For the purpose of salaries, their jurisdiction as Charity Commissioners is exercised through their power under certain conditions to make schemes for Endowed Schools. Their scheme-making powers are not exerciseable over all the schools subject to their general jurisdiction, nor in equal degree over all those over which it is exerciseable at all. Further, Endowed Schools are obliged to send in accounts annually, and these provide for the setting out of the salaries of head and assistant teachers in detail.

3. It has never been the practice of the Board, or of the Charity Commissioners before them, to provide in Schemes for specific salaries for assistant teachers. The ordinary form of Scheme down to 1908 required the Governing Body to fix the number of teachers and the total sum for their payment, leaving a certain discretion to the headmaster as to its distribution. In some cases the Board have approved rules of payment which allow of remission or reduction of fees for children of members of the staff. Since the Endowed Schools Act, 1908, Schemes have required teachers to be employed under a contract which is assumed to cover salary. Many Endowed Schools are still under Schemes earlier than 1908, but there is nothing in these Schemes debarring them from conforming to such conditions for assistants' salaries as may be recommended.

4. The salary of headmaster or headmistress has, till recent years, been usually prescribed by Scheme, and a departure from provisions of Scheme for fixing a headmaster's stipend would entail an amending Scheme. The Charity Commissioners adopted the plan of a small fixed salary with a capitation fee, according to grade of school. The reasons which led to this method of fixing stipend are given in the Schools Inquiry Commission, 1868, Vol. I, pp. 598-9. The Board have, as occasion offered, abandoned this practice, being convinced that it was not the best method of remuneration. The form usually substituted for it provides that the headmaster shall receive a stipend according to a rate or scale fixed by the Governors. Thus part-payment by capitation is not excluded. A

discretion rests with the Governors. The influence of the Board's Inspectors has been strongly exercised against this method of fixing stipend, but for various reasons the change of policy is slow in its effect.

5. A maximum boarding charge is usually fixed by Scheme, but as a rule no other restriction is placed upon boarding profits. There are some exceptions, e.g., hostel system, or tax for School Fund.

6. Headmasters are forbidden under Scheme to do ecclesiastical work for pay during term-time. As to the performance of similar duties by assistant masters, Governing Bodies have discretionary powers.

7. *Jurisdiction by Means of Grants.*—A large proportion of schools in receipt of grants are also under the scheme-making jurisdiction. Chapter III. of the Secondary School Regulations deals with teaching staff. Article 15 contains the only reference to salaries. The Board have hitherto preferred to rely on inspection and administrative pressure instead of regulation; and both these means have had a marked influence in raising the rate of salaries to assistant teachers during the last 15 years. There were strong reasons for preferring this course. At the outset conditions were complex, and the Board lacked experience in controlling Secondary Education. If an attempt is made to secure adequacy of salary by regulations, questions of qualifications of teachers arise, which can only be settled by an intervention in the internal administration of the school involving a restriction of the functions of Governing Bodies and Local Education Authorities.

8. Chapter VIII. of the Regulations deals with Advanced Courses. In making application for recognition of an Advanced Course, schools are required to name the teachers who will take part in them and to state the salaries proposed. The Board expect that a teacher taking a responsible share of work in an Advanced Course should receive a salary reaching £300 a year or more within a reasonable time. In dealing with teachers who presumably are of tried experience the Board do not lay any preponderant stress on academic qualifications. This recognition of Advanced Courses does not necessarily involve the dividing of teachers into two grades, for some schools in which there is no Advanced Course may need highly-paid assistant teachers.

9. As regards scales of salary the Board have not hitherto taken a decided line. Scales have their advantages and drawbacks, and the former tend to increase. Many Local Authorities (but not all) have scales, and impose them on Secondary Schools which they provide; some Local Authorities make the adoption of their scales a condition of aid extended to non-provided schools in their area, but there are other Local Authorities which are disinclined to this course. If such a policy were generally adopted it would involve a change of far-reaching importance. It is of

importance that scales should have some elasticity and steer clear of complicated distinctions.

10. The Board's influence exercised through inspection extends to schools falling outside their jurisdiction and the Grant List. This influence is partly direct, through criticism and advice; partly indirect, through the standard set by state-aided schools.

Dr. JANET M. CAMPBELL, Senior Assistant
Medical Officer.

WOMEN TEACHERS OF PHYSICAL EXERCISES.

1. *Status and Mode of Remuneration.*—At present the gymnastic teacher is usually appointed at an *ad hoc* salary which may be comparatively high at first but is independent of the regular salary scale. It is most desirable that a fully trained teacher should be given the status of the ordinary staff teacher. Her salary should be in accordance with a scale which should approximate, if it does not equal, that of other teachers. It is not desirable to encourage young gymnastic teachers to remain too long in any one school or institution, and it is therefore doubtful whether they should be included in a scheme of superannuation when such exists. If they are excluded they should receive a correspondingly higher salary.

2. *The Relative Value of Gymnastic Qualifications.*—A fully trained teacher of Swedish gymnastics receives a minimum training of two years. This includes instruction in practical and theoretical gymnastics, anatomy, physiology, hygiene, games, dancing and remedial gymnastics, with considerable practice in teaching. The present tendency is to increase this course to three years. Teachers so trained should be able to take a gymnastic post in any teaching or training institution and to undertake remedial treatment under medical supervision.

The Board of Education are now considering the provision of a one-year course of training for gymnastic teachers, which in the first instance would probably be arranged as a third year of training for Certificated Teachers. There seems no reason (apart from grants in aid) why teachers with other suitable educational qualifications should not take such a course. The training would include practical and theoretical gymnastics, games, dancing and practice in teaching. There would be a minimum of anatomy and physiology, and no remedial treatment. Such teachers would be capable of teaching in certain Training Colleges, Junior Technical, Technical and Continuation Schools, and possibly in the smaller Secondary Schools. They would not be suitable for the larger Secondary Schools or as Organisers of Physical Training, and they could not give remedial treatment at a school or elsewhere.

The fully qualified gymnastic teacher, especially when a three years training becomes universal, ought to command a salary equal to that of the graduate teacher, at any rate for the first few years, though whether it should rise to the same maximum is open to doubt, as it is desirable that the gymnast should as a rule devote her attention to training and organising, rather than to teaching, as she grows older.

The salary of the partially trained teacher would no doubt depend upon her other qualifications.

Remedial treatment may be undertaken either by a teacher fully trained in Swedish gymnastics, or by a teacher who holds a recognised qualification for remedial treatment only, for example, the certificate of the Incorporated Association of Trained Masseuses.

3. *Length of Teaching Life.*—It is somewhat difficult to make any definite statement on this point. The fully trained gymnast is a relatively new type of teacher, and very few at present teaching are over 40 years of age. Two of the most competent gymnastic teachers in England, however, are between 45 and 60. There is no inherent reason why gymnasts should not continue to give efficient service until the usual retiring age if they acquire a sufficiently wide teaching experience and follow suitable branches of their profession, e.g., medical gymnastics, as they become older. The young newly qualified teacher is best suited to the Secondary School, and the teaching of practical gymnastics, games, dancing, etc. In later years it is open to her to undertake training work in Training Colleges, organising under Local Education Authorities, or remedial treatment either privately, in schools, or in school clinics.

The partially qualified teacher will be trained to teach practical gymnastics only. She will no doubt abandon this in a certain number of years and devote herself to other educational subjects.

It will often be convenient for teachers in continuation classes, technical classes, etc., to be able to teach other subjects. The full expert will not be prepared to do this except as regards hygiene, first aid, etc. On the other hand, she will be the best person to act as health mistress and to supervise the physical welfare of the pupils.

4. *Part-time Appointments.*—These may be necessary for small schools and institutions unable to employ whole-time teachers, which may be able to secure a well qualified teacher by appointing her, say, for half-time. Gymnastic teachers should not be paid by the hour, except perhaps those specially engaged for such subjects as folk dancing or for definite short courses of instruction such as evening classes for teachers.

MEN TEACHERS OF PHYSICAL EXERCISES.

5. *Methods of Training.*—There is no satisfactory training course for men teachers in this country, and there are very few well qualified men teachers of educational gymnastics. Most of these were trained in Sweden or by instructors so trained. A scheme for a one-year course of training for men, corresponding to that for women, is now under consideration by the Board of Education. It is intended to apply to Certificated Teachers in the first place, preferably those who have served as army gymnastic instructors if they are suitable in other respects. Such men have usually had little or no training in educational gymnastics, and are not capable of framing a progressive course for children of different ages. Such teachers would be suitable for Technical Schools, Continuation Classes, etc., and some Secondary Schools.

It seems unlikely that men teachers of good social standing will be attracted by a three-year course of gymnastics, but they may be sufficiently interested in physical training to take a course of practical gymnastics which will fit them to teach or supervise the subject in Secondary Schools, at any rate for a time, in much the same way as they now look after games. A certain number of well qualified experts, capable of taking remedial as well as educational gymnastics, will be necessary for a complete scheme of physical education.

Mr. E. K. CHAMBERS, C.B., Principal Assistant
Secretary, Technological Branch.

TYPES OF WORK COVERED BY REGULATIONS FOR TECHNICAL SCHOOLS.

1. *Types of Courses.*—The Regulations for Technical Schools cover not merely technological instruction, but also all forms of state-aided further education for students who have left Elementary or Secondary Schools, other than that provided in Universities or Training Colleges. The great bulk of the work consists of part-time courses for students in employment. Most of these are given in the evening after working hours, and occupy anything up to six hours a week during the winter half of the year. Where employers are willing to give their younger work-people facilities for attendance in working hours, somewhat longer and more valuable courses are organised in the day-time. The courses are classified according to the normal age and attainments of the students.

There are:—

- (a) Preparatory Courses, for boys and girls who are under 14, or require a repetition of forgotten elementary education.
- (b) Junior Courses, for boys and girls between 14 and 16.
- (c) Senior Courses, for students who pass to them from Junior Courses or from Secondary Schools.
- (d) Advanced Courses, for older students.

As, unfortunately, many students allow an interval to elapse between leaving a day school and entering an evening school, the actual age range in any course is generally a good deal wider than is here indicated.

2. *Grouped Courses.*—Where evening schools are well organised, junior and senior students are expected

to take Grouped Courses covering two or three subjects. The instruction in the junior Grouped Courses is mainly of a general character, with some vocational bias either towards commerce or towards manual industry, according to the occupations of the students, or, in the case of girls, towards housewifery. In some localities, but not in most, more strictly technical subjects are introduced into the junior courses. On the other hand, there are many courses, especially in connection with boys' and girls' clubs, where there is little vocational bias, and the instruction may often be described as recreative.

In senior courses, on the other hand, technical subjects of industry or commerce form the nucleus of the Grouped Courses, and a student who has passed through two years of a junior course, followed by two or three years of a senior course and two or three years more of an advanced course, can attain a high degree of proficiency in a technological subject. The grouped course system is less general at the senior and advanced stages, and many students, especially adults, take courses in single subjects.

3. *Future Developments.*—The Committee will understand that, in the event of Mr. Fisher's Bill becoming law, the conditions described above will be altered. There will be no need, when the new system comes into full working, for preparatory courses, since all children will stay at school until they are at least 14, and will then pass direct into continuation classes. The continuation classes will be in the day-time instead of in the evening, and will cover four years up to the age of 18. All the students under this age will of course take what are now known as Grouped Courses in general and industrial (including commercial) subjects. It is likely that general courses, except for the older students in skilled employments (the minority) will preponderate. No doubt evening courses will continue to be available for persons over 18.

TYPES OF INSTITUTION.

4. Junior courses are generally held in the buildings of Elementary or Secondary Schools after day school hours. Senior courses, especially in commercial and language subjects, are often also held in similar buildings. But advanced and senior courses in technical and other subjects, which require special equipment, are generally taught in special Technical Schools with buildings of their own. Of these, every important provincial town generally has one, and sometimes more. London has a considerable number. Most of the Technical Schools are of the nature of polytechnics with departments for different groups of subjects. Monotechnics are comparatively rare, but there is now some tendency, especially in London, to specialisation of institutions. The greater part of the commercial and language work in London is done in the City of London College and in about 26 Senior Commercial Institutes, most of which take somewhat less advanced work than that done at the College. Manchester, Liverpool and Leeds also have each a specialised institution for commerce and languages. Elsewhere such work is generally done in a commercial department of the Technical School. There are also in most of the larger Technical Schools full-time courses, covering two or three years, in technological subjects or in preparation for external degrees, which are primarily planned for students who have left Secondary Schools. There are also Junior Technical Schools which take children from Elementary Schools and give them a two or three years course of a scientific and practical character in preparation for industrial employment. These are sometimes organised as departments of large Technical Schools and sometimes independently. There are also some full-time day commercial courses, some of which are definitely of post-secondary and others definitely of post-elementary standard. The whole question of Junior (post-elementary) Commercial Schools is at present in a very experimental stage, and the Board have not yet suggested any definite principles for the organisation of such schools. Finally there are Schools of Art, which give both full-time day courses and part-time day and evening courses, and these also are sometimes departments of Technical Schools and sometimes independent units.

RELATION OF THE SCHOOLS TO LOCAL EDUCATION AUTHORITIES.

5. The great majority of the larger Technical Schools are provided and maintained by Local Education Authorities for Higher Education, i.e. County or County Borough Councils. Sometimes they are maintained by Borough or Urban District Councils with assistance from the Local Education Authority, and in a few cases they are borne upon independent school foundations. The most important of these cases are the London polytechnics. These also, however, receive considerable subsidies from the London County Council, which therefore has that measure of indirect control over them which the purse gives. The smaller and less advanced evening schools are also in most cases maintained by the Local Education Authority. A good many are maintained by other bodies or persons, but work under the direction of the Local Education Authority, to whom the Board pay the grant, and to whom they look for educational supervision of these schools. Some classes, especially at boys' or girls' clubs, or held in connection with local branches of the Workers' Educational Association, are not under the direction of the Local Education Authority, and are aided direct by the Board.

RELATION OF THE SCHOOLS TO THE BOARD OF EDUCATION.

6. The Board's own supervision of the work in Continuation and Technical Schools rests upon (a) inspection and (b) grants.

For purposes of inspection, the country was, before the war, divided up into 32 districts, in each of which was placed an inspector specially responsible for the work of further education. These districts were grouped into five Divisions, each under a Divisional Inspector. These officers are constantly in conference with the Local Education Authorities, both as regards the efficiency of existing work and as regards the possibilities of new developments. In the actual inspection of evening schools they have the assistance of Inspectors belonging to other branches of the Board's staff. The general supervision of this branch of the inspectorate is in the hands of a Chief Inspector, and a number of the members of his staff act as expert inspectors and advisers for particular subjects, and are available, as regards these subjects, outside the limits of their own districts. Some of them are specially graded as Staff Inspectors. There is a separate staff of Inspectors, under a Chief Inspector of its own, for Schools of Art. Sessional programmes are annually submitted for each school, and any exceptional features in these are considered both by the Inspectors and from an administrative point of view. No attempt is made to write a report upon each school in each year, but the Inspectors submit occasional reports to the Board when any matter arises which appears to them to justify such a report. Before the war, elaborate reports were written at intervals of three or four years (a) separately upon each of the more important schools in each area, and (b) upon the general organisation of the work in each area and the efficiency of the smaller schools collectively. These reports were the joint production of groups of Inspectors, including experts upon the more important industrial subjects of the area, and were formally communicated by the Board to the Local Education Authorities. The staff of Inspectors has been much depleted during the war, and the preparation of these elaborate reports has been suspended.

GRANTS.

7. Up to a quite recent date the system of grants for Technical and Evening Schools was a cumbrous one. The various subjects taught were grouped into divisions, the number of hours of attendance made by individual students at each subject was calculated, and a grant was separately assessed by the Board's officers for each school separately, at rates for each 20 student-hours falling within fixed limits for each division. This classification by subjects has been gradually breaking down, largely owing to the introduction of Grouped Courses containing subjects from more than one division, and, although the rates, as originally fixed, were intended to bear some relation to the comparative cost of teaching the different subjects, it has not been found that the system was really effective in bringing about a proper relation

between the Board's grant and the actual cost of the work done. During the war, emergency regulations have been established, by which these grants at fluctuating rates have in most cases been commuted into block grants fixed by the Board for about 100 of the more important schools, and into flat rates of grant, not for each 20 student-hours, but for each class hour of instruction given, for the smaller schools of each area. A draft body of new Regulations for Continuation and Technical Schools has recently been issued by the Board, although it will not be brought into operation until after the war, and in this draft the block grants for the large schools, which will in future be known as Local Colleges, and the class hour grants for the smaller schools are placed on a more permanent footing. Grants to Schools of Art have for some time past been block grants.

TEACHERS.

8. The smaller schools, of which there were something like 8,000 before the war, employing perhaps 30,000 teachers in all, of whom two-thirds were men, are mainly staffed by part-time teachers employed for two or three hours on each of two or three evenings in the week. These are of various types. About half of them are professional teachers who take evening work in addition to their work in Public Elementary Schools or, less often, Secondary Schools. Others are teachers of Domestic Subjects or Manual Work, many of whom also divide their time between day and evening schools. A few in county areas are staff teachers of Agriculture, Mining, Bootmaking and the like, who visit a number of evening schools spread over the rural area. A great many others again are persons employed during the day-time in industry or commerce, who take their teaching work in overtime. These are, as a rule, employed in senior rather than junior courses. All but the smallest schools have, or should have, a responsible head, who is however often no more than one class teacher with supervisory duties over the rest. It is obvious that, with the disappearance of the great mass of evening classes under the new Bill, these types of teachers will tend to be replaced by special staffs whose members will, as a rule, devote their full time to continuation class work. But these staffs will continue to include teachers of at least two types; an academic type taking subjects of general education, and a type drawn from industry or commerce and taking more practical subjects for the older continuation class students. Any scale of salaries for teachers of an academic type might reasonably approximate to that found suitable for teachers of the type now employed in Secondary Schools for other than advanced courses; but salaries paid to teachers drawn from industry or commerce will probably continue to be largely affected by the economic conditions locally prevalent in their former occupations. In general, some course of training seems desirable for both these classes of teacher, but it is not possible at present to say how the course for the latter class should be organised, or for what length of time it should extend. It would naturally not be possible to demand any rigid standard of academic qualification from teachers drawn from industry or commerce.

The large Technical Schools or Local Colleges, of which there may be between 100 and 150, also employ many part-time teachers of similar types, although naturally the proportion of elementary school teachers is here much smaller, and the proportion of commercial and industrial teachers much larger. But most of them have also a nucleus of full-time teachers, and some of the largest, such as the London polytechnics, have a substantial number of these. Possibly the total number of full-time technical and art teachers may be somewhere between 1,000 and 1,500; but there are no reliable statistics. There is generally a principal devoting his whole time to the work of the institution; under him heads of various departments such as an engineering or chemical department or a School of Art, where that is organised as part of a larger Technical College; and under these again a group of assistant teachers in each department. Where a Junior Technical School is organised as part of a larger institution, the Board expect it to be treated as a separate department and to have its own headmaster under the principal. Most of the members of these permanent staffs are scientific, technological or commercial specialists and, while many of them have

had an academical education, many have also passed into the teaching profession from industries or commerce with or without such education. In Junior Technical Schools there are also academic teachers of general subjects. There are no generally recognised courses of training in the pedagogic sense for technical teachers, with the exception of art teachers, whose courses of training are in process of re-organisation. It is not quite clear yet how the position of the larger Technical Schools will be affected by the new Bill. If the effect of continuation classes is, as may be hoped, to stimulate a large increased demand for voluntary courses amongst adults, these schools may tend to concentrate in the main upon work for students over 18, and to devote their junior students to institutions of lower grade. If so, their staffs will have better work, and their qualifications will tend to increase. But for the present there is not sufficient work of advanced standard to keep them fully occupied in the day-time, and they have to do junior technical school work or other work of lower standard.

SALARIES.

9. *Present Conditions.*—The Board of Education have no tabulated information as to the rates or scales of salaries in force for technical or evening teachers, with the exception of those in Junior Technical Schools. They get returns as to the annual payments to individual teachers in large Technical Schools and Schools of Art, but that is all. A certain amount of information is furnished from time to time by the Inspectors, but this has never been done upon a comparative basis, and from some rough investigations which have been made recently it seems that it is hardly likely to be sufficiently illuminating to justify an attempt to disinter it. The general position is as follows.

Part-time teachers are generally appointed for the session, although no doubt many of the same appointments are renewed session after session. They are paid at rates for each hour or, less often, each evening of teaching. These rates vary considerably, not merely for different schools or for teachers of different qualifications, but also in accordance with the financial ideas of different Local Education Authorities or managers of schools. So far as individual teachers are concerned, the rates are often the same from session to session, but sometimes there is an increment for each year of service, and occasionally there is a sessional instead of an hourly or daily rate, especially for head teachers. Many of the London evening schools have, under a recent re-organisation, been put in charge of responsible head teachers who receive annual salaries. There are also some cases in which a public elementary school or secondary school teacher receives an inclusive salary covering his evening as well as his day work. Sometimes also the fixed rate is supplemented by an increment depending upon the number of students in the class. As a rule the evening school rates at least tend to be uniform over the whole of the area of a Local Education Authority. Where there is a variation according to qualifications, each Authority or large school is a law to itself. The Board of Education do not lay down any standard qualifications for evening or technical teachers, with the small exception that the headmaster of a School of Art has, as a rule, to hold a qualification granted by the Board; but Authorities make use, for purposes of differentiation, of such qualifications as degrees and certain recognised diplomas and certificates held by teachers of domestic and handicraft subjects. Much use was at one time made of certificates obtained in the science and art examinations held by the Board, or by examining bodies such as the London City and Guilds Institute. Possibly less weight is now attached to some of these; at any rate the Board's examinations in Science are now much decreased in number.

As far as can be judged from such information as exists in the Board's office, and from some inquiries recently made of Inspectors, there is not, as a rule, a standard scale of salary for groups of full-time teachers in the large schools, although many individual teachers are appointed on individual scales. In a recent case of revision of salaries, the Authority only fixed new maxima and increments for individual teachers, finding it impossible to group them, on account of the great diversity of training and experience existing among them. Probably the same

condition prevails in most schools, and it must be remembered that, except in the very biggest cities, no Authority has more than a very small number of full-time technical teachers to deal with, and that the work of such teachers is so individual that there is a natural tendency to take each case on its merits. Moreover it is not always easy, especially in a small town, to get the right man, and you have to pay the salary that will get him. Again, if a teacher is withdrawn from an industry, the salary which will attract him must bear some relation to the local emoluments of that industry. In London, of course, and in one or two of the largest provincial schools where there are a good many full-time teachers employed, there is more possibility of grouping. The London County Council have fixed more or less uniform scales of salary for heads of departments with a range of £100 and increments of £15 or £20. They have also fixed salaries for principals, but these do not appear to be uniform as between one institution and another, and there is not always even an individual scale. So far as I know they have not fixed any scale for assistant teachers.

Junior Technical Schools, which are a rather new development, are organised much more on the lines of Secondary Schools, and in most of them scales exist. A scale with a range of £50, and an increment of £10 appears to be fairly common.

10. *The Possibility of Framing Scales.*—My general impression is that the heterogeneous nature of the work of Technical Schools, the variety of possible qualifications, and the competition of the industries will make it much more difficult to apply any general principles for scales of salary than it will be in Secondary Schools. In any case it will probably be necessary to differentiate between the academic teacher trained from the beginning with a view to school work and the teacher brought in from industry or commerce. The latter will come in at a comparatively late age and will require a comparatively high minimum salary, and this may still have to be to some extent determined by the rates of remuneration prevailing in the industry concerned. Even in the face of these limitations, however, I do not doubt that it will be desirable to bring about more uniformity than at present exists; and I think it obviously desirable that, when a man takes up an appointment, he should be given a clear idea of what his prospects in that appointment are to be—*e.g.*, by framing a scale that would afford a reasonable salary in middle age to the man who has not succeeded in becoming head of a department. It may be necessary so to adjust matters that the salary of such a man should not be above that of the head of his department: this adjustment would be made easier by the fact that the salaries of many heads of department are now disproportionately low.

Continuation schools under the new Bill will be much easier, and probably any principles at which the Committee arrive for Secondary Schools will be capable of adaptation to them.

Miss I. A. DICKSON, H.M. Inspector of Schools.
TRAINING COLLEGES.

1. *Principals.*—There is no special advantage in a scale with small periodic increments. If the salary is a fixed one of £400 or £500, to take the present standard, small increments are hardly worth while. Most Governors would recognise the value of long and satisfactory service by an occasional substantial increase of £50 or £100.

There should be some difference in salary according to the size of the college, for it is obvious that the control of (*e.g.*) 200 students with an adequate and highly qualified staff means much more mental wear and tear than the principalship of a college of 80 or 100. On the other hand, it must be remembered that in a large college it is often possible, probably for financial reasons, to staff more fully than in a smaller one. This means that in a small college there are often odd jobs which fall to the principal's share, because there is no one else with leisure to do them. In this connection I should like to draw the Committee's attention to one great difference between the duties of a man and woman principal. In the days when men were principals of women's colleges, the moral and material welfare of the students outside the classrooms was delegated to a lady superintendent. No

doubt the ultimate responsibility lay with the principal, but it was indirectly exercised. The woman principal combines the duties of principal and lady superintendent; and though of course she delegates part of the duties to matron and housekeeper she has a much more intimate connection with the daily life of the students than her male predecessors could have. This bears directly on the next two points, residence and type of college.

When residence means a good salary and a self-contained house apart from the college, with coal, light and service, a resident post has many attractions. When it means rooms in a hostel or in the middle of a college, a resident post has very few attractions for those who have passed the age when it is agreeable to live in a crowd. In the former case residence is an addition to the salary; in the latter it is an addition to the duties, and should be reckoned as such in the salary. The former often occurs when a man principal is succeeded by a woman. It is very rare in colleges built specially for women, but the disadvantages of residence are being so keenly felt that the question will have to be reconsidered before long. As regards mixed colleges, if it is possible to find a man and woman fit to be principal and vice principal of a mixed college, and able to carry out their duties in an atmosphere of "self-respecting peace," I cannot suggest any limit to the salaries they might reasonably expect to receive.

2. *Salaries of Principals in Relation to those of Lecturers.*—In many of the older colleges for women there is no comparison between the salary of the principal and that of the most highly paid lecturer. The gap is most marked in residential colleges for women still under men principals. It is less marked in the newer colleges and those under women principals because they attract a better and therefore a better paid type of lecturer; but it is still too great, for the senior posts in large Training Colleges are places of great responsibility and much work. A change is needed in the direction of levelling up the salary of lecturers, not levelling down that of principals, which is by no means too high if we are to attract women with the qualifications required.

3. *Salaries of Lecturers.*—It is difficult to approach the question of scales of salary for lecturers and assistants without explaining first what is required in a training college lecturer. One of the great weaknesses of elementary education in this country, up to recent years, was its complete isolation from any other form of higher education. This was reflected in training college staffs; they were doubly isolated; because though the bulk of the lecturers were Certificated Teachers it was rare for them to return to a Public Elementary School, and they had no other outlet. Since 1905 (I speak of the beginning of my official acquaintance with Training Colleges) this isolation has been growing steadily less on the elementary side, but there is still an amazing amount of ignorance in Secondary Schools and Universities as to the changes that have taken place in Elementary Schools and Elementary Training Colleges. This is one of the main difficulties in getting good lecturers and providing them with adequate salaries and possibilities of promotion. The colleges are in a curious position. They take girls from Secondary Schools and pass them on to Elementary Schools; they therefore stand midway between the elementary system and the secondary. At present they belong to neither system; for some years past service in an Elementary Training College has not counted as recorded service for superannuation. They ought to belong to both.

A Training College lecturer is expected to do three things: (a) to take her good students to an advanced stage in her own special subject; (b) to take an active interest in the teaching of that subject in Elementary Schools and to help her students in carrying out intelligently good methods of teaching; (c) to take her share in creating a collegiate atmosphere and in cultivating friendly social relations with the students. Of these the first requires the same academic qualifications as secondary school work; the second requires a varied experience of schools, both secondary and elementary; the third requires a personality that is greatly in demand everywhere. We must therefore have posts which will be attractive to women of good academic qualifications and school experience, and which will compare favourably as regards initial salary and prospects with those open to a woman of 30 and upwards in the rest of the profession. Further, as

the students are mostly young, we want a proportion of young lecturers of great value on the social side.

4. *Scales for Lecturers.*—I am therefore in favour of two scales, a junior and a senior; the senior to begin, roughly, at about 30 years of age. I do not contemplate promotion direct from the junior to the senior scale without the added qualification of further experience, preferably outside a Training College. For example, if a young lecturer, preferably a graduate in honours, came with two or three years experience in secondary school teaching about the age of 23 or 24, stayed in the Training College three or four years, and then went back to a Secondary or Public Elementary School, or both, for three or four years, she would be a very valuable person on the senior staff. For some years she has been recognised as a strong candidate for an inspectorship. She would also be a very likely candidate for the headship of a Secondary School, but at present her training college experience would actually count against her. She would also be a very likely candidate for the headship of a Higher Elementary or Central School, but for the fact that she is not a Certificated Teacher with elementary school experience. Two natural outlets are thus barred.

Promotion to a college principalship, or to the vice principalship of a mixed college, or to the post of mistress of method is still possible; but the number of such posts is limited. There is a certain amount of movement among younger members of the college staffs, but, as things are, anyone taking an appointment on the senior staff definitely cuts herself off from other professional prospects.

5. *Masters and Mistresses of Method.*—These should rank above the senior scale. Besides the qualifications needed by a member of the senior staff, and sufficient practical knowledge of school subjects, the occupant of such a post should have sufficient authority to advise specialists who help her in the supervision of students. She also has to conduct delicate negotiations between head teachers who do not like changes in syllabuses or time tables, and enthusiastic lecturers who wish to make experiments, and to see that the students do not suffer between the two. The mistress of method should receive the salary of her position on the senior staff, plus duty pay for added responsibility.

6. *Resident and Non-resident Posts for Lecturers.*—What has been said above as to resident and non-resident posts in the case of principals applies with even greater force to the staff, for whom separate houses are of course impossible. The time of a resident lecturer is never her own; if she is interested in her students and their work she is always available, and it is a very fatiguing life. Residence means added duties, barely compensated for by board and lodging during term-time, not, be it noted, during vacations.

7. *Part-time Teachers.*—I can offer no suggestions about these beyond a general impression that it would be an exceedingly difficult matter to devise a scale for them.

Mr. W. C. FLETCHER, Chief Inspector of Secondary Schools.

My evidence concerns Secondary Schools only. It is to be received with caution, for I profess no experience of the practical working of scales.

1. *Present Difficulties.*—The effect of scales, where they exist, has hitherto been masked by the bigger fact of the total inadequacy of the salary paid. In a large number of Secondary Schools scales cannot at present exist, because of the inelasticity of the income of the schools. Most non-provided schools have been for years past spending up to the limit of their income, and have no expanding fund from which to meet the growing calls of a scale. It is at present often impracticable that non-aided schools should have scales, and yet it is most important that teachers in these schools should be in no worse position than other teachers, for the schools are often the most important in the area, and unless proper increases of salary are provided the financial position of the school is not sound.

2. *Scales.*—Scales are inevitable in a large system. Their main advantage is that they secure a definite prospect of remuneration, and hence should attract men to the profession. Their main disadvantage is that they may induce a lack of effort. I have known cases where a whole staff is in a state of stagnation; and such stagnation occurs more often in boys' schools than girls' schools, because in the latter the staff is usually much more mobile. This disadvantage lies not so much in the scale itself as in its character and method of application.

On the other hand, where scales do not exist, increments are either not forthcoming at all because there is no money, or, if given, are given to a few members of the staff selected on the advice of the headmaster. This leaves too much to the discretion of the headmaster and gives occasion for dissatisfaction on the staff. The absence of a scale also leads to debates of an undesirable character when increases are proposed, not merely at the meetings of the Governing Body, but often also at those of a local Council, which are reported in the press and do great harm.

3. *Men and Women.*—The salaries for men should be higher than those for women. A man's liabilities are greater than a woman's; and unless men are paid more an inferior type of man will prevail. Circumstances force this difference upon us, and it is not unjust.

4. *A National Scale.*—I do not regard a national scale as practicable. If it were so low as to be within the reach of any and all Authorities it would do more harm than good. There is a tendency for any minimum scale to become a maximum. If, on the other hand, it were a reasonable scale for the whole country it would mean a revolution in the present mode of governing and financing schools, and would lead to a great increase in the exercise of state authority as contrasted with local control. The whole tendency of the Board's policy is to interfere with local control as little as need be.

5. *Nature of Scales.*—In framing a scale certain points are of great importance:—

(a) It is essential to secure a proportion of first rate men well paid from the outset. In a large school of 400 boys there should be at least five or six outstanding scholarly men upon the staff. The supply of such men is limited, the Public Schools still get, and are likely owing to their prestige to continue to get, the pick, while industrial and business concerns are now finding posts for first rate men and so are competing with the scholastic profession. Such men cannot be wholly recruited from the ordinary type of teacher who enters at the minimum of the scale.

(b) The salary should not vary with the subject taught. (Special subjects are dealt with below.)

(c) Rural scales and scales in small schools should not, as they are at present, be in many cases hopelessly below those in urban areas, or both will suffer. There should be in every school, however small, at least one post to which a substantial salary is attached. The holder of it should have qualifications supplementing those of the headmaster; for example, if the latter has literary qualifications, the former should be a science or mathematical man, and *vice versa*. Such posts ought to attract well equipped men who have got their experience in larger schools but have either no taste or no chance for a headmastership. Small schools at present tend to get the weaker men and are least able to improve them. This is a great evil, and the presence of at least one outstanding man on the staff besides the headmaster would tend to counteract it.

(d) A man's salary should rise to a substantial first maximum quickly, so as to enable him to marry at about the age of 30. The only alternative would be direct provision for marriage. As things are, an assistant master can rarely afford to marry.

(c) The chief dangers which a scale has to avoid are:—

(i) Not getting first rate men at all (this is apt to happen when the minimum is low and fixed).

(ii) Promoting ordinary men into first rate posts.

(iii) Stagnation, through ordinary men not finding an outlet elsewhere.

The above considerations point to the need of three scales in a large school:—

I.—A scale for first rate men.

II.—A scale for ordinary men with university qualifications.

III.—A scale for non-graduates.

Promotion from a lower to a higher scale should be possible, but made only after special consideration by the Governors. The initial salaries in these scales should be a stated minimum, but it should not be a fixed minimum, i.e. it should be possible in each scale to appoint men above the stated minimum. Scale I. need not necessarily have a higher maximum than scale II. It will often be found that teaching ability, after years of experience, is not coincident with high academic qualification. Qualifications are only one element among others to be weighed.

It might be possible to reduce these three scales to one. This would involve three different moveable minima, and a serious bar at the point where the first maximum of the scale was reached.

6. *Increments.*—These should be annual, and so adjusted in the case of a man that an income sufficient for marriage should be reached about 30, and the first maximum of the scale about 35. They should be automatic, in the sense that a special recommendation from the headmaster and special consideration by the Governors should not be needed for each increment. On the other hand, it must always be possible for the head to stop an increment by an adverse report on a man's work. This is a necessary check against inefficiency.

7. *Posts of Special Responsibility.*—Beyond the ordinary maximum of scales I. and II. there should be posts bearing higher emoluments, e.g. in every school a second mastership; in large schools headships of departments; in most schools men of outstanding teaching capacity should be able to rise beyond the formal maximum of the ordinary scale. It would be unfair to confine such posts to heads of departments. The term is too narrow to cover all the cases in question, and the post of head of department can only exist in the largest schools.

8. *Teachers of Special Subjects.*—These might be on the ordinary scale for graduates if their special training were of a type equivalent to a degree, otherwise they should be on the non-graduate scale. I am informed that in Art there are two high qualifications deserving to rank with an honours degree. In Domestic Subjects a degree course followed by two years of special training should certainly rank with an honours degree. There are other grades of qualifications of which it is difficult to assess the value. There is much to be said for a teacher of Special Subjects taking a share in the teaching of some other subject, provided of course that he is competent in that subject.

9. *Training.*—I am in favour of training for all types of teachers, but it must be admitted that there is room for improvement in the courses of training for secondary school teachers as at present provided. A year's training might in present circumstances count as equivalent to a year's service.

10. *Probation.*—The term has two meanings (a) probation for the profession, now non-existent; it assumes a national system and ought to be lengthy, for example, two years (b) probation in a particular school; this should be for one year.

11. *Headmasters.*—I prefer a fixed salary to a capitation fee, but by the term "fixed salary" I do not mean to exclude a scale rising rapidly to a maximum. The head of a large school should not have boarders, nor should the presence of boarders relieve the school from paying a proper salary to the head.

I desire to emphasise the peculiar position and importance of the headmaster of a Secondary School. He holds a public position, and has responsibilities both towards the Governing Body and the parents. In his hands lie the selection, supervision, training and judgment of the assistants, on which the success of the school depends. He is moreover responsible for the policy of the school, and must be capable of a wide outlook. His salary therefore should in all cases be considerably larger than that of any assistant; in a large school it should be much larger, say double at least.

Mr. W. GANNON, H.M. Inspector of Schools.

TECHNICAL SCHOOLS AND CONTINUATION SCHOOLS.

1. *Disadvantages of Scales.*—(a) A scale tends to produce the feeling that a teacher's material success will depend more on his ability to fit in with the ideas of his principal or head and not create trouble than on his efforts to make himself a better master of his subject; this feeling is not diminished by the existence of confidential reports which a teacher does not see. Hence initiative is sterilised, there is a diffidence to break new ground, and some teachers will prefer to follow the beaten track to the risk of embarking on experiments. Every teacher is a potential discoverer of improved teaching methods; and in the immediate future, when the vast problem of educating boys and girls of 14 to 18 years of age has to be tackled, success will require original methods.

(b) A scale favours the average teacher and is against the exceptional teacher.

(c) A fairly remunerative scale tempts a teacher to continue in the same appointment rather than seek a chance of fresh experience and inspiration in another school.

(d) It is difficult to withhold something which was practically promised on appointment. What factors are to determine the granting of an increment? Is the teacher who carries out in a perfunctory manner the duties assigned to him to receive the same material reward as the teacher who is imbued with the highest ideals, keeps abreast of advancing thought and infects his students with his own enthusiasm? I do not believe that so-called efficiency bars carry out their purpose.

2. *Advantages of Scales.*—An adequate scale guarantees competence, and thus tends to relieve teachers from financial worries. Even before the war many teachers in Technical Schools were underpaid and overworked; often the salary offered did not bring the man or woman with the required qualifications. The acceptance throughout the country of the principle of a minimum commencing salary, with scale increments up to a certain amount, would certainly improve technical education. It should not be difficult to arrive at figures which would be fairly uniform throughout the country for assistant teachers in Technical Schools. If this be conceded, then the salaries of heads of departments are more or less automatically fixed. Technical Schools vary so much that it would not, I think, be possible to arrive at even an approximately uniform scale for heads of departments and principals (£400 per annum might be a fair salary for a principal of small school but it would be inadequate for the head of a department in a large school). Independent of this difficulty a principal, who has many opportunities of winning, if he deserves it, the goodwill of his Governing Body, should be required to prove his worth. Cases of apparent injustice are often due to some failing of a principal. If a principal is paid an inadequate salary, no scale will improve matters and—well, the world is wide and the good man generally gets his chance. And if a principal in his reports to his Governing Body gives full credit to his heads for their work, the majority of Governing Bodies and Education Committees can be trusted to be just, if not generous. But perhaps a case could be made out for a scale of salaries for heads of departments in any one school.

3. *Variations in Scales.* (a) *Sex; Marriage.*—There is no educational reason why a woman teacher, who is as well qualified academically and as efficient a teacher as a man teacher of the same subjects, should not be paid the same salary. Most of the so-called economic

objections to "equal work, equal pay" are tainted at the source and based on fallacies. In the immediate future women will be employed in teaching in Technical Schools and in continuation schools to a greater extent than at present, and if women, *qua* women, are to be paid less than men, there is a very obvious way presented to a Committee which wishes to run its educational work at the smallest cost, independent of efficiency. I do not see why marriage should have any effect on the salary of a man or woman. I assume that it is not suggested that a married woman should receive a smaller salary than she would receive if she were unmarried.

(b) *Qualifications.*—The salary should bear some relation to the cost of training (university or industry or commerce) and the importance of the subjects taught. A graduate of a University or of a Technical College of university standard, or a person with good experience in industrial works or commerce, plus some theoretical training, will, on account of a more extended knowledge, be presumably a better teacher than the non-graduate or the person with little or no works or commercial experience. On appointment, previous experience in teaching or in works or in commerce should be recognised in fixing the commencing salary. After a certain date all new teachers in Technical Schools should be required to produce evidence of having satisfactorily attended a course on methods of teaching and school organisation. The course, which might be a short intensive one, or one spread over a longer period with three or four hours instruction each week, should deal with (i) the general organisation of a fairly large Technical School; the relationship of principal, heads of departments and assistants; the interrelation of the different departments; the setting and correction of students' exercises; the detection of mental fatigue and methods of combatting it; the furnishing and equipment of a Technical School, including the making and repairing of apparatus; the most suitable methods of artificial lighting, etc., (ii) methods of teaching in class-rooms, and in laboratories and workshops, and the interrelation of both forms of instruction, (iii) the formulation of courses of instruction designed for various trades and occupations, distinguishing between major and minor courses, "short" courses and "long" courses, (iv) the interdependence of the subjects in a course and the necessary collaboration of the teachers, (v) the functions of Inspectors of Local Education Authorities and of the Central Education Authority.

(c) *Nature of Subject Taught.*—No marked difference should be made in salaries of teachers of different subjects who are equally qualified and equally experienced. Teachers of experimental subjects have more preparation for class-rooms and laboratories than, say, teachers of mathematics; on the other hand the latter are required to spend more time in the setting and correction of students' exercises. But where there is little or no time required outside class hours for correction of exercises (e.g. certain commercial subjects, workshop instruction, domestic subjects), a differentiation seems justified. If a teacher is appointed to teach a subject of high industrial or commercial importance, his or her standing will determine the salary more or less.

4. *Scales for Full-time Assistant Teachers in Technical Schools.*—I have set out at the end of this paragraph a suggested scale for full-time assistant teachers in Technical Schools. The minimum commencing salary should in most cases be higher than at present; and the salaries should rise, during the early years of the appointment, at a fairly fast rate. A satisfactory teacher should receive a salary of at least £300 per annum at about 30 years of age; between 25 and 30 years of age the expenses of a man or woman teacher are comparatively high, and the increments will, I think, be of more benefit under 30 than if spread over a longer period. I limit the scale to £300 or £350 because I am of opinion that when that figure is reached a greater discrimination should be exercised than is possible under any "efficiency bar," and also because I think that the really good teacher should be allowed to push ahead and not be dragged down by the average man. If a teacher is on a scale the feeling is, rightly or wrongly, that it is not for him to prove his efficiency, but for some one else to prove his inefficiency. I think it will be found

that the usual condition attaching to increments—"subject to satisfactory service"—has not been effective; the condition is too vague to be of practical value; nor does the condition made by one Local Education Authority—that to merit an increment a teacher must satisfy an inspector that he or she is "thoroughly satisfactory in intellectual power and attainments, teaching capacity, character and devotion to duty"—make a decision easier. Those who have had experience in assessing a teacher's work will be the first to admit that in many cases it is a most difficult matter; and I do not think that, as a general rule, the power to determine a teacher's increment should be placed in the hands of one man. The salaries of assistant teachers in Technical Schools should be reviewed yearly, in the first instance by a Board consisting of the principal, heads of departments and, if considered advisable, an inspector or administrative officer of the Local Education Authority. Thus a teacher would not have to apply for an increment. The Board, in making its recommendations, would consider the general work of the teacher throughout the year, paying attention not only to his teaching, but to his management of laboratories and workshops, his earnestness in setting and correcting exercises, his up-to-dateness in recent research and methods of teaching, his relationship with his colleagues, and, generally, the extent to which he has made serious attempts to increase the good repute of his school. A copy of the recommendation on a teacher should be given to that teacher, who should have the right, if he desires to exercise it, of questioning its justice, either by submitting to the Committee of the controlling authority that will deal with it a statement in writing, or of stating in person his case before the Committee. The latter would know that the recommendation was based on the impartial views of men or women who were in a position to judge the teacher's work; in the case of a teacher who disputed the justice of the recommendation the Committee would have the advantage of hearing the teacher's views. The Committee might or might not accept, or might modify, the recommendations; in any case their decision should be loyally accepted. Education Committees, although as a rule favourably disposed towards their chief officials, are as just a body of men as any other body of men, and may be trusted to see that fair play is done. I would use this procedure whether it was the teacher's scale increment that was under consideration or the provision of a higher maximum, the ordinary maximum having been reached.

Suggested Scale, with Illustrative Figures, for Full-time Assistants.

Ordinary Assistants.

(a) University graduates or graduates of a Technical College of university standard, and persons with special works or commercial experience plus theoretical training	£200-£20-£350
(b) Non-graduates and persons without much works or commercial experience ...	£150-£15-£300
(c) Skilled artisans ...	£200-£15-£300
Assistants who are doing specialised work or are in charge of a small department without the status of head ...	£250-£20-£400

5. *Salaries of Heads of Departments.*—The minimum commencing salary of the head of a department being fixed more or less automatically by the scale for assistant teachers, it would be necessary to revise the salaries yearly. This should be done in the first instance by the principal and, if considered desirable, a representative of the Local Education Authority. I do not know how to get over the objection, referred to above, of leaving the recommendation to one man. The head of a department should be supplied with a copy of the recommendation and should have a right of appeal.

6. *Ratio of the Salaries of Principal, Heads of Departments and Assistant Teachers.*—While much of the successful working of a Technical School depends on the organising power of the principal, the sapity

of his recommendations to the Governing Body, his knowledge of men and his foresight, the carrying out of his ideas depends in a large measure on the capabilities and earnestness of his heads and assistants. I think that the ratio of the salaries of principal, heads of departments and full-time assistants in any one school might be roughly 3:5:7. Thus:—

Assistants	Heads.	Principal
£ 250	£ 400	£ 500—600
300	450—500	700
350	550—600	800

Special circumstances, e.g. responsibility for the organisation and supervision of the branch technical and continuation schools in the area of the chief Technical School, would justify placing the salary of a principal higher than the suggested ratio. The salaries of all heads of departments in the same school need not necessarily be the same, nor is it undesirable that the commencing salary of a head of a department should be less than the salary of an assistant teacher who is doing specialised work and has been on the staff for some time.

7. *Part-time Teachers.*—I assume that the Committee are desirous of arriving at an equitable scale of salaries for full-time teachers on the basis that the salary is the main, if not the only, source of income. The same cogent reason does not exist in the case of part-time teachers. Nevertheless payment should be made for work done. But it will be found that, in the great majority of cases, the part-time teacher is relieved of a good deal of work which falls on the full-time teacher. On account of his daily occupation the former is not able to arrive at the school much in advance of his students; he is thus unable, if a teacher of an experimental or workshop subject, to prepare his class-room or laboratory or workshop. For the same reason he has little time for the careful correction of students' exercises, nor is he able to take any part in organisation. If it is considered desirable to have scales for part-time teachers, I submit the following for criticism; but I fear that it is hardly possible, considering the very varying conditions, to devise a scheme which will help the country as a whole in the matter of part-time salaries. The scale is intended for the ordinary part-time teacher, and not for teachers on probation or teachers who have a knowledge of some highly specialised process. The former would be on a somewhat lower scale—say for a year—while the latter are likely to be in a position to determine the rate of payment. After a certain date, part-time teachers should be required to produce evidence of having attended a course on methods of teaching.

Subject.	Payment per evening (about 2 hours).	
	s. d.	s. d.
Mathematics (pure and applied) ...	10 0	to 15 0
Physics; Experimental Mechanics; Chemistry (pure and applied); Natural Science;		
(a) Class room and laboratory...	10 0	to 15 0
(b) Laboratory only ...	7 6	to 12 6
Engineering—		
(a) Experimental subjects:		
(i) Class room and laboratory ...	10 0	to 15 0
(ii) Laboratory only ...	7 6	to 12 6
(b) Drawing classes ...	7 6	to 12 6
(c) Workshop practice ...	7 6	to 12 6
Commerce—		
(a) Shorthand, typewriting, arithmetic, bookkeeping, etc. ...	7 6	to 10 0
(b) Accountancy, secretarial work, science of commerce, commercial law, etc. ...	10 0	to 15 0
(c) Foreign languages ...	7 6	to 12 6
Domestic Work—		
(a) Needlework, dressmaking ...	7 6	to 12 6
(b) Cookery ...	10 0	to 15 0

In the case of well-established classes, it is generally better to state the salary as £*x* per evening per week for the session, or £*y* for *z* evenings per week for the session.

8. *Full-time Teachers in Day Continuation Schools.*—Should the Education Bill become law, Local Education Authorities will doubtless appoint a number of full-time teachers in day continuation schools. The work of these teachers will be onerous; they will be dealing with boys and girls who are rapidly acquiring ideas of personal liberty and who, although—and perhaps because—attendance will be compulsory, will quickly show disinclination to work unless the instruction is interesting and useful. The teacher of a class of boys and girls who are engaged in industry or commerce will have a simple task compared with the teacher who takes a class engaged in some occupation that does not for them demand a knowledge of science or commerce, and where only a small amount of skill is required. In a school or class of the latter sort the personality of the teacher will be the determining factor of success, and as some form of English will be the basic subject, the teacher must be able not only to cultivate the tastes, interests and habits, especially the reading habits, of the pupils, but also to arouse their imagination, on which self-expression is so dependent. Good men and women teachers will therefore be required. The assistant teachers in these schools (who should be trained) should receive a minimum commencing salary of £150 per annum and should rise, if they deserve it, by annual increments of £20 to £300. Teachers with special responsibilities should be placed on a somewhat higher scale. If I were to differentiate, I would place the salaries of teachers who are engaged in teaching boys and girls, not working at skilled or semi-skilled trades or in commercial houses, on a higher scale than the salaries of other teachers.

9. *Part-time Teachers in Continuation Schools (day and evening).* Part-time teachers in the day continuation schools of the future will be required to teach not only the same subjects—but not necessarily by the same methods—as are taken in evening continuation schools at present, but also some of the subjects taken in the early years of a technical school course. The organisation of these schools and the greater bulk of the teaching will, however, have to be undertaken by a full-time staff. For the part-time teacher a scale of salaries might be drawn up, but less differentiation in the scales will be necessary than in the case of part-time teachers in Technical Schools. I think that 10s. to 12s. 6d. for a morning or afternoon (about three hours) would be a fair remuneration.

10. *Teachers in Junior Technical Schools.*—If it is intended, as appears from the Board's Regulations, that these schools shall provide a general education (moral, intellectual, physical), with some technical bias in the treatment of the mathematical and scientific subjects, for persons who shall later on enter one of the chief constructive trades, I see no reason why the salaries of the teachers should be different from those of teachers in Secondary Schools. To admit that there should be any difference is equivalent to saying that (a) the qualifications, academic and practical, of a teacher in a Junior Technical School need be less than the qualifications of a teacher in a Secondary School; (b) Junior Technical Schools cannot be as efficient from the material and the humanitarian point of view as Secondary Schools; and (c) it is advisable to perpetuate class distinctions. A common scale would facilitate the interchange of teachers between the two kinds of schools, with great benefits to both.

Hon. MAUDE LAWRENCE, Chief Woman Inspector.

GENERAL.

1. *Scales of Salary and their Variation.*—The advantages of salary scales outweigh the disadvantages. Scales for women teachers should not be the same as those for men. Women teachers in Secondary Schools retire from their profession on marriage, and are generally right in so doing. Scales can be worked so as to encourage the entry into the profession of better qualified teachers—an essential condition for raising the standard of general education. Posts of special responsibility should be recognised by the scale or otherwise provided for.

2. *Scales for Women.*—For women, either short scales with comparatively large increments, or scales with annual increments to a certain period followed by increments at longer intervals are the desirable type. It is very important for a woman to be sure of an adequate salary at the age when she is probably settling down into the profession, and when she should be in a position to qualify for a post of special responsibility. A woman's financial responsibilities (dependents, etc.) are very difficult to estimate, but they are just as likely to be heavy in the early part of her career as later.

3. *"Efficiency Bars."*—These, to be effective, should not be passed except on a specially favourable report on the individual teacher, but it is a question whether the efficiency bar is the best way of dealing with this matter. The aim is to enable the best qualified teachers to rise to the best posts. This can best be attained by the distribution of special responsibilities, with extra emoluments, to selected teachers. An efficiency bar, as generally understood, is apt to work out as a bar only for the inefficient. It does not discriminate between the best and the second-best.

4. *Other Matters.*—It is important that no obstacles should be set up to hinder the migration or transfer of teachers.

The absence of fixed regulations dealing with sick pay causes hardship, and sometimes unjust treatment. The method of paying salaries by monthly instalments also causes difficulty when teachers leave the school. It would seem a satisfactory solution of this difficulty to have the payment of salaries calculated on a terminal basis, while actual payment for the term should be made in monthly instalments. Special arrangements need to be made to adjust the broken service of teachers as compared with the more continuous service (*e.g.*) of clerks.

SECONDARY SCHOOLS.

5. *Assistants.*—At least two scales are desirable, determined by qualifications and training. There should be provision for promotion on special recommendation from the lower to the higher scale. Apart from increments involved in such promotion, I should prefer the increments of the scales to be automatic. The headmistress should retain the right of suspending an increment. In such a case decision should rest with the Governors.

6. *Teachers of Special Subjects.*—Domestic teachers should be on the lower or the higher scale, according to qualifications. For Secondary Schools it is especially desirable to encourage women of better general education to take up domestic training.

TRAINING COLLEGES.

7. *Principals.*—There should not be a scale for principals. They should have a good initial fixed salary, with a substantial increase at long irregular intervals as recognition of good service and increased experience.

There should be some recognised relation between the salary of the principal and that of the most highly paid member of the staff. The very large difference still existing in many cases is not defensible on any ground.

8. *Lecturers.*—The most satisfactory plan seems to be two scales, or perhaps one scale which falls into two parts. This does not mean that any colleges need be fully staffed with a fixed number of junior and senior lecturers, but a Training College does require both types; and the scale should make it clear to the young that it is worth while to gain experience of various kinds, and should also offer considerable inducements to teachers who have had this varied experience, in order to attract them to Training Colleges. A distinction between graduates and non-graduates is too narrow a line of division, if graduates is used in a strict sense. It might rule out many people of special excellence in subjects such as Art or Music or Domestic Science, whose skill and experience are the best that can be gained in their own subject, and are therefore of great value on a staff. Residence should be considered as payment for extra duties involved by residence, and should not affect the salary

9. *Previous Experience.*—Full allowance should be made for variety of experience. Both schools and colleges would gain by an easy interchange—the colleges because it would bring their lecturers back into close connection with young pupils, the schools because they would see the results of their work at a later stage, and would be able to consider it in relation to the girl's career under conditions very different from those of school life.

Mr. R. J. G. MAYOR, Assistant Secretary,
Universities Branch.

NOTE.—The arrangements described below are those which were in force at the date when the evidence was given. They have since been modified in some important respects (see para. 8 below).

TYPES OF TRAINING COLLEGES.

1. The Committee will have to consider several different types of Training Colleges. The main types may be distinguished as follows:—

- (a) Elementary Training Colleges, which provide courses qualifying for the Board's Certificate.
- (b) Secondary Training Colleges.
- (c) Training Schools for Domestic Subjects.
- (d) Other Training Colleges.

(a) *Elementary Training Colleges.*—The Elementary Training Colleges are the most important class to be considered. They provide for many more students and employ many more teachers than Training Colleges of all the other types taken together. The total number of Elementary Training Colleges recognised by the Board is 85, but this number includes 19 institutions which are departments of Universities or University Colleges, and which may be left out of account for the present purpose. The remaining 66 colleges may be classified as follows:—

—	Provided by a University.	Provided by L.E.As.	Provided by other bodies.
For men only ...	—	1	15
For women only ...	—	8	31
For men and women	1	10	—

The course of training in these colleges usually occupies two years, but in some cases this may be extended for a third year, and in some cases may be reduced to one. A few of the colleges are Day Training Colleges only, but most of them provide residence for their students, either in the college buildings or in hostels attached to them.

Some of the colleges for men are temporarily closed owing to the war, but these are included in the above figures, as they continue to be responsible for the payment of salaries to members of their staff. The total number of students in attendance at those colleges which were open during the year 1916-17 was 461 men and 6,911 women.

All these colleges receive grants from the Board except one college, not provided by a Local Education Authority, which is recognised as efficient, but receives no grants. Grants* are paid in aid both of the cost of tuition and of the cost of the students' maintenance. The grants for students resident in a college or hostel amount to £55 for a man student and £38 for a woman student. The difference between the grant paid for men and women is based on the view that, in a man's college, expenses both for board and for staffing are greater than in a woman's college. The grants for day students include a grant of £13 to the Training College and personal grants at the rate of £25 to each man student and £20 to each woman student. Nearly all the colleges also charge a fee which generally ranges from £10 to £15 a year, though in some cases it is higher. Grants and fees together make up the greater part of the income of the colleges; in some cases they are supplemented by contributions from rates, endowments or voluntary subscriptions.

* These grants have recently been revised.

(b) *Secondary Training Colleges*.—The number of Secondary Training Colleges recognised by the Board is 18, of which 12 may be excluded from consideration as being departments of Universities or University Colleges. The remainder includes four colleges in receipt of grant from the Board and two colleges not receiving grant. The number of students in these colleges in the year 1916-17 was 3 men and 62 women. The total number of full-time teachers employed in Secondary Training Colleges is small. The course is a post-graduate course of professional training covering a year. Grants* are paid at the rate of £18 a head, and no grant is made for the students' maintenance.

(c) *Training Schools for Domestic Subjects*.—There are 14 Training Schools recognised by the Board as providing a course of training for teachers of Domestic Subjects. The course recognised by the Board lasts two years. It does not qualify for the Board's Certificate, but qualifies the holder to teach Cookery, Laundrywork and Housewifery in Elementary Schools. The number of students completing courses of training in these institutions in the year 1915-16 was 437. A grant* is paid to the Training School at the rate of £9, and no grant* is paid for the student's maintenance.

(d) *Other Colleges*.—There are a certain number of other Training Colleges not recognised by the Board, as for instance colleges which provide a course leading up to the Higher Certificate of the National Froebel Union, and Training Colleges for Teachers of Physical Exercises. The Board have no control over these, and have little official knowledge about them.

STAFF OF ELEMENTARY TRAINING COLLEGES.

2. *Statistics*.—The number of full-time teachers employed in Elementary Training Colleges giving a 'Two Years' Course in the year 1914, which is the latest year for which detailed statistics are available, was as follows:—

	Men.	Women.	Total.
(a.) Certificated Teachers (Graduates)—			
(i.) Trained	108	90	198
(ii.) Others	3	7	10
(b.) Certificated Teachers (not Graduates)—			
(i.) Trained	30	84	114
(ii.) Others	—	4	4
(c.) Graduates (not Certificated Teachers).	71	141	212
(d.) Other Teachers ...	6	90	96
(e.) Total... ..	218	416	634

The teachers shown as trained in this table are those who had completed a course of training qualifying for the Board's Certificate. A certain number of teachers not here entered as trained had taken courses of training in Secondary Training Colleges or in Kindergarten Training Colleges.

SALARIES IN ELEMENTARY TRAINING COLLEGES.

3. *Principals*.—The principal of a men's college or of a mixed college for men and women is in all cases a man. Under a regulation laid down by the Board a few years ago all future appointments to the principalship of a women's college must be filled by a woman, but about half the principals of women's colleges are at present men. In all mixed colleges, and in some women's colleges under a man principal, there is a woman vice-principal. In many cases the principal receives, in addition to the money salary, the use of a house, rent-free, attached to the college, or quarters in the college. This is a substantial addition to the money salary, but circumstances differ so much in different cases that no general estimate of its value can be given.

4. *Lecturers*.—In residential colleges, or colleges with hostels attached to them, many of the lecturers are provided during term time with board and lodging. The value of this may perhaps be estimated at about £40 under pre-war conditions. It is doubtful,

however, whether this should be regarded as in fact an addition to the salary. In such cases the lecturers have usually no right to use the rooms in vacation time, and the value of the board and lodging during term is probably not more than a fair compensation for the additional work imposed by residence.

5. *Control by the Board*.—The Board are more closely concerned with the arrangements for staffing in the case of Elementary Training Colleges than they are in the case of other teaching institutions. The Regulations require that all proposals for appointments to the teaching staff of a college must be submitted for approval to the Board before they are confirmed by the Governing Body, and that the salaries must be approved by the Board. In the matter of salaries the Board have in the past confined themselves to suggesting the advisability of increasing the amounts offered in particular cases, and have not attempted to impose any general principles.

6. *Scales*.—Regular scales of salary are in force in a few cases, notably in the colleges under the London County Council, which is the only Authority providing several colleges. In general, however, it appears that there is no regular scale, but that rates of salary and increments vary in the case of different teachers. Generally speaking, there is a wide variation between the rates prevailing in different colleges, as regards both principals and assistants. In many cases the difference between the salary received by the principal and the salary received by the best paid assistants seems to be much greater than can be justified. No doubt the salary of a training college principal ought to be substantial, but it is also important that there should be some well paid posts for senior assistants.

7. *Other Considerations affecting Salary*.—In framing scales of salaries for Training Colleges account should be taken of an important point which distinguishes the work of Training Colleges from the work of other kinds of teaching institutions. This is the need for keeping the college in close touch with the work of the schools for which it is a preparation. The staff of any college ought to include a considerable number of persons with substantial experience of school teaching, but it should not consist entirely of such persons, since younger teachers are a valuable element in the staff. It would seem to be advisable to encourage a state of things under which young teachers might obtain appointments on the staffs of Training Colleges after two or three years in a school (elementary or secondary) and might again pass out to school work after a few years service in the college. Some of these might again return to the college at a later stage as members of the senior staff, which might also be recruited from persons who had had continuous experience of teaching in schools. The principle adopted in the scale of the London County Council, which distinguishes between lecturers and assistant lecturers, seems well calculated to promote an interchange of teachers between the school and the training college such as is here suggested. It would be essential that the salaries paid to the senior staff should be sufficiently high to attract teachers of high ability and ripe experience.

8. *Future Developments*.—The Board are reconsidering their various regulations relating to the training of teachers, with a view to bringing these regulations into closer relation with each other and to assimilating the rates of grant. Some of my statements may accordingly need revision before long.

Mr. T. W. PHILLIPS, H.M. Inspector of Schools.

My evidence concerns London Secondary Schools only, but what concerns London concerns the whole country. It is important to know the guiding principles of the London scale, its effect on London provided schools, its effect on London aided schools, and its influence on the country as a whole.

1. *Guiding Principles of the London Scale*.—There is a low initial salary, rising by regular increments to a reasonable maximum; and a further rise to a higher maximum in cases of special responsibility. There is no elasticity in the initial salary. All must start at the bottom except in so far as previous experience is allowed to count, and this is counted at half rate. There is a proposal to count it at full rate up to six years. Special appointments may begin at £400 for men and £200 for women.

* These grants have recently been revised.

Hence there are three salary starting points:—

- (i) at minimum for those without experience;
- (ii) at minimum plus from £10 to £50 for those who have had experience in other schools;
- (iii) at £400 for men and £270 for women for special appointments.

The large majority of teachers come under (i) and (ii). The implication is that a university graduate, however highly qualified, can be expected to begin at £150. This initial salary is hardly likely to attract the very best men under future economic conditions. The competition between industries and schools for such men has a bearing upon the problem.

2. *Effect on London Provided Schools.*—The London scale tends to produce a staff of uniform quality. In so far as it is better than scales in other parts of the country, it tends to produce in London a condition of stability. At present there is little temptation for a London teacher to seek an appointment elsewhere. It is a misfortune for London if the whole staff is affected in this way. All posts become permanently filled except for casual vacancies, and the result must be ultimately to stop the flow of young men from the Universities to London schools.

All schools should have a proportion of the staff stable and the rest mobile. The stable staff should be highly qualified, experienced and responsible. The mobile section should be encouraged to move on to other schools after getting a few years experience. There should be a different maximum of salary for the two sections. Greater elasticity is needed in the matter of initial salary.

3. *Effect on London Aided Schools.*—In London every school aided by the Local Education Authority is required to adopt the Council's salary scale. This is the only way to secure that the aided school has a chance of getting at least as good men as the provided school. Aided schools are thus put under control of the Local Education Authority in respect of the most sensitive part of their finance, since salaries are the major item of expenditure. No salary scale is indeed possible without an expanding budget, which itself is not possible except through rate or exchequer aid. There is thus a danger that the aided school may lose its independence. This is one of the causes of unrest among London aided schools. Rate aid seems to carry with it a centralised administration, which tells in favour of uniformity and against variety. This is a misfortune.

4. *Effect on the Provinces.*—The London salary scale is more generous than salaries in other parts of the country. Hence there is movement from the provinces to London, but not from London to the provinces except for headships. Much greater circulation is desirable, in the interests of London and other populated areas just as much as in the interests of the rural districts. Circulation is not encouraged if there is a marked discrepancy between the scales in the provinces and those of London and other thickly populated areas. There ought to be in the provinces assistantships sufficiently attractive to induce London assistants to apply for them.

5. *Conclusions.*—The salary problem seems to me a national one; in the interests of London and all great centres of population it should be treated as a national question. Every school ought to have a salary scale, and this is possible only by means of rate aid or state aid. Rate aid carries with it some measure of local control, while state aid implies Board of Education supervision. The best method is that under which the schools are likely to be allowed the greatest amount of freedom to develop on their own particular lines.

Mr. F. PULLINGER, C.B., Chief Inspector of Technical Schools.

SCALES OF SALARY FOR TECHNICAL TEACHERS.

1. *Difficulties of the Problem.*—In the Technical Schools of England and Wales the total number of full-time teachers is very small, and the difficulty of constructing scales applicable to groups of these teachers is therefore great. In the area of any one Local Authority the number of full-time technical

teachers is very small indeed, and the difficulties are correspondingly greater. Hence, so far as salary scales for technical teachers are concerned, no great amount of information has been amassed, and existing scales are usually attached not to groups of teachers but to particular posts or particular teachers. A second difficulty is due to the large number of branches of study that are pursued in Technical Schools. So many of the teachers of these schools have to receive special treatment that the question of the amount of salary is apt to dominate the question of scale. Again, in many branches of technical instruction the present knowledge of methods is rudimentary, and the number of really effective teachers is very small. This applies to the highest grade of instruction in Commercial Subjects (based on Modern History and the Economics of Commerce), to Cotton-Spinning and Weaving, Boot and Shoe Manufacture, and so forth. In all of these a really successful teacher is worth a very considerable salary; and again the amount to be paid is of more importance than the existence of a scale.

2. *Competition with Industries.*—It is important that the teacher of technical subjects should have had practical workshop experience, but the fact that a man has had such experience renders him liable to be captured by the trade, unless as a teacher he receives a salary comparing favourably with that which he could command in industry. Moreover, if the man is to remain efficient, his contact with industry must be maintained; but the more he does this the more likely is the trade to get him. Again the conclusion emerges that a substantial salary is more effective than a scaled salary with a comparatively low minimum, especially as men with workshop experience are naturally older than other novices at teaching.

Incidentally, it is greatly to be desired that many more teachers should be engaged for part of their time in industry. But at present such an arrangement is difficult to maintain, and the tendency is for either teaching or industry to claim the whole of their energies.

3. *Salaries of Full-time Technical Teachers.*—The majority of full-time teachers are engaged in the larger and more important institutions (from 150 to 200 in number) which have been classed by the Board of Education as Local Colleges. The salary of the principal of a Local College should be a fairly high one, varying according to the size of the institution. It should be fixed, following the analogy of some of the highly paid posts in the Civil Service, but there should be a possibility of increase after a period of really successful tenure.

Fixed salaries should also be paid as a rule to the heads of the most important departments in large institutions. The relation which should exist between the salaries of principals, heads of departments, and assistants should perhaps be in the ratio of 4:3:2 to 1.

Scaled salaries are probably suitable and desirable in the case of full-time assistant masters of ordinary class subjects, when the question of competition with industries does not enter; but it would generally be impossible to have a single scale for all the assistants under the direction of heads of departments of a single institution; the salaries would have to vary with the importance of the department and the difficulty of getting teachers for the various subjects. Short scales, e.g., those reaching their maximum in 5 years, are to be preferred.

It is probably not necessary or desirable to differentiate between teachers in Junior Technical Schools and those in Secondary Schools in the matter of salary. For this purpose the two types of school may be regarded as similar, and the workshop experience which is demanded of a proportion of the teachers in the one may be taken to set off the frequency of graduate teachers in the other.

4. *Salaries of Part-time Teachers.*—It is unnecessary to have scales of salary for part-time teachers. At present new teachers are engaged by the term or session, and the engagements are not renewed unless the teachers are successful. If a first-class man is obtained he can generally command a considerable increase in salary, but to arrange this by means of a scale is hardly practicable.

Mr. H. M. RICHARDS, Chief Inspector of Training Colleges.

1. *General.*—In my evidence I have chiefly in mind Training Colleges as at present constituted. I am not, however, oblivious of possible developments which may not only alter the character of existing Training Colleges, but introduce alternative systems of training. Whatever changes the future may hold I have no doubt they will be in the direction of improvement and extension. I have in mind the training of secondary teachers, too long neglected; of technical instructors, scarcely yet considered; the coming demands for expert teaching in continuation schools, Central Schools and the higher tops of Elementary Schools; and the use of Training Colleges as educational staff colleges for teachers of particular merit and experience. More immediately we are faced with the virtual reconstruction of our Training Colleges for men and with the increased responsibilities which, in the future, will attach to the work of men teachers.

2. *Type of Staff needed.*—Granted the need of training, therefore, it is difficult to exaggerate the importance of securing lecturers of the highest qualifications and the best experience, whose prestige and standing in the teaching profession shall be assured. In every Training College we require high academic qualification (of university standard) in special subjects to enable instruction to be given to the finished products of the Secondary Schools; lecturers of experience who are not only specialists but practical exponents of the art of teaching in their own particular subject; men and women of the world, able to deal with the whole life of the young students and to guide and stimulate them.

Though the improvement in recent years has been very marked, no one can feel that Training Colleges have that position in the educational world which properly belongs to them, or that in general the staffs are equal to their highly responsible work. Except for a few senior members of the various staffs there is no stable career, no assured position, no definite prospects. Inside the College there is no clear cut career. The principalships, the only prizes in the profession, are often filled by teachers without training college experience; nor is there any particular career outside the Training College, which is too isolated and too misunderstood for its staff to be welcomed in Elementary or Secondary Schools.

We want, therefore, to give Training Colleges a high and recognised position, and to bring them into the general current of educational life by producing a constant flow and interchange between them and the schools, both elementary and secondary. I suggest that the best way is to have two scales, one for a junior staff and one for a senior staff. The scales should be so adjusted as to form two attractive bridges. The first should serve the purpose of attracting teachers of some three years experience, who will remain at the Training College about four years and then return, if necessary, to school work. The second should serve the purpose of attracting experienced assistants or head teachers from Elementary and Secondary Schools who will form the senior and permanent staff of the Training College.

3. *Scales and Questions affecting them.*—I have no doubt of the general advantage of a scale of salaries. The alternative of leaving to Governing Bodies or to principals the responsibility of assessing in terms of salary the value of particular members of the staff may place them in a very invidious position. The absence of a scale is specially disadvantageous in the case of Training Colleges, in which the discrepancies and capriciousness of payments add to an uncertainty of prospects, already harmful to such a profession as that of teaching. These discrepancies may no doubt to some extent be due to financial reasons, but even under existing financial conditions a more definite and systematic plan could have been evolved.

The equal payment of men and women is not in my opinion a practicable proposition. This opinion is based not on theoretical but practical grounds. At the present time the quality of men teachers tends to be inferior to that of women, and it is inadvisable to accentuate this difference. But as regards Training Colleges the gap between men's salaries and women's is unduly great. Some definite relation between them should be fixed. I would suggest that a woman's

salary should ultimately be at least three-quarters of a man's. At the outset the ratio should be more nearly 1:1.

Special provision for payments in case of marriage is very difficult, but marriage should be one of the elements in framing the scale for men. Academic qualifications might count as equivalent to previous experience in the fixing of minimum salary, but there should be no differentiation of maximum. The absence of a high honours degree ought not to be a handicap through life. The nature of the subject taught and the assignment of special duties may both be good reasons for additional pay.

4. *Two Scales.*—I am in favour of two scales for Training Colleges, the first taking a teacher up to a reasonable competence; the second, involving special duties and responsibilities, rising to a considerably higher maximum. This division is closely bound up with proper organisation of Training College work. The lower of the two scales should be so devised as to attract from schools (secondary and elementary) promising teachers with some four years experience. These should in the main be teachers of good academic attainment with special knowledge of some one subject, whose stay in the Training College should be limited to four or five years. At the close of this period they should be encouraged to return to school work. On the other hand the higher scale should be devised to secure teachers of ripe experience whose stay in the Training College should be permanent. Thus the minimum salary of the lower scale would have to be above the minimum of a secondary school scale, and the minimum of the higher scale should be a quite substantial sum. A good initial salary in the case of the junior staff is of more importance than the number of increments.

5. *"Efficiency Bars."*—I do not like this term. I am broadly in favour of the method of recognising merit among teachers on the higher scale by distribution of special responsibilities carrying higher emoluments.

6. *Interchange of Teachers.*—The satisfactory working of these scales involves a free interchange of teachers between school and college. Such interchange is desirable on general grounds, but is at present hindered by the refusal of one Authority to recognise fully service given under another Authority, and also by an unreasonable prejudice which schools tend to entertain against the employment of teachers who have had experience in training college work. Both these hindrances ought to disappear. As a matter of fact, schools stand to gain by finding places for some teachers with training college experience. A further difficulty militating against the greater mobility of teachers is the existence of local pension schemes.

7. *Other Matters affecting Lecturers.*—I assume that all lecturers should be graduates, and that the teachers of Special Subjects should possess qualifications equivalent to a degree and should enjoy the status of lecturers. Some recognition should be given to any member of the staff whose duty it is to co-ordinate the method work of the various specialist lecturers. If residence carries with it special duties and responsibilities, the latter should be regarded as partially, if not wholly, counterbalancing the economic advantages of board and lodging. In all cases of transfer I consider it essential that full allowance should be made for previous teaching experience.

8. *Part-time Teachers.*—I feel that the difficulties connected with the problem of scales for part-time teachers in Training Colleges are almost insuperable. We ought, however, to get a lead from the various Associations of specialist teachers.

9. *Principals.*—I am in favour on the whole of a fixed stipend for principals of Training Colleges. Both the size of the college and its type may increase responsibility and thus justify an increased stipend.

With regard to resident colleges I consider that a separate residence tenanted throughout the year must be considered as an asset to be taken into account in assessing a principal's salary. The same argument does not apply to rooms forming a part of a college or a hostel.

The distinction between the salary of a principal and the staff, which prevails in most colleges, is in my opinion far too marked. I should say that the

salary of a principal should be about one-third greater than that of the best paid lecturer. The post carries with it a prestige which to some extent is its own reward, and good prospects for the profession as a whole are more important than the existence of great prizes for the few.

Miss A. E. WARK, H.M. Inspector of Schools.
PRINCIPALS OF TRAINING COLLEGES.

1. *Advantages of Fixed Salaries.*—A scale for a principal's salary lowers the initial salary, either considerably if the increments are sufficiently large to be worth while, or to a less extent if the increments are smaller. A low initial salary would not attract the best candidates, and small increments are not worth while. Further, a scale implies that the recipient becomes increasingly valuable from year to year, up to a certain point, and presumably undertakes more responsibility. A principal on appointment should have the qualifications and experience to command a maximum salary. Also the first year of office for a principal, unlike that for ordinary assistants, is usually the most arduous; his difficulties grow less as time goes on, and his responsibilities not greater. The usual plan at present is for a principal to have a fixed stipend which, in the case of some principals, has been increased at long irregular intervals by a substantial increment as a recognition of good service. This seems the most satisfactory arrangement.

2. *Size of Colleges.*—At present the salaries of principals do not vary systematically according to the number of students in the college, though the principal of a large college has a higher salary than the principal of a small college. The principal of a college of 300 students should not, on the ground of numbers alone, have a higher salary than the principal of a college of 200. But some difference should be made between the salary of the principal of a small college, say under 100 in size, and that of the principal of a considerably larger college, say over 200. Apart from the greater responsibilities which the principal has in the larger college there is a great deal more work which only the principal can do, e.g., in organisation, in choice and guidance of staff, and in individual dealing with students.

3. *Residence.*—As a rule the principal of a Training College either has a house detached from the college rent free, with some help towards upkeep, or has board and residence in the college. Both have residence; one has board for about two-thirds of the year. Very little difference should be made between the salaries of these two, for the principal with the detached house can make it a home and can live in it during the holidays, whereas a principal with rooms in college cannot remain with any comfort during the holidays, or cannot remain at all, and must therefore make other provision. Again, residence in a detached house involves a certain relief from college strain, but the principal living in college is constantly at work.

4. *Sex.*—The salary of a principal at present does not depend upon whether the college is for men or women, but upon the sex of the principal. I see no reason why this should be so, nor why the salary of the principal of a men's college should be different from that of the principal of a women's college. The principal of a mixed college would need to be a very special person and should have in consequence a higher salary.

5. *Relation of Salary to Salaries of Staff.*—There is at present no recognised relation between the salary of a principal and the salary of the most highly paid lecturer. A few vice-principals have a salary comparable with that of the principal, but as a rule the salary of the most responsible member of the staff is far below that of the principal. It is desirable that there should be a different relation between the two; the most highly paid lecturer should have two-thirds to three-fourths of the principal's maximum salary.

LECTURERS IN TRAINING COLLEGES.

6. *Qualifications.*—A training college lecturer must be more than a successful teacher with good academic qualifications. As she has to train as well

as teach she must be able to treat her subject professionally; she must have views on methods of teaching based on experience and knowledge of recognised methods, and she must be able to exemplify her views by teaching children in the presence of students. To be able thus to teach and with such an audience requires more power than the ordinary class teacher need possess. Moreover the training college lecturer is in a very special way a standard to the students in matters of conduct and outlook; the students are often entirely dependent on the lecturers for their professional and social ideals, and the training college lecturer should possess special personal qualification and have such a knowledge of life as will enable her to deal tactfully with adults as well as children. It should be remembered, too, that the life of training college lecturers is more exacting and involves more strain than that of an ordinary teacher of children. They are living in a variety of relationships (e.g., as lecturer, teacher, comrade in games, hostess and guest at parties) in close contact with the students, early and late, and are constantly in an atmosphere of criticism.

7. *Prospects of Promotion.*—A training college lecturer cannot look forward, as can an assistant in a Secondary School, to fairly certain promotion. She is in a very anomalous position, and belongs neither to the secondary nor to the elementary world. Outside the college her work is not understood, and she is unlikely to secure any post of value; within the college world she has no future, for principals of Training Colleges have remarkably long tenures of office, and when a new appointment is made it is rarely from a training college staff. Training college lecturers are beginning to realise what a hindrance to their career work in a Training College is likely to be, and it will become increasingly difficult for colleges to attract good enough people if there is not within the colleges a sufficient number of posts paid adequately to retain lecturers who have proved their fitness for training college work.

8. *Scales.*—For the reasons given above training college work should be specially well paid. There should be two scales, one for the younger members of the staff with good academic qualifications and some experience of school teaching, and a considerably higher scale for senior members who have had wider experience. It is not desirable as a rule that there should be promotion from the lower scale directly to the higher scale, particularly within the same college. The senior members of the staff should be either former junior members, who have undertaken further teaching in schools between the two periods of training college work, or older people who, in responsible positions outside Training Colleges, have proved their aptitude for the kind of work required in a college. Some regular interchange between the School and the Training College is one of the most necessary reforms in training college work. Many training college lecturers would like to have a year or two of actual teaching in school, if they could be sure of coming back to training college work for which they have a special bent. It is regrettable that at present such interchange is rarely possible.

9. *Teachers of Special Subjects.*—As a rule teachers of Special Subjects, usually non-graduates, should be paid on the lower graduate scale, but when the outlay in preparation and the qualifications and experience are considered to be equivalent to those of a graduate on the higher scale it would seem equitable to pay them as such.

10. *Masters and Mistresses of Method.*—These posts ought to have a special salary. A master or mistress of method must be able to organise and direct all the professional work of the college. This requires a wide knowledge of different kinds of schools, specialist knowledge of at least one subject, and ability to get good professional work for the other subjects out of the staff.

11. *Residence.*—When resident members of the staff give, as they frequently do, all their time to the work described above, there should be no difference in salary between residents and non-residents. The non-resident should be paid adequately, and board and residence might be considered equivalent to the extra work done by the resident member, especially as board and residence are given for only two-thirds of the year.

12. *Part-time Teachers.*—Up to a certain point a part-time teacher's work should become more valuable with experience, and this could be recognised by a scale.

Mrs. M. WITHIEL, H.M. Inspector of Schools.

SECONDARY SCHOOLS FOR GIRLS.

1. *Scales.*—My evidence concerns girls' schools. In them the balance of advantages and disadvantages is in favour of scales of salary. A woman's scale should be different from a man's. There is a general shortage of teachers, and it is greater for men than for women. To obtain men a higher salary must be offered, and a man's scale should permit of his marrying after some few years of service. The cost of maintenance for a man is greater than for a woman. Owing to marriage more women leave the profession than men; some women in consequence regard their profession at the outset less seriously; but if a woman remains a teacher after some ten years service she deserves quite a high stipend. There is more sickness among women than among men, and, if a woman is to be kept healthy and bright, experience shows that her teaching hours should be less than those of a man by one eighth to one sixth. These considerations lead to the conclusion that there should be different salary scales for men and women.

ASSISTANT MISTRESSES.

2. *Variations in Scale.*—It should be possible to make allowances in a scale for the following:—

(a) *Degrees.*—In a girls' school with a junior department it is usual to have a certain number of non-graduate teachers. The custom is quite justified.

(b) *Training.*—If it is desired to encourage training, the trained teacher should be allowed to start one year further up the scale.

(c) *Experience.*—Service under one Authority should count as far as possible at its full value on transfer to another Authority.

3. *Subject Taught.*—On the other hand there is no need for a difference in scale on the ground of the subject taught. Teachers of Special Subjects should be treated on the same lines as other teachers; if their qualifications are of an equivalent nature they might rank with graduate teachers, otherwise with non-graduates. It is often desirable that the special subject teacher should not be a pure specialist. She should be capable of doing a little class work in one other subject.

4. *Increments.*—Any scale ought to attract merit and recognise it. I prefer a scale with annual increments up to a certain point, followed by increments at longer intervals—say biennial. To check inefficiency there should be a bar, perhaps two bars, beyond which a teacher should not pass without definitely favourable recommendations. Increments up to this bar, or between them if there be more than one, should be automatic. The point at which annual increments cease should not be set low.

5. *Special Posts.*—To reward merit there should be posts of special responsibility, for example, second mistresses, heads of department, above the ordinary maxima. The post of senior mistress in a mixed school is one of special importance. It should be considered as standing apart, and above all others held by assistants.

6. *Three Scales.*—According to the above there would be in a large school for girls three scales for assistants:—

(a) A scale for non-graduates, applying to assistants in kindergarten and junior departments;

(b) A graduate scale; and

(c) A higher scale or scales for special posts.

7. *Probation.*—If this refers to the interval between joining the staff and being recognised as a permanent member of it, the period should not be less than one term, to be prolonged on occasions to two terms, but not to exceed three. If the interval is that

between a student mistress joining a school for training, and joining the staff later, the maximum period should be two years, the minimum one year.

8. *Part-time Teachers.*—These should be paid at a slightly higher rate than full-time teachers of the same qualifications, but part-time work should be reduced to a minimum.

9. *Method of payment.*—This needs consideration. Monthly payments are very common, but cause real injustice on occasion. Terminal or half-terminal payments of one third or one sixth of the annual salary are preferable. There is need of definite and, as far as possible, uniform regulations affecting sick pay; the absence of regulations is responsible for cases of great hardship.

HEADMISTRESSES.

10. *Mode of Remuneration.*—A Headmistress's salary should vary with the size and importance of the school, and should preferably be by fixed payments, not by capitation grants. If the salary rises by scale, the maximum should be reached fairly quickly. Part payment by capitation grants has no useful effect, and payment by profit on boarders is objectionable. In a large school the headmistress's salary should be double that of the highest paid assistant, and in a small school not less than five-thirds of the highest assistant's salary.

B. MEMBERS OF LOCAL EDUCATION AUTHORITIES.

Rev. Canon J. J. SCOTT,* Deputy Chairman of the Salford Education Committee; Dr. E. H. COOK,* Chairman of the Bristol Education Committee; and Mr. F. J. LESLIE,* Chairman of the Liverpool Juvenile Employment Sub-Committee.

I. GENERAL TOPICS.

1. *Scales.*—Scales of salary are not as essential in Secondary Schools as in Elementary Schools; in Secondary Schools it is more necessary to recognise special merit, without so much regard to scale. But on the whole we are in favour of scales in Secondary Schools as a necessary evil.

The objection to scales is that they do not give the teacher enough money when he needs it most, and they go on increasing after his needs are eased, and when his value is often diminishing. Again, a scale beginning at a low point is not attractive enough to good teachers. They look at what they are going to get at once, rather than to what they may rise to in future years. A good fixed salary with a good prospective pension is the best.

The objection to a capitation fee is that it may fluctuate from causes entirely beyond the control of the headmaster or Governors.

2. *Variation in Scales.*—The salaries of men teachers should be higher than those of women teachers. A man teacher ought to have enough between 30 and 45 years of age to enable him to marry and bring up a family. The woman teacher usually remains unmarried. If she marries and is retained as a teacher no alteration should be made in her salary on that account. A school ought to be more liberally staffed with women than it need be with men.

There should be a higher scale for graduates than non-graduates, but account should also be taken of the character of the degree, and a high degree should (when circumstances render it desirable) be counted as service when starting in the school. Experience should be counted as service of a kind, but estimated in each case on its own merits. Time spent in training of all kinds should be reckoned as service.

In Secondary Schools ordinary form teachers should have the same scale; but in large schools there should be one or two posts with higher remuneration, to attract persons with really good qualifications and with high educational attainments. The work of such persons would involve responsibility in regard to the organisation of the school, and oversight and co-ordination of assistant teachers in various departments. The appointment of teachers of this high standing would be the means of securing and retaining a better type of assistant, to the benefit of the school. Previous experience should be taken into consideration in fixing the initial salary.

* Witnesses suggested by the Association of Education Committees.

In large Technical Institutions scales should vary in accordance with the nature of the subject taught. Compare, for example, a woodwork teacher with a man highly qualified in Mathematics. Heads of departments should be paid a highly salary than the maximum of the other assistants.

The size and circumstances of the school and the cost of living in the locality should be taken into account in fixing the salary of the head teacher. The amount of his work in organisation depends on the size of the institution, whereas the assistant is responsible for one class only.

3. *Nature of Scale.*—In the first place a fair minimum should be fixed, to enable teachers who have completed their training, probably at great cost and sacrifice, to begin at a salary adequate to their position. It is important that the man assistant should have enough to marry on at about 30 to 45 years of age. The scale increments for long service should not tempt the teacher to hold on after it would be better for him to resign. The periods should extend to about ten or twelve years before reaching the maximum. Gaps in the scale are not advisable.

"Efficiency bars" are of no use, because if a head teacher is willing to retain an assistant in his school, he will be sure to recommend him over the bar. Annual increments should be given on satisfactory reports, and should require recommendation.

Function must be considered in grading the teachers.

Special responsibility, which implies special fitness, should earn extra emoluments.

Vice-principals and heads of departments should have salaries with maxima of not less than one half or more than three-fifths of the principal's salary.

Past experience should always be counted in fixing initial salary.

4. *Size of School.*—The scales of salaries for ordinary assistants in large and small schools, doing the same kind of work, should not vary; but in large schools or institutions there should be a greater difference between the salaries of assistants and heads of departments or head teachers than in small schools.

TRAINING COLLEGES.

5. *Principals.*—It is difficult to decide which is the better, to pay a good fixed salary without increments, or to have a scale with fixed increments. If to the former could be added a satisfactory pension when it became desirable to make a change, this would probably secure the best candidates; but in no case should increases depend upon application of the principal himself.

The stipend should vary according to the size of the college.

A resident principal has the advantage of house, coals and gas, but on the other hand he has far more claims upon his time, and practically he is never free from work. The advantages are counterbalanced by the disadvantages, and no pecuniary difference need be made.

Men principals should be married, and their salary should be enough to enable them to maintain and educate a family. Women principals are the heads of colleges for women only, and are unmarried, and therefore should not require so large a salary.

In considering the relation between the head and principal assistant, it is necessary to bear in mind that only a limited number of assistants can become heads. The amount of the chief assistant's maximum should probably depend somewhat upon the type of institution and the conditions of work. Probably it should not be less than one half of the principal's and not more than two-thirds.

6. *Lecturers.*—The normal scale should be for graduates. There ought to be power, however, to withhold the automatic increase in the case of unsatisfactory work, or even to make the scale applicable only on actual recommendation. Non-graduates will not be engaged as a rule, and therefore each can be treated on his own merits.

Specialists who have been through a recognised College of Music, or a recognised Art School, or a recognised College of Physical Exercises, should be treated as graduates if their course has been a three years one. Other specialists should have a somewhat lower scale.

Masters and mistresses of method should be treated as heads of departments, and their salaries should approximate to that of vice-principal.

We would not distinguish between a senior and junior staff. We are of opinion that the plan of appointing a certain number of juniors to work for a few years in the Training College and afterwards return to school work would not answer.

Non-residents should have an allowance towards the expense of living. This need not be large, for non-residents are free from some of the duties (*e.g.*, supervision and evening work) which fall on residents. In some cases a responsible resident teacher may have duties which keep him always on call, and the board and residence which he receives are only part compensation for them.

The Governing Body should have power to allow teaching experience of every kind to be counted at its full value as service, dealing with each case on its own merits.

7. *Part-time Teachers.*—The salaries of part-time teachers should depend upon the amount of time devoted to teaching and preparation; and would then naturally be in proportion to the full-time scale.

SECONDARY SCHOOLS.

8. *Headmasters and Headmistresses.*—An advantage of a scale is that it brings automatic increases, independent of application and of influence with the Governing Body. On the other hand the lower initial salary is a disadvantage, since the post is less tempting when vacant. Also there is a temptation to hold on too long. A fixed salary is most satisfactory in the case of a good man; and the post is probably more tempting when vacant, and therefore secures a better field of applicants. Its disadvantage is that it gives no inducement for a slacker to work.

A capitation fee is quite good in theory, but not satisfactory in practice. The numbers may go up or down for causes beyond the headmaster's control, and there is a danger that the master may concentrate, in case of part payment by capitation, upon the most remunerative side of his salary.

It depends upon the tradition of school how part payments by profits on boarders works; the method is not on the whole to be recommended.

Pensions which can be realised at any date are necessary.

A vice-principal or a head of department should have not less than from one-half to three-fifths of the headmaster's salary.

9. *Assistants.*—There should be one scale, but all assistants should be graduates. Each year of training should count as a year of service. An honours degree should count as a year's service in fixing the initial salary. But a high degree should not necessarily entitle a man to proceed to a higher maximum; it does not guarantee ability to teach, and ability to teach may compensate for a low degree. Under a scale it ought to be possible to recognise exceptional merit by a jump in the increments.

The salaries of teachers of Special Subjects should be proportionate to the amount of intelligence, work, and time required for qualification. Where the training and qualifications are equivalent to a degree such teachers should be placed upon the ordinary scale. Domestic combined diplomas deserve the same scale as form teachers. Art, music, physical exercises and manual training teachers should be on a lower scale than form teachers; but teachers holding the Art Master's Certificate or the new full Art Diploma should have same salary as form teachers.

Increments should be annual, subject to annual recommendation from the headmaster, the assistant concerned having an appeal to the Governors. Bars are not recommended.

The period of probation should be six months at least, and one year as a rule; but may be increased to two years on the headmaster's report.

10. *Part-time Teachers.*—These should be paid in proportion to the time required for preparation and teaching and also with regard to their subjects. Thus teachers of Dressmaking would get less than others.

11. *Special Case of Endowed Schools.*—In Endowed Schools in which the range of income is limited, salaries are liable to be too low, and education will suffer unless the Board of Education and the Local Education Authority make special grants.

TECHNICAL AND EVENING SCHOOLS.

12. *Principals.*—These should be dealt with in the same way as heads of Secondary Schools. In small institutions the head teacher should receive about double the salary of the head of a department. The minimum of the head of a department should be slightly in excess of the maximum of an assistant; in large institutions the difference might be considerably increased.

13. *Heads of Departments.*—These should be dealt with as heads of departments in Secondary Schools. The scales of salary should depend on the importance of the work done in the department, on the amount such a specialist as would be required to run the department would get elsewhere, and on the responsibility involved. The size of the institution and the size of the department should be taken into account in fixing separate scales of salary in respect of specially important work, such as that in laboratory and workshop.

14. *Assistants.*—These should be dealt with as in Secondary Schools. Men should always receive a higher scale than women, even when they are doing the same kind of work. It is not advisable to have a number of different scales of salary in the same institution, but differentiation should certainly be made between teachers doing important or specialized work, and those who are engaged upon ordinary or ground work. Previous experience would be rewarded by the progressive nature of the scale. Except in the case of sessional appointments in evening continuation schools, the annual increments should be given only on satisfactory reports being received.

There should be a probationary period of six months to a year.

15. *Part-time Teachers.*—For part-time and evening sessional work a fixed salary should be paid, in accordance with the importance of the work and the character of the training necessary to become an efficient teacher. The chief modification required by a compulsory scheme of part-time day classes would be in regard to sessional appointments, for which it would be desirable to have progressive scales of salaries, as the appointments would necessarily be of a more permanent nature.

16. *Junior Technical Schools.*—The scale or scales in Junior Technical Schools should not be so high as those in Secondary Schools, as the school life is not so long and the necessity for high academic qualifications not so great.

SCHOOLS OF ART AND ART TEACHERS.

17. *Principals and Heads of Departments.*—A short scale of salary is desirable. The character and size of the school should be taken into consideration when fixing the scale, especially if provision is made for advanced work under the recent scheme of examinations of the Board of Education. The principal's salary should be considerably higher than that of the most highly paid assistant.

18. *Full-time Assistants in Schools of Art.*—At least two scales are desirable in large Schools of Art—one for assistants with high academic qualifications, and the other for those whose work is of foundation, groundwork or artisan character. Previous experience would be rewarded by the progressive character of the scale. The provision of bars is undesirable.

There should be a probationary period of six months to a year.

19. *Part-Time Teachers.*—There should be a fixed rate of salary.

20. *Full-Time Art Teachers in other Schools.*—There should be a scale of salaries for full-time art teachers in other schools, and men should be paid a higher salary than women.

SPECIAL EVIDENCE BY MR. LESLIE.

I am not in favour of a national minimum scale for any class of assistants in Higher Education. Most Local Authorities would tend to adopt it as their own scale, and hence it would tend on the whole to depress salaries.

SPECIAL EVIDENCE BY CANON SCOTT.

I am not in favour of any system whereby the staff of a given school is graded, with a special scale for each grade. It is too inelastic, and leaves too much to the headmaster who has to recommend promotion from grade to grade.

Mr. W. C. DAWSON,* Chairman of the Hull Education Committee.

GENERAL.

1. My opinions are not the views of the Association of Municipal Corporations.

The Question of Scales.—In all institutions dealing with Higher Education, to pay salaries according to a fixed scale is, I think, an evil, but I am reluctantly compelled to admit that for the present it is a necessary evil. The ideal policy would be to find an ideal head, pay him a high salary, and give him a free hand. The less interference there is from the outside in matters of internal organisation the better. If the head does his work well, reward him appropriately; if he does it badly, remove him, and appoint a more capable and trustworthy man.

Control from without, whether exercised through a sub-Committee of the Local Education Authority or a separate Board of Governors, from the nature of the case tends towards uniformity in policy and administration, whilst the encouragement of diversity, and not of uniformity, is the very soul of educational progress. Education Authorities, in their desire to maintain control and an equitable apportionment of the cost of management between the ratepayer and the taxpayer, are liable to overlook the fundamental essential of educational administration, namely, that it should be efficient. Questions of who controls it, or who pays for it, are, after all, of but secondary importance.

The test of the efficiency of any institution dealing with any of the varying forms of Higher Education would, in my judgment, depend upon the answers to such questions as the following: Does it produce in the students the right attitude of mind to the cultivation of intelligence, mentally alert, with the windows of the mind open to all kinds of knowledge? Does it tend to eliminate innate and acquired prejudices? Does it tend to create a love of knowledge—not for any ulterior advantages, but for its own sake—the mere joy of knowing? If it does this it is efficient in the highest sense.

A system of education which is a thing of forms and schedules, government grants, capitation fees, or examination test papers, is a thing accursed. In Higher Education most of all we need the living spirit which inspires the students to discover for themselves the hidden sources of knowledge with the same zest in the class-room that they display on the playing fields. A master endowed with this spirit is a priceless asset in any educational institution. His value cannot be reckoned in pounds sterling, his stipend cannot be paid in Treasury notes, and to enchain him with a salary scale is an absurdity. I admit, however, that I am an idealist, and that we are not yet sufficiently advanced educationally to dispense with salary scales in Higher Education.

2. *Men and Women.*—Where women do the same work as men, and do it equally well, they should, as a matter of abstract justice, be equally paid; but in the present state of civilisation any attempt by Education Authorities to frame their scales of salaries on the basis of equal pay for equal work to men and women, without regard to the conditions prevailing in other occupations, would probably lead to the men deserting the teaching profession altogether.

The rate of pay as between the married and the unmarried teacher is a difficult one. Usually, though not always, a married teacher has a family to support. On the other hand, an unmarried teacher quite frequently has to discharge obligations equally onerous. The salary paid to a teacher should be commensurate with the value of the services rendered, not with the number of persons dependent upon it. If it were otherwise, those bearing the heaviest burdens would be the last to obtain employment and the first to be discharged, preference being given to those whose obligations were small. The selfish and self-centred

* A Witness suggested by the Association of Municipal Corporations.

individual would thereby obtain a preference over one more conscious of, and anxious to fulfil his or her duties to, the state. It is sometimes urged that the unmarried teacher is a more valuable servant to the community than the married, because he or she can give more devoted service, undistracted by the cares of a family. The soundness of this argument is at least doubtful, for the married teacher certainly should have a wider outlook, and a truer perspective of duties and responsibilities of citizenship, than the unmarried. These are some of the compensating advantages accruing to those who accept the disciplinary restraints and obligations of marriage.

3. *Qualifications.*—The possession of a good University degree is almost a necessity in the case of a head. The nature of the degree will depend upon the character of the institution. In selecting the head of any institution, my personal preference would always be in favour of one possessing a degree based upon the highest standard of attainment in education, mainly humanistic and on the broadest possible lines. The possession of a well trained and thoroughly disciplined intellect, with the right attitude to knowledge, makes the best type of head. Specialised training and expert knowledge can always be obtained through assistants. It is not what we know, but how we place ourselves with regard to that knowledge, which really matters. A man may have a great many degrees, and know a great deal more than any one man has any right to know, and simply be a learned ass. In a head it is wisdom that is required, and not mere expert knowledge, and wisdom is acquired, not by the absorption of facts, but through the study of the inter-relationship of facts, *i.e.*, the philosophy that lies at the root of a sound humanistic education—hence my preference. Training is, of course, desirable. In most cases it is necessary, but it is not a fundamental essential. The one thing needful is, I repeat, the possession of the right spirit. Previous experience is not to be despised, but I think its value is exaggerated. The man who appeals to his experience is very often a lazy man, who does not wish to face a new hypothesis. When he appeals to what he is pleased to call "his experience" it is usually a barricade hastily raised to arrest the onslaught of a new idea. Many of the most "experienced" men in education display the greatest intellectual barrenness. They would be far better men, and certainly better educationists, if they could forget half they know. In education, more than in any other subject, it is the new ideals which will bring the breath of life to the dry bones of our educational system.

4. *Other Grounds for Variation of Scales.*—The salary paid should not depend upon the nature of the subject taught, but upon the way in which it is taught; or, rather, the success with which the teacher can inspire the students to study the subject for themselves. In most schools there is far too much dogmatic teaching, and far too little intelligent application of intellectual stimulus. A teacher possessing real talent is outside all scales and regulations.

In large institutions the work should be decentralised and placed in the hands of responsible heads of departments who, subject to the general supervision of the principal, should direct, inspire and control their department. They also are outside the ambit of scales. They should be generously paid, relieved of mechanical duties, and given time for research and opportunities for testing new ideals and methods.

Other things being equal, those in charge of responsible positions in a large school should be paid higher salaries than those occupying similar positions in a smaller school. But the all important consideration is not the size or character or circumstances of the school, but the spirit in which the duties are undertaken and performed.

The circumstances of the locality are relevant factors for consideration. The head of an important school in a large centre of population should be paid more than the head of a similar school in a less populous district. I am excluding from my consideration the heads of schools which are really national institutions, such as Rugby, Eton, Harrow, Winchester, etc. I would pay better salaries to the head and the members of the staff of a smaller school having the right tone and atmosphere, than to those on the staff of a larger school, where the management is sloppy or slack. But the head of a big school in a large town ought to be looked up to as a man of light

and leading in all movements with which good citizens are concerned. If his influence does not extend beyond his school, he is a poor creature. If his stimulating and uplifting influence is felt throughout the entire community, he should be rewarded because of it.

5. *Increments and Length of Scale.*—As to the relative advantages of (a) long scales, with comparatively small increments; (b) short scales, with comparatively large increments; (c) scales of annual increments to a certain period, followed by increments at longer intervals, it should be remembered that many women entering the profession expect to marry. If the annual increments are small, and the maximum cannot be attained until comparatively late in life, they will not enter the profession, but seek other occupations where the remuneration is better. Men teachers should be in a position to marry at, say, 28 to 30, and the salary at that age should be such that they can live as married men in comfort. If they reach the maximum, however, at 35, without the possibility of further promotion, they will probably seek some other occupation.

6. *Grading.*—In all institutions for Higher Education, until we make much further educational progress, I am in favour of grading assistants, other than the heads of departments, according to efficiency.

Grade A. Those of outstanding merit, doing the work of the highest standard of excellence;

Grade B. Those doing meritorious work;

Grade C. Those reaching a minimum standard of approved efficiency.

They should be classified in the varying grades mainly upon the advice of the head. Within the approved scale of each grade, they should receive, subject to approved efficiency, automatic increases of salary until, in ten or twelve years, they attain the maximum of their grade. The passing from one grade into another would in effect, act as an "efficiency bar" (the expression is not mine—I should say "opportunities to rise to a higher grade"). The transfer should be made at any time, not delayed until the maximum of the lower grade is reached. In transferring from grade to grade, I should rely upon the judgment, discretion and integrity of the head. If he or she is not to be trusted in matters of grading, then another head should be appointed.

7. *Heads and Assistants.*—It is impossible to make a rule as to the relationship between the salaries of assistants, heads of departments, and heads of institutions dealing with Higher Education. The head is responsible for the direction, co-ordination and inspiration of the work of the whole institution. Very tentatively and with hesitation, I suggest that he should be paid not less than twice the highest salary paid to responsible heads of departments, and the responsible heads of departments should be paid not less than twice the maximum salary of the best paid assistant in grade A.

8. *Migration.*—The procedure to be adopted in case of transfer is a difficult question. As an antidote to intellectual stagnation, I desire to encourage freedom of migration, not only between institutions not similar but differing in type in this country, but also throughout the Dominions. The classification and grading of sound institutions of standing and repute should be accepted, subject of course to the right to re-classify and re-grade, in the case of unsatisfactory work.

SECONDARY SCHOOLS.

9. *Head Teachers.*—Headmasters and headmistresses should be paid a generous fixed salary, which should be subject to quinquennial review. I object to part payment by capitation fees. It encourages the retention of slackers in the school, who slow down the machinery, injure the tone of the school and damage its reputation. To make a profit on boarders is contemptible. The principles of running a boarding house, to my mind, do not harmonise with educational ideals. The method adopted in the management of training college hostels is the right one.

10. *Assistants.*—There should be a scale of salaries for each grade. Graduates should be paid a higher salary in each grade than non-graduates, and trained teachers more than untrained. The rate of remuneration for full-time teachers of special subjects, e.g., commercial and domestic subjects, art, music, physical exercises and manual work, should be according to the grade in which they are placed, and such grade will depend mainly upon their efficiency. Within the grade, there should be annual increments until the maximum of that grade is reached, subject, of course, to the right to withhold the increment for unsatisfactory work. There should be a probationary period, in order that opportunities may be afforded of discovering those who have mistaken their calling. The passing from grade to grade, as before outlined, would in effect, be an "efficiency bar."

11. *Part-time Teachers.*—Part-time teachers should be paid according to the services rendered. Scales and automatic increments are inappropriate.

TRAINING COLLEGES.

12. *Principals.*—I am in favour of a fixed stipend, without periodical increments. The salary should be a generous one for a good principal; a bad one should be encouraged to depart. The salary should be reviewed every five years.

I think the stipend should vary according to the responsibilities undertaken, and the way in which they are discharged. The head of a residential institution should be paid more than the head of a non-residential college. The head of a mixed college should be paid more than the head of a college confined to one sex. The reasons are, I think, obvious. The general principle governing the relationship between the maximum salary of a principal and that of the most highly paid lecturer I have already dealt with.

13. *Lecturers.*—I would pay lecturers according to grading, as previously outlined. Junior members of the teaching staff would most commonly, though not of necessity, be found in Grade C. Masters and mistresses of method, if worthy of being retained on the staff at all, should usually be found in grade A. Residential appointments should usually be paid less than non-residential, except in the case of those residential appointments which carry with them the wardenship of hostels.

The possession of previous teaching experience should not be a disqualification, but its value is, in my opinion, exaggerated, as stated in my general observations. I place a much higher value on the well trained mind than on "experience," a good deal of which is of doubtful value.

13. *Part-time Teachers.*—Scales of salary are inappropriate for part-time teachers.

SCHOOLS OF ART AND ART TEACHERS.

14. *Principals and Heads of Departments.*—I am in favour of a generous fixed stipend, quinquennially reconsidered. In fixing the stipend, I would consider the size and character of the school; but I should attach greater importance to the possession of general academical qualifications, combined with real artistic spirit and insight. The question of the relationship between the salary of principals, heads of departments and assistants has been dealt with.

15. *Full-time Assistants in Schools of Art.*—I would grade them as previously outlined, scales of salary with automatic increases within the grade, and transfer from grade to grade on the advice of the head.

16. *Full-time Art Teachers in other Schools.*—These should be classified in grades according to qualifications and efficiency. I should like to pay men and women equally for equal work equally well done; but, for reasons previously stated, those finding the money are not yet sufficiently civilized to agree to this.

17. *Part-time Teachers.*—Part-time teachers should be paid according to the services they render.

TECHNICAL AND EVENING SCHOOLS.

18. *Principals.*—The principal should be paid a fixed stipend. The principal of a large institution, responsible for the supervision, inspiration and co-ordination of many departments, should be a man of

wide outlook and liberal education, possessed of true mental perspective and sound sense of proportion. The last man I would appoint as the head of a Technical College would be a scientific expert with narrow technical view and specialised outlook. If the principal is responsible for the general organisation and supervision of continuation work within the area, and if he does it well, he should be rewarded accordingly.

The relationship between maximum and minimum salaries of principals, heads of departments and assistants has been previously dealt with.

19. *Heads of Departments.*—In a Technical College it is essential to have responsible expert heads of all the important departments. They, as distinguished from the principal, may make up for lack of breadth of vision by depth of focus, assuming that you have got a really enlightened head. They should be paid salaries commensurate with the responsibilities they undertake, and the way in which they discharge them. They should be outside the purview of scales and automatic increments, and have time and opportunity for research work, experiment and investigation.

20. *Assistants.*—Expert knowledge based on sound principles is far more important than experience. If the two can be combined it is an advantage, and should be taken into consideration in fixing the grading. Increments within the grading should be automatic, subject to satisfactory work being done. The passing from grade to grade should be mainly in the hands of the principal, after consultation with the heads of departments.

A probationary period is doubtless necessary to weed out incompetents. I should think incurable unsuitability or incompetency should usually be apparent in six months.

21. *Junior Technical Schools.*—Generally speaking, those engaged in giving a broad general education in secondary schools should be paid a higher salary than those giving special teaching in junior technical schools.

22. *Part-time Teachers.*—Part-time teachers should be paid according to services rendered.

Mr. J. S. FURLEY,* Chairman of the Higher Education Sub-Committee of Hants County Council, formerly Assistant Master in Winchester College.

GENERAL TOPICS.

1. *Advantages and Disadvantages of Scales.*—From the point of view of administration, scales are necessary; an Education Authority cannot estimate its financial requirements without them, nor has a young man other means of judging whether the profession offers him the prospects in life to which he feels himself entitled. But scales must be differentiated, if they are to attract men of ability, by offering a better position to the man of high qualifications than to the average teacher; they must allow for the promotion from lower to higher grade, or from higher grade to special positions, of a man whose development or force of character justifies a better position than he was entitled to by his academic qualifications when first appointed.

2. *Considerations affecting Scales.*—We want to attract men with qualities of brain and character that will make good teachers. Scales accordingly must distinguish (a) high degree from low degree, (b) training in a place of corporate life from the absence of it. This last is important; for men who have been under the influence of corporate life usually have a higher sense of their duty to the institution they serve, and pass on this feeling of *esprit de corps* to those they teach; and they often have more intellectual activity from rubbing against the minds of other men.

Academic qualifications are only our test in making our first choice of a teacher, and even then an incomplete test; there are qualities which are not discovered by examinations. Force of character and human qualities tell more than training, and after some years of experience the man of 30 often is found to have outstripped his neighbour who was above him at 20. To meet such cases provision is wanted for promoting

* A Witness suggested by the Association of Municipal Corporations.

from lower scale to higher. Further, there are always men who may not be suited for, or wish for, headships, but who are of great value for their power of teaching, of stimulating interests, or of taking the lead in other than class room work. Posts are desired outside the scale for such men. Such posts may be that of second master (who is often the official adviser of the headmaster and the spokesman of the assistants) or head of department; but beyond these posts it is necessary to recognise, by power to give special salaries, the value of such teachers.

I do not see any reason for varying the scale according to the size of a school. True, the larger school has often a higher reputation to sustain; but it would be unwise to do anything to suggest to teachers in smaller schools that theirs is work of less importance. Again, the difficulty of paying for a full staff is so great that classes in small schools have usually as many pupils as in larger; the pupils are necessarily less well graded, there is greater difference between the top and bottom boy; hence classes in small schools are less easy to teach than in large schools.

I do not think that the circumstances of the locality need be considered in fixing scales, except perhaps where it is necessary for a teacher to come to his work by train. The cost of living is now pretty uniform throughout the country, rent may be higher in some places, but as a rule in small towns, where rents are low, there are more calls on the time of a conscientious teacher for out-of-school relations with his pupils than in a larger town. The case of head teachers is obviously different; their labour varies enormously with the size of the school.

It is customary to regard years of service in one school as equivalent to a less number of years service in the school to which a teacher is being appointed. I think previous experience, if the teacher is being transferred to the same kind of work, should count in full. In general his work has been identical with that which he takes up, and he often contributes useful suggestions from what he had observed in his previous experience in another place. What allowance should be made to a teacher entering the service at an age later than is usual must depend on circumstances; but such teacher should not necessarily have no allowance. Knowledge of the world, or of another profession, general *savoir faire*, all help him in his management of the young.

A priori, women who do work identical with that of men, and do it as well, should be paid as highly; but in practice they are not. We ought not to accept this practice without seeing clearly what there is to justify it. The reason, I think, is that men cannot be induced to make teaching their life profession for the same salary as would induce a woman. More careers are open to men; if there are more professions competing for a man's abilities it is inevitable that that which offers him the least advantage tends to lose him. Teaching is under the same economic law as other employments. Secondly, it is rare for secondary teachers, if women, to be married; common, if men. The woman is satisfied if she is assured an adequate standard of living for herself; the man wants the same standard, but for a family besides himself. It is no good, therefore, to ignore facts and decide on abstract considerations. Men cannot be obtained as easily as women; we must pay more for them. Where teachers are still young I do not think the proportion of men's to women's scales, usually about 6 to 5, unreasonable. When teachers are older, and when they become heads of departments and heads of schools the difference should be greater. But at present the difference between the remuneration of men and of women head teachers is often excessive; the one is commonly more than double the other, and the work of the women is not adequately recognised.

The question whether the married man is a more meritorious citizen than the unmarried is a question for the state, and should not be considered in fixing the remuneration in a profession. Is he a better teacher? In many professions it is noticed that the married man is more willing to undertake extra work and has more stimulus to get on in his profession; but so much of the teacher's value depends on the relations he forms with his boys outside the class room; school societies, school games, special interests or hobbies, are his opportunity; and it is usually the

unmarried man who devotes himself most to developing them. With the married man the claims of his home compete with those of the broader interests of his work. Except that men generally improve under marriage (but marriage is proverbially a lottery) I think a school gets more from its unmarried than its married masters. Certainly there should be no differentiation in favour of the latter.

3. *Increments*.—Increments are of importance as affecting the average teacher, not the able man. The latter feels that he will ultimately gain a headship, and the increment is not his real incentive. But with the average man increment is an important agent in preventing stagnation. If there is an unfavourable report on the work of any part of a school, the Local Education Authority can make its own inspection, and suspend the increment of a teacher doing inferior work. Long scales therefore are preferable to short scales, as continuing the stimulus through a larger part of a teacher's career; subject to this power of refusal I think it is better that increments should be automatic and not by recommendation. The teacher is not harassed by the uncertainty as to his position, and there is less discontent and friction.

I am inclined to prefer scales with annual increments to a certain period followed by increments at longer intervals. Annual increases spread over a long period would tend to make the initial salary lower, and probably capable men are influenced more by the initial than the ultimate salary, if they have a choice between two posts.

4. *Salaries of Heads and Assistants*.—If the quantity of the work they do were the measure of the proportion between the salaries of heads and assistants, the proportion generally adopted would be unfair to be considered; and a man who can teach a class cannot necessarily control colleagues, guide parents, or have the judgment and insight necessary for the development of a school. As in other professions, the special ability of a head must be paid for if men of capacity are to be kept in the profession. At the same time I am inclined to think that hitherto the difference has been too great, especially where no provision has been made for giving a better position in the exceptional cases already mentioned. The head is paid sometimes four times, generally three or two and a half times, as much as his best paid assistant. Double the salary of his senior assistants, or one and a half times that of heads of departments or of men with very special qualifications, seems to me the more just proportion.

SECONDARY SCHOOLS.

5. *Headmasters and Headmistresses*.—What has been said of scales and increments for assistants applies, in principle, to heads. Were all men perfectly conscientious, and human nature different from what it is, the best system would be to have a scale with increments continuing to the time when a headmaster might be considered to have attained his maximum efficiency. Nor is payment by results a good thing in education; also the numbers of a school may decline for reasons wholly unconnected with its efficiency. On the other hand, cases where a head loses his energy and his interest in his work are only too common, and I believe that part payment by capitation fee is the best remedy. I do not think there is anything worrying or degrading in the system for a good man; he thinks more of his work than his pay. If his school is declining or stationary, that alone makes him uneasy, whether his money depends on it or no.

Payment by profits on boarders is a bad system, and where it is adopted the fee should be nominally at all events divided into (1) a boarding fee corresponding as nearly as possible to the actual cost of boarding and lodging, (2) a housemaster's fee for care of boys. I am aware that this is only a nominal distinction, for the margin of profit or of loss must in either case affect the master's profit, but it represents to parents what it is that a housemaster is paid for, and it saves the self-respect of a master to whom the idea of making profit by boarding boys is intolerable. Apart from financial reasons, the reason for a headmaster having boarders is that it gives him opportunity of directly and closely influencing the character of the boys of a limited part of his school,

and many of the best men would be sorry to be without it. But if a man has not a real love for boys the strain is very great, and when added to his work as teacher and organiser it is too great if the school is large. Sometimes the work is deputed to an assistant master living in the house, which partly defeats the original object. If he is without a boarding house a head can do his proper work better, he has time for certain claims on him from the locality which it is good for both sides for him to meet, and there are other ways open to him of exercising personal influence over his boys.

6. *Probation for Assistants.*—I suggest two years as the limit of the probationary period, at the end of which increment of salary may begin and admission to the superannuation scheme take place. The teachers would be without increment for only one year necessarily, and two years is not too long for a man who has had difficulty at the start to show his value.

7. *Part-time Teachers.*—Generally part-time teachers are on the staff of the Education Authority as fully employed teachers, though giving service to more schools than one. They should be on one of the scales, just as a whole-time teacher. Where this is impossible, is there any difficulty in making their remuneration proportionate to the scale?

Mr. W. H. SMITH, Chairman of the Shropshire Education Committee.

GENERAL TOPICS

1. If the proposals for the betterment of the English system of education, outlined in Mr. Fisher's Bill, are to bear fruit it is essential that the best men should be attracted to the teaching profession. This can only be done by making the prospects of a teacher as least as good as those of a post in the Civil Service.

There is no profession in which a man is apt to become stale so easily, and so soon fall into a groove, as that of a teacher. In order to prevent this misfortune, a teacher should have it placed in his power to keep in touch with his fellow-men by travel, by being encouraged to join libraries and societies, and by attending vacation courses for special study. He will thus have an opportunity of learning at first hand of the various movements stirring the intellectual world. He should also be in a position to marry, if he so desire, and be able, in addition, to make provision for his old age. The possibility of his doing these things depends upon his having an adequate salary, and being thus able to keep his mind from financial anxiety.

2. *Scales and their Variation.*—In order that a teacher may know what his prospects are likely to be, it is desirable that he should have a salary on a definite scale, which should be sufficiently elastic to make it possible for special merit to be recognised.

Though the ideal of equal pay for equal work is a good one, yet owing to various causes, physical and other, it cannot apply to the two sexes. Women are not, as a rule, capable of doing the same amount of advanced work, especially in Mathematics and Science, as men. Hence in these subjects there should be some difference.

On the whole the best incentive to contented work in the case of a teacher is that his salary should go on increasing over a considerable period of time; so that a long scale of salary (with increases of not less than £10) would appear to be desirable. This arrangement may be combined with a bar at certain intervals, over which he could pass if his work is of specially high merit. A man beginning at £150 (£140—£160) at 23 years of age would reach a maximum of say £300 in 15 years, at 38 years of age. It is obviously undesirable that he should feel that he has reached the end of his salary scale however efficient he may have become by experience gained during those 15 years. It is desirable to have an opportunity of distinguishing an assistant teacher, to whom scales apply, if he proves to have exceptional merit, by having an efficiency bar at a certain point of the scale and allowing him to pass beyond it if he proves that he is giving efficient service; but it should be as a reward of special merit.

An ideal salary scale should provide some extra emolument to a teacher who undertakes special work,

* A Witness suggested by the County Councils Association.

often involving expenditure of a personal nature, such as to the teacher who undertakes the modern languages of a school, a knowledge of which requires keeping up to the mark by travel, vacation courses, etc.

The salary of a head teacher should be in sufficient excess over that of the members of the staff to mark his position and give him some reward for the increased responsibility of his position.

The previous experience of a teacher who has migrated from one area to another should be allowed to count in fixing his position on the scale in his new post

THE NEW SHROPSHIRE SCALE.

The preliminary suggestions for the new scale in Shropshire are:—

Men.—All man teachers must be graduates; initial salary is £140—£150 according to qualification and experience; the increment is £10; there are two maxima (a) £200 (b) £250, according to qualifications. These maxima would constitute bars; but a man might be promoted from scale (a) to scale (b) on the recommendation of the headmaster, and approval of the Local Education Authority. In special cases it should be possible for a valuable master to rise from £250 to £300, after reference to the Local Education Authority, on the recommendation of the headmaster and the Governing Body.

Women.—Woman teachers as a rule must be graduates or possess an equivalent qualification; the initial salary is £130—£150; the increment £10 and the maximum £180; but in special cases, the bar at £180 may be passed by £10 increments, rising to £220, after reference to the Local Education Authority on the recommendation of the headmistress and Governing Body.

Non-graduates (including cookery and gymnastic teachers).—The scale is £120 rising by £5 to £140.

SECONDARY SCHOOLS.

4. *Heads.*—Our experience in Salop has impressed upon us that it is desirable that a headmaster (or headmistress) should be paid partly by fixed salary, and partly by capitation fees, thus allowing his salary to advance automatically without the indignity of his having to apply, for each increase, to a Governing Body often possessed with an undue regard for the interests of the ratepayer. Cases of hardship occurring in small schools may be dealt with by fixing a minimum salary in such cases.

5. *Assistants.*—If the assistants are paid an adequate salary it is unnecessary to fix any mathematical ratio between their salaries and that of the head. Graduates should as a rule be paid at a higher rate than non-graduates; and further (in course of time) teachers who have received training should have their training taken into account. This may be achieved by counting the period of training as equal to one year's teaching experience. Teachers of special subjects (e.g., Cookery, Gymnastics) who possess a diploma of some recognised institution should be placed on the same scale as junior teachers possessing the ordinary pass degree of a University. Teachers of foreign languages should be encouraged to obtain experience by undertaking teaching in foreign schools, on the lines arranged by the Board of Education and the French Government.

The increments of salaries should be annual, and should be given for approved service on the recommendation of the head. A teacher without previous experience should be appointed for a probationary period of one term. Specially gifted teachers should have their merits recognised by being allowed, under exceptional circumstances, to pass beyond the maximum in the manner previously suggested.

6. *Part-time Teachers.*—Part-time teachers doing itinerant work should receive a salary slightly higher than teachers of the corresponding grade attached to a single school, the object being to make up for the loss of time, etc., spent in travelling.

TECHNICAL AND EVENING SCHOOLS.

7. *Principals.* It is advisable that scales of salary be provided. The limits of the scales should be proportional to the size and scope of the institutions. A

SECONDARY SCHOOL SCALES.

fixed additional amount should be granted for the organisation of continuation work within the area. The maximum salary of the head of a department should approximate very closely to the minimum of the principal. The same should apply to the relation between the salary of an assistant and that of the head of a department.

8. *Heads of Departments.*—There should be different scales, depending on the size of the institution, the size of the department, the importance of its work and the responsibilities entailed.

9. *Assistants.*—There should be more than one scale, depending on the nature of the duties, and on teaching qualifications and capabilities. There should be an upper limit fixed in each case, and the award of increments should depend on length and efficiency of service.

10. *Part-time Teachers.*—Scales of salary should be devised for part-time teachers who are responsible for the teaching of a certain class or course for 25 or 30 weeks during the session. A fixed sum per class or course should be decided upon, the amount varying according to the value of the work. There should be a probationary period of at least three months (working period).

If a system of compulsory part-time day classes were established, I think it would be possible to employ none but full-time teachers.

11. *Junior Technical Schools.*—The scales of salaries of teachers in Junior Technical Schools should be at least equal to those of the teachers in Secondary Schools.

SCHOOLS OF ART, AND ART TEACHERS.

12. *Principals.*—Unless the commencing stipend is good, it debars a man from saving, and does not recompense him for years spent in study. I think a scale would be a good thing, providing the initial stipend were a good one. A substantial fixed stipend ought to free a man from financial difficulties and enable him to give his full thought to the school.

In individual cases where a man has no special qualification, but has been proved to be a good teacher, he should be paid an adequate living wage.

If a man at the head of a small school has good qualifications and is also a good teacher and organiser, he should be paid a fair proportion of the stipend which is paid in a large town. At present, in small schools there is a great disproportion between the salaries of heads and assistants. The first assistant ought to be paid an adequate stipend, if he is well qualified.

13. *Assistants.*—I would have one scale for the Art Master's qualification and another for the Art Class Teacher's qualification. Transfer from one to the other should take place when further qualifications, whether under the Board of Education or not, have been acquired. There should be a short period of probation (say 12 months) at the end of the art training.

C. ADMINISTRATIVE OFFICERS OF LOCAL EDUCATION AUTHORITIES.

Sir R. BLAIR, Education Officer, London County Council.

INTRODUCTORY.

1. The views set out below are personal, and the London County Council has no responsibility in connection with them.

2. The present efforts at constructing scales of salary on a scientific basis are among the first of the kind in this country, and framers with different experience, acting in different kinds of areas, are bound to a considerable extent by existing scales and immediately available money. Further, it is difficult to appreciate a framer's whole object when it is considered point by point; it can only be fully understood in a complete scale applied in known conditions. In London there are 100 public and semi-public Secondary Schools and some 65 Technical and Commercial Institutes (excluding ordinary evening schools). I propose to treat secondary school scales and technical institute scales separately.

3. *Advantages of Scales.*—I am convinced that a scale is the best means of regulating the salaries of teachers in Secondary Schools. Where there are a large number of Secondary Schools of a similar character in one area, all of them should as a rule be under the same scale. The advantages of such a uniform scale, in securing the interests of the profession as a whole, and in simplifying administration, outweigh any possible curtailment of the freedom of action of Governing Bodies of separate schools which a uniform system involves.

4. *Variation of Scales.*—All permanent appointments should involve a first year of probation, for trained and untrained teachers alike. Until training is widely different from what it is at present, there should be no discrimination in favour of the trained teacher in this matter. Scales for men and women should be different; the market is the determining factor. The economic conditions (e.g., rent, prices, etc.) of an area must have weight: London is roughly one area; a group of agricultural counties another; a group of manufacturing towns such as could be found in Yorkshire or Lancashire a third. There are other determining conditions to which less weight would be attached, e.g., social life, and possibilities of study such as London and university towns may offer. For the normal work of some Secondary Schools, especially large ones, to which a junior department or kindergarten is attached, and to which children under 10 are therefore admitted, there may be room for teachers of more than one grade. In such junior departments a lower scale may obtain, but for the ordinary Secondary School taking pupils from 10 up to 16 or 18 years of age little differentiation of scale is needed. At the present moment indeed such differentiation is not desirable, for one of the main objects of a scale is to make it clear that secondary school teaching offers a career, and to attract into the service of such schools men and women who will form a professional class worthy of the great constructive service to the community in which they are engaged. A good degree should in ordinary cases be required from both men and women, but special qualifications (e.g., in the case of teachers of modern languages) should be accepted as equivalent to a good degree, the same standard being as far as possible maintained.

5. *Men Assistants.*—(a) A man on leaving college need not be offered much, if any, more than was required to maintain him at the University, nor should this sum be put at too high a figure. The expenses of a university training are in some cases too great. They should certainly not be allowed to exceed £150 a year for the normal student. A high initial stipend is not needed to determine a man's choice of teaching, rather than of industry or commerce. (b) By 30 or thereabouts, say 10 years after leaving college, his salary should have risen to a house-keeping standard. By 40 or thereabouts such a maximum should be reached as will enable him to meet the additional expense of a family. (c) The period of "nothing more to look for" should not be reached too soon. (d) There are assistant posts in which some men give greater service than as ordinary assistants, e.g., second masters, house masters, heads of departments. These should be recognised by some appropriate extension of the ordinary maximum. (e) On such salaries as Authorities are now paying men can hardly do more than carry on respectably, and some provision for retirement is therefore a necessity.

6. *Women Assistants.*—(a), (c), (d) and (e) above apply equally to women. A difference in scale minimum and maximum for women as compared with men is clearly permissible, owing to the fact that careers for women are relatively less numerous than those for men. As between the sexes, a maximum of £400 will not bring into the service so good a class of men as a maximum of £300 will bring in women. This to some extent involves a smaller annual increment for women than for men. Optional retirement of women at 55 should be provided for.

7. *Teachers of Special Subjects.*—Under this term are included teachers of Drawing, Singing, Physical Exercise, Manual Training, Domestic Economy and Needlework. I see no reason for thinking that teachers of Drawing, if their qualifications are of a standard equivalent to a degree, should not receive

full-time permanent appointments and be placed on the normal scale. The duration of efficiency of teachers of Singing and Physical Exercises is as a rule much less than that of ordinary teachers. They should be on a special scale for a shorter period, or employed part-time and paid hourly rates, higher than would be obtained by dividing the ordinary assistant's salary by the normal number of hours. In the case of manual or workshop instructors regard should be given to shop standards of pay and the considerable difference in conditions (hours, tenure and superannuation). Domestic economy and needlework teachers may be permanent; their salaries need not be higher than those of a good lower scale.

8. *Efficiency Bar.*—In scales both for men and women assistants it is advisable to have an efficiency bar after about 10 years service. Beyond that stage in the scale teachers should only be allowed to proceed subject to a report that their intellectual powers and attainments, teaching capacity and devotion to duty are thoroughly satisfactory.

9. *Provision for Transfer.*—In order to facilitate movement from one area to another, Authorities should not require newly appointed but experienced assistants to begin at the minimum. A certain number of years experience should be counted for commencing salary as if the experience had been gained in the area of the appointing authority.

10. *Headmasters and Headmistresses.*—Generally speaking, the existing gap between the salaries of assistants and of headmasters or headmistresses is too great. The maximum of assistants should be brought nearer to the salaries of heads. In an area where a number of schools of the same kind exist, salaries may be graded according to size of school. But there are other conditions which should not as a rule be overlooked—tradition, character, prestige, endowment and so on. It is difficult and unnecessary to be more definite.

TECHNICAL SCHOOL SCALES.

11. *Difficulties of the Problem.*—In Technical Schools the problem of framing a salary scale is much more difficult. Such variety is required in education, attainments and kind of experience that, unless a large area is considered, scale-making is unnecessary. Authorities with a few schools had better accept the guidance of the larger Authorities, having due regard to such economic factors as were referred to in considering scales for Secondary Schools.

12. *Classification of Teachers.*—It is possible, however, to treat the subjects under headings applicable to groups of teachers.

(a) *Academic Teachers.*—Where the conditions approximate to those of the Secondary School, as in the case of permanent day teachers (of pupils up to 16+) of what may be termed academic subjects—English or Modern Languages, Mathematics, Pure Physics or Botany or Chemistry, Domestic Economy, Physical Exercises and so forth—it is not easy to justify any other scales than those applicable in the Secondary Schools of the area. But it is recognised that in making appointments Authorities or other Governing Bodies may have an eye to day or evening work with adults in the Technical Institution (e.g., in Physics, Chemistry and Botany of an applied character) and the appointment becomes "combined." Possible degrees of combination forbid any attempt to advise on a scale unless the precise conditions of the post are known.

(b) *Domestic Economy Teachers.*—Unless there are exceptional circumstances, the secondary, or possibly the elementary school scale, should be a guide.

(c) *Trade Teachers.*—Teachers of this type are found in Trade Schools for girls preparing to enter women's trades. Shop standard rates and the difference of conditions are the main determining factors. How to keep these teachers acquainted with modern practice is a serious problem.

(d) *Workshop Instructors.*—Assuming that a condition is laid down that a man must have had at least five years' experience in the shops, wages of about £x per week rising to £x + 1 in about 10 years would be suitable. In exceptional cases of higher qualifications, and of posts of greater responsibility, a man might rise to £x + 2 per week, assuming that a scheme of

superannuation exists. These scales should bear comparison with workshop conditions in reasonably normal times. It has always to be remembered that the workshop instructor's hours per week are about half those of the shop in which similarly trained men are employed; that the general conditions in a Technical School (including security of tenure) are much more agreeable, and that superannuation schemes either exist or are in prospect. There are, of course, to be found, in some technical school workshops, men of the class under consideration who are "priceless." Such cases can be suitably met by extension beyond the limits of the normal scale.

(e) *Part-time Teachers.*—A large number of men and women who are employed in some form of trade, industry or commerce are engaged part-time in Technical Institutes. These are as a rule paid by the hour. The rate is usually adapted to district conditions.

13. *Conditions of Part-time Appointments.*—When the higher posts for industrial and commercial teachers of all kinds are approached, the real difficulty in connection with conditions of appointment and salaries comes out in bold relief, viz., that of keeping fresh and up-to-date the knowledge and experience of the teachers. It has been said, not without truth, that Technical Institutions are not in contact with modern industrial and commercial practice, and before the war it might fairly have been said that owing to the recent establishment of Technical Schools the maximum of this difference had not been reached. To bring teaching and practice closer together, such expedients as the appointment of expert consultative committees, sandwich systems and so on have been adopted by Authorities and institutions. These expedients are of great value, but they are not enough; conditions of appointment by public bodies, a scale of salaries, superannuation and so forth all tend to retain men in their posts without intervals of direct industrial or commercial experience.

Some men maintain freshness by undertaking research, others by acting as consultative chemists, engineers and so on. Few, if any, technical teachers withdraw from the institutions for a year or more to engage in industrial or commercial work. I have in mind at the moment two principals of institutions, one of whom is frequently consulted by firms, the other of whom recently left his institution for a salary in a manufacturing firm four times as great as that of his post as principal. Both were full-time appointments. Such is the class of man wanted in Technical Institutions. I have in mind also some heads of departments whose appointments are half-time or part-time, and who in the remainder of their time are engaged on commission or as heads of departments in works. This last class of appointment should be widely extended.

When visiting technical institutions in America I found professors working for part of the week in business in New York and teaching for the remainder of the week in the Massachusetts Institute of Technology. Now and again, in the higher technical institutes of this country, well known experts are found giving occasional lectures on their special subjects at fairly high fees. In such cases high fees cannot be avoided, but the width of the practice is usually in inverse proportion to the height of the fees. However it is brought about, it is essential that the teachers in technical institutions should have a close acquaintance with modern practice in the workshop and in the commercial house. Students and teachers of Banking, Insurance, Engineering, Chemistry, Applied Art, Commercial Practice and high finance all need knowledge as to organisation, machinery, methods of construction, of manufacture, of sale and of costing. The students need the teaching and the teachers need the knowledge.

My experience all tends towards the advantage of part-time employment. Possibly if part-time employment were the rule some latent disadvantage would be disclosed. The disadvantages of the present system are fundamental weaknesses in our technical education, and if the Committee could find a suitable remedy they would do more for technical education than increasing increments or raising maxima will effect.

14. *Principals and Heads of Departments.*—I have not touched on the salaries of principals of Technical Institutes, small or great, nor on those of heads of departments in schools of university rank. In the last case the salaries will be based on those given by the newer Universities; in the former case the variety

is so great that scales cannot be made to meet it satisfactorily.

15. *Other Considerations.*—There is another principle that appeals largely to those bodies which have to determine salaries, viz., that the salaries should be attached to the post and not to the man. Generally this principle is a safe guide, probably wholly in the case of assistants, but not wholly in the case of heads of departments, headmasters, headmistresses or principals. It is apt, however, to become the only guide because it satisfies another principle, that of uniformity of treatment. My experience has led me to see that in certain cases the man by his energy and ability elevates the post to a new plane—to a higher group, not only of size but of quality. Conspicuous (*i.e.*, obvious) cases only should be treated as exceptions, and this should be done cautiously, for unless a scale once framed is properly safeguarded, not only confusion but injustice follows. I may add, however, that years ago I formed a scale for my own guidance, and invariably turned to it when an appointment of a principal or a head of department was in sight. At first size was a larger factor than it is to-day. I have had to give influence to other factors, particularly to those which centre round the quality of the work or "the man."

For a period of years I had experience of a department of the public service which in many cases first found its man and then fixed the salary. This proved an excellent plan in the case of higher appointments, but it would not be easy to get the Treasury or a publicly elected body to adopt it.

Mr. A. C. COFFIN,* Director of Education, Bradford.

[NOTE.—The opinions expressed are purely personal.]

GENERAL.

1. *Advantages and Disadvantages of Scales.*—Out of a mass of confusing discrepancies, the establishment and publication of scales of salary are slowly diffusing definite knowledge about the teaching profession and its prospects, compared with other occupations of similar financial level. When scales exist, Education Authorities can more accurately make their estimates. On the other hand, scales are somewhat cramping to ambitious men and women. They tend to cultivate the commercial spirit of giving service for money received, though this is a lesser evil than the exploitation of teachers. No profession is comparable with that of teaching in rendering services that cannot be paid for. It is difficult to apply scales in small single schools.

2. *Reasons for Variation of Scales.*—(a) *Sex and Marriage.*—The principle of "equal pay for equal work" needs definition. If teaching work were piece-work the phrase would have a definite meaning. The average woman teacher is better than the average man. This difference would be accentuated if the principle applied. Men have usually greater social responsibilities and, what is even more important, a greater choice of careers. The argument of "dependants," other than those consequent upon marriage, applies equally to men and women. A woman's salary should, it seems to me, be about three-quarters that of a man. Adjustments should be made in the direction of expecting less work from women than from men.

It is difficult to see how Education Authorities or Governors of Schools can take marriage into account; this is rather a matter to be left to the state. It is an advantage that a proportion of the staff both of a boys' and girls' school should be married, though an unmarried man, other things being equal, generally contributes more to the school than a married man.

(b) *Qualifications.*—By reserving the right to pay an initial salary above the minimum, all possible encouragement in the case of young teachers should be given to the acquirement of high academical qualifications (a university degree or its equivalent) and good training. With older teachers the value of academic qualifications is modified by experience, as a teacher with poor paper qualifications may become a very valuable member of a school staff.

Previous experience should be credited as fully as possible. If gained in a similar school under another Authority, it should be credited fully under the new Authority.

* A Witness suggested by the Association of Municipal Corporations.

(c) *Nature of Subject Taught.*—This is only one of many considerations in connection with the value of a teacher to the school. In a Secondary School the nature of the subject taught should not, as a rule, affect the amount of the salary. In other schools other points must be considered. The actual work done can be standardised fairly accurately if the head adjusts the number of teaching hours and special duties.

(d) *Size of School.*—In a school with more than 150 pupils the strain and anxiety to both head and assistants tend to increase up to (say) about 400. After that, devolution seems to develop more rapidly and to bring about a corresponding lessening of strain.

(e) *Character and Circumstances of the Locality.*—These affect the conditions under which the school is conducted, but higher payments may not bring about the object aimed at. If the neighbourhood were a poor one, and the school a provided one, for example, an additional teacher might be appointed to meet demands on the staff due to the richer social life that may be required in the school. Rent and prices will probably need recognition by a flat rate addition to the average scale for the country.

3. *Increments.*—For the first two or three years of service of young teachers, the annual increments need not be large. After that, advance should be made, in the case of approved teachers, by fairly large increments to such a salary about the age of 35 as will enable increasing responsibilities to be met. At that point consideration of the average teacher is less urgent than encouragement of teachers of outstanding ability; teachers without special distinction might receive further quinquennial increments in order to avoid deadening finality.

4. *Recognition of Merit.*—At this stage a term or two's "holiday" should be possible. Exceptionally good teachers could be dealt with by making them heads of departments or by allotting to them special duties with extra pay, according to their fitness. In the interests of forming a good public opinion in favour of the profession, the less talk there is about "efficiency bars" the better. "Further opportunities of better-paid posts" would be a more attractive expression, and it would be for the teacher to obtain these posts by proved merit.

Grading teachers without distinction of function is attractive from an administrative point of view, but hardly individualistic enough to be strictly just or to get the best service. By its rigidity, the method might excite discussion among the staff concerning the respective services of different teachers; the onus is upon the Authority to justify its grading.

Special responsibilities (*e.g.*, bursar, vice or second master, head of department, head of Lower School, teaching in an Advanced Course) would afford opportunities for giving additional emoluments to the best teachers. In small schools opportunities of this kind are limited. An Authority with a number of fairly large schools offers more chances for rewards of this kind, and by the individualistic policy can be more just and stimulating.

5. *Migration or Transfer.*—This should not be rendered difficult during the early years of a teacher's career. It gives valuable opportunities of profiting from experience in working with people of varying temperaments, and in schools of varying tone. At a later stage, cases of transfer should be more carefully examined and made less easy. I would extend migration into the rank of inspectors and into the Education Office. The best administrator is generally the one who has first-hand experience of many points of view.

SECONDARY SCHOOLS.

6. *Heads.*—Comparing the scale with the fixed salary, the advantages are perhaps with a short scale. Comparing the fixed salary with "capitation" or "profits on boarders," the advantages are with the fixed salary. Official support was given to the capitation plan some fifty years ago, but is now being directed towards the fixed salary alternative. In the case of boarders, the cost of housekeeping should be separated from the head or housemaster's fee. If there were a profit on the housekeeping, the head would not be profiteer, and if a loss, his purse would remain unaffected.

Cases exist of the finances of the school being seriously hampered by the large salary paid to the head, but the danger of suggesting a definite propor-

tion between the salary of the assistants and the head is that it may be used as an argument for lowering the value of headships. I would rather begin at the top and set out to raise the number of opportunities for a career.

The following table (for boys' schools) best expresses what seems to me a good relationship:—

Numbers.	150/300.	300/400.	400/600.	Over 600.
Head	450	500/600	700/800	800/1000
Second Master ..	350	400	400/450	400/500
Head of Department.	350	350/400	400	400
Assistant	300/350	300/350/400	300/350/400	300/400

Among the older established single schools there are many exceptions with which it is at present impossible to deal.

7. *Assistants.*—At present I see no way out of two scales, although ideally and ultimately one scale should prevail. Roughly, teachers holding high academic qualifications should be placed on the higher scale; but this scale should not be closed to teachers of lower qualifications who may prove, as some do, to be of great value to the school. In the application of this principle there is a danger that it may be vitiated by varying standard and misdirected sentiment. A clearly worded definition of the object of different scales is needed, emphasizing that they are in the nature of a guiding principle, and in no sense rigid.

A system of "annual review," benevolently conducted, works well in Bradford. For the great majority of the teachers under this system the annual increments are automatic, but discretionary power rests with the Committee to deal with any individual who may not be satisfactory, or who may be particularly good. The onus of making a recommendation to me lies in the first place jointly on the head and the officer of the Committee specially attached to these schools. I may or may not take the matter to the Committee; a difficulty exists in the varying attitude of heads upon this question. In seven years there have been only two or three cases of teachers so considered, and no cases have reached the Committee. With an improved and re-organised scale, the necessity of regularising this particular procedure would probably grow. The probationary period of young teachers should probably be not less than one year. A couple of terms, or even one term, is often sufficient, especially if, as in Bradford, a good deal is known of the applicants.

In the ordinary scales there does not seem to be a necessity for any bar before the maximum is reached. The object aimed at is probably dealt with in a less public and objectionable way by the method outlined above.

Full-time teachers of Special Subjects should, if of good education and high grade training, be on the higher scale, subject to the same general adjustments before referred to. Many cases at present exist where only a lower scale is appropriate.

8. *Part-time Teachers.*—Part-time teachers who are employed at more than one school, and whose total part-time is equivalent to the full-time of those employed at one school, might be on the scale, with a travelling allowance if necessary. Those who do not achieve full-time might be paid at an hourly rate, somewhat higher than that of a teacher fully employed.

TRAINING COLLEGES.

9. *General.*—This is one of the least satisfactory portions of the educational field, and there is a great need of extension, development and consolidation. The training of secondary teachers sorely needs improvement; provision is also necessary for teachers in schools other than elementary and parallel to the Secondary Schools; courses of training in pedagogy will be needed for those drawn from industry to the staff of the future day continuation schools. It is highly important that the best qualified lecturers possible should be secured for the Training College. High university and other qualifications are needed for instruction in special subjects; these teachers must also be able exponents of the art of teaching their own particular subject. The prizes of principalships should be reserved for teachers with experience in the work; the appointment of more or less distinguished outsiders is open to serious objection. A sliding scale of grants seems to be needed.

10. *Principals.*—A scale has little advantage over a fixed salary. Larger numbers, involving larger demands on the personal powers of the principal, seem to connote a larger salary. There should be some differentiation between resident and non-resident principalships, dependent on the kind of residence provided. The type of college need not affect the salary; the usual considerations in the case of women excepted.

Probably about 3:5 represents the proportion that should exist between the salary of the most highly paid lecturer and that of the principal.

11. *Lecturers.*—In the interests of simplicity there should be one scale for the junior staff, with an elastic initial salary. The adjustments that could be made within this one scale in respect of the qualifications and duties of each member of the staff could be much more fairly and easily settled within the college itself than by any general regulations that may be devised. The scale should be much the same as that in operation in Secondary Schools. A change is going on in connection with the post of master or mistress of method. Increasingly, every member of the staff is expected to be able to deal with methods of pedagogy in his subject. The lecturer on Education might be a member of the senior staff and amongst his other duties co-ordinate the pedagogical teaching.

The staff should be graded as senior and junior, each with its scale. That of the junior should approximate to the salary of assistants in Secondary Schools; that of the senior to that of heads of Secondary Schools. Exchange of staffs between colleges and schools would become considerably easier.

It does not necessarily follow that the salary of a resident lecturer should be the salary of a non-resident less the average cost of board and lodging in the neighbourhood, though this may be regarded as a guiding principle. The other duties of the resident staff may equate this cost of board and lodging in many cases. The non-resident often does outside work.

If exchange of teachers between Secondary and Elementary Schools and the junior staff of the colleges is to take place, service in a Secondary School will have to be regarded as equivalent to that in a Training College.

12. *Part-time Teachers.*—It seems unnecessary to establish scales of salaries for part-time teachers in Training Colleges.

TECHNICAL AND EVENING SCHOOLS.

13. *Principals.*—Technical Schools vary in many ways, and salaries vary correspondingly. A scale fixes the value attached to the post; but it should be, and is generally, made to fit the man. Although this should be theoretically the case in any school, in no other type of school can this be demonstrated so clearly as a matter of business. According to the local method of administration, the head of the chief Technical School in a Borough is more or less concerned with the general oversight of all day and evening education of the same type. Sometimes there is extra payment, sometimes the work is an inherent duty of the post. The number of students in attendance generally affects the salary of the head, but the grade of the work done, whether day or evening work, age of students, etc., should be deciding factors. With elementary evening schools, containing younger students, a workable plan (open to some objection) is to pay a fixed salary plus a capitation fee. The power of making the school attractive at this stage of adolescence is worth extra recognition; the seriousness of the course system has eliminated the irresponsible student.

It is highly important, and indeed essential, that the principal or any competent member of the staff shall be able to undertake consultative work for any local industry. A special sub-committee working under easy regulations may be in charge of this matter.

14. *Heads of Departments and Assistants.*—The ratio of the salaries of assistants to those of heads of departments and of principals may roughly be indicated by 3:5:7, though this may be subject to much

individual variation, *e.g.*, certain cases may fairly exist—

- (a) of assistants of long experience doing special work and receiving a salary higher than the commencing salary of the head of a department;
- (b) of a head of a highly important department approximating more closely to the principal than the above ratio;
- (c) of the principal of a large college being so fully occupied by administrative duties as to be prevented from doing expert consultative work. In this case his figure should be higher than 7.

Heads of Departments.—Often the factor really determining the salary of the head of a department is the importance in the corresponding industry of men of his qualifications. His pay must be made worth his while compared with what he can get in the industry, otherwise only the man with a genuine love for teaching or his laboratories remains. Even within the same college, the department having the largest number of students does not necessarily carry the largest salary. Often a small department is of more importance than a larger one. Some of the departments that have been in existence for many years lend themselves more easily to a standardised salary, *e.g.*, Engineering, Chemistry, Mathematics. Responsibility for laboratories or workshops should usually be recognised by a higher salary; probably because the conditions more closely approach those in industry.

Assistants.—In the larger Technical Day Schools there is a case for two scales, which, in the case of assistants in departments of long standing, might be the same as those in Secondary Schools. The possession of a degree or good industrial experience should put a teacher on the higher scale. The initial salary should be elastic, and might be almost the maximum. For the transferred artisan, whose general education is limited, there should be a lower scale, which should be not less than his pay in industry. The conditions of labour in teaching institutions are usually found to be a strong attraction. Whenever suitable opportunities occur, exchange should be made between teachers in this grade and corresponding men in industry. Alternatively, teachers should be periodically allowed to return to industry.

Large Technical Schools usually have some kind of consultative Board, consisting of the principal and heads of departments. At the meetings of this Board, which should be large enough to secure equality of consideration, increments should be annually considered, and recommendations made to the Committee by the principal.

A probationary period of (say) two years seems to be more necessary here than in any other type of school. On the other hand it is often impossible to adopt a probationary limit.

15. Part-time Teachers.—In day schools a scale sometimes suits the particular case; but more generally a fixed salary is given, with occasional revision. Part-time scales are possible for much evening work under the larger Authorities. Depending on subject, time employed and length of service, payment for the majority of this class of teacher in Bradford varies from 7s. 6d. to 17s. 6d. per evening, with some exceptions of high payment. But it is difficult to regard variations such as this as scales in the ordinary sense; in so far as they involve increased remuneration of a particular teacher from year to year they are personal scales. The smaller the Authority the less the necessity for and practicability of a scale.

16. Day Continuation Schools.—Many teachers, both full-time and part-time, will be necessary in the day continuation schools of the future, and a high type will be required. Discipline will be more difficult, and greater demands will be made upon the personal qualities of the teacher. The problem of the supply of teachers is most urgent. Two types will be needed, one academic, one drawn from commerce or industry. For part-time teachers payment for morning or afternoon session will probably correspond with the present payments for the evening session, subject to variation according to the local market value.

17. Junior Technical Schools.—As Junior Technical Schools will provide a training comparable with that given in Secondary Schools, it seems that the salaries in the two types of schools should approximate. Experience in industry will in a sense correspond to university degree. The schools will have a similar status and financial stability. Interchange of teachers between the two types of schools would sometimes be of advantage to both.

SCHOOLS OF ART AND ART TEACHERS.

18. Principals and Heads of Departments in Schools of Art.—A short scale is on the whole preferable to a fixed salary. Many exceptions occur of highly qualified men who must be dealt with on their merits. The size and character of the school will determine the salary of the principal. Some schools are very closely associated with local industries, and the salary of the headmaster is often determined upon a commercial basis, as in other Technical Schools. In view of the variety of conditions, it is difficult to say in general terms to what extent professional or academic qualifications should influence the amount of salary.

19. Full-time Assistants in Schools of Art.—The difference between Art Schools is so great that it is comparatively useless to state the proportion that should exist between salaries of assistants and that of the head. Where the organisation corresponds to that of the average Technical School, the same proportion, namely, 3:5:7, might roughly exist. But a large group of Art Schools have no permanent staff, and very many are not departmentalised. For assistants there should be one scale with an elastic minimum wherever practicable. The service rendered by the all round man and the specialist respectively can usually be adjusted by the head. The long training necessary for efficiency supports the idea of a single scale. Women are again usually paid less than men, though exceptions frequently do and must arise. One probationary year is enough.

The division of art instruction into elementary and higher makes a natural division for the payment of salaries. Generally speaking, about £300 seems a suitable maximum for the ordinary work.

20. Full-time Art Teachers in other Schools.—Full-time teachers of Art in Secondary and Technical Schools should be on the scale (generally higher) of the regular staff. Variations in qualifications and experience could be dealt with on appointment, when the position on the scale would be determined. The usual remarks apply to women.

21. Part-time Teachers.—The practice with regard to these varies very much. A fixed salary, subject to re-consideration, is generally preferable.

Mr. E. S. DAVIES, Director of Education, Kent.

GENERAL.

1. Advantages and Disadvantages of Scales.—A scale of salary is a necessary evil. It is necessary because it is, in practice, impossible to estimate exactly the value of the work of each individual, and to express that value in terms of pounds, shillings and pence. The burden of adjusting payment to performance, if imposed to the fullest possible extent, would be likely to prove intolerable to the responsible authority, which is neither infallible in judgment nor impervious to criticism.

It is moreover desirable that the individual should be reasonably sure, subject to satisfactory performance of his duties, of regular progression to a certain maximum. Such an arrangement gives him a sense of satisfaction and security, and saves him from what is rightly felt to be the humiliating necessity of making application from time to time for an increase of salary. It serves also as a protection against errors in judgment or in temper on the part of his superiors, and so makes for general contentment.

On the other hand, a rigid and uniform scale is an evil, because it reduces to the same level the man of energy and capacity and his colleagues of less active temperament or of more mediocre ability. This is to be deplored, both as depriving the "good servant" of a reward to which the superior performance of his duties fairly entitles him, and as removing one strong stimulus to action. *Medio tutissimus ibis.* There

should be a scale but it should be elastic. It should guarantee a certain advance to all who are willing and competent. It should, certainly, also provide for the special recognition of exceptional merit.

To secure these ends there is no better way than the institution of a scale for which the Local Authority should be ultimately responsible, in so far as it affects institutions under their control. The right amount of elasticity within the scale would still secure to Governing Bodies such discretionary powers as they ought to possess. Economically, a scale of salaries may prove a disadvantage to the employer as preventing him from buying in the cheapest market. The compensating advantage is that it attracts into the profession a better type of man and woman than would otherwise be available.

A fixed scale of salaries has a further economic disadvantage. It ignores the change in the real value of money occasioned by any increase or decrease in the cost of living. It should, therefore, be subject to periodic revision. Even so, a scale is likely to retard the natural reaction to the pressure of real conditions, in case of a sharp rise in the cost of living, and may be the cause of acute hardship in the interval preceding the adjustment. The balance of advantage, however, in my opinion is decidedly in favour of a scale.

2. *Variation of Scales.*—(a) Sex, marriage. Existing variations in scales of salary are often based upon reasoning which is confused and unsound. For example: "A, a man, is to be paid a larger salary than B, a woman, because the former has domestic responsibilities which do not fall upon the latter." If the argument were stated thus: "A, a married man with children should be paid a larger salary than B, who is a woman, or than C, who is a bachelor," the reasoning would be, at least, logical. I do not know, however, of any salary scale which is framed upon this basis. Or, again: "A's education has cost £1,000, and he should, therefore, be paid at a higher rate than B, whose education has cost £100." This is a line of argument which, so far as I am aware, is practically confined to the question of salaries of teachers. I have not, for instance, heard it suggested that "Prime Minister A should be paid at a higher rate than Prime Minister B, because the former was educated at Oxford and the latter at Llanstumdwy," or: "Dr. X should be paid a higher fee than Dr. Y because the former is an M.D. and the latter an L.R.C.P."

I think that the employer, in scaling the rate of payment of his assistants, should consider only one thing, and that is what he has to pay to get the work which has to be done properly done. It is true that, under present social conditions, the average man has greater domestic responsibilities than the average woman, and that failure to give this fact due recognition is to impose a disability upon marriage. The proper remedy, however, I submit, is to be applied not by the employer by way of increased salary to the married man, but by the Government by way of increased relief from income-tax or some similar device.

If the question of the adjustment of salaries is to be settled on the basis of principle rather than of expediency, I cannot see any escape from the following dilemma. Either domestic circumstances should be recognised in salaries, or they should not. If they should, then a bachelor should be treated as a woman, and a married man paid according to the number of arrows in his quiver. If they should not, then women should be paid the same salaries as men, always assuming that their work is of equal value.

As regards the last point, although women, as a rule, teach for fewer school hours than men, I believe it to be also true that, as a rule, they give at least as much time and thought to their duties, and I, for one, am not at all disposed to admit that their work is of less value to their employer or to the community. Any inferiority due to woman's physical disabilities may be more than compensated for by her higher sensibility.

The present system of salaries, which allows of differentiation on grounds of sex, appears to me to be unreasonable. It would not have survived so long were it not for the fact that, while it may be illogical, it admittedly satisfies, under present social conditions, a rough sense of justice. In the long run, differentiation on ground of sex is likely to lead to serious

troubles. In the labour market women undersell men. The policy of buying in the cheapest market, irrespective of consequences, is, however, less popular than it was before the war. So far as the schools are concerned, Governing Bodies, in the period of economic strain which is likely to follow the war, will be sorely tempted to replace men teachers by less highly paid women teachers. There can be no reasonable objection to the replacement of men by women in positions which the latter can fill with equal ability and success, as teachers of children under 12, for example, in which capacity, in my judgment, women are generally to be preferred to men. Replacement, however, of men by women, on grounds of economy alone, is highly objectionable, and should be resisted in the general interests of education and of the state.

It is, moreover, undesirable that there should be differentiation on the ground of marriage alone. It is in the interests of the community that there should be no artificial disability placed upon marriage, either for men or women. It is also highly desirable that the influence of married women in schools should be extended rather than diminished. At the same time, it is, of course, obvious that a woman may be prevented by her domestic duties from doing full justice to her work. This is a consideration which the employer must take into account. Men teachers with extraneous duties, ecclesiastical or otherwise, present a problem somewhat similar in kind. Such cases may often be met effectively by part-time appointments. The case of women temporarily incapacitated from duty may be met by the maintenance of an emergency staff of supply-teachers.

(b) *Qualifications.*—If my premise is sound that the only thing that an employer has to consider—once he has abandoned the policy of buying in the cheapest market—is the value of the work offered, differentiation, within the scale, on account of varying qualifications must, it appears to me, be ruled out. The only ground on which an untrained teacher or a non-graduate can reasonably be paid less than a trained teacher or graduate is, not the lack of the qualification, but the inferiority of his work, actual or prospective. The fact that in a majority of cases the untrained teacher or a non-graduate may show such inferiority, when compared with the trained teacher or with the graduate, in no way invalidates the soundness of this conclusion. It may also be admitted, without affecting the argument, that it is desirable in the interests of the schools generally, and of the teaching profession in particular, that there shall be some recognised minimum qualification for admission to the full privileges of a teacher in a public school. Such qualification is reasonably defined in the conditions laid down by the Teachers' Registration Council. As so interpreted it does not necessarily include a degree.

(c) *Nature of Subject Taught; Special Duties.* The value of the work, actual or prospective, seems to me to depend upon two factors: the nature and responsibilities of the post, and the ability and character of the individual teacher. These are the only circumstances which should be recognised in any scale of salaries. Thus, it appears to be reasonable that a master with any special responsibility, like that which falls upon a vice-principal, a second master or the head of a department, should be entitled to receive a higher salary than his colleagues.

The nature of the subject taught may be a sufficient ground for differentiation, if it be considered that one subject is of greater value in the school curriculum than another, or that a higher standard of work is attained in the one than in the other. Thus, in a Secondary School with an Advanced Course in Mathematics and Science, it is not unreasonable that teachers in charge of these subjects should receive higher salaries than their colleagues, or that, for example, a teacher of an advanced stage of Mathematics in a Technical Institute should be paid at a higher rate than a teacher of elementary Shorthand. This point, in so far as it affects Secondary Schools, is dealt with at greater length below.

(d) *Size, Character, and Circumstance of School.*—I am inclined to think that the size of the school in itself is not a sufficient ground for differentiation. A sounder line of demarcation is the standard of work attained. This will not necessarily vary proportionately to the size of the school. Standard of work is, of course, far more difficult to estimate than

mere size. It is possible that, so far as Secondary Schools are concerned, the recent recognition by the Board of Education of Advanced Courses of work may, in conjunction with reports of Inspectors, supply a satisfactory gauge. Otherwise, the schools may be periodically graded after consultation with H.M. Inspectors, and largely on the result of their periodical full inspections.

3. Distribution of Payment.—As regards the best arrangement of the increments, it is most desirable that an assistant teacher shall proceed by fairly large annual increments, say, roughly, 10 per cent. of the initial salary, to a first maximum which, under present social conditions, should be sufficient to enable a married man to support a family in reasonable comfort. Should the incidence of income tax be adjusted so as to put the married man with children on a general equality with the bachelor, this definition would be correspondingly amended. The minimum of the scale should be regarded as applicable to teachers of average qualifications; those holding qualifications above the average might be permitted to come in higher up the scale. There should be a second maximum to which teachers of special value only should be allowed to pass. I see no sufficient reason for either reducing or delaying the increments at this stage. There should further be a third maximum for a vice-principal or a second master upon whom the duties of principal or headmaster would in case of necessity naturally devolve.

Such an arrangement has conspicuous advantages. It secures a reasonable minimum to all qualified and competent teachers; it offers a chance of promotion to the exceptionally able; it would, at the same time, satisfy the ambition of those assistants, if any there are, who do not hope to become headmasters, and serve as a half-way house for those that do.

4. Recognition of Merit.—It is essential that every scale should include provision by which a teacher of unusual talent or of unusual force of character may receive special recognition.

5. Relation between the Salaries of Assistants and Heads.—The minimum salary of a headmaster should always be above, and in some cases considerably above, the maximum salary of any assistant in the same school. Thus, if the maximum salary of a second master under the scale be £375, the minimum salary of a headmaster should not be less than £400. It should not be possible for any headmaster to be in receipt of a salary less than that enjoyed by any of his assistants.

6. Migration or Transfer.—In every scale there should be provision by which a teacher, whether head or assistant, may be transferred, without loss of income, to an equivalent position in another school of similar character. Hence a Governing Body should have liberty to place an experienced teacher on entry at any point on the scale. This arrangement, however, should not be automatic. A teacher holding a post of special responsibility in a school, for example, may prove unequal to the position, and may well desire to take a post of less responsibility in another school. On the other hand, it should always be possible for a teacher to be promoted to a post of special responsibility either in his own school or elsewhere. All such cases must be dealt with upon their merits.

7. Increments.—Increments should not be automatic. At the same time the teacher should be safeguarded against the caprice of his employer. This can best be done by requiring that, when an increment normally due is withheld, the reason for such a course shall be stated in writing. Such an arrangement would establish an "efficiency bar."

SECONDARY SCHOOLS.

8. Head Teachers.—The general advantages and disadvantages of a scale as compared with a fixed salary have been dealt with above. I have no doubt as to the desirability of a scale with at least two maxima. Heads of schools in which the standard of work is exceptionally high—e.g., in which there is a recognised Advanced Course, might proceed to the higher maximum.

The system of payment by capitation is open to serious objection. It tends to make the head attach undue importance to numbers. It places him in the

position of a profitmaker, and tempts him to regard the school as a commercial speculation. It must often be against his material interests to do what is educationally right, e.g., to refuse admission to pupils who are not qualified to profit by the course of instruction, to suspend or to expel boys whose progress or conduct is unsatisfactory, to allow transference to another school, and so forth. The institution of Advanced Courses, with a possible transference of pupils from one school to another, aggravates the danger.

The system of capitation rests upon the assumption that a headmaster is likely to devote greater attention to the duties of his office if he is given a pecuniary interest in the numerical success of his school. Such a stimulus may formerly have served a useful purpose. Nowadays, sufficient control and stimulus are exerted in other ways. Moreover, increases or decreases in numbers are often due to causes which are entirely outside the headmaster's control. In such cases, under a scheme of capitation, he is either paid for his good luck or fined for his misfortune. I should be glad to see the system entirely abolished. If it survives, the capitation payment should always form a comparatively small part of the headmaster's total emoluments.

The problem of profits from boarders is more difficult. One thing is, at least, clear. The finances of the boarding side of the accounts should always be kept separate from the ordinary school accounts. At present they are often inextricably mixed, so that it is quite impossible to see what remuneration the headmaster really receives for his dual work as pedagogue and hotel keeper. On the whole, I think that the headmaster of a boarding school should receive the same payment as his colleagues for his services in the day school. If the boarders are regarded as his private concern, he is entitled to his profits in return for his additional work and responsibility, but the whole of his accounts should be properly audited, and a due adjustment made for the use of any part of the school building, and for fuel, light, and the services of masters, &c., purely in connection with the boarding establishment. A possible plan would be for the Governors to assume financial responsibility for the boarding arrangements, paying the headmaster, or a housemaster, a fixed additional stipend as their agent.

9. Teachers of Special Subjects.—It is, on the whole, inadvisable that there should be differentiation between the rates of remuneration and the scales of salaries for teachers of special subjects and those for teachers of ordinary form subjects in Secondary Schools. Such differentiation involves grave difficulties. It tends to introduce into the school teachers of inferior calibre, to the detriment of its corporate life and character. Moreover, the special subjects are in this way relegated to a position of inferiority which both teachers and pupils are quick to realise.

It is most desirable that the teacher of Commercial Subjects shall not only have had some training in the art of teaching, but shall also be something of a commercial expert, not merely a man or woman who has picked up some knowledge of Shorthand or Book-keeping. To obtain men and women teachers of the right kind, good salaries must be paid, and such teachers might well start above the minimum of the scale.

Much harm has been done by allowing Manual Work and Domestic Subjects to be taken by teachers with a good practical knowledge of the subjects, but with little or no conception of their pedagogic value. The object of such instruction is not merely to make good carpenters of the boys and good cooks of the girls. Boys and girls alike are apt to despise handicraft, and the best antidote is to see that we get as teachers of special subjects the very best type of man and woman available. This will be impossible unless we are willing to pay them salaries equal to those received by their colleagues.

The subject of Physical Exercises is admittedly of vital importance. A really competent and cultured instructor will necessarily occupy an important place in the life of the school, and should exercise a strong influence over the character of the pupils. It is probable that in no other branch of the curriculum can an incompetent teacher do so much harm. Incidentally, the effective life of a teacher of Physical

Exercises is shorter than that of a teacher of any other subject. It is desirable, therefore, that he should not be a pure specialist, but should be able to take some part in the ordinary form work. All these are reasons for paying him at a rate of salary equal to that of his colleagues.

I hold the same opinion with regard to the teacher of Music. It is true, I think, that this subject can often be most effectively taken by a part-time teacher. At the same time, the subject, regarded as an essential part of education and not as a mere accomplishment, requires the best type of instructor.

10. *Probation.*—A term is sufficient as a probationary period. It is long enough to enable the head to judge accurately of the capacity and promise of the assistant, and not too long seriously to prejudice the chances of the assistant, if he has after that period to seek another post.

11. *Part-time Teachers.*—Part-time teachers should be paid at a slightly higher rate than full-time teachers. For instance, a teacher who, if employed for five working days of the week, would receive salary at the rate of £150 a year, might reasonably be paid for two days work a week at an annual rate of more than £60. When such teachers share in the general life of the school, they may well receive proportionate increments—*e.g.*, in the above case, if the annual increment for a full-time teacher were £10, the part-time teacher might receive triennial increments of that amount.

TECHNICAL AND EVENING SCHOOLS.

12. *Principals.*—Scales of salaries for principals or directors of Technical and Evening Schools are advisable for the reasons already given. The question, however, is far more difficult than it is in relation to Secondary Schools. In all respects, length of school life, range of curriculum and standard of work, Technical Schools differ among themselves far more than Secondary Schools. Secondary Schools all over the country are recognisable at least as belonging to the same species, but there is no real comparison, under present conditions, between the work of technical education in a small country town and that in a large industrial centre. Scales of salaries of principals of Technical Schools, therefore, should allow of greater variation than scales of headmasters of Secondary Schools. For example, the work of the director of the largest centre for technical education in Kent is certainly not inferior to that of the headmaster of the most important County Secondary School. His maximum on this basis would be not less than £600. (I do not wish to be regarded as holding the opinion that in no case should a principal of a Technical School receive a higher maximum than the headmaster of a Secondary School.) On the other hand the work of the head of the smallest centre at which a full-time principal can reasonably, under present conditions, be appointed, cannot be said to involve greater difficulty or more responsibility than that of a head of a department in a Secondary School. The maximum on this basis would be £300. Between these two extremes there is room for two other grades with maxima of (say) £400 and £500 respectively. These figures are, of course, merely illustrative.

The organisation of day continuation schools will greatly increase the work and responsibilities of the director or principal. The work will be standardised to a much greater extent than is now the case, and the necessity for the lower grades of salary will probably tend gradually to disappear.

13. *Assistants.*—The same considerations apply here as have been urged above. The salaries in the more important institutes should certainly be equal to those paid in Secondary Schools. One result of the establishment of compulsory part-time day classes will be to give the work in many areas a far more permanent character than is now the case. More whole-time teachers will be required, who will presumably be paid according to scale, and more part-time teachers can be paid sessional salaries with proportionate increments.

14. *Part-time Teachers.*—It is neither desirable nor even practicable to devise scales of salaries for part-time teachers. Where such teachers are doing work

which is of a permanent character they may well be paid a sessional salary, and in such cases they should receive proportionate increments. The case of teachers who are paid by the lesson or class-hour may be met by making from time to time some adjustment in the rate of payment, until the maximum rate allowed is reached.

15. *Junior Technical Schools.*—Junior Technical Schools occupy a place midway between Elementary and Secondary Schools. Having regard to the length of school life and the standard of work, secondary teachers should be able to reach a higher maximum salary than elementary teachers, while the maximum salary for teachers in Junior Technical Schools should be higher than that for elementary teachers and lower than that for secondary teachers. Such an arrangement is illustrated by the following figures:—

	Initial.	First Maximum.	Second Maximum.	Third Maximum.
Secondary School Head				
masters	£400	£500	£600	—
Assistants... ..	£150	£300	£350	£375 (2nd Master.)
Junior Technical School				
Headmasters	£350	£400	£500	—
Assistants... ..	£150	£250	£300	£325 (2nd Master.)

It will be observed that, under the above scale, the initial salary for an assistant master would not be less than half the maximum; and that a secondary assistant who started at the initial salary with annual increments of £15 would reach his first maximum in 10 years.

SCHOOLS OF ART AND ART TEACHERS.

16. The salaries of heads of Schools of Art should vary, both for heads and for assistants, according to the standard of work in the school. The schools themselves should be graded in the same manner as Technical Schools. So far as the County of Kent is concerned, the arrangements for salaries suggested for Junior Technical Schools seem to be appropriate. At present the salaries paid to women teachers of Art, in particular, appear to be inadequate.

Mr. W. W. FINNY,* Secretary of the Surrey Education Committee.

GENERAL.

The views expressed below must be regarded as my own, but I have indicated as far as possible the extent to which they also represent the considered opinion of my Authority. As the Secretary of one of the extra-metropolitan counties, I desire to call attention to the special problems of such counties in regard to salaries and cost of staff, and I have dealt with the subject in a memorandum (*see p. 36*).

1. *Advantages and Disadvantages of Scales.*—When a number of teachers of similar qualifications are working under similar conditions under a Local Education Authority, a scale of salaries has obvious advantages over a fixed salary or a salary with no fixed increments or maximum, from the point of view of both teachers and Authority. A scale, as a rule, provides for annual increments according to experience up to a certain limit, and, if the maximum is adequate, it should act as an inducement to entry and continuance in the profession. If service under other Authorities is recognised by the scale, it facilitates the transfer of teachers from one Authority to another, and forms the basis of any scheme of promotion. It also enables the Authority to calculate approximately the expenditure on the teaching service, and to offer a higher maximum than would be possible in the case of a fixed salary. The chief disadvantages of a scale are the difficulty of differentiating between exceptionally good and average teachers, except by way of promotion, and the competition for teachers between Authorities arising out of differing scales.

* A Witness suggested by the County Councils Association.

2. Variation of Scales.—(a) Sex and Marriage: Differentiation in salary on the ground of sex is part of a large economic question. Without expressing any opinion on it in the abstract, I do not consider that, under existing conditions, the rates of pay for men and women should be the same. The legal responsibilities of married men, and the fact that, as a rule, the cost of living for a man is higher than for a woman, cannot be ignored. The difference in salary should, I think, be greater in the later than in the earlier stages of the teacher's career. Owing to the varying conditions of Authorities, it is difficult to suggest any general basis for the scales for men and women. The differences in the scales for secondary school teachers under my Authority are as follows:—

		Proportion of scale salary of women to men.	Per cent.
Assistants (graduates) at minima	..		80
" " " maxima	..		73
Heads—Grade " I (maxima)	..		70
" Grade II	..		72
" Grade III	..		75

However desirable it may be to differentiate between married and single men teachers—and the distinction has been recognised in a number of war bonus schemes—I do not think it is practicable or desirable to provide for this in a scale of salaries. If the circumstance of marriage is to affect a man's salary, the size of his family should also be considered.

*(b) Qualifications.—*It is desirable that, in the case of secondary school teachers, the scale for graduates should be higher than for non-graduates, but provision should be made for the recognition of special qualifications equivalent to a degree for scale purposes. It is hardly practicable to differentiate between the various forms of degree, but it seems desirable that the degree should be approved by the Authority, and that women who have passed a final examination for a degree should be paid on the graduate scale.

The number of secondary school teachers who go through a course of training and do not take a degree is, I believe, comparatively small, but some allowance for training might be made in the non-graduate scale.

Previous experience should be taken into consideration in fixing a teacher's commencing salary, but, in view of the varying scales of different Authorities, some limit should be fixed to the allowance for past services in cases of transfer.

*(c) Nature of Subject Taught: Special Duties.—*I do not think that any special provision should be made in the scale for the nature of the subject taught, or, as a rule, for special duties. The position of a head of a department, which only arises in the case of the larger Secondary Schools, might be met by an increase in the general maximum for assistants.

*(d) Size and Circumstances of School.—*The size of a school should be taken into consideration in the scale for headmasters and mistresses, but the number of grades should be as few as possible. In Surrey, the Secondary Schools are divided into three grades, based on recognised accommodation, for the purpose of the scale, the limits being below 150, between 150 and 250, and over 250. The character and circumstances of the school are proper subjects for variation of scale, but the same scale should apply to all schools of the same type. In a county area it would be undesirable to differentiate on the grounds of the character or circumstances of any particular locality.

*3. Various Types of Scale.—*A scale extending over a considerable number of years, with comparatively small increments, is obviously more economical to the Authority, in view of wastage before the maximum is reached, and enables a higher maximum to be offered than in the case of a short scale with comparatively larger increments, but the latter is the more attractive from the point of view of the supply of teachers. In my view, the system of annual increments throughout the scale is preferable to the payment of such increments up to a certain period followed by increments at longer intervals. The amount of the annual increment must depend upon the range

of the scale, which is fixed by the minimum and maximum offered. Under most of the existing scales which I have seen, an assistant reaches the maximum in from 10 to 15 years, and a headmaster or mistress in from 6 to 10 years. Under the Surrey scales for secondary teachers, these periods are for assistant masters (graduates) 15 years, assistant mistresses (graduates) 13 years, headmasters 8 years, and headmistresses 7 years.

*4. Recognition of Merit in Assistants.—*The best method of recognising merit among assistants is a system of promotion to headships, but, in the case of Secondary Schools and other institutions for Higher Education, the opportunities of promotion are relatively so few that some other method should find a place in the scale. The provision of a special maximum in excess of the general scale for first assistants or assistants with special responsibilities, at any rate in the larger schools, is preferable to the adoption of "efficiency bars" at one or more points in the scale, or to the grading of teachers without distinction of function. The objection to the system of "efficiency bars" is the difficulty of fixing any limit to the number of teachers to be admitted to the upper part of the scale. If no limit is fixed, the financial liability of the Authority is not defined, and the higher maximum tends to become the general maximum, while, with a limit, no teacher has any certainty of reaching the higher maximum.

If, however, the establishment of posts of first assistant or assistant with special responsibilities with a higher maximum than the general scale is not considered to afford sufficient opportunities for the recognition of merit, the provision of a special maximum above that of the general scale for a strictly limited number of assistants of proved ability is, in my view, the best alternative.

*5. Relation between Salaries of Assistants, Heads of Departments, and Heads.—*The work and responsibility of a headmaster or mistress should be recognised in any scale of salaries, and every assistant should, on appointment to a headship, receive an immediate increase of salary. In view of the usual age at which assistants become heads of Secondary Schools, the minima for the latter should exceed the maxima for the former. This principle has been adopted in the Surrey scale for secondary teachers, the minima for heads of the smallest schools being £50 in excess of the maxima for assistants in the case of men, and £30 in the case of women. Heads of departments are, as a rule, limited to the larger schools, and the difference in the scales for heads and assistants in such schools should be sufficient to allow of an intermediate scale for heads of departments.

*6. Migration and Transfer.—*Full allowance for past service should be allowed in cases of transfer within the area of the Authority, and, so far as possible, in cases of migration from one area to another. In view, however, of the varying scales of different Authorities and the circumstances under which the appointments of assistants are frequently made, some limit to such allowance seems desirable in the latter case, in order to discourage the migration of assistants with long service but of only average or less than average ability.

SECONDARY SCHOOLS.

*7. Headmasters and Headmistresses.—*The advantages of a scale over a fixed salary have been dealt with already.

Part-payment by capitation fees may be of advantage in the building up of new schools, but it is not a sound principle, and offers an inducement to the admission of pupils who are not likely to benefit by secondary education. This system was incorporated in the Surrey scale adopted in 1907, but has been discontinued on the recent revision of the scale.

Part-payment by profits on boarders does not seem desirable in the case of Secondary Schools maintained by Local Education Authorities.

*8. Assistants.—*I am in favour of annual increments under a scale, and I consider that the balance of advantage is in favour of the increments being automatic. If a teacher's service is sufficiently unsatisfactory to justify an increment being withheld, the question of continuing the appointment usually arises, but it may be desirable to reserve power to withhold an increment in the case of an adverse report.

A period of probation on first appointment is desirable, and the usual period of one year is reasonable. On confirmation of the appointment at the end of this period the teacher should be allowed an increment under the scale.

Teachers of Special Subjects should be paid on the same scale as assistant teachers on the non-graduate scale, unless they hold special qualifications which are considered as equivalent to an approved degree.

9. *Part-time Teachers.*—It is difficult to suggest any general principles for the remuneration of part-time teachers, except that their rate of pay should approximate to the scale for whole-time teachers.

TECHNICAL AND EVENING SCHOOLS, SCHOOLS OF ART, AND ART TEACHERS.

10. *General Considerations.*—The views expressed above apply generally to teachers in Technical and Evening Schools, Schools of Art, and Art Teachers, so far as they are employed whole-time and are paid under scales of salary. In a county area such as Surrey the number of Technical Institutes and Schools of Art is limited, and it has not hitherto been found necessary to adopt any general scale for teachers in such institutions, many of whom are only employed part-time. For such teachers, and for teachers in evening schools, an inclusive rate of payment, based on the hours of instruction given, is more appropriate than a scale. For these reasons I have confined my remarks below to questions not already dealt with, on which I have had administrative experience.

11. *Principals of Technical Institutes and Schools of Art.*—Owing to the variation in the amount and scope of the work carried out in Technical Institutes and Schools of Art in a county such as Surrey, it would be difficult to establish any general scale of salaries for principals. In the larger Technical Institutes the secretary of a Part III. Education Authority acts part-time as principal of the local Technical Institute. If whole-time principals were employed, the adoption of a scale varying with the size and work of the institute would be desirable. The scale should be taken into account in the organisation of continuation work within the area served by the institute.

12. *Junior Technical Schools.*—Assistants, if employed whole-time, should be paid under a scale. It does not seem advisable that there should be any difference between the scale for such teachers and that for secondary school teachers, but the variation in favour of graduates and teachers holding qualifications equivalent to a degree should apply.

13. *Full-time Assistants in Schools of Art.*—Teachers holding the Art Master's Certificate should be paid on a higher scale than those holding the Art Class Teacher's Certificate.

14. *Full-time Art Teachers in Other Schools.*—The scale should, I think, be the same as for full-time non-graduate assistants in other subjects.

SPECIAL PROBLEMS OF EXTRA-METROPOLITAN COUNTIES.

1. Proximity to London has the effect of increasing the cost of education under nearly every heading, and, in particular, the cost of staffing; and this effect is increased by the widely differing conditions of the north and south of a county area such as Surrey. I instance my own county partly because I am naturally more familiar with its conditions, and partly because it and Middlesex are specially affected by their position in relation to London.

2. The geographical position of the county of Surrey is as follows:—The northern boundary of the administrative area for the purpose of Part II. of the Education Act, 1902, adjoins London from the populous urban districts of Barnes and Mortlake in the west to the County Borough of Croydon on the east. All the northern part of the county, which includes the Part III. Authorities of Richmond, Wimbledon, and Kingston-upon-Thames, is thickly populated, and the conditions closely resemble those of London along the boundary. South of this the county is mainly suburban and residential in character until it reaches a line drawn roughly from west to east along the Hog's Back and through Guildford, Dorking and

Reigate. South of this line, though still a residential neighbourhood, the conditions are rural down to the southern boundary adjoining the counties of East and West Sussex. Nearly two-thirds of the pupils in attendance at Secondary Schools, and a still larger proportion of the students at Technical Institutes, attend schools or institutes within the Metropolitan Police area, which is bounded by an irregular line running from East Molesey on the west to a point south of Croydon on the east, and comprises in area less than one-sixth of the county.

3. The general effect of administering a single area which contains districts which are purely metropolitan and purely rural in character on such matters as the salaries of teachers, wages of caretakers, rates and taxes, and the cost of fuel and light, has only to be stated to be understood. The cost of staffing is a good illustration. Proximity to London affects the cost of living, and influences the scale of salaries for secondary teachers, but the application of the scale to the smaller Secondary Schools in the southern part of the county makes the cost per pupil of staffing these schools considerably higher than that of the larger schools on the London border, and raises the average cost for the county as a whole. The same effect is seen in the rates of payment to teachers in Technical Institutes, Schools of Art, and Evening Schools.

4. Apart from the increased cost due to the application of one scale of salaries or rate of payment, and one standard of staffing to all Secondary Schools and Technical Institutes in such an area, the proximity of London necessarily tends to raise the scale of salaries and rates of payment in the adjoining counties. As the Committee are aware, there is considerable competition for teachers between Authorities, and on the last revision of the scale for assistant masters and assistant mistresses in Secondary Schools my Authority considered it desirable to adopt the London maxima. The rates of payment for teachers in Technical Institutes also approximate to the London rates. There is no doubt that the cost of living in Surrey is very much the same as that in London, and that this is not confined to the London boundary. My Authority are at present being pressed by the County Association of the National Union of Teachers to adopt the metropolitan scale of salaries of the Union for elementary teachers on the grounds that, owing to the cost of living and other conditions, the whole county should be regarded as extra-metropolitan for this purpose.

5. There is another aspect of the financial position of extra-metropolitan counties that should be noted, *viz.*, the proportion which grants from the Board of Education bear to the total expenditure. The present grants from the Board of Education do not depend upon the rate of expenditure, and it therefore follows that where the expenditure is relatively high, as it generally is in the case of extra-metropolitan counties, the proportion of expenditure met by grants is relatively low. The total amount received by Surrey in grants in respect of education other than elementary, including the "whiskey" money, is approximately 40 per cent. of the expenditure.

Mr. B. S. GOTT,* Secretary, Middlesex Education Committee.

GENERAL REMARKS.

1. *Need for Scales.*—In dealing with large numbers of teachers, it is practically impossible to avoid having a salary scale. It would be much better ideally if each case could be dealt with on its merits, but where, as in Middlesex, one Authority has to deal with a large number of schools, a scale becomes a necessity. It must be remembered also that an assured prospect, such as a scale alone can give, is necessary to attract good men and women into the profession. To meet varying needs the scale should be as elastic as possible.

It is, I think, very desirable that teachers of equal qualifications and experience should have equal salaries whatever their particular kind of teaching may be, or whatever particular type of school or institution they may be serving in.

* A Witness suggested by the Association of Directors and Secretaries for Education.

SECONDARY SCHOOLS.

2. *Scales for Assistants.*—The scale of salaries for teachers in Secondary Schools should, I consider, provide *inter alia* for (a) a satisfactory minimum, taking into account the course of preparation necessary for the profession; (b) a fairly rapid rate of increment, especially in the case of men, with a view to providing for marriage; (c) a fairly large proportion of better paid posts for assistants, as so many may never gain headships. The minimum should be sufficiently elastic, so that allowance may be made for previous service, special academic qualifications, and training.

Provision should be made for a break in the earlier stages, either by a probationary period, or by a point in the scale beyond which increments are not given, except after special report from the head. Some such step as this is, I think, necessary to provide for the fairly large number of cases in which teachers would be all the better for a change of school, after a short experience in their first school. These may arise from a variety of reasons, often due to want of sympathy or want of proper appreciation of their environment. If increments are dependent on satisfactory service this should be met, but quite naturally heads are reluctant to stop increments. The longer such change is delayed the more difficult it becomes to make it, and the teacher who is in the wrong school, often through no fault of his own, stays there year after year to his own detriment and to the detriment of the school. In Middlesex we endeavoured to meet this difficulty by making the increments automatic for the first three or four years, followed by non-automatic increments for a period of two or three years, after which automatic increments were resumed. The procedure was not successful because increments were practically always recommended.

We have in Middlesex four scales, (a) a non-graduate scale; (b) a graduate scale; (c) a special scale; (d) a special higher increment for senior assistant masters and mistresses. In practice, we allow a large measure of liberty to the Governing Bodies of our schools, and the headmaster of course acts as their expert adviser.

We do not desire to have many non-graduates in our Secondary Schools, but there must be some; and if these prove their worth, it should be possible for them to be transferred to the graduate scale. We have endeavoured in Middlesex to provide for this by allowing teachers to be transferred from the non-graduate to the graduate scale, and from the graduate to the special scale on the recommendation of the heads through the Governing Body, if they have either the special experience, special qualifications, or are specially useful to the school.

We make no distinction between the salaries of assistants in large and small schools, because it is as important to have good teachers in the one as in the other. In the case of heads our scale provides for such differences, though I do not feel certain that it is the right course.

If teachers are transferred from school to school they are transferred at the position on the scale to which they have attained. I think it is desirable to make such transferences as easy as possible.

We have frequently given increments above those of the scale if teachers are given additional responsibility or more exacting work.

We have not as a rule employed married women except during the war, but I think that married women may be very usefully employed as teachers in girls' schools, and it may be well to provide for them to continue teaching, not necessarily for the full school period.

TECHNICAL SCHOOLS.

3. *The Question of Scales.*—It seems impossible to arrange a scale of salaries which would apply to all teachers in Technical Schools, as most of these teachers should have had experience in the trade, craft, or business with which they are dealing. Each case should be considered on its merits, special allowance being made for craftsmen who have taken courses of training in teaching, or for teachers who have had experience in business.

OTHER CONSIDERATIONS.

4. *Grace Terms.*—It is desirable that scales for all classes of teachers should provide for leave of absence after a fixed number of years service for any one of

the following purposes: (a) visits to other schools in England or abroad; (b) for teachers in Technical schools to undergo training as teachers or to obtain business experience; (c) for science teachers to have some leave of absence for research work. This might be either part time or full time for a given period.

In Middlesex assistant teachers in trade schools are paid on the same scale as teachers in Secondary Schools.

As far as possible teachers in day and evening continuation schools should be appointed as full time teachers and paid at the same rate as teachers in Secondary Schools.

Mr. J. GRAHAM,* Secretary for Education, Leeds.

GENERAL.

1. *Scales of Salaries.*—Scales of salaries are useful, especially where Local Education Authorities have large numbers of teachers in their service, since the scale indicates the financial responsibility of the Authority in respect of its teaching staff and guarantees a certain income to the teacher. A scale should not be rigid; it should contain a clause enabling teachers of special merit to benefit beyond the ordinary stages of the scale, otherwise the scale in standardising the remuneration of teachers tends to favour the less efficient and to penalise the more efficient teacher. Generally academic attainment and length of experience are the main factors taken into consideration, but there are other things that mark the brilliant teacher, and these more personal qualities should have greater weight in fixing the remuneration for particular teachers.

Except for persons filling the highest posts in schools and other institutions providing Higher Education, scales of salaries must at the present time be considered necessary, as they provide, within limits, a guarantee of commensurate remuneration for work done or services rendered. Scales naturally carry periodic increments to individual teachers, and act therefore to a certain extent as an incentive to effort. There should be for the whole country a recognised minimum scale, which should be adequate to enable the teacher whose services are satisfactory to live his appropriate life, to fulfil all his responsibilities and to leave a margin for emergency and possible retirement. On this recognised minimum scale, the scales of salaries for teachers of various grades in higher educational work should be framed by Local Education Authorities; the scales being differentiated with respect to sex, qualifications, extent of duties, size and character of the school, locality (e.g., cost of living, etc.).

2. *Variation of Scales.*—(a) *Sex.*—The salary paid to the teacher is not merely a return for work done or duties performed. It is something to enable the teacher to live according to his position, to fulfil his duties and carry his responsibilities, and to leave a margin in readiness for emergency. The normal man teacher, after the first few years of service, has not only himself but a wife and children to feed, clothe, and generally care for. The normal woman teacher after the first few years of service has only herself to provide for. It may be urged that a woman teacher often has dependents, e.g., a mother to look after, but so often has the man teacher. These cases are not normal; they form only a small proportion of the great body of teachers. To enable the normal man teacher to carry out his duties requires a larger sum than is required to enable the normal woman teacher to carry out her responsibilities. Men and women teachers therefore should not be paid at the same rate. The scale of salaries for men should obviously be higher than that for women. A fair basis of relation between scales for men teachers and women teachers of the same grade would be that the women should ultimately receive approximately seven-tenths of what the men receive; that is, when the teacher reaches the period of maximum responsibility and consequently maximum salary, the salary for women and men should be approximately in the proportion of 7 to 10. The ratio of the women's salary to that of men in the same grade should not be less than 3 to 5, and should not exceed 3 to 4.

* A Witness suggested by the National Association of Education Officers.

(b) *Marriage.*—This factor should not come into consideration. In normal circumstances, when a woman marries, her right place is in the home. The widow, or the woman whose husband is unable to work, would naturally be of the same status as regards salary as the unmarried woman teacher of the same grade.

(c) *Qualifications.*—It is presumed that the pupils in the schools will ultimately benefit from the high qualifications and special training of the teacher. Such high qualifications and extended training, involving greater preparation by the teacher for his life's work, should carry a higher commencing salary when such a teacher begins service in the schools. It would hardly seem equitable to place a teacher who has exceptional qualifications, or who has undergone the expense and trouble of extended training for his profession, in exactly the same position in a scale of salaries as a teacher who had undergone less training or who had less qualifications. It should be possible for the Authority or the Governors to fix the commencing salary of a teacher according to his qualifications and experience anywhere within the scale of salaries for that grade of teacher; and, generally, the Authority or Governors should be in a position to mark by higher remuneration those personal qualities that make for real efficiency.

(d) *Nature of Subject Taught.*—Generally it would be undesirable to vary any scale of salaries according to the nature of the subject taught. The scale should be sufficiently wide to allow any teacher to be placed thereon according to the nature of his work, and if the work be efficient, he should receive the usual increments applicable to the institution in which he works. At the same time, in some spheres of higher technical work, it is necessary to pay for the particular type of individual required, which at times would be outside the recognised scale of salaries; but these cases would always be special cases, which would come within a clause which should appear in every scale of salaries to the effect that the Authority or Governors may deal with any exceptional case on its merits.

(e) *Special Duties.*—A teacher who has special duties as head of a department in a school or institution for Higher Education would necessarily be a teacher of high qualifications, both academic and personal, and of wide experience. Such teachers should be allowed to advance beyond the normal maximum of the scale for teachers in that particular school or institution.

(f) *Size of School.*—The salary of the head teacher, and possibly also that of the second master or mistress, should depend somewhat on the size of the school, since it is presumed that within certain limits the larger the school the greater are the responsibilities of the head teacher, and possibly of the second master or mistress.

Within the area of a Local Authority, there should be no variation according to the size of the school in the scale for the assistant teachers. A form master or form mistress in a small Secondary School would be doing work at least equal to that of a form master or mistress in a neighbouring larger Secondary School.

(g) *Character and Circumstances of the School.*—Teachers serving in schools of a higher type would be selected because of their special qualifications and special ability; and teaching in schools of a higher type would carry heavier responsibilities for the teacher, involving more intensive preparation of lessons, possibly a closer supervision, and a larger demand on the private time of the teacher. It would therefore follow that in such schools the salaries in general should be higher than in schools of a lower type.

(h) *Character and Circumstances of the Locality.*—Such factors as cost of living, housing accommodation, &c., would necessarily be taken into consideration by an Education Authority or by Governors in drafting their scale of salaries for teachers, since those factors are important items in deciding the salary which would enable the teacher to live appropriately. Generally speaking, the cost of living in a rural district is considerably less than that of living in an urban district. Against this may be placed the opportunities for further advancement in the profession, and for social life, which are greater in urban districts than in rural districts. It is generally recognised that lower scales of salaries for rural districts as compared with urban districts, provided they are adequate to enable the teacher to live as he should, would be quite equitable.

3. *Types of Scale.*—The scales of salaries should be so arranged that the teacher receives the largest amount when his responsibilities are heaviest and his needs greatest. A scale over a large number of years with small increments would presumably have the advantage of acting as an incentive towards continual exertion and good work by the teacher. This might however result in the teacher at a certain period of his life finding his work hampered by the strain of financial difficulty.

A short scale with large increments is not advisable, because, as a rule, the responsibility of the normal teacher does not begin immediately after entering the teaching profession, and unless additional income arrives with the growth of responsibilities, financial worry is likely to hamper the teacher's work. If a short scale be adopted, the larger increments should certainly come towards the end of the scale, rather than at the beginning of the scale. The basis of the suggestion that a scale should proceed by annual increments to a certain point and subsequently by increments at long intervals, is presumably the idea of keeping the teacher's interest alive, and thus ensuring good work as long as he or she remains in the profession. It is preferable to trust to the teacher's honesty of purpose. The fact that an increment may come after a long period would hardly influence a teacher who had done satisfactory service sufficiently long to cover the period of annual increments. The better plan would be to have in the scale of salaries a clause to the effect that teachers of special merit may be dealt with exceptionally. Such a clause, of course, should not be a dead letter. It should be applied generously in the case of teachers who have long service, ripened experience and real ability.

The distribution of a total sum of money over the full period of a teacher's service should be so arranged that the income of the teacher increases with the growth of responsibility and his consequent financial needs. Taking 22 as the average age at which secondary and other higher teachers are ready to commence teaching as qualified teachers, and taking £130 as a normal minimum for men assistants and £120 as a normal minimum for women assistants, they should proceed by annual increments of £10, subject to satisfactory service. For men £250 might be considered the average maximum for assistants and for women £200. This would mean that the men would reach their normal maximum at the age of about 34, and the women at the age of about 30. Increased income would then come to the most efficient either by way of promotion to headships or second teacherships, or by special grant by the Education Authority or the Governors in view of special merit.

4. *Recognition of Merit.*—It is necessary in any scale of salaries to indicate that increments, even though they are called automatic, are subject to satisfactory service. The satisfactory nature of the service would be determined by the reports of the head teacher of the school in which the teacher is serving; the reports of inspectors of the Local Authority, where such exist; the reports of inspectors of the Board of Education. To distinguish assistant teachers of merit it is desirable that at some point in the scale there should be an efficiency bar, at which stage there should be a review of the teacher's service, more extended than is used at the time of the annual increments, to decide whether the teacher should be admitted to the upper part of the scale. Every teacher who is giving efficient service should pass to the upper part of the scale. Teachers whose work could not be called unsatisfactory nor very satisfactory, *i.e.*, teachers who are lacking in some of those qualities which go to make a really efficient teacher, should not pass the efficiency bar until their merit has been approved. The more worthy teacher should receive a greater salary than the less worthy teacher; and to ensure this, it is necessary, in any scale of salaries for assistant teachers, that there should be an efficiency bar allowing the efficient and therefore the valuable teacher to go forward in the scale, and leaving the teacher not so efficient, and therefore not so valuable, at a point in the scale where he receives a living wage and a remuneration commensurate with the service he renders.

To grade each teacher according to his individual merit, without reference to the functions he performs, is not feasible. Each teacher is expected to take an active interest in all school activities; and there is

apparently no reason to distribute special responsibilities carrying extra emoluments to the assistant staff of a school, apart from the recognition of a second teacher and heads of departments, which posts naturally involve heavier responsibilities and should therefore carry higher remuneration.

5. Relation between Salaries of Head Teacher, Head of Department, and Assistant Teacher.—At the present time there is undoubtedly too great a disparity between the salary of the head teacher and that of the other members of the teaching staff. It should not be overlooked, however, that the head teacherships form the plums of the profession, and that therefore of necessity the head teacher of a school must receive a salary considerably higher, to mark his difference in status and his greater responsibilities. In a school or an institution of a fair size, the salary of the second in charge should approximate to seven-tenths of the salary of the head teacher, heads of departments should approximate to six-tenths, while the maximum of the assistant staff, that is, the salary paid to the most efficient and experienced assistant teachers, should approximate to five-tenths the salary of the head teacher. In small schools, a head of department grade will probably be unnecessary, but the relative proportion of the salary of assistant teachers and head should remain approximately as above.

6. Migration or Transfer.—There should be no hard and fast rule regarding the place on the scale which a teacher migrating from one area to another should take. The Education Authority or the Governors should be in the position to exercise their discretion in counting or not counting previous service under another Authority, or in another school, in fixing the teacher's commencing salary. Migration without adequate reason is to be avoided. On the other hand, the teacher who has good reasons for migration should not suffer by entering the service of another Authority or another body of Governors. As a working arrangement, a teacher on migrating from one area to another might be credited with two-thirds of his previous service in determining his position on the scale of salaries in the new area, but any rigid rule of this kind would be undesirable. It would be far better to insert a clause in the scales of salaries to enable the Local Education Authority or the Governors to deal with each case on its merits.

SECONDARY SCHOOLS.

7. Headmasters and Headmistresses.—The number of secondary schools under one Authority is generally small, and the circumstances of the schools vary considerably; hence it is not necessary to have a scale of salaries for headmasters and headmistresses. A better plan is for the Authority or the Governors to deal with each case on its merits. There should be to each headship a fixed salary. Part payment by capitation fees, or by profit on boarders, is undesirable. The head teacher should be carefully selected, should be paid a remuneration commensurate with his responsible position, and should not be dependent for that remuneration on the fluctuating numbers of pupils or boarders. Underlying the system of part payment by capitation fees is the incentive to the head teacher to increase the number of pupils, which does not necessarily mean the success of the school, while the system of part payment by profit on boarders is even more objectionable. At present there is generally too great a disparity between the salary of the head teacher and that of the assistants in the same school. The head teacher must of necessity have a sufficiently larger salary to mark his higher status and position of greater responsibility.

8. Assistants.—There should be one scale for assistant masters and another for assistant mistresses. The scale for masters should be higher than that for mistresses in view of the wider duties and greater responsibilities which the master has to carry. The maximum for a woman assistant should be approximately seven tenths that of a man assistant. The scales of salaries should be simple in outline and simple in application, and it is not desirable to have scales differentiated for graduates and non-graduates, or for trained and untrained teachers. Practically all teachers in Secondary Schools are now graduates, and the proportion of teachers trained for the profession is steadily increasing. Difficulties consequent on these factors could be met by having a probation-

ary period before assistant teachers are placed on the normal scale; and by a clause in the scale to the effect that the Education Authority or Governors may deal with particular cases on their merits.

The general practice is to grant annual increments, and there does not appear to be any valid reason for departure from this custom. The recommendation of the headmaster or headmistress would naturally have full consideration when the increments of the assistant staff are dealt with. The amount of increment might be smaller for the first few years than for the later years.

In the case of untrained teachers without previous experience, it would often be an advantage to have a probationary period before they are placed on the permanent staff or the normal scale. The probationary period should not extend beyond two years, and teachers appointed on probation should be dealt with specially for the period of probation. When they are placed on the permanent staff, it will be understood that they are qualified professionally and have teaching ability. They should then be paid according to the scale of the grade in which they are placed.

9. Teachers of Special Subjects.—An essential qualification for teachers of special subjects, e.g., commercial and domestic subjects, Art, Music, Physical Exercises, Manual Work, is the ability to teach, which requires training. Teachers appointed for these subjects in Secondary Schools at the present time are generally fully qualified and well trained. They have had to undergo strenuous training for periods equal to those required for the training of teachers of other subjects. Such teachers therefore who are fully qualified, who are trained, and who are doing efficient work should be placed on the normal scale. Other cases, if any, should be dealt with on their merits, possibly by probationary periods.

10. Part-Time Teachers.—Part-time teachers are generally required for work of a special nature, and it is not advisable to include them in the normal scale of salaries. They should be dealt with individually and paid according to merit, qualification, experience, and length of time employed.

EVENING CONTINUATION SCHOOLS.

The work and responsibilities in schools of this kind are fairly uniform, and it is therefore possible to have an equitable scale of salaries.

11. Assistant Teachers.—The minimum rate of salary might be 50 per cent above an estimated average rate of salary for certificated elementary assistant teachers in the area, the average being determined separately for men and women. The minimum salary for evening school assistants would therefore be somewhat higher for men than for women. Apart from the difference in scale involved herein, other factors might be dealt with by means of a probationary period and a clause to the effect that any special case might be considered on its merits.

The remuneration for evening school work should not be considered quite in the same way as remuneration for day school work, which forms the teacher's ordinary income. Evening school appointments are not necessarily permanent; they are appointments from session to session, and do not therefore call for regular increments. There should, however, be some possibility of increased remuneration; and such increments as may be given should be granted on the reports of the head teachers of the schools in conjunction with the reports of visiting inspectors and organisers.

There should be a probationary period of two years, during which the remuneration would be at a lower rate than the normal scale. It is suggested that during this period the rate of remuneration should be 7s. an evening of two hours for men, and 5s. an evening of two hours for women. After two years satisfactory service, the teachers should be placed on the normal scale, and receive a minimum salary of 8s. an evening in the case of men and of 6s. an evening in the case of women.

12. Part-time Teachers.—It is not desirable to devise scales of salary for part-time teachers. The case of such teachers should be met by individual arrangement, based on merit and the duties required, though, generally, the basis of payment should be 50 per cent. over the day-time occupation rate, as in the case of certificated elementary teachers who serve in evening schools.

13. *Compulsory Part-time Day Schools.*—In the event of a system of compulsory part-time day classes being established, it would be possible to arrange for the schools to run full time with batches of students arranged to fill up the week. This would necessitate the appointment of a special staff which would naturally be dealt with specially, salaries being paid in accordance with the qualifications and experience of the teachers and the nature and responsibility of their work.

14. *Head Teachers.*—The head teachers of evening continuation schools should receive a remuneration higher than that of assistant teachers, varying somewhat with the size of the school. The following minimum rates are suggested:—

	Pupils in Attendance.		
	Under 100.	100 and under 200.	200 and over.
Men ..	10s. an evening	12s. an evening	Each case to be considered on its merits.
Women ..	7s. 6d. an evening	9s. "	

The work of the head teacher of an evening school is not merely to organise. In a school of less than 100 in attendance the head teacher should teach for not less than two evenings a week, and in a school of over 100 but not less than 200 not less than one evening a week. In fact every head teacher of an evening school should teach.

TECHNICAL SCHOOLS.

15. *Principals.*—The size and circumstances of Technical Schools vary so widely that a fixed scale for principals would be more inadvisable than in Secondary Schools. Each case should be dealt with on its merits, due consideration being given to the size of the school, the nature of its organisation, and, if any, the organisation of continuation work within the area. In view of the varied responsibilities of principals, heads of departments and assistants, it is difficult to lay down any definite ratio for their respective salaries, though generally that set out for Secondary Schools would apply.

16. *Heads of Departments.*—A scale for heads of departments would be undesirable. Even in an individual school, the head of one department might be of much greater value than the head of another. There may be differences in qualifications and experience, in personal qualities, in the size of the department, in the extent of specialised work which is being done, in the amount of organisation and extent of responsibility, and in his general value to the institution in supervision of laboratories and workshops and in research work. Each head of a department should be dealt with individually in view of all these factors, but the salaries of heads of departments should be at least equal to those of responsible teachers of Advanced Courses in Secondary Schools.

17. *Assistants.*—Here again the qualifications, experience, and general value of the assistant teacher in important Technical Schools vary so much that it is undesirable to have a scale of salaries for such teachers, especially those doing advanced work; but the remuneration of full-time assistants in Day Technical Schools should in no case be below that of secondary school assistants in the same area. Increments should be awarded on the joint recommendation of the principal and head of department, and reports from visiting inspectors. It should be open to the Authority or the Governors to arrange for a probationary period where desirable.

18. *Part-time Teachers.*—Part-time teachers in Technical Schools are generally required for particular pieces of work, and are dealt with more conveniently by individual arrangements than by scale. The rate of remuneration of part-time assistants in Day Technical Schools will depend largely on the nature of the work and of the qualifications necessary.

19. *Junior Technical Schools.*—Teachers in Junior Technical Schools may require to be dealt with individually, but in general the scale for teachers with special qualifications for this work should be on the same basis as that for Secondary Schools in the same area. At present it is difficult to obtain suitable

teachers for Junior Technical Schools. Specially trained teachers are required, and a satisfactory scale of remuneration is necessary to attract them.

SCHOOLS OF ART.

20. *Principals.*—The conditions noted above in connection with principals of Technical Schools apply even more strongly to principals of Schools of Art. There should therefore be no scale; each case should be dealt with on its merits; the personality of the man, his qualifications, the character of the school and its influence on the industries of the district all receiving due consideration. When a School of Art is a department of a Technical School, its head should rank as the head of a department; where the School of Art is entirely separate his remuneration should be in accordance with that of principals of Technical Schools.

21. *Heads of Departments and Assistants.*—What has been said with regard to heads of departments and assistants in Technical Schools will apply to those holding similar positions in Schools of Art. In view of the varied nature of their work and the varied qualifications required, the teachers will in many cases need to be dealt with specially, but in no case should the remuneration of fully qualified and efficient art teachers be less than that of the scale for secondary school teachers. Teachers in Schools of Art should receive remuneration commensurate to the time, labour and expense of training, to their experience and skill in the work, and to their responsibility; but there are so many differences among Schools of Art, and such great variety among art teachers, that it would be difficult to fix any ratio which their salaries should bear to those of heads of departments or principals. What has been said in this connection under Secondary Schools would apply.

22. *Part-time Teachers.*—A scale for part-time teachers in Schools of Art is inadvisable. They should be dealt with individually.

TRAINING COLLEGES.

23. *Principals.*—A scale is not advisable. Each case should be dealt with on its merits according to qualifications, experience, personal qualities, responsibility and scope of work. There should be possibilities of increase, not by periodical increment, but by special grant when the Authority or Governors decide. The size of the college should not be the prime factor in fixing the stipend. The principal's qualities should count for more than the mere size of the college. Non-resident posts should carry a higher salary than resident posts, though allowance must be made for the additional duties involved in residence. As a general statement, it might be suggested that the ratio of the salary of the principal to that of the most highly paid lecturer should be approximately 10 to 6.

24. *Lecturers.*—Lecturers in Training Colleges are as a rule fully qualified and experienced teachers. There should be one scale of salaries for men and another for women, the maximum for the women being approximately seven-tenths that of the men. In the scales allowance should be made for heads of departments. The scale should be not less than that for secondary school teachers.

The master of method or the mistress of method should be regarded as the head of a department, and would therefore receive higher remuneration than the junior members of the staff engaged in the same branch of work. Non-resident members of the staff should receive higher remuneration than residents, though allowance should be made for the extra duties of residence. This could be conveniently done by deducting a reasonable sum (£1 a week) from the salary of resident lecturers for board and residence during the periods the college is in session. In placing a lecturer on the staff, allowance would naturally be made for qualifications, previous teaching, experience, etc.

Teachers of special subjects, if fully qualified, trained and experienced, should be placed on the normal scale of salaries.

25. *Part-time Teachers.*—It is not possible to devise a scale of salary for part-time teachers. Such teachers are better dealt with individually, remuneration being fixed in accordance with qualifications, experience and the responsibility of the duties to be performed.

Mr. J. H. HALLAM,* Inspector (Chief Officer) for Higher Education (Secondary Branch), County Council of the West Riding of Yorkshire.

ASSISTANTS IN SECONDARY SCHOOLS.

The opinions that I have expressed are personal, and not necessarily those of the West Riding Education Committee.

1. *Advantages and Disadvantages of a Scale.*—A scale of salaries in the West Riding area would have been an advantage. The absence of a scale leads to lower average salaries than are found if a scale is adopted and to unjustifiable differences between school and school, with unduly frequent changes in staff and lowered efficiency. A rise of £5 a year for four years is better than a rise of £20 plus a gratuity of £30 after four years, but the second way of putting it is much more startling to a Committee. Several progressive Governing Bodies in the West Riding have adopted a scale on their own initiative, with good results as regards permanence and quality of staff. The disadvantage of a scale is that it fails to discriminate between different degrees of efficiency. Methods of minimising this are given later.

2. *Variation on Account of Sex and Marriage.*—Ethically there should no doubt be equal pay for equal work, but, apart from the difficulty of gauging equality of work as between men and women, so long as it is possible to obtain the services of a woman for a lower salary than must be offered to a man of equal qualifications, the salaries of women will be lower. If in the future teaching, in competition with other occupations, attracts a lower proportion of women of suitable education, the salaries of women teachers will rise. It is noteworthy in this connection that during the last four or five years among entrants to the profession the assistant mistress has been better qualified educationally and socially than the assistant master. It is much more difficult to get good masters than good mistresses.

Assuming pensions, a lower maximum salary for women should be compensated for by earlier retirement, say about 55. Relatively higher salaries for married men teachers would be brought about in most cases by a scale. Specific reward for marriage is, however, rather the business of the state than of the employer.

3. *Nature of Scales.*—The institution of a scale without an efficiency bar or bars would be dangerous; it would fail to discriminate sufficiently between teachers of unequal merit, tend to perpetuate the comparatively inefficient, and probably prevent a proper amount of circulation of teachers among schools.

The ideal scale for assistant masters would, after a period of probation in the case of first appointments, rise automatically to the most usual age of marriage, say 28. The salary at this point should not be so high as to content the unambitious. Here there would be an efficiency bar, and promotion to the upper division would be by special resolution of the Governors, advised by the headmaster, who would be influenced by inspectors' reports and his knowledge of the efforts made by the assistant to improve his efficiency. If the assistant master were so valuable to the school that it was desired to retain him, he would be transferred to the upper division of the scale; if not, there would be no further increment at the time. An intermediate case might be dealt with by giving an increment, but not on scale. The maximum of the upper division of the scale should be reached not later than 45, and the maximum salary should be such as to compare reasonably with the ultimate prospects offered by other occupations open to men of similar education and ability.

For assistant mistresses the initial salary should be only slightly lower than for assistant masters; there would be a lower and an upper division of the scale, as with assistant masters; the final maximum would be lower.

Taking figures to illustrate the above, there might be an initial salary for men of £150 and for women of £130. Assuming an increment of £10 annually, at the age of 28 the men would stand at £200, the women at £180. At this point there would be a merit

bar as described above; beyond it men should rise to £300 and women to £230 or £250. More than one efficiency bar, e.g., a bar every three years, is sometimes advocated as a safeguard against slackness; the drawbacks of this might, however, outweigh its advantages. As regards intervals between increments, rather longer intervals in the earlier stages might be an advantage, as tending to prevent capricious change from school to school.

4. *Probation.*—There should be a probationary period, not exceeding one year, in the case of first appointments. In some cases it might be necessary and possible to have a probationary period for a teacher with previous experience.

5. *Migration or Transfer.*—When a teacher moves from one school to another a liberal allowance should be made for previous service. The absence of an arrangement of this kind would bear very hardly in cases of semi-enforced migration, such as are apt to occur in small schools. Again, a young teacher should be encouraged to get experience in more than one type of school and locality. Any such concession as counting two years in another area as one year is not adequate. Previous service should count at its full value, except that periods less than two years should be ignored.

6. *Variation according to Duties.*—Scales should allow of additional remuneration on account of special duties (e.g., senior mistress or senior master) by means of higher maxima, with larger or more frequent increments if necessary. In this connection it must be remembered that a senior mistress in a dual school has less than the average chance of appointment as head of a girls school, and that an assistant master in a dual school less than the average chance of headship in a boys school.

7. *Variation according to Qualifications.*—The initial salary should probably be the same for all graduate teachers despite difference of qualification, except in those cases (e.g., science masters and mistresses) where competition with other callings makes teachers specially difficult to obtain. The more highly qualified have in any case a better prospect before them.

Generally speaking, non-graduates (or, more strictly, undergraduates, i.e., teachers with only partially completed degrees) should normally proceed only to the maximum of the lower division of the scale; they might be raised above this figure by special resolution; only in rare cases would they be placed upon the upper division of the scale. Probably teachers with only ordinary degrees should be similarly dealt with, but here the number of exceptions would be great, and it is not safe to lay down a general rule. Ordinary degrees vary greatly in standard; there is often work in a school which can most conveniently be assigned to the passman, and in a small school particularly he is almost always found.

As regards training, in the case of a first appointment the teacher possessing a secondary training diploma might be given a slightly higher commencing salary. Ideally training should count for more, but the problem of training for Secondary Schools is still to be solved.

8. *Full-time Teachers of Special Subjects.*—These present difficulties; they stand on a different footing from undergraduate teachers of lower form subjects. No safe general rule can be laid down, but ordinarily they would proceed to the maximum of the lower division of the scale and receive further increments, or be transferred to the upper division by special resolution. Level of general education and length and cost of training must be taken into account. Some art and domestic subjects teachers might well rise to the maximum of the scale; few manual training teachers would. Kindergarten teachers, unless in charge of a department, would not as a rule reach the upper division of the scale.

9. *Part-time Teachers.*—It is doubtful whether the part-time teacher can be dealt with by means of a scale, except under a system of joint appointments. This has been found helpful in the case of the smaller West Riding Schools. Neighbouring small schools are grouped for the appointment of teachers of Art, Physical Exercises, Domestic Subjects, etc. This makes it easier to obtain well qualified teachers. The

* A Witness suggested by the Association of Directors and Secretaries for Education.

teachers are appointed by joint committees representing the Governing Bodies of the schools. Such an arrangement permits of a scale. Another possible way of avoiding the difficulty is for the Local Authority to have a central staff of visiting teachers for special subjects.

10. *Variation according to Size, Character and District of the School.*—The small Secondary School may be situated in a country place or in a small and forbidding industrial town. There is probably little in the way of congenial society or intellectual recreation; attendance at lectures and concerts, or visits to libraries for study, may mean an expensive or even impossible journey. Suitable lodgings (especially for mistresses) are difficult to find. Consequently posts in such schools are not attractive, appointments are made with difficulty, and changes are frequent. A case may be quoted in which the headmaster of a school in a small town, although very successful, resigned to take an assistantship at a lower salary in a school where a University and a good library were available, and the general conditions were more pleasant. In the case of another small school, where the conditions are above the average, during the last six years three assistant mistresses have left after one year's service; three others have stayed two, three, and four years respectively. The total staff consists of four assistants only, and such frequent changes makes it very difficult to maintain the tone of the school and keep the standard of work high. At present only the young inexperienced teacher is willing to take a post in a small school, and he passes on as soon as he has had one or two years experience, just when his work begins to be of real value. This difficulty is so acute that some heads decline to give a testimonial until after five terms service, unless the assistant has definitely resigned.

In a small school there is a large proportion of part-time teachers who cannot share in subsidiary duties, which therefore fall more heavily upon the other members of the staff.

As a rule in a small school there is less free time than in a large one; this bears heavily on teachers of subjects needing special preparation or correction, e.g., Geography, Science, English and History.

The proportion of holders of ordinary degrees is rather higher in small schools; therefore if any distinction as to salary is made against them, as compared with honours graduates, the small schools will suffer. Few small schools will qualify for recognition under the Board of Education's scheme for Advanced Courses, which enables a school so recognised to offer higher salaries. Further, the head is generally himself responsible for the teaching of the whole of at least one subject, so that a change of head may displace one of the assistants. Under any scale arrangements assistants in small schools are therefore in special need of safeguard against loss on migration.

On the whole, the form master or form mistress in a small school, owing to the variety of duties, has probably a harder time than the assistant in a large school.

It would therefore seem desirable to ensure that commencing salaries in small schools should be higher, rather than (as is generally the case) lower, than in large schools. The kind of district in which the small school is found needs the influence of teachers of the best type; experience in a small school is valuable to a teacher, for he comes into contact there with problems of organisation which may not cross his path in the large school.

11. *Heads of Secondary Schools.*—The need of a scale is not so pressing as with assistant teachers, but there should be a recognised minimum salary, with not too great a difference between large and small schools. At present there are disproportionate differences between school and school, and between district and district. The difference between the maximum salaries of heads and assistants should be smaller than is now the case; the desire for greater scope and responsibility and the prospects of further promotion would still attract suitable assistants to apply for headships.

A salary at a definite figure is preferable to one depending upon capitation payments. There are disadvantages in part payment by profits on boarders in the type of mixed boarding and day school found in the West Riding area, where the boarders are often in the minority.

TRAINING COLLEGES.

12. *Lecturers.*—The arguments for a scale for Secondary Schools apply here also, and additional points arise. It is necessary to attract a certain number of the better secondary school assistants with experience; the initial salary must therefore be higher in such cases. The training college world is a small one, and the chances of promotion to principalship are few; therefore a fair proportion of substantial maximum salaries should be obtainable.

Where a college has two lecturers in one subject there are advantages in one being a junior. The work is more easily adjusted, and it is good to have some young people on the staff. The tradition should be as in most modern Universities, that a junior is not normally likely to be promoted to a senior place in the same institution, but should go elsewhere. If experience is paid for, schools as well as colleges should be included, to encourage mobility. Other kinds of experience, e.g., social work, might also be considered.

13. *Teachers of Special Subjects.*—Generally speaking, what has been said about Secondary Schools applies here also, but probably Art and Music should in this case be paid on the same scale as the academic subjects.

14. *Principals.*—The selection of the right person for the principalship is so important and difficult that no general rules can be safely laid down. The ideal plan would be to discover the individual you want, and offer such prospects (within reason) as will secure him.

15. *Additional Suggestions.*—Now that a new basis for salaries is being so generally discussed, consideration should be given to the possibility of paying all teachers, especially training college teachers, partly in kind. Instead of everything being put into salary there might be recognised periods of absence on full pay; grants for approved travelling, library subscriptions, purchase of books; grants for publication, for study, etc.

Mr. SPURLEY HEY,* Director of Education,
Manchester.

GENERAL.

1. *Scales.*—I am expressing throughout my personal opinions. Excluding Secondary Schools, I am not in favour of scales of salary for public institutions for higher education. When, as in the case of Elementary Schools, the number of schools or institutions under one Authority is very large, a scale becomes inevitable, for practical reasons. But the smaller the number of institutions to be dealt with, the less ground is there for having a scale. Institutions for higher education differ, and ought to differ, so much from each other that each has to be considered by itself. The initial salary has to be such as will secure a good man, and the amount varies from subject to subject. The increments have to be such as will keep him, when he is once secured. Of course a man will want to know what his prospects are, and I am therefore in favour of personal scales. The great advantages of this method of dealing with salaries in institutions for higher education is that it secures freedom and elasticity to meet changing needs as they arise; and changes at the present time are rapid and important.

I am moreover of opinion that the best work is done when there is an assurance that merit will be rewarded. I fear that the uniformity of a scale would lead to a slacking of effort in many cases. It is true that the maximum and minimum salary for a certain type of teacher may have to be fixed by the Authority, and in so far it may be said that the Authority has a rough outline scale from which to work. Given the proper atmosphere, the head of the institution concerned and its Governing Body, in consultation with the Director of Education, should have freedom to decide what the salary of the individual teacher is to be. In this matter I rely much on the expert advice which it is the duty of the headmaster or principal to give. If the adoption of a scale by an Authority means no more than that it is to be used for reference, and not to be rigidly applied, I would not object to it; it would be no more than a development of what takes place now.

* A Witness suggested by the Association of Directors and Secretaries for Education.

SECONDARY SCHOOLS.

3. *Nature of Scale, if any.*—I do not wish to rule out a scale of salaries for Secondary Schools altogether, though I am not as a rule in favour of it, and believe it to be in most cases undesirable. I am not in favour of equal rates of pay for men and women, upon grounds both practical and economic.

I am opposed to a general scale for Secondary Schools for the whole country. Circumstances and conditions vary too much from locality to locality. A uniform scale could not be introduced without doing more harm than good. It would not solve the difficulty to say that the scale was a minimum scale, for there is danger that the minimum might in too many cases become the maximum. Even within the area of any one Local Authority, unless indeed there be a very large number of Secondary Schools, scales are not desirable. This, however, must not be taken as excluding scales for any individual teacher. Such personal scales will often be both necessary and desirable.

If scales of salaries for the Secondary School or a group of Secondary Schools are adopted, the minimum should not be a standing fixed minimum. It should be possible to appoint a teacher at any place on the scale according to his qualifications and experience, and according to the needs of the school. A fully qualified form master should find it possible to advance to £300 a year, and a fully qualified form mistress to £250. These should become normal figures, irrespective of war bonuses. It should be possible for special cases, e.g., teachers of marked ability or heads of departments, to obtain higher salaries than those just mentioned.

Where scales are adopted there should also be some system for grading teachers in the schools to which the scale applies, so as to allow for the reward of proved merit. Between the minimum and maximum fixed for any grade, increases of salary should be subject to satisfactory service, but otherwise automatic. I should rely upon the opinion of the headmaster as to what is to be considered satisfactory service. I should regret any change tending to lower the position which a headmaster now occupies in this matter, or tending to lessen his responsibilities.

Increments, where within the scale or above the general recognised maximum, should not be less than £10, and should be of such amount, and be given at such times, as the Governors think fit. Promotion from one grade to another should be based upon academic qualifications, training, experience, and the type of work done. In municipal Secondary Schools such promotion should be made by the Governors on the recommendation of the headmaster and the Director of Education.

4. *Teachers of Special Subjects.*—Fully qualified assistant masters for such subjects as Art, Physical Culture and Domestic Subjects should for purposes of salary rank with form masters or mistresses, except where in large schools there may be assistants to such masters or mistresses who might properly be paid salaries below the scale.

5. *Training.*—I attach much importance to adequate and suitable training for teachers in all institutions for higher education, especially Secondary Schools. The establishment of adequate salaries, whether by scale or otherwise, makes this question more urgent. We must demand increased efficiency of service for increased pay.

6. *Pensions.*—Any programme for adequate salaries should be accompanied by a scheme for the establishment of pensions. The absence of such schemes, or their local character where they exist, is an obstacle to greater mobility among teachers. The teaching service of the country should be more fluid, and the passage of teachers from the Elementary to the Secondary School should be rendered far easier than at present. As things are, it is difficult enough to secure transfers of teachers within the limits even of one Local Authority and one grade of school.

TECHNICAL AND EVENING SCHOOLS.

7. *Sources and Remuneration of Teachers.*—Better facilities than exist at present should be provided for tapping the resources of industry and commerce for suitable teachers for all types of technical, commercial and art schools. There should, in the first instance,

be no rigid or arbitrary insistence by the Board of Education upon training and qualifications in respect of such teachers. Very many valuable teachers can be obtained from this source, but it will be necessary for Education Committees and Governing Bodies to offer such salaries as will compensate those who decide to leave the ranks of industry and commerce in order to join the teaching profession. In the past, whilst commerce and industry have minimised the value of the well educated recruit to their ranks, Education Authorities have estimated at too low a standard the value of such recruits. In respect of certain schools and institutions for higher education it would be possible for educational bodies to enter into an agreement with industry and commerce for the joint use of suitable employees. Under proper conditions such joint use would result in a real gain both to industry and to education. In the most advanced institutions devoted to technological, commercial and art training, freedom upon definite conditions should be allowed to professors and lecturers to engage in research and consultative work.

Mr. L. K. HINDMARSH,* Secretary of Higher Education to the Lancashire Education Committee.

I have of necessity special regard to a county system of organisation, which is obviously different from that of a County Borough, and I assume that the Committee desire that while including many opinions of my own I should as far as possible endeavour to indicate some of the reasons which underlie the practice of the Authority with which I am connected.

HEADMASTERS AND HEADMISTRESSES OF SECONDARY SCHOOLS.

1. *Advantages and Disadvantages of Scales.*—The importance of a scale for heads of Secondary Schools does not appear to me to be so great as for assistants. The principal advantage seems to me to be that a scale based on attendance and length of service, or on the former alone, gives the head some interest in increasing the number of pupils and generally tends to make him more efficient. On the other hand, a slack headmaster may be satisfied, especially under a scale depending mainly on service, to fold his arms and wait for the increments to mature, knowing that, unless he is grossly inefficient, they will arrive automatically. A scale which depends on attendance means usually, at the nodal points, a large increase of salary disproportionate to the increase of pupils, e.g. a head with a school of 195 may receive a much smaller salary than a head who has 203. This presents a temptation to attempt to draw pupils from outside the natural gathering ground of the school, to the possible injury of a neighbouring one, or to retain pupils who should on educational grounds be removed.

In a county area the scale must apply to a number of schools, and while the Governors of an independent school might be prepared to risk the possibility of making a bad selection, such a risk is too great when twenty schools are involved. In a few of them lack of knowledge or local influence would almost certainly result in poor appointments from time to time. Many counties have not been able to start with a clear field, but have had to take over schools with a headmaster in possession. Some of these masters still retain their posts, while local circumstances have given them salaries either too large or too small to fit into a county scale.

2. *Capitation.*—Most Local Education Authorities appear to have a rooted disbelief in payment by capitation grants, and insist upon a rate of remuneration which excludes them. They are open to serious objection. Often an increase in numbers does not result from the efficiency of the headmaster (e.g. a school may have gone down under one headmaster, another and a younger man is appointed and the numbers immediately begin to rise), but they would have risen under almost any other man who was not very inefficient. Again, a colliery may be opened in a district or a firm may select the neighbourhood for a new factory—the numbers leap up and the total salary of the head reaches a figure that neither he nor his Governors had ever anticipated. The reverse position sometimes occurs where a district goes down in population,

* A Witness suggested by the County Councils Association.

the school diminishes in numbers and the headmaster suffers through no fault of his own. The system also encourages poaching and the retention of unsatisfactory pupils. On the other hand, the method provides an easy means of encouraging enthusiasm and efficiency, and I am personally rather attracted by the modified plan of the Surrey Authority which, I believe, ensures a comparatively small capitation grant on one-fourth of the total number in attendance; but I have no experience of how it works in practice.

3. *Profits from Boarders.*—It seems to me that there has been during recent years a marked decrease in the extent to which the ordinary county school can secure boarders in sufficient numbers to make them remunerative. There are in the Lancashire county area only two financed schools which receive boarders. It may appear at first sight reasonable to have regard to the profits from boarders in assessing a headmaster's salary, since in normal times the financial returns must be considerable. On the whole, however, I think such a practice is open to objection. The headmaster and his wife make considerable sacrifices of comfort and convenience to provide for the boarders; their presence is, as a rule, an asset to a school not only in fees for tuition but also in its corporate life; and it would be a hardship if the incidental profits derived from their maintenance were used as an argument to diminish the salary for the educational work of the headmaster. I should, however, say that it would be a sounder plan not to allow the headmaster to take boarders, but to provide for them in a hostel under the auspices of the Governors or in the hands of assistant masters who have less calls upon their energies for directing the policy of the school.

To sum up this section, I would suggest that the salary of the headmaster should preferably be fixed on his appointment at a sufficiently high figure to attract good candidates, and that he be given a definite assurance that should the school prosper under his direction his remuneration shall be considered at definite intervals, say of every two or three years, without waiting for application to be made. Some reasonably generous increments should then be given. It is the irksomeness of seeing good work go unrewarded, or of having to face public discussion of their salary, which renders many headmasters dissatisfied with their position.

4. *Relation between Salaries of Headmaster and Staff.*—This is not an easy question, but I suggest that the head should receive at least half as much again as his best paid assistant, with a minimum difference of £200. There should be, of course, a clear distinction between the salary of the head and his first assistant, and there should also be some prizes in the profession for headmasters, but it seems unnecessary to reconcile these two propositions by approving the great discrepancies of the present system, under which a headmaster's salary may be three, four, or five times as much as the highest sum paid to any assistant. It seems reasonable, however, that the difference between the salary of the head and the assistant should be greater in large schools than in small ones.

ASSISTANT TEACHERS IN SECONDARY SCHOOLS.

5. *Advantages of Scales.*—I am strongly in favour of a scale of salaries for assistants in Secondary Schools, on the grounds that it tends to secure a better type of teacher, to make them more contented, and therefore to retain them longer, thus leading to greater continuity of teaching. The Lancashire Committee have had a scale from the outset of their work, and it has twice undergone substantial revision. The West Riding, on the other hand, during my period of service with them, had no scale. Without being able to quote figures, I should say that there are far fewer changes in Lancashire secondary school staffs than was the case in the West Riding schools.

6. *Sex and Marriage.*—Custom has up to the present usually led to a woman being paid on a considerably lower scale than a man, and to a man's salary being uninfluenced by marriage. At the present revision of salaries by my Committee this question came

under consideration, with the following results as regards the scale for graduates:—

Percentage which a woman's salary bears to a man's.

	Minimum.	Ordinary maximum.	Super-maximum.
Old Scale	77 per cent.	85 per cent.	80 per cent.
New Scale	87 " "	77 " "	82 " "

The Committee have thus more closely approximated the salaries at the initial point, while making the difference greater at the ordinary maximum. In doing so they were influenced primarily by the fact that the cost of a university training to a woman, and her responsibilities in the early years of her work, are not very different from those of a man, but that in later years a man's responsibilities are normally greater than those of a woman, in spite of the fact that many women assist their families financially. The argument of equal pay for equal work was also advanced from the suffrage standpoint, but the Committee were by no means prepared fully to admit its validity. It is, I think, conceivable that in the future the principle may gain greater support, but it would involve considerable changes in English life.

One point in the Lancashire scale with which I am in special sympathy is that it allows a man to reach a salary sufficient to permit him to marry with some confidence and comfort by the time he is about 30 years of age. The impossibility of the average man ever reaching a salary on which he could hope to live with such intellectual and social surroundings as would render him efficient was one of the greatest blots on nearly all the scales in operation before the recent grants were received. It does not appear to me possible under our present social system to make a scale of salaries depend in any way on whether a man is married or not, nor on whether he has a family. Such matters might, of course, be given consideration by a single school, but not as part of a scale.

7. *Qualifications.*—One scale or more.—Generally I believe that more than one scale is necessary, and on the whole I consider that the differentiation between graduates and non-graduates is reasonable. It aims at obtaining that greater knowledge and wider outlook on life which should result from a university career, and which are likely to affect a teacher's work all through his life, so that even at 50 years of age he is more valuable than a man who has not enjoyed a similar training. The actual expense of a university course has also to be taken into account as forming a valid reason for higher salaries for graduates. Power should still be retained, however, to reward the services of a non-graduate teacher who proves of special value to the school.

Nature of Degree.—Although the idea that the nature of a teacher's degree should influence his salary is attractive, I think the difficulties in the way of such differentiation are in practice almost insuperable. There is first the University at which he qualified, whether residential or not, and whether Oxford or Cambridge, or one of the new Universities. The older public schools doubtless lay special stress on this, but for a modern municipal school it is practically impossible to consider it as a line of demarcation. Secondly, the class of the degree is involved. The level of examinations at Universities is, I believe, not yet so standardised that it could be said with confidence that a second class at one of them is not equal to a first class at some other. Moreover, a teacher with a second class degree may quite easily be equal in usefulness, even from the point of view of scholarship, to a first class man.

Training.—In regard to training, I think the system of my Committee is a fair one, under which £10 additional to the initial salary is given to assistants who have followed a university diploma course in teaching after taking a degree, i.e., such a course is counted as a year of experience. Comparatively few teachers qualify for it, although a large number have been trained under the regulations for elementary teachers and have then proceeded to a degree. The financial reward of training is not, therefore, very considerable.

Previous Experience.—My Committee's regulation on this point is that not less than two and not more than four years previous experience are allowed to be reckoned in fixing the initial salary for a new appointment. Special consent of the Committee is required, as they believe that each Local Education Authority should take its share in training new teachers, and they prefer that, when a senior assistant leaves, a teacher already on the staff should be promoted if possible, and a new junior appointed. Difficulties naturally arise at times, as when a teacher has already had several years of experience, and, although the regulation works well in the majority of cases, some elasticity in it would perhaps be advisable.

The question of migration and transfer of teachers is closely connected with the above. Where a transfer is made in the area of the same Authority, the salary may be expected to be carried with it, but unless all teachers become civil servants it would, I think, be impossible to ensure that all experience should be reckoned in transfers between different Authorities.

Age of Entry.—This, I think, could not wisely be introduced as a factor influencing scales of salary, although possibly cases might arise in which some special legislation for individuals would be desirable.

8. Nature of Subject Taught; Special Duties.—To pay teachers of ordinary subjects differently seems to imply that one subject is more important educationally than another. If, however, any difference is made it appears most needed in favour of science teachers. At the present time it is almost impossible to fill a vacancy in this subject, either for a man or a woman; and while the position is doubtless much aggravated by the war, the shortage is perhaps not entirely explained by it, nor is the supply of teachers likely again to become normal when the war ends. For this there may be two reasons, the more numerous openings for science graduates in other occupations, and the comparatively small number of scholarships available for science students, especially at the older Universities. It may, therefore, be necessary to offer higher salaries for well-qualified science graduates than to teachers of other subjects. The Regulations for Advanced Courses recently issued by the Board of Education will render this possible in the schools where such courses are recognised, but these Regulations will also make it still harder for the small schools to secure good teachers.

Special responsibilities, *e.g.*, the supervision of a subject throughout the school, entitle the teacher to a higher salary, and many scales make provision for this. In a county area, however, the problem of the small school often results in the appointment of each teacher for some special work, and, therefore, each becomes technically responsible for a single subject. I should not regard this as constituting a claim for a higher salary.

Among other special duties may be included (1) the general supervision of girls by a senior mistress in mixed schools; to this post in Lancashire an additional salary of £30 (formerly £20) is given; (2) the supervision of games which, if it devolves upon a single teacher, whether man or woman (other than a mistress appointed for physical exercises and games), seems a good ground for some additional salary. Teachers in charge of special subjects—Woodwork, Cookery, etc.—are dealt with below.

9. Character and Circumstances of School and Locality.—The broad differences between schools in county areas which have come within my own experience, but which by no means cover the whole ground, are perhaps best illustrated by two examples:—(a) The school situated in the larger towns, often of established reputation, drawing on a considerable population of fair social position, and with more or less high educational ideals. It may retain many of its pupils up to 16 and a proportion up to 18, and it obtains a certain number of university successes. (b) The school in the small industrial town, or large village, which, whether old-established or recently opened, draws the bulk of its pupils from the artisan classes, who leave at 14 or 15 and rarely proceed to Universities. Very often the general conditions of the district render it singularly unattractive as a place of residence, being devoid of all those social and intellectual pleasures which a university man or woman has been trained to consider requisite to a complete life.

The head of the first school argues that his school requires a much more liberal scale of salaries than the second to secure able teachers. The second school, however, I consider, ought not to be penalised in such a way by comparison, for in order to make it a real influence upon its surroundings, it requires an able staff to contend with its difficulties, and good salaries are needed to compensate for the situation in which it is placed. The real line of demarcation is, I think, to be found in the amount of advanced work which the first school is able to undertake owing to retaining its pupils longer. It may need a larger number of highly qualified specialists competent to deal with boys up to university scholarship standard, but it should not be overlooked that even the second school occasionally has brilliant pupils who have not been transferred elsewhere, and, therefore, it may justly claim special consideration for one or two of its staff.

10. Nature of Scales.—Long scales with moderate increments seem to me preferable to short scales with large increments: *e.g.*, a scale with ten increments of £10 is better than one with five increments of £20. It is an advantage to postpone as long as is reasonably possible the date when a teacher feels that there is nothing further to look forward to; and the unfortunate point is that the maximum remuneration which Local Education Authorities feel able to offer is so near the minimum that, however the interval is divided, it is not often feasible to spread out the increments much beyond the age of 35, whereas, I believe, in the Civil Service the maximum is reached much later. It is also necessary that in the case of a master the salary should reach a figure on which he may marry, and this is a further reason why the maximum is attained too early in life. Greater assistance from the public funds would enable the salaries to be raised above the modest figure of £300, and hence allow of longer scales. In the earlier years the increments should be annual, and should be given automatically, except that the headmaster should retain a power of veto. This system is in operation in Lancashire, and the veto is rarely exercised.

The method which it is advisable to follow in later years is not unconnected with the question of "bars" in a scale. On theoretical grounds I am in favour of a bar, and I had occasion to consider the point when the new Lancashire scale was drawn up. An automatic scale is open to the disadvantage that sometimes an unhappy appointment may be made; the teacher is too good to be dismissed and yet the headmaster would be glad if he left. He does not leave because he could not find a better post elsewhere, and he may himself be unaware that he is not welcome. A bar in the scale would afford him a clear indication that he would do well to make himself more indispensable or to find another post. The existence of a bar, however, causes serious difficulty in a county scheme which is largely administered by local Boards of Governors concerned with single schools in small towns. A teacher reaches the bar and he applies for an increase; his headmaster feels great hesitation in recommending him, or he thinks he is undeserving. The teacher has friends on the Governing Body whom he meets socially, and who support his application warmly. The headmaster needs to be a strong man with a good record behind him to oppose the request, and naturally in some cases he offers no objection. Having let this chance slip, he cannot oppose other cases which arise later. Moreover, even if the headmaster is able to speak frankly, the teacher may still be able gradually to cause dissension on the staff, and, by watching for occasions of stumbling, may make the headmaster's position very difficult. On the whole, therefore, I believe that a bar would scarcely be in the interests of the schools in a county area, although in a County Borough, where the same conditions do not necessarily exist, it may be a useful and effective safeguard.

The Lancashire scheme includes a provision that where teachers have already reached the ordinary maximum and have rendered exceptional service both in the classroom and outside it, their salaries may be advanced by further increments to a higher maximum, £50 in excess of the ordinary scale. This part of the scale has been suspended since the war began, but it is a very valuable provision for recognising real devotion to a school's interest, and the Committee propose to re-enact it in future.

11. *Teachers of Special Subjects.*—In Lancashire there are many full-time teachers of special subjects, and, so far as there is a principle, it may roughly be said that they are mostly paid on the same basis as non-graduates, although the scale actually provides that each case shall be considered on its merits. To deal with 25 schools, with perhaps an average of two teachers, on their merits is, however, a difficult task, and some rough guide was, therefore, found necessary. The fairest method is to co-ordinate the salaries of these teachers as far as possible with those of other members of the staff, in accordance with their duties and the length and cost of their training. For example, qualified domestic teachers should have had a good education followed by at least two years at a training school which, although less expensive and shorter than a degree course, may be held to entitle them to a salary rather less, but not very greatly less, than that of a graduate. A woman teacher of physical exercises should also have taken a two years course, costing perhaps £250, and in most cases involving residence away from home. On the other hand, beyond supervising games, she has little out-of-school work, such as occupies the time of her colleagues, and perhaps it may be fairly said that less purely intellectual ability is called for.

For art teachers there appears to be three serious qualifications; the Art Master's Certificate, the A.R.C.A., and the new Teaching Certificate of the Board of Education. The Lancashire Committee have adopted the principle that certain qualifications in Art should entitle the holder to a graduate's salary, but they are as yet uncertain how to define these qualifications. I am personally inclined to think that the two latter provide an equivalent to graduation, but that the Art Master's Certificate is scarcely of the same weight. Teachers possessing only the Art Class Teacher's Certificate could not, I think, claim to be placed on the graduate scale.

The difficulty of defining suitable qualifications for teachers of commercial subjects is still greater, for the want of any generally accepted and publicly conducted examinations in the subjects. On the whole, if the work does not extend beyond shorthand, book-keeping, and business methods, I think the non-graduate salary would suffice, as might also be the case for manual work.

The teacher of a special subject may, owing to personal qualities, be an extremely valuable member of a staff, and power should always be retained to reward such service financially.

In regard to part-time teachers, the principle might be suggested that their salaries should be at a rate higher than that of full-time teachers of the same subject by about 25 per cent. to 35 per cent., and should be proportionate to the number of school periods (or half days) during which they are engaged. In practice, however, appointments to single schools, especially as regards music, appear to be made at a salary which is arrived at merely by a process of bargaining.

12. *Probation.*—Appointments, especially of young teachers, should be probationary at first. This tends to efficiency, and is of less disadvantage to the teacher than permanent appointment followed soon afterwards by dismissal. A teacher may even be quite useful in the classroom but may not fit into a staff owing to some personal idiosyncrasy. In such a case it is possible not to continue his appointment and still to recommend him to another school where this may not be a disadvantage. It appears to be difficult to have a less period of probation than a year, or, on the other hand, to extend it much beyond this, except in a few instances where a teacher may have good points but also some weaknesses, and it is desirable to give him another opportunity to test whether the latter can be overcome.

Where a summer external examination is taken, the results of which are only declared after the term is closed, a headmaster may, however, find it necessary to extend the period for at least a term. Cases have been known in which a teacher engaged to take a very important subject in the upper school proves quite unable to prepare his class for examinations on which their future career may depend.

TECHNICAL AND EVENING SCHOOLS.

These institutions vary from those of almost university standing down to a collection of evening classes of quite a modest level. There is, therefore, far greater variety in scope of work and in local

conditions than is the case among Secondary Schools. In consequence it is less easy to generalise about conditions of salary which should apply, and my views are open to much modification in individual cases.

13. *Principals.*—I think the main considerations advanced above in regard to scales for headmasters of Secondary Schools apply to Technical Institutions, except that there appears more ground for promising the principal some small increments on an automatic basis over and above his commencing salary. A principal necessarily takes more time to acquaint himself with the possibilities of his institution than a headmaster of a Secondary School, since the factors affecting his success are less confined within the walls of his building, and depend on local circumstances such as the industries, the conditions of trade, the work of surrounding institutions, the peculiarities of the people and their views on technical education generally. After one or two years the principal becomes distinctly more valuable, and therefore may reasonably be paid a higher salary; but, beyond the increments promised on his appointment, he should be able to look forward to further advances contingent on the growth of his work.

The size of an institution seems to me an obvious and necessary factor in fixing the salary of the principal. If he is responsible for supervising continuation work in the area, this also should be taken into account; as the call upon his energies and his hours of service will thereby be substantially increased.

It may, I think, be fairly argued that the salary of the principal of an institution of sufficient size to be departmentalised to any real extent should approximate to twice that of the head of a department. The principal is required to have a wider range of interests and to deal with questions of greater complexity than those which concern a single department. Moreover, the supply of really able men competent from every point of view to manage such institutions can never be very large. There may, of course, be special circumstances, *e.g.*, the reputation of a particular scientist, which would justify a committee in departing from such a principle. Assistant teachers will naturally be paid less than the heads of departments, but I have not sufficient experience to lead me to form any useful conclusions on the exact ratio which should be maintained between their salaries and those of the principal.

14. *Heads of Departments.*—There should be different scales of salary for heads of departments, depending on the size of the institution and the size and importance of the departments. None of these factors can be isolated, as the size of an institution depends on the size of its departments, and the importance of the departments is usually closely connected with their size. A district may, *e.g.* be predominantly textile, but it may also have some engineering or some mining. Under such circumstances it would, in my judgment, be quite fair to pay the head of the textile department (say) £500, and the head of the mining department only £300, as otherwise it might, on account of lack of funds, be impossible to organise a mining department at all. In the case of a department doing highly specialised work, even a small one, it may be necessary to pay more highly to attract the man required; but if a department has few students, the payment becomes more nearly a form of endowment of research, and the salary then depends on a new set of considerations. Responsibility for laboratories and workshops seems to me only one aspect of the size of a department, and would naturally be taken into account therewith.

15. *Full-time Assistants.*—More than one scale appears inevitable, owing to the great diversity of qualifications required. The lowest scale should be a living wage in all cases, having regard to the work expected. It seems necessary to pay rather more to trade teachers than they would earn in the industry itself. The additional sum may be regarded as a reward for the extra gift of teaching capacity. Age of entry into the service does not seem to me a factor which should tend to raise salaries, but rather to lower them; a man of 40 who has not taught before is probably much less likely to become an efficient teacher than a man of 25 who has the adaptability of youth.

Automatic increments should be given for a few years, with special consideration for meritorious work in later years or for increased responsibility.

The probationary period (if any) should probably not be longer than a year. In practice, I believe that none is usually required, whatever may be the theoretical regulation. Retention on the staff will mostly depend on the teacher justifying his appointment.

16. *Part-time Teachers.*—Under this head fall the great bulk of teachers in evening continuation schools, as well as many engaged in Technical Schools. As regards continuation schools, the standard of work throughout large areas, the qualifications of the teachers, the type of student, and, in short, the general conditions, are closely similar. This being so, it seems both possible and desirable to devise scales of salary for such teachers. In Lancashire, hitherto, each local committee has fixed its own scale, subject to county approval, but as several applications have lately been received for increases the County Authority have just appointed a special sub-committee to draw up a scale for the area. It may, of course, be found necessary to have more than one scale, e.g., differentiating between urban and rural areas.

Different conditions may apply to the more advanced work in Technical Schools, where specialised trade or commercial knowledge is required, together with capacity for teaching. For such work the supply of possible teachers in the locality is often quite limited, and it becomes more a matter of individual bargaining between the institution and the teacher, with some regard for the rates paid to other teachers in the same school.

17. *Future Developments.* A system of compulsory day instruction will, I consider, modify existing arrangements profoundly. In all large centres of population it will become possible to employ full-time teachers, who are always to be preferred to part-time teachers. The standard of much of the work will be lower than that now done in Technical Institutions, and a somewhat specialised type of teacher will be gradually evolved. Among these teachers will be many with trade experience, to whom the above mentioned considerations will apply. Teachers of more general subjects will also be needed, paid, I imagine, somewhat above the rate of elementary teachers, but rather below that of secondary teachers, as although the work will require considerable social sympathies, powers of discipline and initiation, the more elementary classes will not demand quite the same academic standing as Secondary Schools now need. The teachers of the more advanced work (from 16 to 18) will tend to fall in the same category as teachers in existing Technical Institutions, in (or connected with) which the classes will very frequently be held.

18. *Teachers in Junior Technical Schools.*—These are mainly of two types; teachers of academic subjects and teachers of trade subjects. The former should be of good type, and should possess imagination and initiative, for although their subjects are academic they should be taught in an unacademic way. Their salaries should approximate to, if they do not actually reach, those of Secondary Schools. Personally, I think the secondary scale should generally be adopted. The second class will be paid not less than trade rates, with a possibility of increase as they shew more and more the capacity of adapting themselves to the conditions of work, and of taking a full and effective part in the life of the school.

SCHOOLS OF ART.

It seems to me that Schools of Art and art teaching are a somewhat neglected branch of higher education, possibly because few officials of Local Education Authorities can claim any intimate acquaintance with the subject, and because the great growth of technical instruction has tended to dwarf by comparison the activities of the art side. In many districts the extension of the course system among evening students has resulted in an actual diminution in the number of students attending part-time in a School of Art. The affairs of the schools are very largely left in the hands of the headmasters, who, as regards their own remuneration, are scarcely looked upon as

being disinterested persons. Whether owing to these reasons or not, the salaries of art teachers seem to compare unfavourably with those of other grades of teachers requiring equal ability and training.

19. *Principals.*—The same considerations apply as to principals of Technical Institutions, and it is well to make an appointment with a prospect of fixed increments during the early years, with the promise of more generous consideration later, depending on the efficiency of the headmaster. In view of the great diversity in the size of the schools, there would naturally be considerable variation in the stipend of the principal, but this should not preclude a certain minimum emolument being attached to the post of principal of any school.

20. *Assistants.*—Well qualified full-time assistants should be able to look forward at the end of their training to earning a sum which should be comparable with that earned by a graduate in a Secondary School. Increments should depend on ability, experience and efficiency.

Miss D. LE COUFEUR, Organiser of Physical Training, Surrey Education Committee.

RELATIVE VALUE OF THE DIFFERENT QUALIFICATIONS OF TEACHERS OF PHYSICAL EXERCISES.

1. *In Secondary Schools.*—In receiving applications from women for posts under the Surrey Education Committee, we have made it a rule to consider only candidates who have been trained at the following Physical Training Colleges: Anstey, Bedford, Chelsea, Dartford and Dunfermline. During the last three years Battersea Polytechnic has developed a physical training department entirely on Swedish lines, and we should consider applications from candidates trained at this college at future appointments. These six colleges adopt Ling's Swedish system of gymnastics only.

As regards men, in my experience the man trained at Aldershot or with an army training has been the wrong teacher of the Swedish system for boys' Secondary Schools. He may be brilliant at cadet work, but the true Swedish training is not military, and it is difficult, if not impossible, for an army-trained man to separate the two. I should say that I may not have seen the best, as my experience has been since the war, but until we have Swedish Training Colleges for men in sufficient numbers, a woman expert is more successful with boys than the man at present available.

2. *In Training Colleges.*—For women, the same qualifications as for Secondary Schools should hold good, with the difference that candidates should have already had several years teaching experience. For men, three years training is desirable, with the addition of experience.

3. *In Technical and Evening Schools.*—These schools have been supplied by non-experts in Surrey, and, I think, nearly everywhere. On the whole they have been successfully conducted by the elementary class-teacher who has had either college training or who has attended county classes organised by my Authority, or both; but supervision is necessary. With the advent of compulsory continuation schools it will possibly be desirable to appoint visiting experts who are fresh for the work, and not fatigued and over-wrought after a sufficiently long teaching day, as is the case at present with the elementary class-teacher.

4. *Length of Course.*—With the exception of the Chelsea course, which lasts three years, the other colleges mentioned have a two years course. This, I understand, is to be extended shortly to three years.

5. *A Central Examination.*—There is urgent need for a central examination, controlled by a board representing the colleges, and with powers to examine and to grant a diploma. The necessary organisation for this is nearing completion. This should be the only recognised diploma in the profession.

Each college has up to the present granted its own leaving certificate, and while this is in force the standard of work accepted will, of necessity, be unequal. A central board will, as it were, knit together the various centres of activity and create a unity which the physical training profession has as yet never possessed.

6. *Present Salaries.*—At present, teachers of special subjects are paid on the same scale as assistant teachers, *i.e.*, on the non-graduate scale, unless they hold special qualifications which are considered as equivalent to an approved degree. This has been brought home recently to teachers of Physical Training in connection with war bonus schemes. Being classed as non-graduates, they were considered ineligible and received no bonus. The training is an expensive one, and if I may quote the Bergman Osterberg College as an example, the fees per term are 37 guineas, bringing a two years' course to a total of £233 2s. for fees alone. (Three years = £349 13s.)

7. *Length of Teaching Life.*—The retiring age of a teacher of Physical Training should be the same as that of teachers of other subjects. I do not think it is realised by the majority that there are many and varied departments of this work where experience is absolutely essential, and that it is possible to remain a valuable unit in the profession without having to demonstrate personally a gymnastic exercise. In Sweden, students are taught and encouraged, in college and on leaving, to instruct their classes without personal demonstration. In this profession, as in all others, experience is the greatest asset, and the years over (say) 40 may be the most resourceful and instructive in a teacher's life. For these reasons, it appears to be unnecessary to separate this profession from any other in fixing a retiring age.

Mr. J. G. LEGGE, * Director of Education, Liverpool.

GENERAL REMARKS.

1. Abstract arguments can be found against the principle of scales of salary, but a scale is found in practice to be a necessary working arrangement if we are to maintain a system of schools staffed by a full-time scholastic service. It can only be fully applied in the case of full-time regular teachers; in the case of part-time and occasional teachers there is difficulty in applying scales, and much latitude has to be allowed. One scale covering the whole country for any particular type of school is impracticable; similarly one scale covering both sexes is impracticable.

SECONDARY SCHOOLS.

2. *Assistants.*—In dealing with public institutions for higher education the scale is specially applicable to the teaching staff in Secondary Schools, now the most systematised branch. It is desirable that a secondary school scale should be not only a graded scale, but also should be applied according to an establishment fixed from time to time for the particular school concerned. This arrangement corresponds with that which obtains in the first division of the Civil Service. You can thus have a scale applicable to a whole system of schools, differentiated according to their varying developments and corresponding needs by the establishment of the various grades allotted to each. The scale should apply only to masters with a degree or the equivalent to a degree. The first grade should provide for a series of annual increments on satisfactory service, covering not too long a period, say, five years. In Grade 2, promotion to which would be on the occasion of a vacancy, the run should be a long one and reach a fair maximum, for Grade 2 will be the backbone of the school. Grade 3, a smaller establishment than Grade 2, must be reserved for specialists of high qualifications and fairly long experience, and those stalwarts in the shape of form masters who can face any difficulty. Above the three grades will be room in large schools for deputy chiefs, and heads of departments or sides, thus increasing the prizes in the profession—a step very necessary to encourage those thinking of entering on the teaching career.

It may be pointed out that the reason for a short run for Grade 1 is as much in the interest of the assistant master as in that of the schools.—If at an early age the individual is passed over, he can seek a transfer, or turn his thoughts, before it is too late to another career better suited to his temperament or inclinations. There should be means of interchange in early years between teaching and other careers.

The scale should not in itself differentiate between

high and low degrees. A good man can be introduced at a comparatively high point in any grade, and his promotion may be expected to be rapid.

There should be free promotion from one school to another, and that not merely within the area of one Authority. Where there are a number of Secondary Schools in the area of a Local Education Authority, they will have to recognise that they form a part of a system. Interchange of teachers between elementary and secondary schools is to be fostered.

Separate scales may be necessary for the auxiliary services in Secondary Schools, *e.g.* Art, Handicraft, Domestic Economy and Physical Training.

TECHNICAL AND COMMERCIAL SCHOOLS.

3. The system of a scale of salaries can also be applied to full-time teachers in Technical and Commercial schools. For men with a degree, or a correspondingly high technical qualification, the scale should be the same as that for Secondary Schools, and there should be in high Technical and Commercial Institutions the same provision for appointments above the grades. Moreover, in the case of these schools, as may happen with the high scientific staff of a Secondary School, it may be desirable to allow time for research, and also consultative work outside. This will apply not only to chemists and engineering experts, but also to experts on the commercial side in such subjects as Banking, Accountancy, Insurance, etc. The future success of the scientific side of secondary school work and of higher technical and commercial education generally will largely be conditioned by the amount of co-operation that can be secured between the practitioner in science and commerce and the teacher. For this reason, in both Technical and Commercial Schools, part-time teachers will probably always be necessary, and they will have to receive such payments as will secure them.

A word may be added on language teachers in Schools of Commerce. They should certainly be paid as highly as any teachers in Secondary Schools. The capable foreigner, whom it is found necessary to engage to teach his native language to the older students in a High School of Commerce, is often a real artist in his profession.

EVENING AND DAY CONTINUATION SCHOOLS.

4. The present system in evening continuation schools, where most of the teaching represents overtime on the part of the day school teachers, may be expected to cease when day continuation schools are in full running order. So long as evening continuation work goes on, large Education Authorities will have to continue their present system of a scale of salaries based in the main on payment per occasion. The coming continuation schools will probably have to be dealt with much as described above in the case of Technical and Commercial Schools.

SCHOOLS OF ART.

5. These are to be regarded as a special form of Technical School, though so far as a higher staff is concerned a scale might not be necessary; it should be possible to deal with individuals. Time will have to be allowed for the artist to practise his own profession. On the art crafts side of a large School of Art there is likely to be a considerable staff of printers, lithographers, mechanics and others, who may have to be paid according to a scale which may possibly be determined by trades union rules.

JUNIOR TECHNICAL SCHOOLS.

6. This is a class of school which deserves special attention. It is the one new contribution to education from modern as distinct from mediæval times. It is viewed with some jealousy on the secondary side, and though the Junior Technical School is conducted under regulations proper to higher education it is not regarded as quite of secondary rank. This is quite reasonable. The Junior Technical School has yet, in a country which has still some elements of conservatism in it, to justify itself; but it ought to be allowed the fullest opportunity to show what it is capable of as a variant from the institution founded on the time-honoured secondary school tradition. After a period of probation, which should be freely accorded, the Board of Education may find the Junior Technical

* A Witness suggested by the National Association of Education Officers.

School deserving of recognition as a Secondary School, carrying youths on to technical universities at 18. What a Junior Technical School needs to give it a fair chance is a fair field and no favour; and the first condition of this is grants equal to those for Secondary Schools from the Treasury, and payment of the staff on the secondary school scale in the area.

Mr. J. A. PALMER,* Secretary of Education for the City of Birmingham.

GENERAL PRINCIPLES.

1. Scales of salary are desirable for assistant teachers in Secondary Schools, Commercial Schools, Technical Schools, Schools of Art and Training Colleges, and for heads and assistants of Evening Schools. A large Authority responsible for a number of schools finds some sort of scale for each type of school essential, in order to secure fair treatment of each school. Though a scale should exist, it should be elastic enough to meet special emergencies as they arise.

2. There should be higher rates for men than for women, as the market rate for men in commercial life is higher for men than for women, and it is desirable to attract a sufficient proportion of men to the teaching profession. I do not advocate a difference on the ground of marriage. Nor do I think that restrictions should be made in the scales in respect of graduation, nature of degree, training, experience or age. All these elements will be taken into account when appointments or promotions are being made. The kind of work done should affect the scale, and special duties, *e.g.*, head of department, should entitle the teacher concerned to special consideration and reward. The size, character and circumstances of the school should affect the salary of the headmaster or headmistress, but the character and circumstances of the locality should not.

3. I advocate moderately large increments during a moderately long period, rather than small or large increments during a long or short period. I am in favour of annual increments.

4. I am not in favour of grading assistant teachers for salary purposes except where a definite promotion has been made, say, to the post of chief assistant in a Secondary School, or head of a department of a Technical School or School of Art, etc.

5. The salaries of heads should be higher than those of assistants in all schools or institutions, whatever the size of the school or institution may be.

6. Teachers transferred from one school to another under the same management should not suffer in regard to salary unless their work is not entirely satisfactory. Greater mobility among teachers of all classes is much needed.

SECONDARY SCHOOLS.

7. *Headmasters and Headmistresses.*—There may be some advantage in having a scale for headmasters and headmistresses in that both employer and employee are aware of the minimum and maximum financial arrangements, but, on the whole, I think it is better not to have a scale for heads. Freedom from a scale permits the Governors to remunerate more completely according to ability and success. I am, however, in favour of paying an inclusive salary, rather than part-payment by capitation fee or by profits on boarders. The relation between maximum salary of head and assistants in the same school will depend upon the size of the school, as the larger the school the larger will be the salary of the headmaster or mistress. Every head should be paid more than any assistant in the same school.

8. *Assistants.*—I think there should be one scale for masters and one for mistresses, whether graduates or non-graduates, trained or untrained. Other things being equal, the graduates and the trained will stand the best chance of appointment and promotion. The initial salary should be sufficient to secure the type of man needed in each case. Hence, though there must be an adequate minimum salary, it must not be a fixed minimum, but must vary according to need. It must be possible to appoint teachers at a point above the bottom of the scale. Increments should be awarded annually on a satisfactory report from the headmaster or mistress. I am not in favour of a probationary period, except in very doubtful cases, and in those the

length of probation would vary according to circumstances. I am opposed to a bar or bars in the regular scales. Annual increases should be given within the scale so long as satisfactory work is performed. Part-time teachers should be remunerated in somewhat higher proportion to the salaries of full-time teachers. The rate of remuneration and scales of salary for full-time teachers of Special Subjects should, as a rule, be the same as for teachers of ordinary subjects.

TECHNICAL AND EVENING SCHOOLS.

9. *Principals.*—Scales of salaries are not advisable for principals, except in the case of evening schools. Variation should certainly be made on account of the size of the institution, or, where applicable, the organisation of continuation work within the area. The minimum salaries of principals should be higher than the maximum of the grade (heads of departments) immediately below. To what extent it should be higher will depend upon the size of the school or department.

10. *Heads of Departments.*—There should be different scales for heads of departments, based on the size and importance of the work of the department, including responsibilities for laboratories or workshops.

11. *Assistants.*—There should be separate scales for men and women assistants in evening schools, and, as far as possible, for assistants in Technical Schools, though it is difficult to adopt other than very varying scales in the latter. The question of degrees, diplomas, experience, age, etc., would come into consideration as elements affecting the chance of being appointed, rather than the amount of the scale. What does affect the amount, however, is the rate of remuneration that the candidate can obtain in his trade in the open market. This applies especially to Technical Schools. Increments should be dependent upon satisfactory reports from the principal or the head of the department. I am not, as a rule, in favour of a probationary period. Scales for part-time teachers are desirable in evening schools and, to some extent, in Technical Schools.

A system of compulsory part-time day classes may necessitate some modification of the foregoing conclusions, but not to a large extent in the great cities.

12. *Teachers in Junior Technical Schools.*—The scales of salary in Junior Technical Schools should, as far as possible, be on the same basis as those in Secondary Schools.

TRAINING COLLEGES.

13. *Principals.*—A scale for principals is not, as a rule, desirable, but an inclusive salary should be paid, and increments given from time to time according to ability and success. The stipend should vary according to the size and type of the college, and according to whether the post is resident or non-resident. The salary of the principal should be higher than that of the most highly paid lecturer. The difference will depend upon the size of the college.

14. *Lecturers.*—I desire separate scales for resident and non-resident staff, and for masters and mistresses of method. Allowance for previous teaching experience should be made in fixing the initial salary. The scale of salary for part-time teachers should be somewhat higher proportionally than that for full-time teachers.

SCHOOLS OF ART AND ART TEACHERS.

15. *Principals and Heads of Departments.*—A scale is not, as a rule, desirable for principals. An inclusive salary should be paid, and increments given from time to time according to ability and success. The stipend should vary according to the size and character of the school. Special professional or academic qualifications would have their weight in securing the appointment. The relation between the maximum salary of a principal or head of department and the maximum salary of the most highly paid assistant should depend upon the size of the school or department.

16. *Full-time Assistants.*—Several rates of remuneration are necessary in Schools of Art, according to the subject taken and the experience and ability of the teacher. The salaries of art teachers in a large School of Art are difficult to fix. In Birmingham we assess the value of a particular teacher at so

* A Witness suggested by the Association of Directors and Secretaries for Education.

much per hour's teaching. With this figure as a basis, we consider the number of hours per week that a teacher is called on to teach, and thus arrive at a figure for an annual salary paid in monthly instalments. I do not, as a rule, favour a probationary period, nor do I advocate the provision of a bar or bars in the scale, except that increments should in all cases be dependent upon satisfactory work.

For full-time art teachers in other schools scales, differing according to sex, are desirable. These scales should, as a rule, be similar to those of full-time assistants in other subjects in the same school.

17. *Part-time Teachers.*—Their payment should, as far as possible, be by scale, at a rate slightly higher than that for full-time teachers.

Mr. J. E. PICKLES,* Director of Education, West Bromwich.

GENERAL.

1. *Scales.*—Where the number of teachers is large, a scale affords, perhaps, the handiest and most convenient method of dealing with salary increments. It offers a ready means of comparison between areas to Authorities and teachers, and gives approximate certainty to an Education Authority as to the extent of its obligations for salaries, and to teachers as to the present or future benefits receivable. It tends to regularise increases of expenditure from year to year.

On the other hand, a scale represents an attempt at standardisation, which, while often valuable with regard to matter, is harmful when applied to human beings. By its nature it is a hard and inelastic thing; the brilliant teacher is penalised, and the indifferent teacher is favoured, the basis of a scale being communistic in principle. Being anti-individualistic, it is usually based on a very few principles, usually academic qualifications and length of service; and while these are most easily assessed, they are not necessarily the most important. The more conditions are introduced into a scale, the more it loses its prime character and approaches the method of payment by individual merit. A scale is no real remedy for parsimony, as is sometimes supposed. A parsimonious Committee with a scale could refuse increases as they could without one.

Hence, I regard scales of salaries as necessary evils, not necessary in all cases, and not all evil in any case. Standardisation of payment does not bring out the best either in the weak or the excellent teacher. There might well be a minimum salary for all grades of teacher, but, beyond that, payment should be by individual merit. That scale would be best, in my judgment, which codified and paid regard to all the desirable qualities of the capable teacher; but it does not pay individual Authorities to incorporate such conditions into scales if surrounding Authorities omit them.

2. *Variation of Scales.*—Sex.—Under our present social organisation I think sex is a valid reason for paying men more than women. My reasons are social rather than educational. The average man supports not only himself but a family and other relations no less frequently than single women teachers do. The latter support themselves primarily and sometimes relatives as well. I do not think that marriage should debar a woman from teaching, or affect her salary prejudicially.

Qualifications.—Qualifications should not be confined merely to academic qualifications and length of experience. A salary scale should act as an incentive to ever increasing development and perfection, and annual increments might therefore pay regard not only to initial learning and experience, but to continued study and mental development of the teacher, to growth of disciplinary power by rational methods, to development of instructional power, i.e., teaching skill, to development of inspirational power, as shown by sympathy, zeal, personal habits, interest in out-of-school life, games, etc., and to growth in resource and initiation, and fitness and willingness to bear increasing responsibilities.

* A Witness suggested by the National Association of Education Officers.

Nature of Subject Taught.—I do not consider that this is a good basis of differentiation of salary, other things being equal. On the other hand, the assignment of special duties is a good reason for extra payment, and added responsibility, such as headship of a department, should be adequately compensated.

Size of School.—In my judgment, this has far too much prominence in salary scales. Similarly, character and circumstances of a school or a locality are not adequate reasons for differentiation in salaries for Higher Education, unless there is some corresponding quality in the teacher selected for these posts. I think, however, that the cost of living in towns as compared with the country justifies a higher salary for urban than for rural schools.

3. *Increments.*—A graduated annual increment period is the best method. It is more difficult for a public body than a private body to pay salaries of teachers from a singleminded regard for the work done and its value. But it ought to be axiomatic that every man teacher is paid a sufficient sum to enable him to marry at a reasonably early age, to bring up his family in a standard of comfort suitable to one occupying his station in life, and to put aside some provision for old age. Increments up to the marriageable age might, therefore, reasonably be smaller than afterwards, but the comparative rapidity with which a real teacher develops skill and garners experience justifies his reaching the maximum of the scale at a reasonably early stage, coinciding with his increasing family responsibilities.

I have tried "efficiency bars" in elementary scales, but did not find them very satisfactory. I have come to the conclusion that a common normal maximum for all teachers in the same grade, with provision to select teachers of special merit or for special responsibilities for a higher maximum or bonus by special resolution, is a better plan.

4. *Posts of Special Responsibility.*—I think it is quite a good plan to have a definite and limited number of such posts in each school carrying a higher maximum, whether these posts are called "heads of department" or "specialists," or what not; but such teachers should be so graded on account of merit or function or both, i.e., the teacher and not the position should be the first consideration.

5. *Salary Ratios.*—I suggest the following, but schools differ so much and in so many respects that I do not think any hard-and-fast ratio can be fixed. Such a fixture would tie the hands of Committees and be prejudicial to the schools, and it would be better to grade (a), (b) and (c) according to individual merit and function.

Small Schools.	Approx. Maximum Salary.	Large Schools.	Approx. Maximum Salary.
(a) Assistants graded up to	1	(a) Graded up to	1
(b) Heads of Depts. graded up to	1½-1½	(b) " "	1½-1½
(c) Head of School graded up to	1½-2½	(c) " "	1½-3

Full recognition should be allowed for service with other Authorities, or in other schools.

SECONDARY SCHOOLS.

6. *Headmasters and Headmistresses.*—I prefer a state minimum to a fixed scale. I am not in favour of capitation fees or profits on boarders. If a teacher is conscientious they are unnecessary; if he is not conscientious they are likely to produce a bias which would be harmful.

7. *Assistants.*—There should be more than one scale, if any, or the scale should be graduated into classes. Teachers of special subjects, if of equal merit, training and personality to the form teachers, should be paid at the same rate. If not, I think it undesirable to have a scale for them, and would pay them according to merit and time. A lower scale will result in inferior teachers.

Increments should be annual, but might well be graded in amount, earlier increments being somewhat smaller and later increments larger. Increments should not be automatic, but should be granted by

recommendation. I prefer a scale properly graduated, or more than one scale for different grades, with specific increments for special qualifications, duties or responsibilities, rather than bars in a scale.

If the period for determining an engagement is reasonably short, I see no need for a period of probation.

Part-time teachers should not be included in the scale, but paid according to merit, experience and length of time employed. Increments in their case would not be annual, but as recommended and merited.

8. *Secondary and Elementary School Salaries.*—It would be well if some expression of opinion could be given as to the relationship between the salary of secondary and elementary school teachers, with a view to getting an organically connected and equitable series of ranges of salaries for all grades of schools.

TECHNICAL AND EVENING SCHOOLS.

9. *Principals.*—These positions vary so much that a fixed scale would be inadvisable. A Technical School, if large, usually has a complex organisation and a large number of separate departments. There is, therefore, added responsibility. Hence size is more applicable as a basis for a variation of salary in Technical Schools than is usually the case in a Secondary School. Organisation of continuation work within the area, if undertaken, would be a good reason for increased payment.

In my judgment a head of a Technical School may give valuable assistance in the organisation of the day continuation work of the area, but it would be very detrimental to his work as head of the Technical School if he were to attempt to supervise this outside day continuation work.

10. *Salary Ratios.*—I do not think any definite salary ratio could do justice to all the relevant considerations, but the table given in § 5 represents my rough idea of what might be possible in some cases.

11. *Heads of Departments.*—I think fixed scales undesirable. It might be desirable that there should be different rates of payment for heads of different departments, based on a variety of grounds, *viz.*, personal and academic qualifications and experience of the head; evidence of his contribution to research, technical literature, or scientific development; amount of advanced or highly specialised work done in his department; extent of his responsibility in organisation as well as teaching; size of the department; whether both day and evening work are included; and private work, if any (*e.g.*, testing, consulting, advising, lecturing, etc.).

12. *Assistants.*—If the principle of scales is adopted, I think it is desirable to have more than one, to take into account the great differences in qualification, amount and nature of experience, nature and amount of duty and responsibility that are to be found on nearly every technical school staff. Before payments to this class of teacher can well be standardised, there should be a standardisation of qualifications, duties and responsibilities. Age of entry into the service does not appear to me to be a good cause for variation of payment, unless the nature of the previous service can be counted as educational experience; but such cases can best be considered individually, and cannot, without difficulty, be fixed in a scale. Annual increments should be given on the joint report and recommendation of the head of the department and the head of the school.

The case of part-time teachers is better met by individual arrangement than by scale.

A probationary period is unnecessary if the engagement can be determined in a reasonable time.

13. *Teachers in Junior Technical Schools.*—I do not think it advisable to put these teachers on a fixed scale similar to that of Secondary Schools, but would treat them individually on their merits.

SCHOOLS OF ART.

14. *Principals and Heads of Departments.*—Individuality is one of the most precious possessions of the headmaster of a School of Art, and on the personality of the head much of the success of the school

depends. If an enterprising and successful head felt that his efforts were not recognised, not because they were unsuccessful, but because he was tied to the same scale as another semi-successful head, the effect would be disconcerting, and bad for the school. I do not think any head ought to be appointed at the maximum. There should always be some incentive to development and hope of improvement.

The amount of stipend should not depend so much upon the size of the school as upon the character and success of the work; the number of hours and days per week the school is open; the qualifications and experience of the head; the influence of the school upon the general community and local art industries; the nature and extent of the head's duties and responsibilities in connexion with other educational institutions; and his opportunities for private work.

15. *Salary Ratios.*—The variations among schools and teachers are so great that I doubt if any fixed ratio would meet all cases. Each teacher should be recompensed in proportion to the time, labour and expense of his training, his experience and skill, and the nature and extent of his duties and responsibilities.

16. *Full-time Assistants in Schools of Art.*—I think a scale undesirable. If the principle of scales is adopted, at least three would be required: one for teachers possessing the Full Associateship of the Royal College of Art; one for teachers possessing one of the single school Associateships of the Royal College of Art; and one for teachers with other qualifications. Growth of experience, teaching skill, executive skill and interest in the general welfare of the school might be accepted as a ground for transference from a lower to a higher grade. I prefer a variety of scales to bars in a common scale.

A probationary period is unnecessary if the engagement can be determined at short notice.

17. *Full-time Art Teachers in other Schools.*—These should be paid at the same rate as other teachers taking the same grades in the school if their personal qualifications are equivalent. A teacher taking only elementary art work in another school should not be paid at the same rate as one taking highly specialised craft work or other advanced work.

18. *Part-time Teachers.*—A scale for part-time teachers is less advisable than for full-time teachers, the differences of requirement being greater.

A GRADED SCHEME OF SALARIES.

19. I do not know whether it is within the province of this Committee to attempt to work out any approximate salary relationship between Secondary, Art, Technical and Commercial Schools and Training Colleges; but it would seem that any organically connected system of education from the Elementary Schools to the University should have a graded scheme of salary-payment, in which each part had a relationship to each other, commensurate with its importance and the specific requirements of its position in the hierarchy.

Mr. W. T. POSTLETHWAITE, Secretary of the Swinton and Pendlebury Local Education Authority.

HEAD TEACHERS OF EVENING SCHOOLS.

1. *Difficulties of Framing Scales.*—The question whether it is possible to fix a scale of salaries for part-time head teachers of evening schools appears to me one that must be answered in the negative. Out of the twelve Secretaries of Local Education Authorities whom I consulted none favoured a scale. It is true that a Committee of the Lancashire Authority has reported in favour of a scale, but the difficulties set out on p. 17 of the Report of the Departmental Committee on Scales of Salary for Teachers in Elementary Schools are infinitely greater when the evening school problem has to be faced. The supply of suitable teachers willing to undertake the work is limited. In my opinion the personality of the headmaster of the evening school is of prime importance, and Committees ought to have a very free hand in obtaining the best, even if the cost should be out of the normal. Should a scale be adopted, there must, I think, be variations on account of the character and size of the school. The responsibility for the work of an evening continuation school is not comparable with that

necessitated by the supervision of advanced work. In the latter case the head teacher may not be personally qualified to give instruction in the subjects, but his status should be such that his higher official position is very marked. His salary should not in any case be less than that of an assistant engaged in the same school. It should cover all the duties appertaining to the post, including occasional teaching when necessary. A sessional salary, with a provision for apportionment in the event of the school closing during the session, is preferable to an hourly or evening payment. Other factors to be taken into consideration would be the number of weeks in the session, and the number of nights per week upon which the school meets. In the case of a new appointment the initial salary might be so fixed as to allow for annual increments for a limited period. In my opinion, this period should not be more than two or three years.

ASSISTANT TEACHERS IN EVENING SCHOOLS.

2. *Advisability of Scales.*—I consider it very desirable that scales of salary for assistant teachers should be devised for suitable areas. These might be made up of a standard amount for actual work done, together with an allowance on account of time and money spent in necessary travelling to outlying districts. Without some provision of this kind there would be great practical inequality in the scales. By standard amount I mean a standard agreed upon as prevailing in a given area, which will probably comprise a number of Local Education Authorities. There will always be variation in the standard amount customary in different areas.

There must, in my opinion, be variation in these scales. Some subjects can be taught by any teacher who possesses the ordinary educational qualifications, others require a limited amount of specialised knowledge, whilst for the efficient teaching of others a thoroughly sound knowledge of both the practical and theoretical aspects of a technological subject is necessary. In all advanced work it is desirable to obtain, wherever possible, a teacher who is engaged in the special subject he undertakes to teach. In addition to being a practical man, he ought to be a man of education, and should have had some instruction in the art of teaching. Men of this type are difficult to secure; they are usually occupying responsible and well paid positions. To induce them to give up part of their leisure to evening school work, it will be necessary to offer a salary commensurate with what they receive in their ordinary vocation. Probably the three main divisions are capable of sub-division according to the needs of a particular locality. I would place the purely domestic subjects, such as Cookery, Laundry and Housewifery, in the middle grade. The method of payment of assistants should be per teaching hour, the second hour on the same evening to be paid at the rate of from 50 to 75 per cent. of the amount for the first hour.

3. *Probation.*—As the appointments are usually sessional and subject to notice, the question of a probationary period is not important; but there might be some advantage in fixing the salary for the first or first and second teaching year at a slightly lower rate than the standard rate. Beyond this I do not consider it desirable to go in the matter of increment.

Mr. F. H. TOYNE, Secretary of the Brighton Education Committee.

My evidence expresses personal opinions only.

SECONDARY SCHOOLS.

1. *Advantages and Disadvantages of Scales.*—A definite scale provides certainty for the teacher's career, and, coupled with reasonable security of tenure, secures him or her against the capriciousness of individual employers or accidents of fortune, makes possible definite provision for old age, and tends to make the profession attractive in comparison with other professions which have not scales. On the other hand, scales tend to exert a levelling influence, create a feeling of hopelessness as soon as the maximum is reached, and may encourage acquiescence in a merely sufficient minimum effort to secure the benefits of the scale for the individual. They are, therefore, less favourable to the person of outstanding merit and ambition. Scales

may be regarded in present conditions as a necessity, and it should be much easier to guard against the evils inherent in scales than to secure their merits by other means.

2. *Objects of a Scale.*—It follows that the objects of scales of salaries should be:—

(a) To secure the well qualified candidate for the profession. The scale should, therefore, allow for degrees, partly as an incentive for intending teachers, and partly as monetary compensation for the cost of taking the degree. The distinction need not be made throughout the scale, for if a university training is of any use it should secure sufficient rewards in promotion and status after, say, ten years to make it worth undertaking.

In spite of some objections, it is difficult to see how candidates of the highest class will be attracted to the teaching profession unless the quality of the degree is taken into account, *e.g.*, honours or pass, and, possibly, internal or external. (There should, however, be no distinction reflected in the salary scales between the different recognised universities.) There is more than one way of securing this. If there were only one scale, persons of high qualifications might be allowed to start somewhat above the minimum, at a point in the scale commensurate to the qualification. On the other hand there might be two scales, but in that case there should certainly be a provision for transfer from the lower to the higher in cases of merit, where for instance a teacher with a lower degree proves capable of taking advanced work.

(b) A living wage should be secured at the start, having regard to conditions in other professions.

(c) An adequate salary should be reached more or less automatically by all by the age of 35, when educational and other responsibilities are approaching their maximum. This should be irrespective of exceptional merit.

(d) Exceptional merit and responsibilities should receive additional recognition:—

(i) Headships of departments and subjects should be open for the encouragement of teachers of first class attainments. Teachers of the highest attainments in their respective subjects are invaluable to the school as a direct stimulus and for the guidance of new teachers, and tend to attract to the particular school ambitious assistants of high type.

(ii) Salaries beyond the maximum. Specially meritorious service on the part of those not suitable as heads of departments should be rewarded by salaries beyond the normal maximum. This is preferable to an efficiency bar, since in the case of an increased maximum the onus lies on the teacher to show special merit; while in the case of the efficiency bar the onus, at any rate in practice, generally rests on the Authority to show cause for keeping the salary of a particular teacher below the bar. This, of course, supposes a reasonable salary being given to those who do not pass to the higher maximum, which would be granted not on economic grounds, but as an incentive to special work.

(e) Greater mobility among teachers is much to be desired. Ease of transfer from one Authority to another should be secured by an allowance in every salary scale for past service with other Authorities. Transfer from one service to another should be possible without any financial loss.

(f) Wide discretion should be given to headmasters and headmistresses and to Governing Bodies in fixing salaries, provided they are within the conditions of the scale. For this purpose, among many others, it is desirable that each school should have a Governing Body with a large measure of independence. The scale itself should be sufficiently elastic to permit of this.

TECHNICAL INSTITUTIONS AND SCHOOLS OF ART.

3. *Difficulty of Framing Scales.*—A uniform scale for these institutions is difficult to fix for several reasons. Salaries depend partly on commercial conditions, teaching being in competition with industry.

The degree of skill and training required shows much wider difference than in teachers of literary and humane subjects; thus an engineer with academic and workshop training needs greater outlay of time and money to fit him for the profession than, say, a teacher of Book-keeping and Shorthand. The relative value of different branches varies in each district, and the value of a department will be reflected in the salary of its head. Such local variations need not obtain in the scales for assistants.

A scale may be possible and advantageous in a large area, *e.g.*, London, where there are many institutions. But in a smaller area, where a Local Authority is concerned with only one or two such institutions, it is not practicable. Conditions vary so much that individual cases have to be considered on their merits.

While it is impossible to fix a uniform standard for technical work, a working comparison should be arrived at, based on more or less uniform remuneration for work of degree standard in various branches.

4. *Consultative Work.*—I am strongly in favour of allowing full opportunities for private and consultative practice to those in the higher rank of technical teachers. It is such work that serves to keep up the connection between Technical School and industry, and the opportunity of doing so is likely to attract the right kind of teacher.

5. *Junior Technical Schools.*—As regards Junior Technical and Trade Schools, it is important that the status of such education should be raised to the level of secondary education in literary subjects, in order to counteract the undue estimation of clerical as opposed to manual pursuits. The salaries should, therefore, be commensurate. I should like to see Junior Technical Schools advanced to the standard of Secondary Schools and have the same salary scale.

6. *Art Teachers in Secondary Schools.*—The relation of the salaries of these teachers to those of assistants in the Secondary School or in the School of Art must depend on circumstances, but Art should be recognised as a full department.

GENERAL CONSIDERATIONS.

7. *Sex and Marriage.*—Equal pay for equal work, without distinction of sex, is the only right ideal, although it may be impracticable to put it into operation by a stroke of the pen, having regard in particular to the conditions prevailing in other professions. If applied solely to the education service, it would probably result either in not attracting sufficient highly qualified men, or in costing more in the case of women than the finances would stand. Every effort should be made, however, to approximate at each step to this ideal. The unfairness of the present position may be illustrated by the case of two teachers trained at the same University with equally successful results, receiving, within a few years, a widely disparate salary owing to sex. Since the staff of a girls' school costs less to the rates than that of a boys', there is also the inevitable tendency to consider that girls' education is cheap and, therefore, of less importance than boys'.

Differentiation of salary according to responsibilities of individuals is not made a principle anywhere, except to depreciate the salaries of women. If an economic line is to be drawn anywhere, it should be drawn between married and single, single men and women receiving the same. This would, however, almost certainly be impracticable in ordinary industry, since it would lead to married men being penalised by employers, and could probably only be secured by a contributory fund. An increased sickness rate of absence for women should be met by regulations for absence pay, and not by differentiation of scale.

Equal work for equal pay will be difficult to secure except in cases where piece work is paid, *e.g.*, doctors or factory hands. Probably the only full solution can come from securing the economic independence of women.

The compulsory retirement of married women, apart from its undue interference with the private choice of the individual, results in a great loss to the schools. The undue "spinster influence" in education tends, in certain instances, to unreality, unhealthy sentimentalism, and the absence of a brisk, commonsense atmosphere. Married masters in a boys' school are a

valuable asset, and married women are no less desirable in due proportion in girls' schools. The understanding of the family man or woman in dealing with problems of adolescence is essential.

8. *Grace Terms.*—Leisure should be secured for genuine travel, and a periodic holiday on full pay should be given as of right every so many years. Exchange of teachers with colonial and foreign schools should also be encouraged, free of expense to the teacher. If possible, transfers into administrative and even perhaps into outside occupations would be desirable.

Mr. F. WILKINSON,* Director of Education, Bolton.

INTRODUCTORY.

1. *Advantages of Scales.*—Scales of salary are inevitable in a populous area like Bolton, where there is a large number of schools of various types. Apart from securing as they should a reasonable and assured prospect to the teacher, they tend to simplify administration. When they are adopted, increments and all questions of fixing of salaries are removed from the area of contentious discussion.

It is most important that there should be greater uniformity of payment in different areas in the country. I favour the establishment of national minimum scales, in so far as this is possible, with a view to securing this end.

SECONDARY SCHOOLS.

2. *Headmasters.*—I am of opinion that no fixed rule for salaries is possible, because schools differ in respect of size, grade, character of instruction and district. There ought to be, however, in my opinion, a minimum, which should not be less than £400 per annum, and the salary would vary, according to the before-mentioned conditions, from this amount up to, say, £1,000 per annum.

3. *Posts of Special Responsibility.*—The ultimate salary for heads of departments and teachers taking Advanced Courses should be not less than £400 per annum, and might commence at anything from £250 to £300 with rapid increases covering not more than four years, if the teachers be deemed satisfactory.

4. *Assistants.*—Much better salaries should obtain than at present. Where the training and academic status are good, the salaries for men should range from £200 to £300, and for women from £150 to £250. It has been my settled conviction for many years that teachers of this type, seeing that their chances of headship are so remote, ought at least to attain the salary which is obtained by the headmaster in a primary school, say, £300, or a headmistress in a primary school, say, £200.

Increments under scale should be automatic, *i.e.*, they should follow as a matter of course, unless the headmaster or principal recommends their suspension for a definite reason. In that case the teacher concerned should be informed and have an opportunity to state his case.

TECHNICAL SCHOOLS.

5. *Principals.*—Much of what I have said with regard to the headships of Secondary Schools applies with equal force here, except that, in addition to the all-round qualifications required, it is often a condition that such a head should possess expert knowledge and training in at least one of the local industries. If the best men are to be obtained for these posts, much better salaries will have to be paid in the future. I would unhesitatingly advocate salaries ranging from £500 to £1,500 for Technical Schools, according to the type and character of the school and the scope and kind of work required.

6. *Heads of Department.*—These should be put upon the same footing as senior subject teachers in Secondary Schools, and it ought to be possible for them to rise to £400 per annum at least. Class masters and mistresses in Technical Schools should be treated on similar lines to those in Secondary Schools.

* A Witness suggested by the Association of Technical Institutions.

7. *Works Schools.*—There is at present in my area a movement in the direction of establishing works schools, established and managed by firms. These schools are tending to pay high salaries and recruit their staff from among the best teachers of the Authority. I anticipate a further growth of this movement, and it is likely to force up the salaries paid to teachers of technical subjects.

8. *Junior Technical and Commercial Schools.* A good salary should be paid to teachers of this type of school, of which there will be considerable development in the near future. Suitable candidates would readily be obtained if a salary of £300 to £400 were offered. I would classify assistant teachers in Junior Technical and Junior Commercial Schools as assistants in ordinary Secondary Schools, and would pay them accordingly.

EVENING SCHOOLS.

9. From many years experience I have come to the conclusion that one of the greatest needs at present is to find trained teachers for evening technical schools. In Bolton we have found repeatedly that teachers possess the requisite knowledge and technical skill, but are incapable of imparting their knowledge to their pupils. I refer mainly to senior courses.

Districts vary very much in the rate of pay for evening instruction. In Bolton the rates obtaining for many years now are as follows:—

Preparatory Course.—6s. 8d. per evening of two hours.

First, Second and Third Year Domestic Courses.—6s. 8d. per evening of two hours.

Branch Technical Schools.—First Year Course, 7s. 6d. per evening of two hours. Second Year Course, 10s. per evening of two hours.

Branch Commercial Schools.—First Year Course, 7s. 6d. per evening of two hours. Second Year Course, 10s. per evening of two hours.

Municipal Technical School.—Commercial subjects, 10s. 6d. per evening. Domestic subjects, 10s. 6d. per evening. Third and Fourth Year Courses in Science and Technology, 12s. 6d. per evening. Fifth Year Courses in Science and Technology, 15s. per evening.

Principal Teachers in Evening Continuation Schools.—8s. or 10s. per evening, according to average attendance.

Principal Teachers in Branch Technical and Commercial Schools.—10s. per evening.

Teachers in these schools are chiefly part-time teachers. I do not think that it would be easy to devise scales of salary in the strict sense for them. I am, however, in favour of payment by a sessional fee rather than by the hour or evening. When they have to travel to their work, railway expenses should be allowed to part-time teachers.

Mr. W. WILSON, Organising Secretary, Hebden Bridge United District Secondary Education Committee, and Principal of Technical School.

SCALES FOR PRINCIPALS OF TECHNICAL SCHOOLS.

1. *Mode of Construction.*—There is a growing opinion in the country in favour of scales of salaries for teachers, wherever possible, with the object of affording definite prospects for the individual and inducing a steady flow into and through the various grades of work. Should scales for elementary and secondary school teachers be general, and technical and evening schools be without, the latter must suffer. Should scales for assistant teachers be general, and principals left without, an experienced assistant might prefer his definite prospects to the uncertainty of headship.

Technical Schools and Colleges vary so much in size and curriculum, even under the same Authority, that, granting the advisability of a scale, an equitable one could scarcely be devised without providing for variations in size, curriculum and extent of equipment for practical work. Where a principal of a Technical School also acts as organising master of a group of evening continuation schools, the total number of students in these, divided by three or four, should be added to the number of students attending the Technical School when fixing position in the scale. It would

be unfair to add the undivided total, for a head teacher of an evening school has a far larger share of responsibility. A further allowance by way of a sum per evening school might be made to the principal when his group of evening schools exceeded five. I would allow compensation for greater difficulty in visiting. I suggest also an allowance for the introduction of special work in technology.

Single-subject students cannot be reckoned as equivalent to group-course students. I suggest that the single-subject total be divided by three or four, and added to the group-course total when fixing position in the scale.

NORMAL BASIS-SCALE FOR PRINCIPALS OF TECHNICAL SCHOOLS.

Year of Service.	Number of Students.			
	Up to 150.	151 to 250.	251 to 400.	Over 400.
1st	£ a	£ b	£ c	£ d
2nd	£ a	£ b	£ c	£ d
3rd	£a + i	£b + i	£c + i	£d + i
4th	£a + 1	£b + 1	£c + 1	£d + 1
5th	£a + 2i	£b + 2i	£c + 2i	£d + 2i
6th	£a + 2i	£b + 2i	£c + 2i	£d + 2i
7th and following.	£a + 3i	£b + 3i	£c + 3i	£d + 3i
	e.g. £80-£80	e.g. £80-£100	e.g. £100-£120	e.g. £120-£150

The biennial increments, denoted by *i* in the table, are not necessarily equal in schools with different numbers of students.

SCALES FOR HEAD TEACHERS OF EVENING CONTINUATION SCHOOLS.

2. *Mode of Construction.*—In view of the duties of head teachers, *viz.*, registration of students, collection of fees, classification of students, responsibility for stock and equipment, general responsibility for registration, interviewing, writing to parents and students regarding attendance, general supervision of school and internal examination arrangements, it seems desirable that some further differentiation should be made between the rates for head and assistant teachers than is now common.

In order to keep touch with the work and students, head teachers should undertake a definite amount of teaching. The amount will diminish as the size of the school increases. In schools of under 20 students the head will, usually, be the only teacher. In schools up to 50 the head teacher should teach every evening when the school is open, up to three evenings; from 50 to 100 not less than two evenings; and in schools of 100 to 200 not less than one evening.

An assistant teacher on being promoted to a headship should not be appointed at a rate lower than that already received.

The hours actually engaged in teaching, or, for head teachers, the hours of attendance while the school is open, seems the most suitable basis for determining the remuneration of part-time teachers. Draft schemes should make provision for variations. Rates should be per evening of two hours. For lessons of 2¼ or 2½ hours, or for 1 and 1½ hours, payment should be made at a proportional rate, in the former rather lower, in the latter rather higher, than strict proportion. Teachers who have been in the service of the Authority for the past three years should be appointed at rates determined by the scale, save that there should be no diminution in the rate of remuneration. Allowance should be made for previous service under another Authority for work of a similar character, from three-fourths up to the full of that due for previous service under scale.

Sessional payments are not suggested for part-time teachers. Teachers occasionally resign their appointments after a few weeks work, on the ground that they do not like the class or the work. It would be unfair to pay them for a term, and no managers would make them forfeit payment for the lessons given. Classes are occasionally closed through lack of interest and dwindling numbers, only a quarter of the original entries sometimes remaining. The fault cannot always be that of the students, who showed an initial interest in registering and paying fees. Doubtful classes can be dealt with by advertisement, intending students being requested to forward their names to the secretary of the school. If the number is satisfactory the managers can then appoint the teacher.

NORMAL BASIS-SCALE FOR HEAD TEACHERS IN EVENING SCHOOLS.

Rates of Remuneration per Hour per Evening.

No. of students in attendance on Dec. 31st.	Men.		Women.	
	Minimum.	Maximum.	Minimum.	Maximum.
Under 20	a/- e.g. 9/-	a/- + 3s e.g. 10/6	f/- e.g. 7/6	f/- + 3s e.g. 9/-
From 21 to 50 ..	b/- e.g. 10/-	b/- + 3s e.g. 11/6	g/- e.g. 8/6	g/- + 3s e.g. 10/-
From 51 to 100 ..	c/- e.g. 11/-	c/- + 3s e.g. 12/6	h/- e.g. 9/6	h/- + 3s e.g. 11/-
From 101 to 150 ..	d/- e.g. 12/-	d/- + 3s e.g. 13/6	j/- e.g. 10/6	j/- + 3s e.g. 12/-
From 151 to 200 ..	e/- e.g. 13/-	e/- + 3s e.g. 14/6	l/- e.g. 11/6	l/- + 3s e.g. 13/-
Over 201	m/- e.g. 14/-	m/- + 3s e.g. 15/6	n/- e.g. 12/6	n/- + 3s e.g. 14/-

3. *Increments.*—Increments should be granted at the commencement of any year of service, subject to satisfactory service during the previous session. Increments are limited to three years.

4. *Variations from Normal Basis.*—Head teachers concerned with assessed internal examinations should receive an additional payment of A per group course in which examinations are held at the school; an addition of $\frac{3}{2}A$ for two group courses; an addition of $\frac{4}{2}A$ for three group courses.

SCALES FOR ASSISTANT TEACHERS IN EVENING CLASSES.

5. It appears advisable to have regard to the following conditions in endeavouring to formulate a scale:—

- Grade or year of work, ordinary or special; differentiation in rates below third year and for third year and upwards; provision in scale for flat rate for junior courses, for senior courses and for advanced courses.
- Length of service in evening school work. This apparently should be taken into consideration except in cases of certificated teachers and teachers on the staff of Secondary Schools, who would not start at the lower rate.
- Qualifications, general or specific. Teachers with high qualifications usually conduct a class, even in ordinary subjects, with greater insight and efficiency; therefore it is in the interests of the school and of the students that a somewhat higher rate should be offered to secure the services of such teachers. Persons with special qualifications or special experience of a practical nature should be paid 6d. to 1s. per evening additional under Sections I or II of the normal basis (see below), and 1s. to 2s. per evening under Section III.
- Whether the class is working for internal examinations. Internal examinations mean extra work for the teachers concerned. Hitherto this fact has received too little attention, although managers and the state have saved considerably by the substitution of internal for external examinations. Teachers concerned with assessed internal examinations for their respective classes should receive 1s. per evening additional to the flat rate for each evening occupied in teaching a class taking such examinations.
- Whether the class entails a large amount of home work. Classes vary very considerably in this respect, but difficulty would be experienced in drawing a suitable dividing line between subject and subject or class and class. Consequently it is not suggested that any special allowance be made.
- Whether the class forms part of a group course or is a single-subject class. The determination of this classification depends on the organisation of the school, and not on the teacher conducting the class. It should not therefore affect the rate of pay.

(g) Such matters as earning capacity in vocation other than teaching, cost of living in certain localities, and the accessibility of the school, are obviously matters outside a scale. Special allowances can be assessed on the merits of each case.

(h) Although variations according to grade of work may be suggested, it is not clear that there should be any variation with the kind of course or subject. It would be difficult to differentiate between the teachers of the subjects in an applied science course. Owing to the shorter period of time usually taken to gain qualifications in commercial subjects, there might appear to be some ground for differentiation between teachers of science and technology and teachers of commercial subjects. A satisfactory basis would be difficult to define. This factor might best be incorporated in a list of variations from the normal, rather than in the scale itself, regard being given to the man's outside earning capacity.

(i) Persons holding qualifications in but a single subject of an ordinary character appear to be the most difficult to place on an equitable flat rate, e.g. one qualified in Shorthand but with little knowledge of Book-keeping, Commercial Practice, or Typewriting; or qualified in Needlework but not in Dress-making or Millinery. The difficulty might be met by placing such teachers in a section lower than the normal.

NORMAL BASIS-SCALE FOR ASSISTANT TEACHERS IN EVENING SCHOOLS.

6. It appears that four sections would be necessary and sufficient; Section I for provisionally recognised teachers in junior and senior courses; Section II for teachers with definite qualifications in junior courses; Section III for teachers with definite qualifications in senior courses; Section IV for teachers in advanced courses (but of these I have insufficient experience to offer any suggestions).

Section I. Provisionally Recognised Teachers.

Group Course.	Men.		Women.	
	First Year.	Second Year.	First Year.	Second Year.
Preparatory } First Year } Second Year }	a/- e.g. 7/6	a/- + 1 e.g. 8/-	b/- e.g. 6/-	b/- + 1 e.g. 6/6
Third Year } Fourth Year }	c/- e.g. 8/-	c/- + 1 e.g. 9/6	d/- e.g. 7/6	d/- + 1 e.g. 8/-

"Provisionally" is used to indicate the period of service before coming on the scale proper, owing to lack of definite qualifications, or of experience in teaching. Length of probationary period should not be more than two years. A teacher gaining definite qualifications and giving satisfactory service should be promoted to Section II after one year.

Section II. Teachers with Definite Qualifications.

Group Course.	Men.			Women.		
	1st Yr.	2nd Yr.	3rd Yr.	1st Yr.	2nd Yr.	3rd Yr.
Preparatory } First Year } Second Year }	e/- e.g. 9/-	e/- + 1 e.g. 9/6	e/- + 2s e.g. 10/-	f/- e.g. 7/6	f/- + 1 e.g. 8/-	f/- + 2s e.g. 8/6

Section III. Teachers with Technical Qualifications.

Group Course.	Men.			Women.		
	1st Yr.	2nd Yr.	3rd Yr.	1st Yr.	2nd Yr.	3rd Yr.
Third Year } Fourth Year }	g/- e.g. 10/6	g/- + 1 e.g. 11/-	g/- + 2s e.g. 11/6	h/- e.g. 9/-	h/- + 1 e.g. 9/6	h/- + 2s e.g. 10/-

The hours actually spent in teaching form the basis for determining remuneration. The principal should keep a record of his own observations, and any reports received regarding efficiency of teaching, including teaching ability; efficiency of service rendered; interest of students; performance of ancillary duties; and results of internal examinations. The increment at the commencement of any year of service should be subject to satisfactory work during the previous session. The increments in Section II and III might be of the same value, provided that the commencing salaries in the two Sections were suitably proportioned. The increments are confined to a period of three years for two reasons. Firstly, they are based mainly on the prospect of improved efficiency; this may be expected to improve during the first two or three years of service, and then to remain constant for a number of years. Secondly, the main source of income of part-time teachers is not teaching, and hence the need for providing definite prospects in life does not so strongly arise.

D. TEACHERS.

(a) IN SECONDARY SCHOOLS.

(i) *Headmasters.*

Mr. H. G. ABEL,* Headmaster of the Central Foundation School for Boys, Finsbury.

SECONDARY SCHOOLS.

1. *Desirability of Scales.*—In determining the question of salaries, the first desideratum is that there should be a scale, both for assistant masters and for headmasters, that for the former being a longer scale with smaller increments, and for the latter a shorter scale with larger increments, and not necessarily operative each year.

2. *Assistant Masters.*—The rate of increment should be not less than £10 a year (with exceptions to be mentioned later) and should be automatic, after recommendation by the headmaster to the Governing Body that the scale should become operative. As a check upon the inefficient, the headmaster should have the power to suggest a suspension of increment, the assistant master in question having the right of appeal, as a check, in turn, upon a biased head. £150 should be the initial salary for a master with a degree; personally I should give little more, if any, to a man who had received training in pedagogy: if training is to mean anything, it should be an essential, rather than an incidental, feature of the future teacher's study. In new appointments, previous experience should be considered: *i.e.*, an efficient man leaving A at the end of four years should proceed to B at the salary which he would be getting had he stayed at A.

3. *Sex and Marriage.*—Women should be paid at the same rate as men when they do the same work. In boys' schools, as at present under war conditions, they do not; for the whole question of games, and the general supervision of the more masculine interests, has to be shelved. Married men should not be paid more *quâ* married men, the ideal being to secure for every man a salary on which, with reasonable prudence, he can marry. To put a premium upon marriage would be as dangerous as to render it hazardous by low salaries and doubtful prospects. Further, if married men were paid more there might be a temptation in some quarters to appoint the single rather than the married man in order to save expense.

4. *Length of Scale.*—These principles established, it remains to be seen what maximum the salary should touch, and at what rate it should progress. At the end of one year's service (or two at the most) the scale should become operative, so as to secure for the young assistant master a salary with a reasonable comfort-level by the time he is 30, the average marrying age. The state needs earlier marriages. Heads of departments should rise by a £10 increment to a higher maximum of £350 or £400, according to responsibility and the amount of organisation involved.

5. *Small Schools.*—The small school has the same right to an experienced teacher, rewarded for his labours by a salary which will relieve him of unnecessary anxiety, as the big school, the country school

as the town school. It may even be argued that the country school needs the better and more established teacher, for the country child is, to risk a generalisation, slower than the town child, the more varied experiences of town life sharpening the faculties, though not necessarily producing a higher order of brain. There should therefore be no differentiation between town and country school in respect of scale of salary. It would be open to the richer endowed schools to increase both the minimum and the maximum in order to ensure a supply of specially gifted men, but I am inclined to think that the state should exercise some check even upon this. It would be a grave mistake if Oxford and Cambridge men were to gravitate to these endowed Secondary Schools, and men from the newer Universities to the provided Secondary Schools. If the atmosphere of a Northern University is keener, the endowed school should have the benefit of it: if the traditions of Cambridge are more mellow, the Secondary School needs them badly. Some effort should be made to check a cleavage which might tend to become a natural one.

6. *Headmasters.*—As with an assistant master's salary, so with a headmaster's salary, the important thing is the maximum. His initial salary might well be left to be settled by supply and demand, for, if salaries improve for his colleagues, they must of necessity do so for him. The maximum might be two-thirds as much again as the maximum attainable by the best-paid assistant master in that school. Many headmasters of the smaller and newer Secondary Schools are very badly paid: their lives are harassed by financial anxiety and they tend to take short views. The principle of capitation fees is bad.

7. *Pensions.*—A most important matter is the inauguration of a scheme of pensions or of superannuation, the most equitable being that wherein the master contributes a percentage of his yearly salary, or some proportionate amount. Where there is no capital with which to form a pension fund, arrangements can be made with some insurance society, or the Governing Body can approve of the society chosen by the contributing master.

8. *Teachers of Special Subjects.*—Improvement is badly needed in the salaries of visiting and peripatetic masters, *e.g.*, gymnastic instructors, manual instructors and art masters. Larger schools can give full-time employment to specialist teachers—at least in the case of Art and Physical Exercises. In both cases highly trained men, fit to rank with the rest of the staff, are needed. In the case of Physical Exercises, it is very difficult to secure the right type of man, and no satisfactory course for training such men is available in England. Yet an expert knowledge of the subject is quite essential in a Secondary School. If we want to encourage a flow of adequately trained instructors of Physical Exercises we must pay good salaries. The ideal is to have these men on the permanent staff, when they carry more authority, and can associate themselves with the corporate life of the school; but in small schools this is not possible. Peripatetic masters have a strenuous life; they sometimes work over large areas, and the very fact that they are travelling long distances before and after teaching adds to the arduousness of their work. If schools are to keep a supply of men of the right calibre, socially and educationally, apart from their special training, which varies from the aesthetic culture of the art master to the practical skill of the manual instructor, there must be an improvement in their position. Their maxima and minima are alike low, especially the latter. Such men should be on a scale like other masters, with a maximum of at least £250, even if reached in some cases, *e.g.*, manual instructors, by smaller increments, say of £7 10s. If specialist teachers possess the character, standard of education and general qualifications which would render them desirable colleagues on the permanent staff, they should rise to the same maximum.

Mr. W. H. BARBER,* Headmaster of the Boys' Modern School, Leeds.

HEADMASTERS OF SECONDARY SCHOOLS.

1. *Basis of Salary.*—At present the majority of headmasters are paid by fixed salary and capitation fee. In most cases the fixed salary is small, and the capitation fees form the larger part of the income.

* A Witness suggested by the Incorporated Association of Headmasters.

* A Witness suggested by the Incorporated Association of Headmasters.

There is a manifest weakness in this system. It undoubtedly leads some headmasters to over-value numbers, as compared with quality, in their schools. It is difficult sometimes for a headmaster to decline a boy, if every new boy entered adds to his income. If the system of capitation fees is adhered to, the fixed salary should provide at least half the income, and the scale of capitation fees should be smaller. On the whole, I believe most headmasters would prefer a system of fixed salaries, taking into account the size of the school and length of service. The only basis for grading a headmaster's salary should be size. It is manifest that the head of a school of 500 boys has more responsibility and wearing work than the headmaster of a school of 200. The latter may take a larger share of actual teaching, but he has not the responsibility and anxiety that falls to the lot of the head of a very large school. I consider, therefore, that there should be some grading of Secondary Schools according to size. The grades might run (1) up to 200, (2) up to 300, (3) above 300. I am not in favour of having Secondary Schools larger than 400, and I would not increase salary in proportion to size beyond that figure.

2. *Length of Scale.*—As far as length of service is concerned, a headmaster's salary should reach the maximum for his grade of school at the end of ten or twelve years, at the outside. He should have proved his worth by that time. But such a system should not preclude the Governors from further increasing the emoluments if there are special circumstances to warrant it. The recent fall in the purchasing power of money has led to increases in scales for assistants, but in many cases no increments have been granted to headmasters.

3. *Profits from Boarders.*—I have had no personal experience of boarding schools, but I have consulted a good many on the question of profits from boarders. At the present time, such profits are a diminishing quantity, and I feel sure that most headmasters would prefer their salaries to be independent of such fluctuations. It is evident that a headmaster who is practically on duty for 24 hours per day deserves some adequate remuneration for his extra labours. Either his capitation fees should be larger, or the scale for his class of school should be higher. There seems to be no reason why the hotel-keeping work of the headmaster should not be managed independently by a bursar or specially appointed master.

4. *Salary Ratios.*—It is difficult to say what should be the exact relation between the maxima for head and assistant masters in the same school. I do not think it should be less than one-half in the case of fully qualified assistants, and in the case of second-masters and heads of departments it ought to rise to two-thirds. It is noteworthy that many heads, especially of municipal schools, are at present underpaid. The minimum rate of payment for a head should not be lower than the maximum for an assistant.

ASSISTANT MASTERS IN SECONDARY SCHOOLS.

5. *Nature of Scale.*—I am strongly of opinion that there should be different scales for teachers of different qualifications and experience. In most cases graduates are worth more than non-graduates, and trained teachers more than untrained. At present there is little inducement to teachers to spend a post-graduate year in training, because it means no improvement in salary. It sometimes happens that a non-graduate is as good as a graduate, or an untrained teacher quite equal to a trained, and it should be possible in such cases to promote from one class to another on special recommendation, just as Civil Service men are sometimes promoted from Class II to Class I. If there were one scale only for assistants, it might be possible to meet the variety of needs noted above, but in order to do so the scale would have to be elastic. At the bottom there would be need of a moveable minimum, at the top of a varying maximum.

As a rule, increments should be annual, but not entirely automatic. The Governors should require an annual report from the headmaster, on which they can decide whether the usual increment should be given or withheld.

The question of a bar or bars in a scale is difficult, but on the whole I incline to the principle of more than one maximum. There are some teachers who

just give the bare minimum of service required of them. To them teaching is a mere trade, rather than a vocation. On the other hand, there are many teachers who are full of enthusiasm for their work, and capable of imparting it to their pupils. They do not spare themselves or their time, because they like their work and have a deep sense of its importance. These are evidently worth more to a school than the mere time-servers and men-pleasers, and they ought to be recognised. A teacher who has outstanding ability in his subject or in his general capacity, and who infuses the right spirit into his work, ought to be encouraged by some material as well as intellectual reward.

6. *Probation.*—The probationary period should not be less than one year, and should count for purposes of scale. As a rule, a man cannot be fairly judged on a term's work, especially if he is only just beginning to teach.

7. *Specialist Teachers.*—These teachers, where employed full time, should be worth salaries approximate to the rest of the assistant staff, if they have had to spend similar time in training and preparation for their work. A good physical or manual instructor may be worth quite as much to the school from an educational point of view as a good science or language teacher, and an art master who has spent three or four years in training after the age of 18 or 19 should be worth as much as a man with a good degree.

8. *Part-time Teachers.*—On the remuneration of part-time teaching it is very difficult to speak, owing to the great diversity in the qualifications of people so employed. People who teach a little in Secondary Schools and spend the rest of their time on other work are generally not very valuable persons from an educational point of view. The best plan, in my opinion, is that adopted by the West Riding Education Committee. They employ a number of well qualified specialists, whose services are divided between two or three schools, and the schools are charged in proportion to the time employed.

Rev. H. T. BOWLBY,* Headmaster of Lancing College.

GENERAL.

1. *Scales in Endowed Schools.*—In Endowed Schools the practicability of a scale depends on the financial position of the school. Given an ideal scale, it is not easy to forecast what its cost to a school may ultimately be. Its application must depend on the school's financial position. A Governing Body may not be in a position to apply it in its entirety. Apart from a scale, there are in some schools methods by which efficient teaching may receive its financial reward, e.g., at Eton, where a system of fees for private tuition is in vogue, side by side with a fixed salary for class work. The efficient teacher gets the pupils, and the absence of pupils acts as a hint to the poor teacher that his work is ineffective.

2. *Boarders.*—I am strongly convinced by my experience that a hostel system is better than a system of independent boarding-houses. The latter prevails at most Public Schools: the former at Lancing, as also at Wellington, Marlborough, and Haileybury. The advantages of the hostel system may be summarised as follows:—It is far more economical in its working; financial responsibility rests with the Governors or a Bursar (or a Sub-Committee) appointed by them; catering and similar matters are centrally and economically organised. The masters in charge of the houses or dormitories in the hostel are free from financial risks and temptations, and can give their whole time to the work of teaching in school, and carrying out their duties in supervising and managing the boys in their houses. The independent boarding-house system, on the other hand (though it has the advantage of more complete control, and therefore often of more intimate relations between master and boy) exposes masters to financial risks, worries and temptations. It is not often that one man has the gifts needed to manage a house efficiently and economically, and is at the same time a good

* A Witness suggested by the Headmasters' Conference.

teacher. He may have invested money in his house and be tempted to save at the expense of his boys. Fluctuations in the number of boys in the school, for which he is not responsible, may hit him hard.

A master in charge of boarders in a separate house, who received a fixed remuneration for his services, would be free from financial risks, and would thus combine in part the advantages of both systems; but he would still be subject to the cares of housekeeping.

My remarks on this matter apply both to house masters and headmasters.

SCALES OF SALARIES.

3. *Headmasters.*—I am not in favour of a scale for headmasters. I prefer a fixed salary, since presumably no appointment would be made till the headmaster was capable of doing his best work, and therefore deserving of the maximum fixed fee. Of this total, a part might be met by capitation fee in order to prevent relaxation of effort after appointment; but any payment by profits on boarders should be avoided.

4. *Assistant Masters.*—If the finances of the school permit, I am in favour of a scale of salaries for assistant masters. The initial salary should be enough to secure the type of men wanted, e.g., at Lancing it is £150 resident. I should consider £150 non-resident as insufficient. I prefer a long scale with small annual increments. The increments should be of the small kind up to a certain period, followed by larger increments over longer intervals. Increments under scale should be automatic. Various methods of distinguishing assistant masters to whom scales apply are hard to work, owing to the fear that a headmaster's judgment may be affected on personal grounds. I have no experience of "efficiency bars," but I imagine that assistants would prefer an automatic rise, with a plain statement, if they are proved to be inefficient, that they had better change their vocation or seek work elsewhere in a different type of school; while still young enough to make a move easily. This method tends towards a harmonious relationship between headmaster and assistants, and avoids jealousy and possible charges of favouritism.

There should be one scale and one scale only. I am not in favour of a higher scale for graduates, even if they possess a high degree. *Veteris paribus* no doubt a graduate is preferable to a non-graduate, and a trained to an untrained man; therefore a trained teacher might start at a slightly higher point in the scale than an untrained teacher. Previous experience, if supported by trustworthy testimonials, would justify appointment at a higher point still. But experience and ability to teach are the only real tests in the long run. Without experience, age at entry should not constitute any claim for higher salary; for an older man is often of less use than a younger, being less in sympathy with children, and less elastic in his power of learning.

5. *Probation.*—I am in favour of a probationary period of a double character for all assistants, trained or untrained; (a) a probationary term, at the end of which notice may be given without prejudice by either headmaster or assistant, if they feel that a change had better be made, even when no actual failure can be proved; (b) a probationary year—some teachers take time to settle down to new surroundings, or begin with extra effort, and fall away if they think themselves secure.

6. *Posts of Special Responsibility.*—For older and experienced men a substantial maximum should be granted in recognition of services, the value of which is not likely to increase. Posts of special responsibility should certainly be open to assistant masters, and carry special pay varying with the time expended, the responsibility, and the mental and moral wear and tear involved. Headships of departments are among such posts. There are also some subjects, for example Science, which demand more individual attention, preparation, reading of up-to-date books, and special powers of discipline; these considerations justify higher remuneration.

7. *Specialist Teachers.*—Except in the case of Music and Physical Exercises I have no experience. In these subjects I would place a younger and inexperienced teacher on a scale of salary similar to that of other masters. For manual work, I would only employ a trained hand at a full fee from the first.

8. *Cost of Living.*—A higher scale is certainly needed in towns and localities which demand a higher standard of living, entertaining, subscriptions, etc., e.g., life at Eton is far more costly to a master than life at Lancing.

Marriage.—Ideally, an assistant master should be able to look forward to marrying and educating his children as easily as his contemporaries of equal standing and ability in other professions. Masters, especially in boarding schools (where masters are resident) are at a disadvantage in this respect. A grant might perhaps be made on marriage covering the cost of house rent, and opportunities given for taking meals, when the master so desires, at the masters' table in the school. This insures the loss of board being less felt, and incidentally prevents waste of time and energy in journeys between home and school.

Mr. R. CARTER,* Headmaster of Bedford School.

SECONDARY SCHOOLS FOR BOYS.

1. *Desirability of Scales.*—It is certainly desirable to have a scale or scales of salary. Teachers should have some notion of what they are to expect. But care must be taken that Governors and heads are not committed to too heavy a financial burden. Differences of fees, endowments, grants, prices, rents in different localities make it difficult to calculate exactly; but probably a fairly safe scale of minimum increments of salary could be devised for most schools, leaving as much elasticity as possible in transferences to a higher place on the scale, and extra payments for special services.

2. *Sex and Marriage.*—Scales for men and women should differ, because a man usually has more depending on him than a woman has on her, and in general a man should have a higher salary. As to marriage, starting salaries and early increments should be as generous as possible, to encourage marriage, but I rather doubt the wisdom of giving a special increment on account of marriage. The income tax should be made lighter for professional men with families.

3. *Initial Salary.*—Training after a degree (or before it) is certainly to be encouraged; the profession and the schools would gain; but hard and fast rules might give trouble. Generally, I think that training and experience should count on a scale; but degrees, diplomas, and even testimonials may be misleading, nor is it easy to assess these things in terms of money. So much depends on personality. Given a minimum scale, a head should be left free to transfer to a higher place on the scale, or to give special payments, according to his estimate of a teacher's capacity. If a new teacher is above the usual age of beginners on the staff, allowance should be made in fixing his salary, at any rate after a period of probation.

4. *Increments.*—I prefer annual or biennial increments up to a certain period, followed by increments at longer intervals. As a method of rewarding merit or checking incompetence, an efficiency bar in the scale seems too mechanical; if a teacher is not efficient he had better go. I find it difficult to devise any means of grading a staff without considering functions. The best method of rewarding merit beyond the scale, if there be only one, seems to be by appointment to posts of special responsibility carrying higher emoluments.

5. *Headmasters.*—A headmaster's responsibilities are great, and his stipend should be commensurate with them. In a large school I prefer a fixed salary. In a small school a scale, not too slow in its operation, might be desirable. I am not in favour of payment by capitation, and I dislike any method of payment dependent on profits from boarders. Though I am not prepared to state numerically what the relation of a headmaster's salary should be to that of an assistant, senior assistants and heads of departments and masters giving particularly valuable service, in advanced work or otherwise, should be better paid than they usually are in comparison with headmasters.

6. *Assistant Masters.*—Probably in the management of a large school salaries are in practice paid on a plan which might roughly be described as involving

* A Witness suggested by the Headmasters' Conference.

two or even three scales, arranged according to the value of the work done and the responsibilities undertaken; but if we are considering the matter in relation to a formal and public statement of what is to be expected by a staff, I think that on the whole it would be simplest to state one minimum scale, which should be as generous as possible. Masters with special responsibility and heads of departments should receive additional payments; where such payments are made, the general fact will probably be well enough known without formal publication of exact details, though possibly maximum payments in special cases—e.g., for heads of departments—might be stated.

A probationary period is desirable for all teachers on their first appointment. It should usually be one year, to be reduced in exceptional cases.

For specialist teachers a scale of salary is desirable, if the teachers are permanent.

7. Part-time Teachers.—The remuneration of part-time teachers should be fairly liberal, for the time taken up in going to and fro must be considered. Provision for increments from time to time should be made.

Mr. R. F. CHOLMELEY,* Headmaster of Owen's School, Islington.

SCALES FOR ASSISTANTS IN SECONDARY SCHOOLS.

1. Advantages and Disadvantages.—On the general question of scales I should like to premise that no one has ever yet made out what the staff of a Secondary School ought to cost in a normal way. When they are considering the adoption or otherwise of a scale, the Governing Body cannot calculate what its ultimate cost to the school will be. The one thing certain is that the cost will rise over a series of years. The financial position in an Endowed School thus becomes precarious, if it adopts a scale; if a scale is imposed by an outside authority the independent position of the school is endangered. The introduction of a scale means that the school must be able to look forward to an expanding income over a series of years.

Yet the absence of scales and, in consequence, the absence of any secure prospect in the profession, undoubtedly is among the causes which deter promising boys from entering it. In the period of eight and a half years that I have been headmaster of Owen's School for Boys I have not come across a single instance of a boy of first or even second class ability desiring to become a teacher in Secondary Schools. Yet this school has always a large number of London County Council scholars and other boys from among whom the teaching profession should draw promising recruits.

The introduction of a scale in London has shown another important and interesting feature. If incomes rise beyond their original expectation, masters tend to stay on too long, and the staff tends to become dangerously immobile. Since I have been at Owen's School (eight and a half years), of 26 masters normally upon the staff only 13 left between 1909 and 1917, one owing to death, one to become a headmaster, and almost all the others after a stay of four years or less. Some among them left because they were advised to leave. An able assistant may become a headmaster, but it should be noted that very many headmasters in the country (if the calls upon their income are taken into account) are worse paid than an assistant master in London. This immobility of staff, caused in some measure directly by the scale, presents a serious problem.

Yet in the general interests of the profession I am strongly in favour of scales. Their advantage is that the sum available can be so distributed over the years of service of the teacher as to produce a reasonable correspondence between the amount received at any given time and the teacher's proficiency and his natural requirements; especially those involved in marriage and the bringing up of children.

2. Variations in Scales.—The variations in scales should be as few as possible; to have more than two scales in a school, unless there is a very large staff, seems to me undesirable. On the other hand, if there be one scale only in a large school, it may be necessary for financial reasons that some masters should hold terminable posts not on scale. Provision should be

made upon the scale for special posts, e.g., vice or second masters, heads of departments, etc.

3. Nature of Scale.—The distribution of a total sum of money over the full period of a teacher's service should in my opinion be directed to putting the teacher as nearly as possible in the position of a fairly successful man or woman of business, having regard to the superior security of the teacher's position. The objection to most existing scales is the length of time which must elapse before the maximum is reached (where the maximum is at all adequate): this should in my opinion be somewhere about the thirty-fifth year, but the provision of an equal rise to, say, 35, followed by a slower rise afterwards is attractive. There is a good deal to be said against a man's coming to the end of his prospects at too early an age.

The initial salary should be comparatively low: it is the prospect that matters. I do not, however, consider that the minimum of the London scale (£150) is sufficient to get the type of man required.

Increments for assistants should be awarded automatically at fixed intervals. Quite small increments at short intervals are not to be recommended. I regard £10 as a minimum increment. The award of increments by recommendation tends to injure the relations between the heads and assistants. A headmaster's criticisms have a very different aspect if they are in danger of being translated into £ s. d. A teacher who is good enough for a post should be considered entitled to the normal increments belonging to that post.

I feel very doubtful about the desirability of bars in the scale. I have no experience which would lead me to approve of them, and I have a little which points the other way. Generally speaking, I do not believe in using economic pressure to reinforce criticism or stimulate effort.

4. Probation.—I am in favour of a probationary period for all new appointments. A period of one year should be, but is not always, sufficient. Masters vary in the time which they take to settle to their new work.

5. Teachers of Special Subjects.—A lower rate of remuneration for full-time teachers of Special Subjects ought not to be considered a permanent feature of our educational system. The aim should be to have all such subjects taught by teachers of equally high general qualification with the rest of the staff. As far as possible, teachers of Special Subjects should be members of the permanent staff, and be paid at the same rate as other teachers. I can see no reason whatever why a teacher of Physical Exercises or Music should not be allowed to hold a permanent appointment.

6. Part-time Teachers.—The remuneration of part-time teachers should be so arranged that a teacher working part-time in several schools for such a total number of hours as to make the ordinary full-time table may be, so far as possible, in a position of a whole-time teacher. There is no sufficient reason why such teachers should not enjoy normal increments of salary, in order to be entitled to the customary protection in respect of notice before dismissal.

HEADMASTERS.

7. Disadvantages of Scales.—I see no advantage in a scale for headmasters. It is much better that heads of schools should move on if they are elected young. The tendency at present is for them to remain in one post too long. If they are elected past middle age their financial responsibilities would, presumably, have reached a condition of stable equilibrium.

8. Capitation Fees.—Part payment by capitation fees is unfair, and may be demoralising. The theory on which it is based is obsolete.

9. Boarders.—No headmaster or headmistress should depend for any part of his or her income upon profits from boarders. It is doubtful whether a headmaster ought ever to be responsible for a boarding house, except in schools of less than 100.

10. Salary Ratios.—The relation between the maximum salary of heads and assistants must vary with the size and importance of the school. I think that the salary of the head should, as a rule, be not less than twice nor more than three times that of the senior assistant.

* A Witness suggested by the Headmasters' Conference

Mr. D. V. JOHNSTON,* Headmaster, Intermediate School, Newtown, Montgomeryshire; Mr. R. W. JONES,* Headmaster, Lewis School, Pengam, Cardiff; and Miss M. A. VIVIAN,* Headmistress, Intermediate School for Girls, Newport, Monmouthshire.

ASSISTANTS IN SECONDARY SCHOOLS.

1. *Advantages of Scales.*—Scales of salary are desirable with certain provisos. They serve to define the prospects attached to particular posts which, if rendered sufficiently attractive, should tend to improve in quality and number the supply of candidates entering the profession. Each increment should be given on the recommendation of the head.

2. *Variations of Scales.*—The minimum salary for men and women should be identical, but the maximum for men should be higher. The increment should be the same in each case until the maxima are reached. This is the view held by the majority of the Welsh County Schools Association; a minority would favour a higher initial salary for men than for women. The Association offers no opinion on marriage as affecting salaries, but considers it a pressing question for legislation.

As a general rule short scales with comparatively large increments should be adopted. No difference in the amount of increment should be made on account of qualifications, but such considerations should be met by variation in the initial salaries. Previous experience should always be taken into account. No variation in increment should be made on account of the subject taught.

Where possible, there should be a certain number of more highly paid posts, e.g., heads of departments, to which assistant teachers can be promoted. Due recognition should be given in making such appointments to professional skill and personal influence, as well as academic qualifications. The post of senior master or mistress should carry certain additional emoluments. Special recognition of merit should be made by acceleration of increment, on the recommendation of the headmaster, and should be possible under all scales.

Salaries in rural schools should approximate in value to those in town schools, having regard to local conditions.

3. *Probation.*—Definite appointment to post should be made after a satisfactory probationary period. This period should, as a rule, be one year.

HEADS OF SECONDARY SCHOOLS.

4. The system of part-payment by capitation fees should be discontinued in future appointments, and the incomes of the headmasters and headmistresses, in view of the importance of their positions, should be such as to compare more favourably than at present with the incomes of men and women in other professions. The salary of the chief assistant should as a rule reach a maximum equal to about 50 per cent. of that of the head.

POSITION OF WELSH SCHOOLS.

5. The Witnesses explained in general terms the circumstances of Welsh Secondary Schools, including their position and means of support. They emphasised the fact that as a whole salaries for both heads and assistants were markedly lower in Wales than in England. Scales of salary were almost non-existent except in the largest schools. They attributed the lower salaries partly to local poverty, and partly to the fact that most of the schools were small schools, and not to any unwillingness on the part of the Authorities to use their rating powers in support of the schools. They thought it hardly possible that one single scale would meet the needs of all the schools, because of differences in the cost of living (in Cardiff, e.g., living was considerably dearer). As to short scales with large increments, they thought that the views of their Association were much influenced by the fact that the total money available was strictly limited. Their main desire was to secure a reasonable

living salary by the time a teacher reached the age of 30. If this be secured and still leave room for increments beyond, they had no doubt that a longer scale would be welcomed.

The lower salaries prevalent in Wales produced frequent migration. Welsh teachers naturally sought posts where better salaries were offered. When a teacher migrated from one school to another, previous service should certainly count at its full value.

Miss E. M. DEBENHAM,* Assistant Mistress, Municipal Secondary School (Girls), Ipswich; Mr. H. SHOOSMITH,* Assistant Master, Technical Institute, Wandsworth; and Mr. W. J. STAINER,* Headmaster, Municipal Secondary School for Boys, Brighton.

GENERAL.

1. *Complexity of the Problem.*—The whole problem of the equitable allocation of salaries to teachers in public institutions for higher education is one of a very high degree of complexity, involving as it does consideration of many subjects, among which are the nature of the institutions and the efficiency and sex of the teacher. Public institutions for higher education other than Secondary Schools present features peculiar to themselves, on account of their great quality-range. In their highest development they should be colleges of university rank, whilst many at present cater for a class of student with qualifications below the minimum required for university matriculation. Many of the considerations set out below are as applicable to these institutions as the public Secondary Schools for which they are initially intended.

The efficiency of a teacher is probably a function of at least three important variables, any one of which may have a high degree of variability. It is influenced largely by his academic education, by his training, experience and ability in teaching, and by his own personality, the last named probably being not the least important in determining his fitness for his work. So far as can be seen, the absence or weakness of any one of these three cannot be fully compensated for by the presence, even to an extraordinary degree, of any other.

2. *Desirability of Scales.*—Scales of salary are desirable because they make it possible for an individual, when undertaking financial responsibility, to forecast his income for some years in advance with a reasonable degree of accuracy. It is also probable that the prospect of foreseeing the future with some certainty may attract entrants to the profession. Without scales, teachers would fail to obtain that security for the future upon which so much of the real efficiency of their work depends, while the settlement of their economic status would be in the hands of a public authority whose actions are too often determined by considerations other than that of the efficiency of the institution.

3. *The Construction of Scales.*—In arranging scales of salary regard must be paid to various points.

(a) *Academic Qualifications.*—The minimum qualification for appointment upon the staff of an institution for higher education should be a degree of a British University, or its equivalent, except in the appointment of teachers of certain subjects for whom university training may be obviously unnecessary. For a form master or mistress, as a general practitioner, it is probable that a good pass degree is of more value than an honours degree in some subject or subjects; for the specialist, the honours degree is of undoubtedly greater value. But even here much more depends upon the history of the teacher after graduation than upon the nature of the degree taken at the outset of career. A teacher who, building upon the secure foundation of a good pass degree, has afterwards by study or research made some subject his own, is probably of more value on the staff of the institution than many another whose degree is initially of higher value, but who has not made so considerable a progress since the date of graduation. Much depends, too, upon the status of the University granting the degree. Finally, many excellent

* A Witness suggested by the Welsh County Schools Association.

* A Witness suggested by the Secondary Schools Committee of the National Union of Teachers.

teachers may conceivably have made good, in spite of the absence of a university education, by having taken other courses, less regular, but equally calculated to secure efficiency. A non-graduate teacher of modern languages, with long residence in the countries the languages of which he teaches, may be a valuable member on the staff of any institution for higher education. At the present moment the staffs of many such institutions include members who are not qualified by graduation, but who have in many cases rendered long and efficient service. With a view to the most effective administration it would seem wise that such teachers should receive great consideration in the adjustment of salaries upon a uniform scale.

(b) *Training.*—Though existing facilities for the training of teachers are still limited, this in no way modifies our opinion that professional training in a college is an important factor in the equipment of a teacher, and should be adequately recognised in every scale of salaries by appointment at an initial salary in advance of the minimum. It is greatly to be desired that all existing and future Training Colleges should be brought into close connection with a University.

(c) *Experience.*—Teaching experience should always be recognised in allotting to a teacher his place on any scale. The precise monetary value of such experience should depend upon its nature, but, unless it be clearly not equivalent to experience in the school to which he is about to be appointed, it should be allowed as fully equivalent to work in the appointing institution. There should be no hindrance in the way of transfer from one Authority to another.

4. *Length of Scale.*—Scales should conform to the principles laid down above, and should be sufficiently elastic to allow of the variations there recommended. The following observations refer not so much to the total sum of money to be received by the teacher through his whole professional career, as to its distribution to the greatest advantage throughout his career, having regard to his needs and responsibilities:

If to a scale of years a curve could be drawn showing the probable economic liabilities of a man throughout his working life, the same curve could be made to indicate roughly the wisest distribution of his emoluments. In the normal case, a man enters upon his professional work at about 23 or 24 years of age. He probably marries at 27 or 28, and his financial obligations probably increase continuously through a number of years, reaching their maximum between 40 and 50. These considerations would suggest that the most efficient distribution of increments allows the maximum of the scale to be reached at about 40 to 45 years of age.

Although the same considerations do not obtain in the case of the normal woman, it would probably be wise if the graph of distribution for women were parallel to that for men. Consequently the normal maximum for both should be reached about the age of 40.

5. *Increments.*—Increments should be awarded annually, unless an adverse report of a substantial character is made by the head teacher. Such a report should be subject to appeal. The adoption of this practice would render unnecessary the application of any bar, inasmuch as pronounced inefficiency would be dealt with at any stage, while the evils associated with a bar would be avoided. The normal maximum should be an amount sufficient to recognise adequately the responsibilities undertaken at the date at which such maximum is payable, and should have regard to the cost and labour incurred by the teacher in reaching that stage.

6. *Probation.*—In the case of new entrants there should be a period of probation, say of two years; and if at the end of that period the work of the teacher should be obviously unsatisfactory the appointment should be terminated, as it is clearly not in the interests of the pupils that an incompetent teacher should be retained, even at his then existing salary. The period of probation should count on the salary scale.

HEADS OF SECONDARY SCHOOLS.

7. *Payment by Scale.*—In the case of heads, payment of salary by a scale applicable to the particular school is desirable. Whilst the emoluments should bear some suitable relation to the number of pupils in the school, payment either in whole or in part by capitation or by profits on boarders is undesirable, since the income of the head would then vary with fluctuation in numbers which are not under his control. He should have no incentive to admit or retain pupils on other than educational grounds.

ASSISTANTS IN SECONDARY SCHOOLS.

8. *Remuneration.*—Inasmuch as it is assumed that assistants are taking appointments at the commencement of their professional career, or soon afterwards, it is possible to arrange for a definite scale, which, under existing conditions, should not be lower than the following:—

For masters: £200, rising by annual increments of £20 to £500, and with special responsibility to £600.

For mistresses: £180, rising by annual increments of £15 to £400, and with special responsibility to £500.

Increments should be annual, and equal from the minimum to the normal maximum. A scale so constructed would be short, with comparatively large increments. The size of the school does not appear to be adequate reason for variation in the remuneration paid to form masters.

9. *Special Responsibility.*—Wherever a teacher undertakes work to which special responsibility attaches it should be recognised by an increase of salary.

10. *Teachers of Special Subjects.*—The salary of a full-time teacher of a Special Subject at the normal age at which a form master would commence work, say 23 or 24, should in no case be less than the minimum of the normal scale. But any variation from the scale below or above the normal minimum should depend upon qualifications, training and experience. We desire for posts as teachers of Special Subjects well-educated teachers. Matriculation should be a reasonable standard to demand as a guarantee of good general education. In cases where their special training ranks below degree standard, they should start at a point below the normal minimum of the scale, and in some cases proceed only to a lower maximum. Among present teachers of Special Subjects there are some, falling below the standard we desire, who would not be placed upon the normal scale.

11. *Part-time Teachers.*—The payment made to such teachers should depend upon the character of their work and the qualifications required. It should be greater than the amount paid per hour for full-time work of like character.

12. *The Locality Factor.*—It is desirable that additions should be made to any national minimum scale to cover unusual local expenses, such as may be incurred by house-rent, rates, &c., but the assumption is made that the scales of salary applicable to a school do not in any way depend upon the fees chargeable to the pupils, or to any other local variations in the character of the school.

13. *Migration.*—A teacher on scale migrating from one school to another should certainly not suffer. Previous experience should count at its full value. Migration is desirable, and should be made easy. It is a teacher's means of gaining a wider experience.

14. *Application of the Scale to Existing Teachers.*—It is most important that, in any changes made in connection with salaries, the interests of existing teachers, now working often under discouraging conditions, should be fully safeguarded.

Additional evidence by Miss DEBENHAM.

There is at present too great a disparity between the salaries of head teachers and those of assistants, but a head teacher should be well paid. In most cases the salary of a head teacher should not exceed by more than 50 per cent. that of the most highly paid

assistant in the same school. There are however some schools, both small and large, in which this proportion would not be adequate.

Additional evidence by Mr. SHOOSMITH.

1. The difference between the present salaries of many headmasters and those of their most highly-paid assistants is certainly excessive, though the head's salary should be high. In small schools the head should receive, as an initial salary, the same salary as the chief assistant, plus an extra sum for his duties as head. In no school should a head's salary exceed that of the chief assistant by more than 50 per cent.

Though the function of the head is obviously important, yet the standard of work in a school depends more than is usually supposed on the work of the assistants, and it is by them, rather than by the head, that the status of the profession is judged. Though a head has extraneous duties, those of a responsible assistant are also numerous.

2. I am opposed to any bar in the scale. As a means of checking slackness a bar is not effective. The slack man has his own way of getting round it. The requirement of satisfactory service before the granting of the ordinary annual increment is in itself a constant and sufficient bar. Any further bar places the teacher to some extent at the mercy of local economic conditions; it establishes the wrong relations between the teacher and the inspector, emphasising the condemnatory instead of the helpful function of the latter; it is not paralleled in the salary schemes for headmasters and inspectors; it prevents a teacher from forecasting his income when undertaking financial obligations; it is thereby a deterrent to the best type of entrant, and it is certainly professionally degrading.

3. Increments should be automatic, but the headmaster should have the power of suspending an increment by a written adverse report. In such a case the teacher concerned should be at once informed and given the reason, and should have the right to appeal to the Governors. Their decision should be final.

To submit annual reports upon every teacher is unnecessary. It should not be considered needful to show why a teacher should receive an increment, but rather why he should not. Any enquiries from the Governors could be dealt with when the increments were under consideration.

Additional evidence by Mr. STAINER.

1. A headmaster should in all cases receive substantially more than the most highly paid assistant in his school. I find it difficult to hit on a numerical proportion. A headmaster's work is so varied and so responsible that its value is difficult to assess. It varies much with the size of the school, and the larger the school the more onerous it is. This seems to justify a higher salary for a larger school. I agree however that the disparity sometimes now existing between salaries for heads and assistants is too great.

2. I think that honours graduates should start at an initial salary above that of the ordinary scale, and proceed by the same increments to the same maximum. The minimum of the ordinary scale would thus be moveable, on the advice of the headmaster.

3. I am not in favour of any bars in the scale; a report by the headmaster to the Governors would be sufficient. I think such a report should be given in every case when increments are considered; if the headmaster is only expected to report when he desires to stop an increment, there is a danger that he will let things slide, to the detriment of the school. There are, too, men here and there who ought never to reach the maximum. The headmaster ought to have the power to stop an increment permanently, if need be. In all such cases the teacher concerned should be informed of the reason, and have the right to appeal to the Governing Body, whose decision should be final.

Mr. W. JENKYN THOMAS,* Headmaster of Hackney Downs School.

HEADMASTERS OF SECONDARY SCHOOLS.

The views that I express are personal, and my Association is not committed to them.

* A Witness suggested by the Incorporated Association of Headmasters.

1. *Scales of Salary.*—I am entirely in favour of scales of salary for headmasters as well as for assistant masters. The need of greatly augmented salaries for assistant masters is now generally recognised, and I need not dwell upon it. The need for increased salaries for headmasters is not generally recognised, but it is, in my opinion, equally urgent. A large number of headmasters, particularly of small endowed schools and of schools provided by Local Education Authorities, are badly underpaid.

2. *Present Salaries.*—I may perhaps be allowed to quote from a memorandum recently presented to the Lancashire Education Committee by the headmasters of Secondary Schools in that county: "Most headmasters entered the teaching profession, believing it to be a profession, but soon found it was something more, and that they had adopted a calling and a vocation in life. We have a very high opinion of the importance of our work, and of the dignity of our positions as headmasters. These positions involve many social and civic obligations, which simply cannot be carried out or fulfilled on salaries between £300 and £400 a year. Many headmasters, unable financially to hold their own with their friends, who are members of kindred professions, have, not from choice, but of sheer necessity, to live lives of comparative seclusion: such seclusion is bound to detract from the civic influence of the headmaster, and also from his personal efficiency: e.g. most Lancashire headmasters are debarred by consideration of expense from attending the headmasters' annual conference in London, and some are even unable to give their own children the educational advantages they themselves had."

The smallness of the salaries attached to the headmastership of so many Secondary Schools prevents a large number of assistant masters, who are very well qualified to be headmasters, from applying for them. If good men are to be attracted to the teaching profession, and the best of them are to be attracted to compete for headmasterships, it will have to be generally recognised that headmasters should be paid not less than civil servants of the first division.

It is not right and proper that a headmaster should be obliged to ask personally for an increase of salary. In many cases where an application for an increased salary has been made it has been the source of friction between Governing Body and headmaster, and a matter for public discussion in the local press:

3. *Capitation; Profits on Boarders.*—I am strongly opposed to part payment either by capitation fee or by profits on boarders. It would appear that these are evil legacies of the Schools Enquiry Commission of 1868. The Commissioners found the country covered with schools, often very inefficient and generally half empty. The remedy which they proposed was the application of the spur of competition. They directly advised that the salaries of headmasters should depend chiefly on capitation fees, and they viewed with favour the payment of headmasters and assistant masters by large profits on boarding-houses. Both recommendations were carried out. The first has tended to make numbers, rather than efficiency, the standard of success. Further, there is a temptation not to reject pupils who are not properly qualified for admission. The second has led to still greater evils. Endowments have been gunk in boarding-houses, the majority of which have never been filled. The number of boys whose parents are prepared to send them from home is not great. Except in a few chosen schools, the number of boarders has probably not increased appreciably from 1868 to the present time. The competition for boarders has led to many abuses, such as the payment of commissions to agents, and advertisements of an unprofessional character. The position of many headmasters as tenants of school boarding-houses is very unsatisfactory. The fixed salary does not bear a proper relation to the size of the house, or house and grounds, to be occupied, taking into account the small number of boarders, the lack of prospect of increase in their numbers, and the low fees obtained from them. Charges are made upon the occupation of the house, either as rent, or payment of rates and taxes, or as a capitation on boarders payable by the headmaster to the Governors. The establishment expenses, including the necessary service for both house and grounds, form an insupportable charge upon the headmaster's financial resources. Finally, the lack of option as to residence forces headmasters into the unwilling position of poor men who

are occupants of larger premises than their incomes warrant.

The headmastership of many schools with a boarding-house is an insidious form of speculation at present, and I have known of cases where the appointment has been decided, not on the grounds of efficiency and suitability, but after consideration of the amount of capital possessed by the applicants, and their prospects of attracting boarders.

4. *Size of School.*—Headmasters of large schools, in view of their greater responsibility and heavier work, should proceed to a higher maximum than headmasters of smaller schools.

ASSISTANTS.

5. *One Scale or More?*—I would answer "one scale," whatever the size of the school. I do not wish to contemplate the admission of non-graduates to the staffs of Secondary Schools. Even with the present facilities for higher education, a degree should be regarded as essential. But I do not think that all assistant masters should start at the bottom of the scale. A man with a first class degree should start higher than a man with a pass degree. A slightly higher initial salary should perhaps be given to a trained man than to an untrained, but in my opinion the success of the present system of training is not so great as to warrant much difference. Previous successful experience should be fully recognised. Teachers to whom special duties are assigned, e.g., head of a department, should proceed to higher maxima, for it is of supreme importance to make the teaching profession attractive to men who will not become headmasters. Special allowances should be made in places where house-rent and the cost of living are exceptionally high.

6. *Initial Salary and Maxima.*—The amount of the initial salary, which would of course be a good living wage, is of less importance than ultimate prospects. If maxima remain at their present level, teaching will not be able to compete either with other professions or with business. However, salary is not everything; general conditions of work count for much.

7. *Increments.*—Increments should be annual and subject to veto, but I am not in favour of a bar in the regular scale. Increments should be so calculated that a master will reach the maximum of the regular scale by the time he is about forty years of age. This corresponds with the actual necessities of family life.

8. *Probation.*—There should be a probationary period, of which use ought to be made unhesitatingly. A year is as a rule sufficient, and should count on the scale.

9. *Full-Time Teachers of Special Subjects.*—These should be on the same scale as other members of the staff. It is important to attract teachers with a good general education as well as a knowledge of their special subject. This can only be done by putting them on the same status as other members of the staff. Such subjects as Physical Exercises (including, as it should, work in close association with medical inspection) are of increasing importance to a school.

Mr. H. WAITE,* Headmaster of Wandsworth Technical Institute Secondary School.

SECONDARY SCHOOLS; GENERAL TOPICS.

1. *Introductory.*—Public institutions for higher education (other than university institutions) are so diverse in the character and standard of their work that the salaries of the teachers employed in them present a most complex problem; that problem can only be solved by considering in some detail the nature and importance of the work of certain typical institutions, the necessary qualifications of the teachers, the social position they may be expected to maintain, and the various conditions, professional and otherwise, to which they should conform.

The totally inadequate remuneration of the large majority of teachers is chiefly responsible for the present unsatisfactory attitude adopted towards the teaching profession by the general public. It is,

however, admitted on all sides that the national welfare depends to a great extent upon the attainment of a high standard of education, and this, in its turn, depends upon the efficiency of the teachers; hence it is of vital importance to the nation that a sufficient number of highly qualified and thoroughly capable teachers should be obtained. This object can only be attained if the prospects offered compare favourably with those of other professions which are recruited mainly from the same classes of the population.

The evidence which follows is the result of an attempt to apply the general considerations mentioned above in suggesting some of the fundamental principles which should determine the fixing of salary scales for the various classes of teachers concerned. Although the problem is approached from the point of view of the Secondary School, many of the observations and suggestions apply with equal force to other institutions.

2. *Advantages of Salary Scales.*—The value of a teacher's work increases, in general, with his experience, and his emoluments should bear a close relation to that increasing value. A salary scale will enable an individual to formulate his plans for the future, and to undertake duties and responsibilities as a citizen which he could not undertake if his salary were subject to uncertain increments at irregular intervals. A reasonable scale would attract more candidates of high capacity, would raise the status of the profession, and would improve the standard of educational efficiency of the community.

3. *Variation of Scales.*—On the ground that the financial responsibilities of a man are, in general, considerably heavier than those of a woman of approximately the same social standing, the scale of the former should be higher than that of the latter, but the initial salary should be the same and the increments of the same order.

Previous experience in teaching of a similar character should be taken into account in fixing the point on a scale at which a teacher should commence.

The principal duties of an assistant in a Secondary School are generally limited to the teaching of several subjects in one or two forms, or of fewer subjects in several forms, and will vary but little with the size, character and circumstances of the school. The character and circumstances of the locality are important factors in determining the financial responsibilities of the teacher, and should be considered in fixing the salary scale; thus, if a scale were framed as being suitable for the country as a whole, the scales for London and other large centres of population should be substantially higher, each locality being taken on its merits. If it should prove practicable, I am in favour of a minimum national scale for assistant teachers in Secondary Schools.

The scale should bear a close relation to the liabilities which the teacher may be reasonably expected to incur; the increments should be given annually, and the maximum of the ordinary scale should be reached when the teacher is from 40 to 45 years of age. It should provide adequate remuneration for those teachers who are already in the schools, assuming that they are suitable in respect of academic education, professional training and personality.

4. *Migration.*—While frequent changes are not to be encouraged, a certain amount of varied experience is good for the teacher, enlarging his ideas and broadening his views; hence, no obstacle should be placed in the way of a teacher's transfer from one locality to another without financial disability.

HEADMASTERS AND HEADMISTRESSES.

5. *Advantages of a Scale.*—In addition to the advantages mentioned above, it may be stated that the existence of a suitable scale will tend to increase stability of tenure, which is of great importance in the case of a head teacher. It is not good for a school to have frequent changes of headmaster. Although the salary of a head teacher should depend, to some extent, on the size of his school, he should have no inducement to admit any particular pupil on other than educational grounds. Moreover, a head teacher should not be allowed to suffer financially through fluctuations of the population over which he has no control.

In spite of existing custom, it seems beneath the dignity of the position of the head teacher of a Secondary School that his emoluments should be

* A Witness suggested by the London Teachers' Association

derived partly from profits on boarders; neither should the responsibility of catering for a boarding house form part of the duties of a head teacher.

6. *Salary Ratios.*—The position of head of a department in a large school should carry a maximum salary higher than that of the ordinary assistant.

The salary of a head teacher should enable him to maintain a position in keeping with the vital importance of his work to the state, and with the powerful and lasting influence he usually exerts in his locality. He should be able to take part, on an equality with other professional men, in civic and other public activities. This is not always possible, especially with a large proportion of the head teachers of the newer municipal schools. The duties of the head teacher of even a small school are much more varied, and his responsibilities heavier, than those of the head of a department in a large school; the minimum salary of such a head teacher should, therefore, be not less than the maximum of the head of a department. The salary of a head teacher should bear some suitable relation to the size of the school. It would seem reasonable that while the minimum salary of the head of a small school should be fixed as suggested above, the maximum salary of the head of a large school should be at least double that of the head of a department.

ASSISTANTS.

7. *Qualifications.*—The teacher in a Secondary School should be a graduate of a British University; where this condition is relaxed in consequence of the possession of some special qualification, and where the general academic status of the teacher may be regarded as approximately equivalent to that of a graduate, he should be placed on the same scale as the graduate. The teacher with a good pass degree is generally at least as valuable as the honours graduate except in the highest forms, where work of a more specialised nature is undertaken; the same scale should apply to both, but the honours graduate will naturally have the better prospect of promotion to a post of special responsibility with the higher maximum salary which should be attached, or to a headship. If it should prove difficult to get the honours man at the same initial salary as the pass man, I should be willing to allow a somewhat higher initial salary to be offered.

Every intending teacher should be encouraged to attend a course of professional training, which should, for preference, follow graduation, and after a certain date this should be obligatory. In the meantime, the trained teacher should commence at a point in the salary scale higher than the minimum by at least two annual increments.

There are at present many non-graduates employed in Secondary Schools; where a lower scale exists for such teachers as are deemed ineligible for the normal scale, these teachers should have special consideration; and if, on reaching the maximum of their present scale, they should be reported on as being thoroughly satisfactory, they should be allowed to proceed to the normal scale.

8. *Increments.*—Increments should be given annually, and should be automatic except in the case of an adverse report from the headmaster. No increment should be suspended except for proved inefficiency, and in such a case the teacher should have the right to appeal to the Governors. Assuming that all normal increments are subject to satisfactory service, and that cases of inefficiency can be dealt with at any time, the existence of a definite bar at any point of the scale is strongly deprecated.

9. *Probation.*—The course of training should provide sufficient practice in teaching for the unsuitable candidate to be eliminated during that course. This would obviate the need for the formal probationary period which would be necessary in the case of a candidate who has had no professional training.

10. *Teachers of Special Subjects.*—Teachers of Special Subjects whose training is comparable with that of an ordinary teacher, and whose academic qualifications are equivalent to a university degree, should be placed on the normal scale. Teachers of Physical Exercises, whose teaching career is probably shorter than that of the ordinary teacher, should receive special consideration.

(ii) *Headmistresses.*

Mrs E. L. DOORLY,* Headmistress, County School, Twickenham.

SECONDARY SCHOOLS: GENERAL.

1. *Scales of Salary.*—The chief advantages of a scale are that it relieves the teacher from unnecessary worry, and therefore conduces to better work, and that it prevents increments being stopped arbitrarily owing to the economy of the Governors. The chief disadvantages are that it tends to keep ineffective mistresses at a school, and that where all are sure of their increments there is a greater tendency to slackness.

2. *Variations in Scales.*—I am not in favour of any variation of scale on the grounds of sex, unless indeed it were proved that sex is accompanied by some disability. If women are paid a lower salary, the hours of work demanded should be proportionately less. I hold that equal pay for equal work is a principle the establishment of which would benefit the profession all round; would remove an implied slur on women teachers, which many young women are now too independent to tolerate, and so avoid the profession; would obviate the danger of underselling men teachers; and would help to instruct the country that if it wants education it must pay for that, and not expect its doles to the men teachers to be part payment for their teaching work and part for their own services to the State, which is the implication in the present illogical custom.

A scale of salary should vary on the ground of qualifications, training and experience, but not on the ground of date of entry into the service. Late entry would anyhow be penalised in a scale of pensions. Any variation in pay on account of the nature of the subject taught might be left to supply and demand, but special duties of any kind, and especially responsibility, should be considered. The size, character and circumstances of the school should be taken into consideration in forming a scale. Large schools are more exhausting than small ones. Schools in crowded or unhealthy districts should give their mistresses a chance of better holidays, and schools where advanced work is done require a more intellectual type of teacher.

3. *Nature of Scale.*—I am in favour of short scales with comparatively large increments, because they enable insurance against old age to be made at a lower rate, and the increments are given at an age when the recipient is better able to enjoy life. There should be at least three scales for assistants, one for graduates, one for non-graduates and a third for heads of departments. Heads of departments should have a salary considerably higher than that of ordinary assistants, but their salaries will vary somewhat with the size and character of the school.

Increments should be awarded only on the recommendation of the headmistress. This recommendation should not be a mere form; it should at each stage form an efficiency bar. The granting of increments seems the most desirable method of distinguishing teachers. A probationary period of at least one year is desirable.

4. *Migration.*—Teachers on a scale, on taking up work in another school, might expect to lose their last increment, but should not otherwise be penalised; previous service should count at its full value.

HEADMISTRESSES.

5. *Mode of Remuneration.*—I am in favour of a scale rather than a fixed payment, but I am averse to payment by capitation and to part payment on profits by boarders. The former handicaps the head who pleads with parents to leave their child at school for its own good, and the latter is an unwholesome method.

The salary of the head should always exceed the salary of the best paid assistant. The minimum of the head should exceed the maximum of the second mistress by £100, and the maximum of the head should exceed the maximum of the second mistress by at least £200.

* A Witness suggested by the Association of University Women Teachers.

Miss G. FANNER,* Headmistress, County Secondary School, Putney.

SECONDARY SCHOOLS: GENERAL.

1. *Advantages of Scales.*—Provision for dependents, education of children, and adequate insurance are only possible if the future salary is known.

2. *Sex: Marriage.*—One object of a scale should be to correct natural and economic disabilities. I am in favour of equal pay for equal work. There should be no variation in pay unless the work is unequal. There is a tendency to underestimate the needs of women. Women live longer, stop work earlier, and pay higher rates of insurance than men. More often than not they have dependents; a widowed mother lives with a professional daughter rather than with a married son. Women have a higher standard of comfort than men, and are not content to live in lodgings. There is further a danger of women taking the place of men in boys' schools if their salaries are lower. This has happened in America and is beginning here.

The advantage of marriage to the state should be recognised by lower taxation, not by higher salary.

3. *Variation in Scales.*—There should be no variation in the scale either on account of qualifications or on account of subject taught. As in the medical profession, qualifications should be controlled by a register, not by salaries. A year's training should count as a year's experience. If the work of teaching in one subject is more arduous than in another, the hours of teaching should be shorter, but the pay should not vary, unless special responsibility is undertaken.

HEADMISTRESSES.

4. *A Scale.*—Headmistresses should be paid on a scale, not by capitation. Capitation fees are antiquated for the following reasons: education is now a national provision, and there should be no competition between school and school to obtain pupils; the present overcrowding in schools shows that numbers depend chiefly on economic conditions; capitation fees are limited by the size of the building, headmistresses are now obliged to refuse pupils, and hence their income does not increase at a time when increase is most needed; parents accustomed to private schools are apt to think that capitation fees influence the advice which is given.

ASSISTANTS.

5. *Nature of Scale.*—I am in favour of one scale, and only one, for assistant mistresses, except for positions of special responsibility. Non-graduates or untrained assistants should, at the present time, only be appointed if they are more suitable, and eventually they should be eliminated by the Teachers' Register. The danger of false economy by appointing on a lower scale is seen in the appointment of uncertificated teachers in Elementary Schools.

The initial salary should be large enough to induce parents to pay university fees, and enable poor students to pay off debts to college. On these points, a return from the Universities as to the number of students who borrow for fees would be available.

I am in favour of a comparatively short scale with large increments, for example, £150 by £15 to £300. Such increments, reaching a maximum at the age of 35, would enable men teachers to meet the cost of children's education, and women teachers to make a home for themselves and their dependents. The increments should be annual, awarded on the recommendation of the head. Such recommendation should always involve a careful review by the headmistress of the teacher's work, and should make unnecessary any bar in the ordinary scale. It should be noted that greater inducements are needed to secure applicants with the right personality. There has been a marked change during the last ten years in the type of women applying for posts.

6. *Probation.*—There should be a period of probation of one year.

7. *Recognition of Merit.*—Provision should be made for merit by providing special posts, above the ordinary scale, for special responsibilities. For example,

the head of a department, i.e., the senior teacher of a subject, should on her appointment receive an immediate increase of £10, and rise to a higher maximum, say, £350; and the senior assistant mistress, who in a large school has large responsibilities, should on appointment receive an immediate increase of £20, and rise to a higher maximum, say £400. Such special posts should be allowed at the rate of one for, say, every 100 pupils in a school, that is about one post in every six. The extra remuneration which the post carries should begin when the duties are undertaken, and not, as in London, be deferred until the teacher concerned has reached the maximum of the ordinary scale. Such posts as these are needed in order to make the work of assistant teachers a career in itself.

8. *Teachers of Special Subjects.*—These should be paid on the same scale as other teachers, but it is important to insist on a three years course of special training. These teachers should be equal in education and personality to the rest of the staff, and should be able to take their part in the social life of the town.

9. *Migration.*—When teachers migrate from one school to another they should not lose in salary. Previous experience should be counted at its full value.

10. *Other Considerations.*—It should be noted that the cost of salaries to an Education Authority and the value of the salary to the teacher are affected by the arrangements made for (a) pensions, conditions of which vary, and may in some cases involve the taking out of a second policy; (b) terms of grace; these should be allowed everywhere at the rate of one term in five or seven years, according to the subject taught, and when instituted will add considerably to the cost of the salaries; (c) secretaries; large schools need two secretaries, one of whom can relieve the staff of mechanical work, for example, printing examination papers, etc.

Miss M. E. LEWIS,* Headmistress, High School for Girls, Southend-on-Sea.

SECONDARY SCHOOLS: GENERAL.

1. *Advantages and Disadvantages of Scales.*—The publication of scales informs intending teachers of the financial prospects of the profession, and emphasises the importance of securing the highest qualifications possible. It enables teachers to make provision for insurance, education of children, etc., and minimises dependence on the personal good-will of the head, Governors or Local Committee. On the other hand, a scale may not be readily adjusted to meet changing conditions, and may not sufficiently recognise outstanding merit.

2. *Variations in Scale.*—Sex.—There should be equal pay for equal work, but women should work shorter hours, and the size of the staff in proportion to the number of pupils should be larger in a girls' school than in a boys' school; therefore the women's remuneration would be less. Marriage should make no difference in the scale.

Qualifications.—Variation in the scale is desirable in view of the varied length and cost of training; of the age at which earning begins; and of the standard of qualifying tests. But in considering the necessary cost of preparation for the profession, no account should be taken of subsidies from the state, any more than of scholarships. I should prefer two scales, (1) for graduates and teachers of Art with the highest qualifications, and also of Domestic Economy, Physical Culture (3 years course as minimum); (2) for teachers of Domestic Economy and Physical Culture with lower qualifications, and holders of the Froebel Certificate or Higher Local Certificate with training. Teachers on scale (2) should be able on grounds of merit to be transferred to the higher scale.

I would have no variation for pass and honours degrees. A good pass may be better than low honours. A teacher with a high honours degree may rise to a higher maximum as a head of department or in connection with an Advanced Course. I would allow a rather higher initial salary for a graduate who has had a year of training in addition to her academic course; but I would make no hard-and-fast

* A witness suggested by the Association of Headmistresses.

* A witness suggested by the Association of Headmistresses.

rule for later appointments, since the value of training decreases with gain in experience.

Migration.—In case of migration, each year of previous experience should count as one in the new service, except that a single year in any service should not count, other than the first year of experience.

Probation.—There should be a period of probation lasting one year.

Special Duties.—In all big schools there should be posts of special responsibility, to give scope to teachers who do not wish to become heads. Such posts might involve the co-ordination of the work of teachers of the same subject, choice of books and classification of pupils. For these posts there should be extra remuneration on appointment or promotion: a higher maximum alone is not sufficient. A first assistant master or mistress should receive extra remuneration on appointment, and rise to the maximum by larger increments than an ordinary assistant.

Size and Character of School.—From the Governors' point of view differentiation might seem necessary for a small school, unless it has high fees or higher government grant, because expenses are heavier in proportion for a small number of pupils than for a larger number. But from the teacher's point of view there should be no differentiation. Where the staff is small, each member of it has a large share of supervision in and out of school (games, etc.) and a greater variety of subjects to teach to an advanced standard, while classes are less well graded. On the other hand there is a danger in a big school of a teacher losing individuality, and becoming part of a machine; nervous strain is greater; classes are larger and correction heavier. This should be counter-balanced by lighter teaching hours.

Boarding-schools.—So far as a boarding-school involves no house duties, there is no need for a different scale. But if there is responsibility for pupils beyond the class-room, the remuneration should be higher in proportion to the time involved.

Character of Locality.—The cost of living is lower in the country; but the absence of intellectual stimulus makes travel in holidays, holiday courses, and purchase of books essential. A rather lower maximum, but not much lower, would seem to be justified in the country; good teachers, not necessarily of highest academic attainment, are needed as much in the country as in the town. The initial salary should be the same everywhere.

3. Nature of Scale.—This cannot be satisfactorily arranged until the question of pensions is settled. There should be a bar (or bars) fixed in the scale; that is, there should be a point where an ineffective teacher may be told frankly that he has reached his limit in a particular school. While it may be difficult for a head to state a reason for withholding an increment from any one year to another, it is not so difficult at one fixed point to sum up the degree of efficiency and recommend accordingly. A pause in increment might be made at that point until some further qualification had been gained or a holiday course attended; or a young teacher of good qualifications might be persuaded to seek a post of higher responsibility in another school.

4. Reward of Merit.—Provision should certainly be made for rewarding merit by promotion to posts carrying emoluments above the ordinary scales. The following figures illustrate the relation which such posts should hold to the ordinary scale on the one hand and to the head's salary on the other:—

Ordinary assistant from $\frac{2}{3}$ to $\frac{3}{4}$ of head's salary.

Head of department from $\frac{3}{4}$ to $\frac{5}{6}$ of head's salary.

First assistant or head's deputy from $\frac{3}{4}$ to $\frac{5}{6}$ of head's salary.

In a small school there would be no heads of departments, and a first assistant's responsibility would be less; her salary need be not higher than $\frac{3}{4}$ of the head's salary.

5. Part-time Teachers.—The remuneration of part-time teachers should be higher than that of full-time teachers, in view of wear and tear, time involved in journeys, difficulty of fitting in lessons at other schools, insecurity of tenure and absence of scale.

HEADMISTRESSES.

6. Remuneration.—I prefer a scale, because the head's salary should rise with her efficiency; her interest in the locality grows with years, and the claims on her purse also increase. A fixed salary does not allow for adaptation of remuneration to work done, e.g., if the school grows rapidly.

If payment is partly by capitation fee, this should be a very small part of the total salary; the bulk of the salary should be guaranteed, so that the head may be able to plan for the future. Her salary should be independent of housekeeping profits.

The salary of a head should vary with the size of the school. Schools should be graded according to size for this purpose, as in the London scale.

OTHER CONSIDERATIONS.

7. Grace Terms.—There is urgent need for providing teachers with some opportunity of recovering mental freshness; either by spending a term at a University in pursuing a definite course of study or in research, or by travelling abroad to visit schools, etc., or by residence in a foreign country for the sake of the language. If a term off at full salary could be secured to all secondary teachers at the end of the first six or seven years in any service, the intellectual life of both teachers and schools would be stimulated.

8. Pensions.—A pension scheme is essential. Relief from anxiety as to financial position in old age is vital to teachers.

9. Hours of Work.—Some attempt should be made to standardise the number of hours of work per week expected of men and women teachers, inclusive of preparation of lessons, corrections and supervision. I think that it is chiefly in respect of compulsory attendance on the school premises that women's hours should be shorter than those of men. There should be provision of at least one free afternoon, other than Saturday, for every mistress, and of two free afternoons in big schools whose regular session does not end till four o'clock. The afternoon is the most convenient time for a woman to seek the social intercourse which she needs if she is to keep herself fresh and in touch with ordinary life.

Miss L. A. LOWE,* Headmistress, Girls' High School, Headingley, Leeds.

GENERAL.

1. Scales.—A scale for salaries is advisable, provided that it is not too rigid. In fixing the lowest figure for the initial salary, it should be remembered that most teachers should start above this point.

Equal pay for equal work is the only basis that will work fairly in the interests of both men and women. It may be advisable to consider, in view of health, domestic claims, etc., that as a whole women should not undertake quite as much work as men, e.g., 11 or 12 women might undertake the work of 10 men, and the staffing of a school might be arranged on these lines, but the principle of equal pay for equal work would not be sacrificed. Qualifications—degree, training, previous experience—should be taken into account, but it should be possible to transfer the non-graduate or the untrained to a higher scale, on evidence of special merit. If there were one scale only for assistants, the moveable initial salary would enable differing cases to be met, though on the whole I prefer two scales with great facilities for transference from the lower to the higher. Salaries should not vary in relation to the subject taught, if the subject is an ordinary school subject, but rather in relation to qualifications and the responsibility of the post. Therefore heads of departments should be placed on a higher scale.

The scale should be affected to some extent by the size of the school, but chiefly with regard to heads of departments, as these fill a most responsible position, and the post is more arduous in a big school, especially where the pupils stay until eighteen or nineteen years of age. The scale should also be somewhat higher where there is much advanced work, but it should not vary with the locality. Great care should be taken not to penalise in regard to salaries the schools which work under difficult and disadvantageous conditions.

* A Witness suggested by the Association of Headmistresses.

ASSISTANTS IN SECONDARY SCHOOLS.

2. *Nature of Scale.*—I am in favour of a scale (or scales) with comparatively large annual increments up to a certain figure, then a "merit bar," to be followed by similar annual increments up to the maximum. Further, the increments of the first two years of service can be at a smaller rate, especially if the teacher has had no previous experience, for during the first two years of service the teacher has to learn a good deal and is consequently less useful to the school.

The following scale of salary for a graduate illustrates the above:—

Initial salary, £150.

£155 (beginning of 2nd year) by £5 increment to £160 (beginning of 3rd year).

£170 (beginning of 4th year) by £10 increment to £250 (beginning of 12th year).

(Special "Merit Bar.")

£260 (beginning of 13th year) by £10 increment to £300 (beginning of 17th year).

Further increases should be dependent on special duties and special merit.

Increments under scale should be annual and automatic up to and between the "special merit bars" of the scale. At the point of the bar increments should be by recommendation of the head. There should be a probationary period of one year.

There should be provision for rewarding merit, partly by means of a "special merit bar" (or bars) and partly by creation of special posts at rates above the ordinary scale. Thus, there should be a "special merit bar" at one point in the scale for graduates at £250. An earlier "merit bar" might be placed at £200, but all normally good teachers would pass it. A teacher above the average should pass the "special merit bar" at £250 without difficulty. The number of teachers receiving a salary above £250 should not be fixed in any school.

The term "efficiency bar," although it is easily understood, is not very satisfactory; for if a teacher is inefficient, he or she ought not to stay. Some such terms as "merit bar" and "special merit bar" (if two bars are adopted), seem preferable.

3. *Posts of Special Responsibility.*—The post of second in command and of form-master or mistress with very responsible duties (e.g., sixth form mistress in many girls' schools) should carry extra emoluments; so also should the posts of heads of departments; the upward limit to vary according to the responsibility and character of the work. £400 would be a reasonable top salary for very responsible posts of the first type, £350 for posts of the second type. This figure should be reached by large annual increments dating from the time of appointment, and there should always be an immediate large increment on appointment.

The salary of one or two teachers in every school (e.g., second in command and sixth form master or mistress where the sixth is large) should be at the rate of two-thirds (or five-eighths) and that of heads of departments at the rate of half of the salary of the head. Some such arrangement would serve to satisfy teachers who prefer the work of assistant to that of head, and there would be more good openings in the teaching profession. I think, however, that a fixed rate would be a mistake. The above figures are given in order to suggest a suitable relation between the salaries of the head and of assistants in very responsible positions.

4. *Migration.*—Procedure in case of migration of a teacher should depend on circumstances. Teachers should not suffer by transfer; but those who migrate voluntarily might in certain cases suffer pecuniarily (i.e., in the amount of increment) for the first two years of service in a new school, as the usefulness of a new teacher is somewhat limited in scope. It is not advisable or necessary in these days to give definite encouragement to migration, though there should be no hindrance to it. Constant change of post, for sake of change, among young teachers is unbeneficial; on the other hand, migration should not be made difficult for those who will do better work in a new post.

5. *Grace Terms.*—Some provision should be made for a periodical term off with full salary. This should be possible, though not obligatory, about once in ten years, preferably once in seven years. Some such provision is necessary for research, for travel, for

further study, for mental refreshment, and, particularly perhaps, for a widened outlook on life.

6. *Teachers of Special Subjects.*—If a different scale be adopted for graduates and non-graduates, teachers of Special Subjects would come under the non-graduate scale. Up to a certain point length and expense of training should be taken into consideration, but it ought always to be possible to transfer exceptionally valuable teachers from the lower scale to the higher.

7. *Part-time Teachers.*—Remuneration for part-time work should vary according to circumstances. Part-time teachers of ordinary class subjects should be paid at a rate corresponding to what they would have if they were full-time teachers. Part-time teachers of advanced subjects, whose work would be in the nature of individual coaching approximating to the university standard for honours students, should be paid at a higher rate. Part-time teachers of special or optional subjects (e.g., instrumental music) should be paid according to circumstances, possibly on a capitation-fee basis.

8. *Pensions.*—It is taken for granted that some pension scheme will be adopted, in addition to an improved scale of salaries, for the benefit of assistants in Secondary Schools.

HEADMASTERS AND HEADMISTRESSES.

9. *Remuneration.*—If there is a capitation fee, it should be very small in relation to the fixed salary, which should be adequate. The capitation fee should be never more than £1. Where a school is not supported by the rates, but depends on the fees, and where it begins with small numbers and gradually but steadily increases, it is fairer both to the Governors and to the head that the salary should grow proportionately to the income and to the head's duties and responsibilities. A scale dependent on fixed numbers is apt to bear very hardly in cases where the number is just below the figure. This argument would probably not affect schools supported by Local Education Authorities. I disapprove of payment by profits on boarders as it may be subject to abuse.

I think that a fixed salary, together with an adequate Governors' pension increasing in value in proportion to the years of service, would be preferable to a salary on scale.

Miss M. A. VIVIAN, Headmistress, Intermediate.
School for Girls, Newport, Monmouthshire.

(See page 60.)

(iii) Assistant Masters.

Mr. F. T. ADKINS,* Assistant Master, Whitechapel
Foundation School.

SECONDARY SCHOOLS.

1. *Adequacy of Payment.*—The principle underlying all schemes of payment should be that the teacher's income ought to enable him to enjoy the same standard of comfort as men of similar attainments in other walks of life. His means should permit him to associate with educated men and women. In this country, unfortunately, the esteem in which a man is held depends in no small measure upon the extent of his income. The poor man is regarded with something like contempt, and contempt for the educator must inevitably breed contempt for education.

2. *Advantages of Scales.*—I distinguish between a system of local scales and a national scale applicable to all schools in receipt of state aid. Although there are disadvantages in the former system which are absent from the latter, there are certain advantages which they possess in common. A scale, whether local or national, tends to attract men who have formed a high estimate of their duties, who recognise that teaching is an art in which practice brings proficiency, and are therefore willing to let full payment depend upon experience. The fixed salary, or salary without any definite method of increment, tends on the other hand to attract men who do not regard teaching as their final choice of a career, whose thoughts are con-

* A Witness suggested by the Incorporated Association of Assistant Masters in Secondary Schools.

tinually straying to other occupations, and who are not therefore so likely to give to their duties the devotion which modern school life demands. A well-adjusted scale, moreover, recognises that a man's needs increase as he approaches middle age.

3. *Weakness of a System of Local Scales.*—In a system of local scales there is always a danger that men of equal attainment will receive widely different rates of pay in different localities. The scales hitherto found in our Secondary Schools, including even those which have been introduced during the past few months, vary to a marked degree. The war bonuses of 1916-17 were granted on strangely conflicting principles, and the recent allocations of the supplementary grant give proof of anything but unanimous opinion. Moreover, the system which at present exists gives no adequate recognition of previous experience. A man who leaves one Authority to go to another has either to start at the bottom of the scale, or else to be content with a very meagre allowance for service in other schools. Men are therefore sometimes tempted to remain in posts which are uncongenial and, in consequence, unlikely to call forth their best efforts. Furthermore, there have been cases in which men high on the salary scale have been dismissed on grounds not unconnected with economy. The injustice of such a proceeding is manifest; for an Authority which has profited by the services of a teacher in the lower stages of a scale incurs a moral responsibility to pay him the higher salary which time should bring. If such a man is dismissed, except for the gravest reasons, the Authority is leaving a debt of honour unpaid.

4. *The National Salary Scale.*—The only satisfactory solution is a national salary scale, with the same initial salary, increments and maximum for all state-controlled schools, except that an additional allowance should be made in districts where the cost of living is high. The initial salary should be elastic within reasonable limits, so as to admit of appointments made at a point above the minimum, according to the qualifications of the teacher or the needs of the school. A teacher should, in migrating from one school to another, receive full allowance for previous experience, that is, he should retain his position on the salary scale. If a national scale is felt at the present time to be impracticable, endeavour should be made to lessen the existing disparity of payment and to abolish, as far as is possible, the penalty on migration. If the schools are necessary to the state, and the assistant masters necessary to the schools, it is the duty of the state to secure treatment as just and equitable for the assistant masters as for other public servants.

5. *Probation.*—Given a national scale, there should be a probationary period of two years, at the end of which time a man should be placed in one of three categories: (a) approved, (b) rejected, (c) period of probation extended. The approved man should enjoy a security of tenure unfortunately not known in the service at the present time.

6. *Age of Entry.*—The usual age of entry into the profession would be 23 or 24 years. In my opinion the increment period should be from 18 to 20 years, so that a man would reach his maximum by the time he was about 43.

7. *Increments.*—The increments during the probationary period should be comparatively low, say, £10 or £15. The other increments should be larger in amount, say, £25. The increments should be annual throughout, and automatic. Increments might be withheld on the ground of unsatisfactory service, but a statement in writing of the exact cause of complaint should in all such cases be given to the master concerned, who should have the right of appeal to the Authority.

8. *Efficiency Bars.*—I am quite opposed to the principle of efficiency bars at a definite point, or points, on the salary scale. If the annual increment can be withheld, such bars appear to be quite unnecessary. Their utility must at best be strictly limited, as they can obviously not influence the men who have passed them.

9. *Salaries of Headmasters and Assistants.*—The maximum salary of an assistant master should be at least 70 per cent. of the maximum salary of a headmaster. The wide differences to be found at the present time in some schools have no justification. They

are indeed harmful to the profession, for the assistant master, too often doomed to dwell among life's failures, and to live as they live, is thought by his neighbours to be a man of little account, and in consequence finds great difficulty in securing that right to just treatment in matters of tenure and so forth without which his labours cannot be, in any worthy sense of the term, efficient. From this vicious circle of real poverty of life and alleged poverty of mind it is high time we sought to escape.

It is undesirable that a headmaster's income should be derived in part from capitation fees or profits on boarders. Such modes of payment lead to the admission of pupils who are not likely to profit by the instruction given.

10. *Qualifications.*—I hope that in future only registered teachers will be eligible for appointment. An approved course of training is already a condition of registration. If sufficiently high salaries are offered, in all probability only graduates will secure appointment, except of course for subjects like Art and Manual Work, which have their own distinctive qualifications. If it should be decided to pay lower salaries to non-graduates and untrained men, I hope that, in the interests of existing teachers, such discrimination will apply only to new entrants, and not made in any sense retrospective. Long experience and actual success in teaching should at all times be factors of prime importance.

11. *Variation of Scales.*—Generally speaking, the variation of scales should be reduced to a minimum. Assuming the sum for teachers' salaries to be somewhat inelastic, the higher pay given to those deemed worthy of it will come, not from the coffers of the state, but from the pockets of their colleagues. High pay for the few will, I fear, mean an indifferent scale for the many, and an inferior education for all except the most brilliant of our pupils.

12. *Women in Boys' Schools.*—Women employed in boys' schools should be paid at the same rate as the men.

13. *Domestic Responsibilities.*—The rate of remuneration should not depend upon domestic responsibilities. If differentiation upon these grounds be thought desirable, it should be imposed by the state upon men of all occupations, and not confined to one body of public servants.

14. *Character of School and Neighbourhood.*—I can see no reason for variation of scales on account of the size, character and circumstances of the school, or character and circumstances of the neighbourhood, except that a special allowance, as stated above, is needed in districts where the cost of living is high. Boys living in poor neighbourhoods should come under the influence of men whose means provide for some refinement and dignity of living.

15. *Extraneous Duties.*—Where special duties are of such a kind that they cannot be performed in ordinary school hours, they should entitle the teacher to additional emolument. If in any subject necessary exercises cannot, with ordinary diligence, be accomplished in school hours, the teacher should not be expected to give his private time gratuitously.

16. *Grading of Teachers.*—I do not believe in the grading of teachers without distinction of function, that is, on grounds of general efficiency. Efficiency has to be considered in connection with probation, increment, transfer, dismissal and promotion. But the question should not be raised needlessly. The possibilities of misjudgment are not to be ignored; and the atmosphere of discontent which such discrimination is sure to engender would more than outweigh any advantages that might accrue from the reward of merit.

17. *Heads of Departments.*—The responsibilities of heads of departments are of a very peculiar kind, and call for careful consideration. Their duties are, at the present time, very ill-defined. A master is often engaged to take, let us suppose, French in the higher forms. He finds that he is also expected to co-ordinate the work and generally supervise the teaching of French throughout the school. His periods for correction are often approximately the same as those allowed to other masters, and thus the work of organisation is mainly done in his own private time,

and therefore done gratuitously. Nevertheless, he is held chiefly responsible, although the success or failure of the subject is due to the efforts of the junior masters as well as his own. He has scant opportunity for supervision; and when he detects weakness in the work of his junior colleagues, it is not always within his province to insist on better methods or greater zeal. He has the status of an assistant, and the responsibility, even in some ways more than the responsibility, of a headmaster. I am, of course, dealing with the evils latent in the system. In some schools it certainly works well; in others it certainly does not; and if the functions of the heads of departments are to be retained in the future, three reforms are urgently necessary: (a) that adequate time in school hours should be allowed to the head of a department for organisation and supervision; (b) that his recommendations should carry weight with the headmaster; (c) that a substantial additional emolument should be paid to him. But even these reforms would probably not solve the difficulty. If they were thoroughly carried out, there would arise something like a multiplication of headmasters, some of whom, in their zeal, might be too exacting towards their juniors. But on the other hand, while additional payment would recognise responsibility, and therefore tend to increase it, we cannot be equally certain that it would confer greater authority. I think the best plan is to allow full time for organisation within school hours, and abolish additional emolument for responsibility, making all masters who teach a subject jointly responsible for its success. The difficulty obviously does not arise in the case of a subject requiring, in a small school at least, the work of only one master. But even in this case the master requires time for organisation, as well as for correction of exercises.

18. *The Board of Masters.*—The ideal plan would seem to be a board of masters for each subject, meeting from time to time to discuss organisation. The masters, being all men of good initial ability and attainment, such as it is to be hoped the new scale will attract into the profession, would be distinguished one from another mainly by their length of service; and the wider reading and fuller practical experience of the older members of the board would assuredly give weight to their opinion should disagreement arise. The only special responsibility of the senior masters would be to give to their younger colleagues the benefit of their experience; and this experience would naturally find its reward in the higher positions of the salary scale. These should be the limits of responsibility and emolument.

19. *Advanced Courses.*—There is a grave objection to the recently approved scheme for Advanced Courses. A school may get an Advanced Course in Science, for instance, on the ground that its opportunities and achievement in the subject surpass those of other schools in the neighbourhood. Its science masters may be more efficient than the masters of the same subject in other schools, but it by no means follows that they excel the masters of other subjects in the same school, who would find themselves on a lower salary scale unless the door were left wide open for Advanced Courses in several subjects. The choice is between a multiplication of Advanced Courses, and a series of somewhat distasteful comparisons between one school and another, and different subjects in the same school. Moreover, if any particular group of studies, such as Science and Mathematics, be generally chosen for Advanced Courses, a grave injustice will be done to the teachers of other subjects, who will as a body find themselves relegated to the position of inferiors in remuneration and status. Like other schemes of differentiation, this also has grave drawbacks. The better plan would be to offer such salaries as would attract good men in all subjects to all schools.

Mr. S. A. BIRKS,* Assistant Master, County School, Sutton.

SECONDARY SCHOOLS.

1. *Fundamental Principles.*—Among the fundamental principles underlying the fixing of salaries of teachers in public institutions for higher education are the following:—

- (a) The teaching profession should be made up of men and women who are not mere birds of

* A Witness suggested by the Incorporated Association of Assistant Masters in Secondary Schools.

passage, but who intend to devote themselves permanently to its work. They ought, therefore, to be in a position to command the respect of the community and so be of influence amongst others than their previous pupils;

- (b) As this influence ought to continue after their actual school teaching is finished, consideration ought also to be given to the making of provision for the years following their retirement;
- (c) To ensure more mobility amongst the members of the profession it is essential that the principle that a teacher should not suffer by his migrating from one school to another be enforced.

Hitherto these principles have not been recognised as they ought to have been. The straitened circumstances of an overwhelming majority of those who remained in the profession has necessitated extraneous work of various kinds, which along with household cares has not only prevented them from even general reading, but also rendered them less efficient in their actual school work. The vague and generally hopeless future as well as the fact that a change in one's school, however much desired by the teacher, generally means a loss of income, all add to the teacher's inefficiency.

2. *Advantages of Scales.*—If it be admitted that expenses increase with age, it is inadvisable that a youth of 23 should have the same income as a man of 40. The non-existence of a scale is therefore morally unjustifiable.

3. *Variations in Scales.*—The mere accident of sex does not seem to justify any variation. Whilst marriage of itself might appear to do so, there can be little, if any, question as to the claim of parenthood for some special treatment, otherwise men teachers would be handicapped in comparison with women teachers.

Inasmuch as qualifications, in the general sense, are of little moment in comparison with the fact of whether a person can and does teach, there seems no reason why they should be taken into account, except at the beginning of a career, when some comparatively small addition might be made to the minimum. Previous experience in a properly inspected school should however always be considered in fixing the point in a scale where a teacher should start. The subject taught should not carry any advantage, but special duties, e.g., charge of games in (say) a small country boarding school or real charge of a department should always carry with it extra emolument.

Neither the size, character nor circumstances of the school afford good reason for variation in a scale for assistant masters, but the character and circumstances of the locality do.

4. *Length of Scale.*—Scales should be of such a nature that a teacher should be at his maximum at about 42. Increments in the earlier years should be smaller than later on. As an illustration of the best method of the distribution of a sum of money over the period of a teacher's service I would suggest a scale in which the annual increments bore some such ratio as below:—

Approx. age				
23-4		£150,	thence by 2 yearly increments of	£10.
25-6	to	£170,	" 2 "	" £15.
27-8	to	£200,	" 12 "	" £20.
39-40	to	£440,	" 2 "	" £30.
41-2	to	£500.		

5. *Recognition of Merit.*—Neither the placing of efficiency bars nor the grading of teachers can be considered fair, so long as the human factor remains in those who at present decide such matters. This assumes that they are to continue to make the decisions. Merit could, however, be recognised by occasionally giving double increments, though even this is liable to abuse.

6. *Inter-relation of salaries.*—Assistants should be treated alike in both small and large schools; for although in larger schools the classes may be larger they are generally more even in their constitution. Real heads of departments should have (say) a 20 per cent. increase in increments and maximum. Head teachers in small schools, where the head teacher does mainly the same sort of work as an

assistant, might go to a maximum of (say) 25 per cent. over that of an assistant; in medium sized schools (say) 40 per cent; in large schools (say) 50 per cent. In suggesting these somewhat revolutionary ratios I would say that unless the present gross disparity is abolished, education at large will continue to suffer, as it does now in many cases, because of this disparity.

7. *Increments.*—Increments should be annual and automatic, unless the headmaster should make a definite recommendation that the increment be not given on account of proved inefficiency. In such a case the teacher concerned should receive due notice of the reason assigned, and have the right to be heard before the Governing Body, as well as have access to the actual evidence brought forward, e.g., reports.

8. *Migration.*—A teacher on the scale who migrates from one school to another should not suffer. His work is national whether done in London or Cornwall.

9. *National Minimum Scale.*—I am thus in favour of one national scale as a minimum for all registered teachers, but would allow salaries higher than the scale in the case of a real head of a department or a headmaster. All questions relative to qualifications would be solved by the Register. All teachers would be required to register, and those eligible for registration would be eligible for the scale, irrespective of the subject taught. If a Special Subject (e.g., Art or Music) is worthy of a place in the curriculum, its exponent should be treated exactly as other teachers.

10. *Probation.*—A national scale ought to be protected against those who are inefficient or those who do not take their profession seriously—mere birds of passage. To this end there should be a probationary period in the profession of three years. Teachers might either serve for their whole probation in one school or in more than one, but until they have had three years of satisfactory service they should not be placed on the national scale. When a teacher has once been placed on the scale his position should be secure, save for grave and repeated inefficiency, nor should he be called upon, if he migrates to another school, to serve any further period of probation. A period of one year's training should be a necessary condition of registration.

11. *Part-time Teachers.*—Having in view the expense of time in getting about and possible inability to get posts equivalent to a full-time post, a part-time teacher's remuneration should be at such a rate as to ensure his getting approximately the same income as a full-time teacher.

12. *Headmasters.*—The relation of a headmaster's salary to that of assistants is dealt with in paragraph 6 above. The salary should vary with the size of school, because the larger the school the wider should be the headmaster's influence, and the greater his responsibilities. Payments either by capitation or by profits on boarders are utterly opposed to the interests of education.

Mr. A. H. COOPER,* Senior Science Master, County School, Wrexham.

SECONDARY SCHOOLS.

1. *Conditions in Wales.*—There are about 100 Secondary Schools in Wales. Scales of salary are almost non-existent. Salaries differ in each locality, and are, in the main, very low. The average salary per school of three or more masters varied in 1915-1916, for North Wales from £185 to £123, for South Wales from £193 down to £128. In North Wales one master received £250, while three graduates received £100.

2. *Salary Scales.*—The salaries attainable by a secondary school teacher should be comparable with those obtaining in the first and second divisions of the Civil Service, and security of tenure and an adequate pension should be assured. Salaries should be state-paid or state-guaranteed. Increased Government grants are frequently largely absorbed for other purposes. The augmented grant of eight to ten years ago led to practically no increase in salaries. The recent supplementary grant, primarily intended to

* A Witness suggested by the Incorporated Association of Assistant Masters in Secondary Schools.

improve the remuneration of teachers, has done much in that direction, but has been subject to great variation in its allocation in different localities. In but few cases has the portion for 1916-1917 been applied to salary increases for that year. An adequate scale is essential in order to retain the services of the best men, and to secure a sufficient supply of qualified and efficient men in the future. A scale would also remove the serious inequalities at present existing between school and school.

I am not myself in favour of the same scale for men and women, nor should mistresses in boys' schools necessarily be paid at the same rate as men. The profession should no longer be, as now, largely a celibate profession. The men's salaries should be adequate to the maintenance of a family. The scale itself should not vary either for qualifications or for the nature of the subject taught. The initial salary, however, should be sufficiently elastic to admit of a different minimum for various qualifications, but good maxima should be available for all efficient teachers. Previous experience should in all cases be counted at its full value on migration from one school to another. There should be no such differentiation in the scale as would result in the teaching in the smaller or in rural schools being less efficient than in others.

The scale should provide for a first maximum to be reached in not more than ten years. Subsequent increments should be higher, and a second maximum should be obtained in, say, five years. For example, annual increments might be fixed at £15 for ten years, followed by annual increments of £20 for five years. Increments should be annual and automatic up to the first bar. This should be fixed at the maximum of the ordinary scale. Beyond that point it should be possible for specially selected teachers, heads of departments and senior assistants to reach a higher maximum by special recommendation. Beyond this there should be no bar in the regular scale. Any difference to be made for a graduate or a non-graduate, or for a trained or an untrained teacher, should be applied in the initial salary, and should not affect the maximum. The initial salary should therefore be elastic.

Change of headship of a school should not involve the compulsory resignation of any member of the staff.

3. *Teachers of Special Subjects.*—All full-time teachers of special subjects should be placed upon the ordinary scale, and be able to attain its maximum.

4. *Probation.*—The scale should be protected from possible inefficiency by a probationary period not exceeding two years. This probationary period should be regarded as a probation to the profession, not to a particular school, and hence part of it may be spent in one school and part in another school. At the close of it, if service has been satisfactory, the master should be placed upon the ordinary scale.

5. *Part-time Teachers.*—These should have special arrangements, but on a regular basis.

6. *Headmasters.*—No part of a headmaster's salary should depend upon a capitation fee. The salary attainable by a second master might reasonably approximate to two-thirds of that of the headmaster.

Mr. G. H. HOOPER,* President of the Art Teachers' Guild, and Miss M. O. SHARP,* Art Lecturer, Whitelands College, Chelsea.

1. *Introductory.*—The Art Teachers' Guild is a body mainly concerned with the teaching of Art in Secondary Schools and Training Colleges as a subject of general education.

2. *Scales.*—Scales of salary are very desirable as offering definite prospects to a teacher, in place of the precarious, irregular and unequal rates of remuneration existing at present. The danger to guard against in scales of salary lies in a too rigid adherence to the prescribed qualifications on which they are based.

3. *Sex.*—Sex should not in itself be made a ground for differentiation of salaries. Efficiency alone should determine salaries; and when a woman is able to perform services of equal value to those rendered by a man she should receive the same payment. The

* A Witness suggested by the Art Teachers' Guild.

expenditure of a salary is no concern of the employers. To pay women at a lower rate because they are women tends to affect adversely the employment of men in the same profession. From a man's point of view salaries should be regulated to allow of marriage at a reasonably early age. But if assistance is to be sought in the up-bringing of children it should be from the state, not the employer, and it must be borne in mind that women teachers, as well as men, have people dependent on them.

4. *Qualifications.*—Initial salaries only should be based on qualifications: that is, "paper" qualifications. Proved efficiency as a teacher should be the final determining factor, as this constitutes the real value of a teacher to any school; and many with minor qualifications prove able teachers, and *vice-versa*. The testimony of the principal of the school, or five years satisfactory service; should be accepted as proof of efficiency. There should be two grades of initial salary for ordinary assistant teachers: a higher and a lower. Teachers holding a university degree or its equivalent should receive the higher, and the lower should be given for qualifications of a lower standard; but a teacher starting on the lower grade and proving efficient should, by means of temporarily accelerated increments, be transferred to the higher grade.

5. *Training and Experience.*—For a year spent in a course of training at a recognised institution, the initial salary of a teacher should be increased by the amount of one year's increments. Similarly, experience gained elsewhere should be taken into account in fixing an initial salary; but age of entry into the service should not be taken into account.

6. *Special Duties.*—On appointment a clear understanding should be made between a teacher and the appointing authority as to the nature and extent of the work and duties which will be required of him or her, and any services afterwards required outside these should be accompanied by an adjustment of salary. Salaries of heads and other teachers called upon to take responsibility for school organisation and control should be regulated by a separate and special scale.

7. *Minimum Initial Salaries.*—These should apply to all schools, large and small, but actual salaries should be regulated by local conditions, such as the cost or comfort of living in a particular place, and also by the actual conditions of work, e.g., the size of classes, character of the school buildings, and all such things as assist or hinder effective teaching and render it easy or difficult.

8. *Annual Increments.*—These should not be less than £10 per annum, and when £120 (12 increments of £10, or 8 increments of £15) has been thus added to the higher grade of initial salary, increments should follow of the same value over longer intervals, or of less value over the same intervals. Men would probably prefer short scales with comparatively large increments, as affording better opportunities for marrying.

9. *Special Rewards.*—A teacher having accepted a salary should expect, and be expected, to give his or her best services without any further reward. To confer special rewards and distinctions would be very invidious, and calculated to cause very undesirable results. Special duties to which extra emoluments attach should on no account be distributed as rewards.

10. *Migration.*—This should not involve serious financial loss, though it should necessitate a teacher having to decide whether it would be to his or her ultimate and general advantage to make such a change. Some system of pensions should be devised which would be unaffected by any such transference. Some teachers would rather receive adequate salaries which allowed them to make their own provision for old age.

11. *Special Teachers.*—The number of general and specialised teachers on a staff is a matter of school organisation, but there should be no difference in value between the two. They should be paid on the same scale. Similarly no distinction, in remuneration or otherwise, should be made between the teachers of any subjects which form part of the regular curriculum of the school. The art teacher should rank with the teacher of Mathematics, Science, Languages, etc. If a school does not require the full time services of a particular teacher, that teacher should be paid on the same scale as the others, but proportionately to the time given.

Conditions exist at present in several schools where certain subjects, such as Drawing, have been added to the curriculum in recent years and are not yet regarded as of equal importance with the others. They are called special subjects and the teacher of them a specialist teacher. In schools where the aim is general education, specialisation is out of place, and theoretically no subject should be taught with a technical utilitarian aim, but only for its educational value. If, however, there is any question whether the teachers of one subject should be paid more or less than the teachers of another, it should arise out of their qualifications and the character of the training undergone, not the value of the subject; and these qualifications, as has already been said, should only affect the initial salary.

12. *Qualifications of Art Teachers.*—At present the qualifications for teaching Art lack standardisation, but the following, by reason of the course of study necessary to acquire them, might be regarded as equivalent to a university degree:—

1. The full Diploma of the Royal College of Art.
2. The Schools Diploma of the Royal College of Art, provided suitable subjects have been taken.
3. The Board of Education's new Teaching Certificate in Art.
4. The Art Master's Certificate, if accompanied by three years recent teaching experience.
5. The Diploma of the Royal Academy Schools.
6. The Art Diploma of the London University (Slade School).
7. Proofs of ability other than the foregoing, or qualifications other than these. There will always be some exceedingly competent teachers who hold none of the above qualifications.

Nos. 1 and 3 are high qualifications demanding long special study, for at least five years. In some directions they are too specialised and exacting for the average teacher of Art in schools. On the other hand they do not necessarily ensure a knowledge of all the branches of Art needed in secondary school work (e.g. colour work and craft work).

No. 2 can be obtained by two years special study. Its value for a teacher depends on the branches of study chosen. It may mean a course on specialised and highly technical lines.

No. 4 is no longer given. No. 3 has been substituted for it. It is in many respects the best qualification available, but the number holding it is small compared with the demand for efficient teachers. Nos. 5 and 6 guarantee high artistic skill, but furnish no proof either of a sound general education or of training in the theory and practice of teaching.

None of the above qualifications is quite suitable for those undertaking to teach Art as a factor in general education. For this a certificate is needed which requires a sound general education, equivalent to that required to obtain the Oxford and Cambridge Senior Local Certificates; reasonable technical skill, the result of not less than three years special study; the study of the theory and practice of teaching with special reference to Art (about one year's training). The new secondary teacher's Art Certificate now being offered by the University of Oxford promises to provide this. It is however a new qualification, and we must therefore reserve our opinion as to its standard.

If our first requirement could be more certainly guaranteed, such a certificate as that of the art training department of the Clapham High School would also prove a very suitable equipment for the work, as presumably would the training provided by those institutions recognised by the Board of Education in Appendix D. of Rules 109, though this is designed more particularly for teachers in Schools of Art.

Special Evidence of Mr. HOOPER.

Where a school is not large enough to find art work for an art teacher's whole time, I think it is desirable that the art teacher should take work in some other school subject. In my own experience, I have found that in doing so one gained a fuller grasp of the fundamental problems of education, and could harmonise the art work with other subjects of the curriculum and help to secure a unity of purpose in the work of the school.

Special Evidence of Miss SHARP.

I think that the art teacher may with advantage also take handwork; I also think that when a teacher first begins school work, much useful experience is gained by taking class work in some other subjects. This however should only be for perhaps the first year, as, if it were continued, the art work might suffer.

We are both of opinion that a national minimum scale is desirable if it is feasible; that the position of Art in general education is much better understood in girls' schools than in boys' schools; and that in the case of part-time teachers, the travelling and consequent loss of time entailed balance any advantage which visiting teachers have in being exempt from the performance of certain school duties.

Mr. S. B. LUCAS,* Assistant Master, King Edward the Seventh School, Sheffield.

SECONDARY SCHOOLS.

1. *A National Scale.*—I am in favour of a national scale of salaries for assistant masters. A teacher should know definitely on entering his profession what his prospects of advancement are. The scales should be uniform throughout the country and honestly worked. At present not enough recognition is given to past experience.

2. *Variation of Scales.*—I am in favour of equal pay for equal work; but it is to be noted that women are not, as a rule, fitted to teach boys over the age of 10, and when comparing the work of men and women it is not easy to gauge equality. It would be sufficient if women teaching in boys' schools were subject to the same tests, inspections, etc., as their male colleagues. I regard marriage as a private matter, and have a strong objection to making any distinction between teachers and other members of the community.

There should be no variation in the scale on account of qualifications or training. The better qualified teacher might, indeed, be allowed to begin at a slightly higher initial salary, and would hence reach the maximum of the minimum scale at an earlier date. In the future it may be expected that all teachers will be trained. In the meantime, I should prefer to distinguish between registered and non-registered teachers, and to regard the former as qualified to enter upon the scale.

There should be no variation in the scale on account of the subjects taught, and none on account of the character and circumstances of the school. There should, however, be a possibility of rewarding merit, either within the scale or by appointment to posts carrying a salary beyond the minimum maximum.

3. *Nature of Scale.*—A long scale with comparatively small increments seems to me to be preferable to a short scale with larger increments, provided that the increments are not too small, say, never less than £10. The scale should aim at giving an increment throughout a man's teaching career, and the maximum of the minimum scale should be reached after 20 years teaching. Increments should be annual and automatic, but promotion beyond the minimum scale should depend on reports of heads of departments as well as on the report from the headmaster. It should, however, be possible to withhold an automatic increment on the ground of unsatisfactory service, but in that case the reasons should be stated to the teacher concerned, and he should have a full right of appeal.

Within the minimum national scale there should be no efficiency bar. Merit should be rewarded by appointment to posts beyond it, such, for example, as the headship of a department in a large school, but I see difficulties in the way of awarding extra remuneration for the performance of other special duties. If by "special duties" be meant extraneous duties, it would not be wise to alter the voluntary character of such work. It should, however, be really voluntary; i.e., the tenure of a post should not depend upon a man taking up one or more of such duties. Perhaps the best arrangement in regard to these duties is that a man taking much voluntary work should receive relief in school hours, or an honorarium for work done beyond a reasonable number of hours. In many schools such duties might be performed by special masters. For example, sometimes a special

master for games is necessary. It is in this connection to be noted, however, that adequate time for corrections and written work is most necessary.

4. *Migration.*—To secure fairness and promote mobility, which is desirable among teachers, a national salary scale is urgently necessary. Teachers ought not to suffer loss of pension rights or loss of salary when migrating from one school to another. Previous service should count in full.

5. *Probation.*—To protect the national scale against inefficiency there should be a period of probation to the profession of two years. Failure in one type of school does not necessarily imply total lack of teaching ability.

6. *Teachers of Special Subjects.*—These should in all cases be paid at the same rate as teachers of ordinary school subjects, provided that they are suitably qualified and properly trained.

7. *Part-time Teachers.*—Part-time teaching ought to be discouraged, but where it is found to be necessary part-time teachers should be paid at the same rate as full-time teachers.

8. *Headmasters.*—It seems desirable that there should be a scale for headmasters. Increments at five-year intervals would work well. The system of capitation fees is entirely vicious; and headmasters should not be allowed to make profits on boarders, but be paid a fixed sum for the extra work involved. There is at present too great a disparity between the maximum salary of a headmaster and of an assistant in the same school. It would be ample if a headmaster received 50 per cent. more than a head of department. This should be an extreme limit; in smaller schools 30 per cent. would seem sufficient.

Mr. H. SHOOSMITH, Assistant Master, Technical Institute, Wandsworth (see page 60).

(iv.) Assistant Mistresses.

Miss K. H. COWARD,* Science Mistress, Kentish Town Secondary School.

ASSISTANTS IN SECONDARY SCHOOLS.

1. *Scales.*—The value of a teacher increases up to a certain variable limit and should be remunerated accordingly. Reasonable certainty of definite increases in salary will help to retain the services of a teacher. This is an advantage to both school and teacher if the teacher is good; but a disadvantage if the reverse is the case, as the teacher might be doing valuable work in another sphere and yet be deterred from making a change if it involved financial difficulties.

2. *Variation of Scales.*—Theoretically, at the beginning of a career there should be no difference on account of sex, though supply and demand will for some time create one; but in view of the possibility of marriage a man's salary scale should have larger increments and have a higher maximum than a woman's. Marriage in itself should not alter a scale.

A graduate should have a higher initial salary than a non-graduate, and in practically all cases a higher maximum. An honours degree should rank in nearly all cases higher than a pass. Training is valuable, so is previous experience. Generally a man or woman is more adaptable when young than when older, but an unadaptable man or woman would be extremely unlikely to wish to enter the profession after the age of 30. This might, in general, be taken as the age limit of entrance.

All subjects taught, including Art and Music, should rank equally, except such subjects as gardening, domestic arts, etc., which possibly require less aptitude and training than the majority. Gymnastics involves so many "extras" and special powers of judgment that it should rank with the more highly paid subjects. The head of a department, if the post really involves much more responsibility than being head of one subject, should certainly be more highly paid. The size, character and circumstances of the school and the locality should all be considered in arranging a scale of salaries.

* A Witness suggested by the Incorporated Association of Assistant Masters in Secondary Schools.

* A Witness suggested by the Association of University Women Teachers.

3. *Nature of Scale.*—I prefer short scales with comparatively large increments, provided that the initial salary, rather than the maximum, be lowered to make this possible. A teacher's value increases more quickly in the early part of his career than later. In practice, perhaps, a man needs increments most about the middle of his career. This is not, in general, true of a woman.

Teachers vary in value, and this should be recognised. The headmaster or mistress is the best judge of attainments, though, it must be acknowledged, not always infallible. Efficiency bars (a distasteful term) should be placed at about the third and tenth year of service. Special responsibilities should carry extra emoluments.

Migration or transfer should not be detrimental, though one year's increase might be forfeited. Apart from this, previous service should count at its full value.

4. *Specialist Teachers.*—To what I have already said on this point I would add that since commercial work, manual instruction, and instrumental music rarely require a full-time teacher, these should be in the hands of part-time teachers. Domestic work and physical exercises should be in the hands of full-time teachers. There is no reason why a teacher of physical exercises should not be permanent; judgment rather than vigour is required. Teachers of both these subjects should be upon the scale, and teachers of gymnastics on the higher scale.

5. *Probation.*—There should be a preliminary probationary period of one year. The bar in the scale at the end of the third year would fix the final limit of probation.

6. *Part-time Teachers.*—These should be paid by the hour at rates according to their qualifications, but in most cases rather lower than those of the scale.

7. *Original Work.*—Staffing and salary scales of schools should be such as to allow masters and mistresses time at least to keep in touch with the latest research work in their subjects, and in special cases to afford some time for original work on the part of the teachers themselves. This, more than anything else, would tend to attract the most valuable people to the teaching profession.

HEADMASTERS AND HEADMISTRESSES.

8. *Remuneration.*—I prefer payment on a short scale to a fixed salary, since needs increase with time. A head teacher's salary should vary according to the size of the school, and should in general be about half or a third as much again as that of a head of a department, whose salary should not be very much greater than that of the various heads of subjects working under him.

Capitation fees are most undesirable. They are often too great a temptation to keep up numbers at all costs, and numbers are not a test of the efficiency of a school. Part payment by boarders is also undesirable.

Miss E. M. DEBENHAM, Assistant Mistress,
Municipal Secondary School for Girls, Ipswich.
(See page 60.)

Miss I. H. JACKSON,* Assistant Mistress, Godolphin and Latymer School, Hammersmith; Miss C. L. LAURIE,* late Assistant Mistress, Cheltenham Ladies' College; and Mrs. U. GORDON WILSON,* Assistant Mistress, Aigburth Vale High School, Liverpool.

SALARY SCALES.

1. *Advantages and Disadvantages.*—We are of opinion that the advantages of salary scales far outweigh their disadvantages. It is only right that a member of a profession should know beforehand the prospects open to her in the profession she is about to choose as her life-work. Again, the existence of a salary scale tends to the smooth working of the school. It minimises friction on financial matters and enables both the head and assistant to devote their energies to teaching and organisation.

* A Witness suggested by the Incorporated Association of Assistant Mistresses in Public Secondary Schools.

2. *Nature of Scales.*—There should be at least two salary scales, one for the trained graduate, and another for the trained non-graduate. In existing circumstances, we think that under certain conditions, e.g., length of satisfactory service, it should be possible for the non-graduate to pass from the lower to the higher scale. In all cases of special responsibility, e.g., heads of departments, second mistresses, &c., the teacher should receive a higher salary than that of the ordinary scale.

We desire to emphasise the importance of training. The trained teacher has as a result of her training a wider outlook, and knows what to avoid. She is in a position to judge better among alternative methods which has the better chance of success in a given case. She has already got over the common faults of the beginner. We think therefore that in the near future all teachers should be trained. At the present moment it would hardly be possible to make training a condition for entry to the scale; we think it should count as equivalent to one year's service. It is most important to secure a good initial salary for the scale, otherwise the right kind of teachers will not be secured.

There should be a distinct scale for the honours graduate; a higher initial salary must be given to secure her. As to whether the scales should be distinct throughout and the honours graduate go to a higher maximum we do not feel strongly. If, however, the scale for the honours graduate has a higher maximum, it should be possible to promote a teacher from the lower to the higher scale for special merit. The power of stopping an increment, which we desire the headmistress to retain, would be sufficient to meet the case of any teacher whose work proved disappointing or unsatisfactory. The scale should be sufficiently elastic to enable the headmistress to deal with special cases.

With regard to the nature of the subject taught, it is necessary to distinguish between the subjects of the ordinary curriculum, e.g., Science, Mathematics, Languages, &c., and Special Subjects, e.g., Art, Class Singing, Domestic Science.

We consider with regard to the first group that there should be no differentiation of salary, for each subject has its own special advantages and disadvantages. Whilst Science, speaking generally, demands more practical work and is a greater strain in the actual giving of the lessons than a subject like Literature or History, the latter involve far more correcting of essays, which is often very irksome. With regard to the second group, we think that as soon as the teachers of Special Subjects have made arrangements for obtaining a diploma, or something equivalent to a degree, it will be possible for them to fall into line with the scales recommended above. There will be in the near future highly qualified art mistresses eligible for the same scale as the trained graduate; in due course gymnastic teachers and teachers of Domestic Science will be equally well qualified. The case of music teachers, except teachers of class-singing, who in most cases would be part-time teachers, is rather different, as teachers of piano, violin, &c., are to all intents and purposes giving private lessons, for which special fees are charged, or for which the teacher is paid on a special scale.

As a rule each locality has its own advantages and disadvantages. In large towns, although rent may be higher, the teacher has access to libraries and can attend courses of lectures; living, except rent, is often less expensive. These advantages counterbalance those disadvantages which obtain in country districts, where, although rent is often less, more money is necessarily spent on books, or on travelling to meetings or lectures. For these reasons we are of opinion that locality need not as a rule be considered in the fixing of salary scales; and that cases of hardship, which may in a few cases be due to special circumstances connected with the locality, should be left to the Governing Bodies of the schools in that locality to deal with.

3. *Increments.*—There is no doubt that short scales with comparatively large increments up to a certain figure are the most attractive to the teacher. After a certain figure, the increments would naturally be smaller. If the best men and women are to be attracted to the profession, it ought to be possible for them to reach the average maximum of their scale about the age of 35. For instance, if the salary of a

trained graduate 22 years of age begins at £150, then, with an annual and regular increment of £10 a year, by the age of 27 she would have reached £200. If after that the increment is £5 a year, she would reach the average maximum of £250 about the age of 37.

It is most important that the annual increment should be definitely stated in a written agreement with the teacher, and that it should be regular, awarded on the recommendation of the head.

4. *Probation.*—We think it desirable, both for the sake of the school and the head and assistants, that there should be a probationary period of a year before the appointment of a new teacher is confirmed.

5. *Migration.*—At the present time, a teacher passing from one school to another may do so at considerable loss of salary, not in any way due to the incapacity of the teacher, but simply to the fact that she is going to a new school. In existing circumstances, it is no doubt difficult to prevent this; but we think it ought to be possible to obviate it in all grant-aided schools, and in schools under Local Education Authorities and schools under the same company. We regard the great disparity at present prevailing between the scales in one school and those in another as a grave anomaly. Many schools are now without scales, though in some of these the Governing Body has a rough scale in mind when dealing with salaries. It is most desirable that mistresses, and especially those likely to become headmistresses, should get experience in more than one school, and they should certainly not be penalised in salary when they move from one school to another.

6. *Pensions.*—The question of salaries is very largely bound up with that of a superannuation scheme for teachers. Other things being equal, in those schools where there is no pension scheme, and in which the Governing Body contributes nothing to the provision which the teacher is making for old age, the salary should undoubtedly be higher than it is in schools where there is a pension scheme based on contributions from both the Governing Body and the teacher.

SPECIAL EVIDENCE BY MISS JACKSON.

1. *Sex.*—I endorse Mrs. Gordon Wilson's opinion on this point. I do not think that a woman need necessarily be able to do a man's work any more than a man could in all cases do a woman's work, but, given two schools, a boys' and a girls', with an equal number of pupils in each, paying the same fees and having the same number of members on the staff, if both schools are considered efficient, I see no reason why merely on the ground of sex the money distributed in salaries to the two staffs should vary in amount.

2. *Part-time Teachers.*—The following points should be considered in the payment of part-time teachers:—(a) time is frequently wasted owing to the variation of time table in different schools; (b) holidays are curtailed because the beginning and end of term in different schools do not coincide; (c) the strain is much greater in dealing with pupils in several schools instead of in one school, where the teacher is well known; (d) time is lost and expense is incurred in getting from one school to another.

SPECIAL EVIDENCE BY MISS LAURIE.

1. *Sex.*—My personal opinion is that there should be differentiation of salary between men and women. A man may naturally be expected to have to provide for a family. Again, it has yet to be proved that women can physically do equal work with men, especially when the work extends over a stretch of years. Women are more liable to breakdown than men; their working hours should be less than a man's, in the proportion roughly of 6 to 7. I think a woman's salary should be about 75 per cent. of a man's. At the same time, I think that there has been in the past too great a disparity between the man's and woman's salary.

2. *Staff Representatives.*—It would be a great help to teachers throughout the country if the staffs of schools could be directly represented on the Governing Bodies of their respective schools. Such a representative should be elected by the staff, but would in no case be one of the staff. The duty of a staff representative would be to consider every measure proposed

in its bearing on the welfare of the school, and any proposed legislation in its effect on the staff in particular. It is hardly necessary to emphasise what a great gain it would be to many a Local Education Authority to have on its Education Committee a member with a thorough knowledge of education, keen to promote all measures for the good of the school and the welfare of the staff.

SPECIAL EVIDENCE OF MRS. GORDON WILSON.

Sex.—My personal opinion is that for any given post the salary paid should not vary, whether the post is held by a man or by a woman. In municipal schools the same fees are paid and the same grants earned by boys and by girls, and the scholarships awarded to both are of the same value. Examinations demand equal standards from men and women candidates, and it is extremely unfair that there should be inequality of reward at the end. In dual schools the work of men and women has tended to approximate more and more since the outbreak of war, but the revision of the scale is leading in some cases to increased differentiation between the salaries paid. The state is doubtless right in regarding the married man as a more valuable asset than the unmarried woman, and the onus of providing the income necessary for marriage should fall upon the state, and the additional income should be definitely connected with marriage, not with educational work.

2. *Monthly Payments.*—In schools where monthly salaries are paid it should be clearly recognised that one-third of the year's salary should be paid for a term's work. Cases still exist where failure to date a resignation as taking effect on August 31st instead of at the end of the summer term results in the sacrifice of the August salary, while the mistress appointed to the post is paid only for the portion of September for which she teaches, the Education Authority thus saving the August and part of the September salary.

3. *War Bonuses.*—In some localities the improvement in a salary brought about by the new grant is almost negligible in many cases, owing to the fact that the Authority has already given a war bonus to bring the salary up to the necessary minimum, and the transformation of the bonus into permanent salary is calculated as a rise in salary.

4. *Pensions.*—The provision of a state fund for pensions, which would provide the money not contributed by the teachers, is an urgent need. Free transfer would not then be hindered by the fact that contributions to pension funds are not returnable until the expiration of a term of years; and no Authority would be able to excuse the lowness of its scale on the ground that it had instituted a pension scheme.

(b) IN TECHNICAL AND EVENING SCHOOLS.

Dr. R. S. CLAY,* Principal of the Northern Polytechnic Institute, Holloway.

1. *Advantages and Disadvantages of Scales.*—I have had probably a unique experience on this subject, as, by the conditions which control the grants of the London County Council, the secondary school teachers and the heads of departments have been on a scale, and the remaining teachers on the technical side have not been on a scale, and this experience has shown very decided advantages in the scale and no drawbacks. I have not found, for instance, any difficulty with my Governing Body in refusing the nominal increase on the scale when in my opinion for any reason the teacher did not deserve that increase; this has happened on at least three occasions. On the other hand, for three years, owing to a shortage of funds I was unable to give the increases to the technical staff who were not on the scale, whilst those on the scale did not suffer. If good teachers are to be attracted into and retained in educational work, it is essential that they shall be able to look forward to a reasonable salary, and I do not see how this is to be attained except by a scale of some description. The increases in the scale must not only nominally but really be dependent upon the satisfactory and conscientious discharge of their duties.

* A Witness suggested by the Association of Technical Institutions.

VARIATION OF SCALES.

2. *Sex and Marriage*.—I am old-fashioned enough to believe that the natural career of a woman is marriage, and that the pressure exercised in some quarters to pay women for the same work at the same rate as men is likely in the long run to be detrimental to the nation. If men and women teachers are equally well paid, it will necessarily be a big financial sacrifice for a woman teacher to undertake the responsibilities of married life. It would be better to distribute the money so that a man, being in receipt of a salary adequate to support a wife and family, may be encouraged to marry.

3. *Qualifications*.—It is to be hoped that in the future all teachers shall have the full qualifications for the position (not necessarily a degree in the case of a technical teacher) and shall have received training in teaching. For the present this cannot always be enforced, and indeed very few graduates, and still fewer technical teachers, have up to the present received any training in teaching. I feel therefore that we can only insist on some minimum qualification for a position, and offer an additional inducement by way of salary, say an additional £10 a year at least, for the full university or technical qualification, and still another £10 a year for training in teaching. I should like the promise of an addition to salary on attaining a higher qualification, or taking a course of training, to hold right through a teacher's career. By so doing a teacher who has spent an additional year in training, or in acquiring the additional qualification, will at any rate not be at a disadvantage.

Previous experience should undoubtedly count, and a teacher ought to be able without serious loss to transfer from one Authority to another. I am not quite sure whether I would credit the teacher with his full experience, as I do not think it would be wise to encourage him to be continually changing. For instance, in counting his number of years experience one might be deducted for each move.

The age of entry into the service is a very important one in the case of technical teachers. It is obvious, for instance, that an engineer with several years practical experience should be a much more valuable man than one who entered teaching immediately at the end of his engineering training. On the other hand, he should still have his youthful adaptability, enthusiasm and energy if he is to make a successful teacher. I therefore feel that his engineering experience should only be allowed to count up to some limiting number of years, say six or eight years from the end of his training.

4. *Subject Taught*.—As a rule I am inclined to think that the commencing salary could quite well be the same for a fully qualified teacher whether he is a science, mathematical, or technical teacher. If a very highly specialised teacher is required for technical subjects, the case would probably be covered by the considerations already mentioned, as his previous years experience in his own trade would count; and if we are to obtain in the future men as teachers with ability equal to those who take up industrial careers, the salaries that we offer to them as teachers must obviously be as good as those that they will be able to ask for their industrial work, so that it ought not as a rule to be necessary to offer even for a specialist teacher more than that amount which he would have received had he had the same number of years in the teaching profession as he has had since his training in his own profession.

Besides these fully qualified teachers, we necessarily have a number of less qualified men, whom I will term workshop instructors. These men again will have to be paid wages which will compare on the average with those which similar men would earn in industry. They will therefore be on an entirely different footing from the men whom I have been considering above. If they are foremen in the workshops they should receive foremen's wages, if they are artisans they should receive the trades union rate, or a little more. I do not think they can be treated on a scale.

5. *Heads of Departments*.—While it would not be possible, owing to diversity of needs, to fix any general scale for heads of departments, each institution ought to have its own scales fixed according to its needs. These scales will vary widely in different institutions, but they should in all cases be sufficiently good to be

considered a goal for the ordinary teacher and an inducement to him to continue to improve his qualifications, to undertake research work, and to keep in touch with the progress of the industry which his department feeds or is ancillary to. The salary should also be good enough to make it possible for the Governing Body to be able, where necessary, to induce a suitable man who has distinguished himself in the industry to transfer his services to teaching. Such a man may frequently be an exceedingly valuable asset. In this connection I may say that I should be glad to see a scheme by which it might be possible for teachers occasionally to pass into industry and to come from industry into teaching. There is always a tendency, as a system becomes more highly organised, for that system to get more and more into watertight compartments, and unless special precautions are taken and special provision made to counteract this tendency I am afraid that gradually teachers in Technical Institutes will lose touch with industrial conditions. At the moment, of course, we are alive to the importance of this connection, but in making schemes for the future we must not lose sight of this important question.

6. *Contact with Industry*.—It is most important that in Technical Schools and Trade Schools teachers of highly technical subjects should keep in close touch with trade conditions. In Junior Technical Schools the need is less urgent. There are four ways in which this is possible:—

- (1) Manufacturers may submit problems of industry to the Technical School for study, and in some cases maintain a research student to study them.
- (2) Arrangements may be made to place a prominent manufacturer in charge at the Technical School of that special branch of work with which he is concerned.
- (3) Periods of leave may be granted to members of the staff to return to industry. I believe that the difficulties on the industrial side would not be great.
- (4) Heads of departments may be allowed to do consulting work and outside work on pre-arranged conditions.

We need further experience in putting these different ways, all of them useful, into practice.

7. *Size, Character and Circumstances of the School and Locality*.—I do not think that these considerations should affect the wages of the workshop instructors or the salaries of ordinary teachers in Technical Institutions, except in so far as the cost of rent and living may be different in country and urban districts or in London. But I do think that there should be variations in the salaries paid to the responsible heads of departments and to the principals, which should depend upon the importance of the work done in the institute. It is obvious, for instance, that all the heads of the chemistry departments throughout the country will not be of equal merit, and it is equally obvious that the country will be obtaining the best value for its expenditure on the heads of the chemistry departments if the man who is the most capable and efficient is in charge of that department where he is dealing with the most important work and the largest number of students. Thus the heads of chemistry departments in those centres where there are important chemical industries, and where the schools are attended by large numbers of students, should receive higher salaries, and the Governing Bodies of these institutions should by means of those higher salaries be able to have the widest choice for the position. This will not be effective unless there is a possibility of a free circulation, and unless it is a rule that the positions in these centres are always offered for open competition. The same remarks would apply to the position of principal. The position should always be offered for competition, and the salaries should be such as to attract the most able and efficient administrators to those institutions which are doing the most important work.

8. *Qualifications of Principals*.—In my opinion it is of very great advantage that the principal should have qualifications which would enable him to judge as to the value and importance of any schemes put forward by his heads of departments, and should be able to hold the balance between the several heads of departments. As a rule I think he should be himself qualified to act as a head of department. This implies that he should himself either have a good university

degree or its equivalent technical qualification, for instance, be a qualified engineer. There should be a scale of salaries for principals as well as for the staff, and this should be one to which the heads of departments may look forward as a distinct prize.

9. *Nature of Scales.*—In any scale of salary for Technical Schools there ought to be more latitude than in a secondary school scale as to the point in the scale where a teacher is placed at the outset. I think that for the ordinary teachers a scale rising by equal increments would be the most satisfactory. Whilst I understand that the Committee is not dealing with the actual figures to be adopted, and I do not myself wish to put forward any definite figures, it is difficult to make my meaning quite clear without a numerical illustration; and the kind of scheme I have in my mind would be something as follows: a scale of salary for graduate teachers, and those holding equivalent qualifications, rising by £10 a year from (say) £150 up to perhaps £250, and then by £15 a year up to (say) £350 in rural districts; a scale rising from (say) £180 to £250 by £10, and thence by £15 to £400 in urban districts; and from £200 to £250 by £10, and then by £15 to £500 in London and one or two other larger centres. These scales, or others constructed on similar lines, I would regard as national minimum scales. Increments should be given on the recommendation of the principal, but the teacher should be informed beforehand in case it is recommended that an increment is to be withheld, and should have the right of appeal.

For the heads of departments I think the increments might be larger and the scale shorter. The actual scale, as I have already indicated, should vary. Again, the kind of figures that I have in my mind would be from (say) £400 to £500 for the lowest, up to even £600 rising to £800 for the more important positions in the big institutes that I have spoken of. Here and there it might even be necessary to double these amounts if the right kind of man is to be obtained for some very highly specialised and important piece of educational work. Let me repeat that I am not wishing to urge the adoption of these figures; I am merely illustrating the large amount of variation and elasticity which in my opinion is absolutely essential, if we are to be able to utilise to the fullest possible extent the possibilities which technical education may afford for assisting to maintain our industrial supremacy.

The scales for principals will naturally have to be adjusted in relation to the salaries which are paid to the heads of departments, and should, as I have indicated, vary according to the size of the institution and the importance of the work done. They should be short scales, with substantial increments, reaching their maximum in (say) five years.

Mr. W. E. HARRISON,* Principal, Technical Institute, Handsworth, Birmingham.

INTRODUCTORY.

1. *Present Conditions.*—Recent experiences have convinced the most sceptical of the value of the training given in Technical Schools; but to all who have studied the matter it has long been clear that, among other educational developments, a great extension of technical education is necessary, for the rank and file as well as for the captains of industry. The needs of industry demand the services of highly qualified and capable teachers; men of scientific training, and if possible, works experience. It is important that these teachers shall keep in touch with industry; and for this purpose they should be able to undertake research work and consulting work. It would be wise of Governing Bodies, in suitable cases, to allow technical teachers to return to industry for a period, without loss of position on the salary scale.

During the past few years there has been an increasing difficulty in obtaining suitable teachers for Technical Schools; but the greater demand in industry for the type of man who would be most useful in these schools, and the relatively high salaries now offered in works and factories, will make the staffing of the schools in the future even more difficult; and this at a time when the need for technical training is being realised more than ever before. Buildings and equip-

ment, no matter how complete, will be useless without teachers. The chief reasons for the decrease in the supply of teachers are unsatisfactory conditions of service, and the competition of industry referred to above.

As regards the conditions of service it must be pointed out that the full-time technical teacher works comparatively long hours, usually every evening and part of the day, and has little time available to keep pace with the developments of his subject. The salaries paid, even in the largest Technical Colleges, have often been contemptible, such, for example, as commencing salaries of £100 and £125 given to university graduates with teaching experience. What is worse, the prospects are poor, salary scales being rare. Better salaries, and reasonable scales, are essential if the profession is to attract and retain competent teachers.

SCALES OF SALARY.

2. *General Principles.*—We recognise the difficulty of drawing up a general scale of salaries for technical teachers, in view of the wide variations in types of schools, and in the nature of the work; but if the conditions are examined more closely it will be found that there are large groups of teachers with comparable qualifications to whom scales could be applied. There will remain individual cases of men with special qualifications or responsibilities, but these will require separate consideration, and can be dealt with on their merits.

The fundamental principles suggested by the Association of Teachers in Technical Institutions are that the initial salaries must be sufficiently large to attract men and women of high qualifications, and should be at least equal to those commonly paid in other professions which require a similar standard of intellectual capacity and outlay of time and capital in the period of training; and that the prospects of future salaries should be sufficiently good to offer attractive careers to men and women of ability and scientific training. In this connection the competition of industry for scientifically trained men must be borne in mind. I consider the question of future prospects to be of great importance.

3. *Full-time Technical Teachers.*—It will be convenient to consider these in the following order:—(a) lecturers, corresponding to assistant masters in Secondary Schools; (b) heads of departments; and (c) principals.

Lecturers are of two grades: (i) teachers with qualifications approximating in standard to a university training of three or four years, or with technical qualifications comparable with this. For these the scale recommended is £200 to £450 by annual increments. (ii) teachers with lower qualifications than those in (i), but in many cases men of long and efficient service. These would correspond to non-graduates, or to teachers on the lower scale of the L.C.C. salary scale for Secondary Schools. Workshop instructors, teachers of shorthand, etc., would be in this group. For these the scale recommended is £150 to £300 by annual increments. In all cases the initial salary should vary according to experience and qualifications; and there should be opportunities for a teacher to be promoted from (ii) to (i) for improved qualifications or exceptionally efficient work.

4. *Heads of Departments.*—In the case of heads of departments the conditions vary greatly with the importance of the department and the qualifications required. But although wide variation is necessary, it is most desirable that a scale with a good range should be set up in each school. For example, the range might be £350 to £500, or £500 to £750, according to the size and nature of the school, with annual increments in each case.

5. *Principals.*—No general scale for principals is possible; the salary will depend on the size of the school, the scope of the work, and the character of the district; but in each case a scale with good range should be established, the salary being considerably higher than that of any member of the staff of the same school.

6. *Small Schools.*—It may be urged that such scales as here suggested are not suitable for small Technical Schools. The reply must be that well-qualified lecturers are as necessary in a small school as in a large school. It is true that in many small schools there may be nominally no heads of departments; but, in actual practice, the duties and responsibilities of a lecturer

* A Witness suggested by the Association of Teachers in Technical Institutions.

are often heavier in the small than in the large school. In a small school also the work and duties of one lecturer may be more important and responsible than those of other lecturers. This should be recognised by a higher salary.

7. Junior Technical Schools and Day Continuation Schools.—For the elementary school pupil, leaving school at 14 years of age, the period from 14 to 16 is often worse than wasted. It is felt that the Junior Technical School will fill the educational gap, especially for boys who may later enter skilled trades. These schools should be considered as forming a new type of Secondary School, with a technical bias, and be staffed with well-qualified teachers.

Day Continuation Schools will present peculiar difficulties in organisation, and it will be essential that the staff shall be well-qualified men and women, capable of dealing sympathetically with pupils beyond the ordinary school age.

It is recommended that the salary scales for Junior Technical Schools and Day Continuation Schools be similar to those of the Secondary Schools in the same locality.

8. Specialist Teachers.—It would appear probable that the development of technical education may result in an increase in the number of full-time teachers, and that the future visiting teachers will consist mainly of specialists in certain more technical subjects. If this is so, it is still more necessary to make the conditions of employment satisfactory, or rather, attractive.

9. Part-time Teachers.—In the past a large part of the evening work of the Technical Schools has been done by part-time teachers, often men of wide experience and great enthusiasm; and the country owes much to them for their excellent work. In recent years, however, it has proved exceedingly difficult to obtain an adequate supply of good teachers; and it will be necessary to improve the conditions if the best men are to be obtained. Two suggestions may be made: better remuneration and reasonable security of tenure. I need not enlarge on these matters—that will be done by others—but I would recommend that appointments be seasonal, with a minimum of £30 per session, and that, in case a teacher is not required in a succeeding session, fair notice should be given, so that he may be able to make new arrangements.

Mr. F. B. HART,* Principal, Westminster Commercial Evening Institute, and Miss M. NORRINGTON,* Responsible Mistress, Bath Street Institute, Old Street, E.C.

PART-TIME EDUCATION.

1. Salaries of Principals.—Principals should be paid on a scale of salaries sufficient to maintain them in a social position commensurate with their appointments. It should be mentioned that their work lies largely with heads of firms and departmental managers, who consider the present salaries of principals as suitable pay for reliable subordinates. The duties of a principal are far more than the mere organisation of the classes needed. To do his work properly he has to know the neighbourhood well, and be familiar with the previous education of his pupils, as well as with the occupations for which they are preparing. Even if part-time and evening work largely disappeared owing to the establishment of continuation work, these wide duties of a principal would certainly not be lightened.

A scale provides a stimulus and offers a reward for constant effort. The minimum salary should be above the maximum for heads of departments. The annual increments should be a reasonable percentage of the average salary of the scale. At present the increments are too small. The range should not be too great, or newly-appointed principals soon become dissatisfied with their actual salaries as being much below that of some of their colleagues. The scale should, as a rule, be the same for all appointments of a similar character. It generally happens that the worries of a smaller institute more than counter-balance the extra work entailed by the supervision of a larger one. Exceptionally large institutes should carry special allowances. Principals should not be penalised for reductions in the size of their institutes brought about by circumstances over which they have no control, e.g., changes in the character of the district.

* Witnesses suggested by the Metropolitan Evening Institutes Association.

2. Heads of Departments.—They should receive the salaries of instructors plus a fixed amount, e.g., £50.

3. Instructors, Whole and Part-time.—These should be paid annual salaries on a scale with automatic increments. The main subjects taken in the curriculum should be treated as of equal value, and the scale for them should be the same. Special ability or experience should be paid for by appointing instructors at a salary above the minimum of the scale. At present many instructors take up this work as a means of augmenting their incomes until their positions are improved in their day appointments. As a result the instructors in evening work are often merely birds of passage. This is bad for continuation education, since it generally happens that a good man is lost to the service just as he has gained valuable experience. There should be no difference in rate of pay for instructors engaged in different types of institutes of the same rank, e.g., Junior Commercial and Junior Technical. At present the teachers in the former are paid at a markedly lower rate.

The proposed scheme of continued education will demand that many recruits for full-time employment shall be obtained from amongst these instructors, and it will be necessary to consider the prospects offered by their day employment in framing a scale of salaries sufficiently attractive to induce them to take up continuation education work as a sole means of livelihood.

4. Probation.—Where this is required it should come during the period of training, if any, and at any rate before the person concerned has become wholly dependent upon the appointment for a living.

5. Sex.—We favour equal pay for men and women.

SPECIAL EVIDENCE OF MR. HART.

The Westminster Commercial Evening Institute, of which I am principal, has some 850 evening students over 17 years of age, about 70 per cent. of whom are over 21. Of the teachers, about half are teachers in the daytime, and the other half are engaged in offices. They are paid by the session of 2½ hours, and the rate varies with different subjects. There is at present no means of allowing increased pay for increased experience. A scale for part-time work would help us to keep our teachers and enable us to recognise merit. It would thus make for efficiency.

SPECIAL EVIDENCE OF MISS NORRINGTON.

The Bath Street Institute, of which I am principal, is a Free Women's Evening Institute, and takes girls from about 14 upwards, providing many classes non-vocational in character. About half the teachers are drawn from Elementary and Secondary Schools, and about half are occupied in the daytime in millinery and dressmaking. The rate of pay is a flat rate of from 4s. to 7s. an hour. It would be difficult, I think, to arrange any scale for part-time instructresses.

Dr. C. A. KEANE, Principal of the Sir John Cass Technical Institute; Dr. G. ARMITAGE SMITH, Principal of the Birkbeck College; and Mr. S. SKINNER, Principal of the South-Western Polytechnic Institute.

1. Introductory.—The ten London Technical Institutions, eight of which receive endowments from the City Parochial Charities, are of a very varied character; but there are certain features in respect of their staffs that are common to them. In all the staffs there are highly qualified heads of departments and highly qualified assistants. These teachers deal with an extensive range of subjects, each specialising in some direction. They are in this sense more comparable to teachers in university institutions than in schools, and it is thought that if any analogy is to be drawn in their method of treatment the analogy would be closer with university institutions than with Secondary Schools. The oldest of these institutions, the Birkbeck College, was founded in 1823. It was the parent and type of many institutions which were founded throughout the country. Within the last fifteen years the Polytechnics have become specialised in their character. At the same time the Universities of the country have been developing technical sides,

and are in many cases tending to become technical universities; in consequence of these developments the distinction between the staffs of Universities and Polytechnics is becoming much less marked. In proof of this we may point out that members of the staff and students move from one kind of institution to the other.

Recent proposals have been adopted to give teachers in schools larger maximum salaries and a more rapid scale. The proposed maximum of such teachers is actually higher than the present maximum of many lecturers in Polytechnics. We may illustrate the condition by reference to the large number of London school teachers who attend the Polytechnics with the object of obtaining a university degree that will qualify them for the higher scale of pay in their schools. At the Birkbeck College 34 per cent. of the evening university students last year were London teachers. The actual and prospective salaries of such students are frequently higher than those of the assistant lecturers in the College, who possess good degrees, and who have specialised in the subjects they teach and have all published research.

2. *Principals*.—Principals should be chosen from amongst those who have had a scientific or professional training, and are able to show that they have done research work, or have added to knowledge in some way. Knowledge and experience in research should count specially in their appointment, since such knowledge is essential to give the principal the proper appreciation of the research work carried out by the staff. Principals should be men of distinction, not merely organisers or officials. They should have a scale of remuneration; and the position of principal should be one of the highest positions to which heads of departments, professors and other men scientifically or technically trained might look forward.

Principals should not be given much organising work in connection with continuation classes in their educational area. They should be able to get general information about such work, but the main object of their appointment should be to superintend and advance the work of their own institution.

There is no doubt that the importance, and not merely the size, of the institution should be taken into account when fixing salaries. In a small institution where the duty of control is not very exacting, it would be better to require the principal to take part in lecturing and in original work than to spend much time in outside organisation. The time he spends outside his college should be employed in keeping in touch with the industries of his district, and with the work of local or scientific societies.

3. *Salary Ratios*.—It is desirable that the maximum salary of the lower class in each case should be less than the minimum salary of the higher class, with the view of making a professional chain. This remark refers to full-time officers only.

4. *Heads of Departments*.—To obtain a supply of competent heads of departments as full-time officers, and to retain the services of men of proved merit, salaries should be equivalent to those of professors of similar subjects in Universities, or of similar men engaged in industries. This applies especially in important departments doing work of national value, where there is a very considerable number of students, and large responsibility in looking after laboratories, workshops and assistants, or where the teacher may be engaged in supervising specialised work. This implies that heads of departments should proceed to a much higher maximum salary than obtains in the larger Technical Institutes. At present in London out of 64 heads of departments in the Polytechnics only 21 receive as annual salary as much as £450. Heads of departments should have good facilities for research work, and for training students in the methods of research. They also should be given opportunity, with suitable safeguards, to undertake consulting and similar work connected with industry.

5. *Assistants*.—There should be at least two scales for assistant teachers. One would be for those assistants who have professional or university qualifications; these may or may not have had experience in works. It is difficult to fix a commencing salary, but it should be possible for them to receive increments up to £500. These increments should depend on the merit of the teacher, should be rapid in the early years of service to compete with professional opportunities, and should increase more slowly to-

wards the maximum. First assistant lecturers in large departments may have special responsibilities for laboratories, etc., or may be engaged to teach special subjects. As in the case of heads of departments, all assistants should have opportunity and be encouraged to carry on research and to undertake consulting work connected with industry with suitable safeguards.

The second class of assistants, for which it is more difficult to propose a scale or limit, is that which contains the trade teachers, skilled mechanics, instrument-makers and manual trainers. In this case, however, there will be generally a local union rate, or other established rate of pay, which will decide the salary that is offered.

A probationary period is desirable for those who come straight from college or works. If they come from some other institution where they have done similar work, account should be taken of this experience, either in fixing the commencing salary, or in abolishing the probationary period.

Part-time teachers may be paid either by the hour or by the course, but the number of hours in each attendance for a part-time teacher should not be confined simply to the hours during which he is teaching. Recognition must be given to the time required for the proper preparation of the practical side of his lectures and of the practical work in the laboratory. No scale would be necessary or desirable.

6. *Association with Industry*.—We consider it very important that full-time teachers in Technical Schools should keep in close touch with the scientific world on the one hand and with the industrial world on the other. As to the former, opportunity for research work and membership of scientific societies, with attendance at their meetings, are the main desiderata. As to the latter, reasonable opportunity for doing consultative work is important. Research undertaken by groups of teachers is to be encouraged. We doubt whether a period of leave, to be spent in temporary employment in works, would be satisfactory.

7. *Superannuation*.—With regard to a Government scheme of superannuation, full-time technical teachers should have the same opportunities that are available for the teaching profession. There are many cases, notably in those Technical Institutes that have independent Governing Bodies, where the teachers have not had the opportunity of joining any properly established pension scheme or provident fund. The London Polytechnics, aided by the City Parochial Charities, have a small provident fund started for their teachers.

8. *Art Departments*.—Principals of art departments should receive salaries adequate to render it unnecessary for them to devote much of their time to painting and other work for income. Small salaries, such as at present obtain in many art departments, practically compel art teachers to supplement their income. As pointed out above, original research is essential for progress in science and technical subjects; similarly original art work is desirable, so that teachers may keep in touch with the advances in their field. Assistant teachers in Art Schools, provided they have proper qualifications, should be treated as other properly qualified assistant teachers in Technical Institutes.

9. *Training Departments*.—Two of the London Polytechnics, Battersea and Chelsea, have large training colleges, the former for teachers of domestic science, the latter for physical education. The Chelsea College of Physical Education for women teachers provides a three-year course, and works in harmony with three other colleges, Dartford, Bedford and Anstey. All these colleges will shortly agree in providing a three-year course and issue a joint diploma, which is likely to prove the best diploma in the subject.

Mr. W. J. KENYON,* Caledonian Road L.C.C. School.

1. *Introductory*.—My Association does not think that a scale for part-time teachers is practicable. Teachers in Evening Institutes are mostly part-time teachers, but the work which they are at present doing will in future for the most part be done in continuation schools by whole-time teachers. I have therefore

* A Witness suggested by the London Teachers' Association.

dealt with the problems presented with an eye to the future, and my evidence is concerned with the staffing of continuation schools by whole-time teachers.

2. *Principals.*—I am in favour of scales. A person with a fixed position is liable to stagnate. A scale offers future reward, is an incentive to stimulate effort and prevents a feeling of restlessness.

Within reasonable limits the scales for all principals should be the same; the worry incidental to the smaller institutes is set off against the bulk of the work in larger institutes. Exceptionally large institutes should carry a special allowance. Special difficulties in organisation should be treated as equivalent to large institutes, e.g., in some instances classes are scattered, in others the district and the type of student offer special difficulties. Principals should not be penalised for fluctuations in attendance and enrolment over which they have no control. They should earn more than any one permanent member of their staff, and their salaries should be sufficient to enable them to meet all expenses attendant on their position.

3. *Heads of Departments.*—I should take the maximum salary of assistant plus £50 extra as the maximum salary suitable for a head of a department. The head of department should begin at the maximum of the assistant's salary plus one increment. Large institutions, where students are not adults, are to be deprecated.

4. *Assistants.*—I am in favour of one scale for men and women. In the case of graduates, or teachers with equal qualifications, credit should be given by allowing two years increments. Any year of experience calculated to make the candidate more fitted for the post should be considered in fixing the initial salary. After a time training should be obligatory.

Increments should be automatic and annual. The remedy for inefficiency is dismissal. The unfit should be eliminated during the period of training, and the Local Education Authority should carefully select candidates. If this is effectively done few cases of inefficiency will arise. When such a case does arise, each case should be dealt with on its merits by the Authority. It is unfair that the vast majority of specially selected persons, such as teachers, should be placed under irritating conditions of service because of the delinquencies or unfitness of a few. The existence of a bar presupposes slackness or inefficiency, and is detrimental to effective and loyal service.

The probationary period should come normally during the period of training, but, in the case of newly appointed untrained teachers, training should take place during a twelve months probationary period.

Supply and demand will govern the salary of the part-time specialists needed.

The scale for Junior Technical Schools should be the same as for Day Continuation Schools, if the work is similar.

Mr. J. W. RILEY,* Head of the Building Department, Technical School, Rochdale.

TECHNICAL AND EVENING SCHOOLS.

1. *Present Conditions.*—My evidence deals in the main with part-time teachers. For the past twenty-five years the educational work done in the Technical Institutions of the country has been growing, and although its real value has, perhaps, not always been fully recognised, especially in the industrial world, there is no doubt that the greater number of the men holding leading positions in industry have obtained the basis of their scientific and technical training at these institutions. During the past few years there is evidence of a growing disposition to admit its value, and it may unquestionably be admitted that the needs of the immediate future will require a considerable extension of the work carried on in them. Not only will this be so, but it will be imperative that the work must be more closely allied to the industries of the country. Whilst well equipped buildings are general, and oftentimes money has been lavishly spent upon them, the remuneration of the teacher has been far from adequate, possibly owing to the fact that the work done by the teacher is imperfectly understood. There can be no doubt that

the personality of the teacher is of supreme importance. It is he who provides the driving force, creates the necessary stimulus, arouses and maintains the interest, and, by his devotion to his work, sets the pace. However elaborate the building and complete the equipment, unless the teacher has his work and the interests of his students at heart, the results will leave something to be desired.

It has long been felt by technical teachers that the poor salaries paid, the absence of clearly defined increases, and the lack of any secure provision for old age, place them in an unenviable position as compared with friends in other professions or in the industrial world, and handicap them in maintaining their position in the social sphere. As a consequence there has been for some time a feeling of unrest, which must of necessity in many cases react upon their work. Whilst this unrest was apparent before the war, the reduced value of money, the largely increased cost of living, and the lucrative positions now offered in many branches of business to men skilled in science and technology have increased the dissatisfaction which is now undoubtedly very widespread and calls for immediate consideration. The situation at the present time is that the salaries of teachers in Technical Institutions are totally inadequate; they do not compare at all favourably with those of other people in a similar station of life, with the result that there is great danger of the work in Technical Institutions suffering because of the lack of properly trained and educated teachers. The position of such teachers differs from that of men engaged in industry and commerce, inasmuch as their appointment is often held on condition that no extraneous duties be undertaken, consequently there are few opportunities of supplementing their income in any way.

The state of the industrial world at the present time shows that unless the financial conditions are satisfactory there is danger of losing or reducing efficiency. This state of things applies equally to teachers and to other classes of the community. In fact the claim may be reasonably made that it is specially important in their case because of the nature of the work. As it is necessary not only to retain the services of those now engaged in the work, but also to attract suitable men and women who will be needed for its expansion, it is imperative to have such conditions of service and improvement in the financial aspect that the teacher be free to develop his work without those anxieties now so general because of the present inadequate pay.

2. *Sessional Teachers.*—In a large number of Technical Institutions the greater part of the teaching is done in evening classes, by teachers engaged as sessional teachers. These evening teachers may be divided into two broad classes: (a) those teaching the pure sciences and the more literary subjects; (b) those teaching applied science and technological subjects. The former are mostly engaged in either secondary or elementary school work during the daytime, whilst the latter are generally recruited from the best and most successful students, and are men who, because of their scientific and technical knowledge, are engaged during the day as works managers and in other similar responsible positions. This latter class provides a connecting link between the Technical Institution and industry which is most valuable, inasmuch as it secures the necessary co-operation between theory and practical work, thus assisting the development of applied science and technology to the particular industries of the district.

Like their colleagues who are fully engaged in teaching, these part-time teachers are restless both as regards present conditions of service and the remuneration received. Their re-appointment each session often depends upon a previous session's success, judged upon examination results. Again, the appointment is conditional upon sufficient numbers joining the class, and often results in classes being abandoned with a financial loss to the teacher through circumstances beyond his control. What with decreased money values and enhanced prices, coupled with practically no security of position, men who are best qualified and most valuable as teachers of evening classes are hesitating to continue the work, especially in view of the prospects in industry. It has to be borne in mind that the period of time during which the class meets in no way represents the whole of the time given by the teacher; the preparation of the lesson

* A Witness suggested by the Association of Teachers in Technical Institutions.

and the marking and recording of homework are additional, and often occupy more time than the actual teaching. As an official of the Association of Teachers in Technical Institutions I have come across many men who are excellent teachers, and who, because of insufficient pay, have given up their classes for more lucrative work in the industrial world. Further it may be said—and I should like to emphasise this—that there is all over the country a feeling of unrest, and an agitation for a revision of the salaries of all, including part-time, teachers.

3. *A Scale for Sessional Teachers.*—The Association of Teachers in Technical Institutions has drawn up a scale of salaries which is, in the opinion of its members, both reasonable and practicable. In this scale, which is based upon a period of two hours per night for a 30 weeks session, it advocates (a) for teachers in charge of a subject, £30 as a minimum, rising to a maximum dependent upon the experience and standing of the teacher; (b) for assistant teachers in charge of a class, but working under the supervision of another teacher £20 rising to £30. Within this class are included workshop assistants.

Statistics obtained from a number of institutions show that the rate of pay for part-time teachers in charge of classes in science and technology varies from 10s. to 20s. per evening, with an average of about 12s., i.e., about £18 per session of one evening per week for 30 weeks. Considering the decrease of money values, etc., the above-mentioned scales cannot be considered unreasonable.

Teachers are strongly in favour of a sessional fee in preference to appointment at so much per evening; they also feel that there should be increments which will show acknowledgment of services rendered, and thus bring them into line with the generally accepted rule of promotion and financial recognition of merit. Whilst we recognise that because of the specialised character of some subjects there is difficulty in obtaining teachers for these subjects, and consequently higher rates of pay are necessary, the greater number of subjects are such that they provide a common basis for a rate of pay which can be governed by having a uniform scale, with increments sufficient to keep the best teachers satisfied with their position. Teachers claim that the future success of the country is largely dependent upon a greater utilisation of the educational opportunities offered, and a development of the higher stages of training given in Technical Institutions, and they yield to no one in their zeal for and devotion to their work, and in their desire to contribute a full share in carrying on the educational work of the country.

Mr. A. R. SAGE,* L.C.O. School of Building, Fern-
dale Road, Clapham, S.W.

TECHNICAL SCHOOLS.

1. *Salary Ratios.*—My Association are of opinion that no definite relations can be established between the salaries of principals and those of heads of departments and assistants, owing to the great variation in the type of institution and the magnitude of the work undertaken. There should, however, be a minimum salary for heads of departments commensurate with the position. This should be fixed with regard to the maximum salaries of the lecturers employed in the department.

2. *Heads of Departments.*—We are of opinion that different scales for heads of departments are advisable, provided that the minimum scale referred to above is satisfactory, and that this is not taken to represent the maximum. In arriving at the scale of salary for any particular case due regard should be paid to the ultimate prospects of highly qualified specialists in the commercial life of the profession or industry concerned; to the size and importance of the work of the department; and to its responsibilities. These should not be considered separately but in conjunction. Moreover, the scale should be independent of the size of the institution.

3. *Assistants.*—We are of opinion that there should be two series of scales: (a) one for men; (b) one for women. Under (a) we suggest separate scales for: (i) lecturers in pure and applied science, art and

English subjects; (ii) lecturers in trade subjects, (iii) workshop instructors. Under (b) we suggest separate scales for (i) lecturers and teachers in pure and applied science, domestic subjects and English subjects; (ii) lecturers in trade subjects.

Arrangement should be made whereby a teacher appointed on one scale could be transferred to a higher by special recommendation.

As to workshop instructors, it is difficult to get men who are expert in their subjects and at the same time teachers. If the salary offered be adequate, we expect that good men will continue to be available. Provision should, however, be made for training such men to teach.

We suggest that the scales for the above be in agreement with those drawn up and approved by the London Teachers' Association. We also suggest that in the event of any appointment being made at a later age than the normal commencing age, the number of years served in a similar capacity at one institute should be considered in full, and that at all times, provided qualifications and experience are satisfactory, it be possible for teachers in any of the above groups to obtain an appointment in a higher section.

We are of opinion that certain teachers in section (i) should be graduates of a British University. Where this condition is relaxed in consideration of the possession of some special qualification, and where the general academic status of the teacher may be regarded as approximately equivalent to that of a graduate, he should be placed on the scale as a graduate.

The award of increments should be practically automatic, subject to no seriously adverse report being made on a teacher's conduct or efficiency. In the event of such a report being necessary, the teacher affected should be allowed to see the report before its despatch to the Committee or Education Authority.

4. *Probation.*—We are of opinion that a probationary period is desirable, and that its duration should be one year. In cases where this period is not satisfactory, it may be extended by a further six months.

5. *Salaries in Junior Technical Schools.*—We are of opinion that the scales of salaries in Junior Technical Schools should be the same as those adopted for Secondary Schools for appointments similar in character.

6. *Part-time Teachers.*—We are of opinion that scales of salary for part-time teachers, the main part of whose work lies outside education, are impracticable.

Mr. T. P. WATSON,* Headmaster of Keighley Trade and Grammar School and Principal of Keighley Technical Institute.

PREFATORY REMARKS.

1. *General Principles.*—The first principle which must determine the fixing of salaries for teachers is to make it possible for men and women to receive a salary which approximates to the wages or salary which they could get by entering a business as a skilled employee. At present a young man who becomes a designer or market man in a business, or becomes a secretary in a large firm, or a manager in a mill or workshop, has the prospect of reaching a much higher salary than can be obtained by any but the very few who are at the head of the teaching profession. These men in business attain their positions at an earlier age through easier avenues and with a far less sacrifice of money and leisure, than do men of equal ability in the teaching profession. Their training for business is comparatively short, and they have no searching examinations to pass. The teacher must continue to be a student so long as he is an efficient teacher, and his value in his profession depends entirely upon his ability to maintain his mastery of the subjects which he is required to teach. If the new demands for teachers are to be met, there must inevitably be a much higher rate of payment to teachers. The cry that the country cannot afford it can only be met by the statement that the country cannot afford to leave it undone.

Another very powerful reason ought to be stated. Parents will not in many cases consent to their boys

* A Witness suggested by the London Teachers' Association.

* A Witness suggested by the Association of Technical Institutions.

entering the teaching profession, even when the boy himself has great ability and a strong desire to become a teacher, because the salary of a business man is a private matter between him and his employer, whereas the teacher's salary and its increases are a matter of public comment, and are often, in the smaller towns at any rate, made the subject of acrimonious discussion in public. The teacher and his salary often become the football of party strife on Education Committees and Town Councils. It is strongly urged that the Committee should recommend some provision to ensure that the discussion of salaries and their increases be conducted in private, as is the case with an ordinary employer and his servant. This recommendation is urged as a matter of justice to the teacher, and is an inducement to young men to enter the profession. I regard the establishment of scales of salary as one important means of avoiding such undesirable discussions.

SCALES OF SALARY.

2. *Desirability of Scales.*—It is well to have scales of salary for the ordinary type of assistant master and mistress in Secondary and Technical Schools, as it gives definite promise of advancement to a teacher, and ensures that advancement without the periodic discussion which otherwise is certain to take place in the case of very many Governing Bodies. The great disadvantage of a scale lies in the fact that assistant masters may take advantage of the scale to relax their efforts. I accordingly recommend that every advance by scale should only be made after a report has been given by the headmaster to certify that the work and conduct of the teacher have been satisfactory. In case of refusal of increment the teacher concerned should have a right to state his case. I also recommend that the scales should not be rigid, but that teachers who have done superlatively good work for the school should have the reward of being advanced more rapidly than ordinary scale increases permit, and should have opportunities of rising above the ordinary maximum.

VARIATION OF SCALES.

3. *Sex and Marriage.*—There should be a scale for both men and women assistant teachers, but the scale for masters should commence at a higher minimum, and be continued to a higher maximum than the scale for mistresses, because normally the assistant master has greater calls upon his salary than the assistant mistress. The difference in the scales ought to be left to Governing Bodies. It does not seem to be in the province of Governing Bodies to consider the question of marriage, any more than a proposal to tax bachelors would be considered a proper recommendation from them.

4. *Nature of Degree.*—In all cases academic qualifications should be taken into consideration, as the great inducement to a teacher to remain at the University for a longer period without earning a salary, or to persevere with his studies for the purpose of gaining a degree with honours or a diploma, is mainly based upon the fact that he realises that his greater abilities will be likely to enable him to obtain a higher position and a better reward. Moreover his usefulness to the school is greatly increased by his more advanced knowledge of his subject. The assistant teacher who is required to take the more advanced work in one subject is always more difficult to obtain than the ordinary form master or mistress who professes ability to take the lower forms in several subjects.

5. *Training.*—It would be well if all teachers had some pedagogic training. It is one of the great faults of secondary school teaching that so many teachers pass into the profession without any definite study of the theory and practice of education. The Imperial College of Science, for example, which provides so many science teachers in Secondary Schools who are excellently taught in their own particular subjects, has no course of education in its curriculum.

6. *Age of Entry.*—This should be considered precisely in the same way as stated above, if the teacher has remained at a college or university in order to take more advanced work, or has been in a workshop to gain practical experience.

7. *Nature of Subject Taught.*—All subjects should be treated alike in a Secondary School with respect to salaries, provided that they have all entailed attendance at a college or university. With this proviso, a large

proportion of manual training teachers and teachers of physical exercises ought to be paid on a lower scale, as their certificates have usually not required so high a type of training, nor one so costly or of so long duration as is the case with other teachers.

8. *Heads of Departments.*—A higher scale should be made for teachers who are heads of departments in the larger Secondary Schools, and it is suggested that in these cases there should be a nearer approach to the salary of the headmaster than is the case in most schools at present.

9. *Size, Character, and Circumstances of the School.*—These should not make any difference in the scale for assistant teachers. The size of their classes is largely determined by the Regulations of the Board of Education, and the character of the ordinary form work of assistant teachers is practically the same. With respect to headmasters the case is very different. Their responsibilities are greatly affected by the size and circumstances of their schools, and their salaries should be regulated partly in accordance with these factors.

The character and circumstances of the school could only affect the scale of salaries if the school was doing work above the normal standard, for example, in the case of schools with recognised Advanced Courses, and in these schools the salaries of the teacher teaching these subjects would be regulated by the remarks made above on the qualifications of teachers.

10. *Character of the Locality.*—It is generally recognised, both by assistant teachers and by Governing Bodies, that a higher scale is necessary in large cities and towns than in the more thinly populated parts of the country.

11. *Nature of Scale.*—Provided that the commencing salary after the probationary period is made really adequate, it is recommended that a long scale with annual increments should be adopted as the general rule. If, however, nothing is done to increase the commencing salary above a bare subsistence wage, then a more rapid increase in scale will be necessary to meet the usually growing responsibilities of the young teacher between the ages of 25 and 35. I am not in favour of short scales with rapid increments except in the case of heads of departments of proved worth and ability. If the scales of salary are not rigid, but can be altered and are actually altered by Governing Bodies, then it would appear that alterations in the scale in exceptional cases will meet all ordinary requirements.

Efficiency bars would be an effective method of distinguishing between teachers who are giving good service and those who are satisfied to do a minimum amount of work, but the method of making advances which are departures from scales stated above would appear to be better. Efficiency bars have the effect of causing dissatisfaction amongst the staff, without the advantage of replacing teachers whose services are not adequate to the duties required.

12. *Posts of Special Responsibility.*—It would appear to be unnecessary to distinguish teachers in this way, as all teachers are expected to give their services in the fullest degree in their respective spheres. The only exceptions would be in the case of a second master to whom are delegated some of the duties of a headmaster in his enforced absence, and in the case of heads of departments in the larger schools.

13. *Headmasters.*—The headmaster ought to have a really good salary, on account of his extra responsibilities and the comparatively few opportunities of improvement in his position. In large schools it ought to be much higher than the maximum salary for any assistant master, but in small schools the difference between the two should not be so great.

14. *Migration.*—Teachers should always have recognition of previous service in commencing duties at a new school. The precise point of commencement at the new school should be left to the discretion of the Governors, who will no doubt be influenced in making the appointment by the applicant's previous experience and the number of changes he has made.

TECHNICAL SCHOOLS.

15. *Principles.*—Technical Schools differ so largely in size and importance that it would be impossible to make any statement as to the proper salary for principals, and it is equally impossible to consider the question of a scale. This should be left to the Governors of the schools to be treated on its merits, with a recommendation that in all cases an adequate salary should be

paid. One would like to recommend, if it were feasible, that some discretion should be given to the Board of Education to recommend increases of salary for principals, in cases where such salaries are manifestly insufficient and Governors do not make a proper increase on their own initiative. This recommendation is made because in many cases, by the force of circumstances and by the outstanding ability of a principal, a school has increased in importance and efficiency very much beyond its position when the principal was appointed. Governors are often hard to convince of this increase in the value of the principal, as increased efficiency always means a larger and better staff and consequently increased expenses in salaries, equipment, &c.

The principle is generally appointed for whole-time work, and while the size of the institution should regulate his salary it would seem that organisation of continuation work in the area would be looked upon as part of his ordinary duties. In fact, every principal who desires the success of his institution is glad to have the opportunity of organising the continuation work in his area, in order to improve the previous education of pupils who will ultimately come to the central technical school.

16. *Heads of Departments.*—I recommend that heads of departments should not be paid less than is paid for corresponding work in Secondary Schools in the same area. Otherwise it ought to be left to the discretion of Governors, acting on the advice of the principal, to award different scales of salary and different salaries to different heads of departments in the same school. The most important consideration will be the more specialised nature of the work, as it will inevitably happen that these teachers will be more difficult to obtain and their services will command a higher rate of payment.

17. *Assistants.*—There are so many differences in Technical Schools in the importance of the work of assistant teachers, and in their qualifications, that it would be undesirable to have any fixed scale of salaries for the whole staff. The salaries and the scale of salaries should be fixed by the Governors in each individual case, or, at any rate, in small groups doing the same class of work, with the proviso that the salaries of assistant masters in Day Technical Institutions should be not less than the salaries given to assistant masters in the Secondary School of the same locality.

18. *Probation.*—In all cases of full time service, whether in Secondary or Technical Schools, there should be a probationary period of at most two years. This gives the proper opportunity for a headmaster or principal to decide as to the value of a teacher's services, and there cannot be the same sense of injustice if a teacher is asked to seek a new post under the arrangement.

19. *Part-time Teachers.*—Scales of salary for part-time teachers are undesirable. Such teachers are generally appointed in Yorkshire by the evening, and are required mostly for evening work of a special character. For the comparatively few cases where part-time teachers are required in Day Technical Institutions the salaries should be treated individually by the Governors.

20. *Junior Technical Schools.*—Assistants in Junior Technical Schools ought to be paid at any rate as high a salary as is paid to assistant teachers in Secondary Schools in the same area. In these schools, which deal with pupils at a difficult age, a teacher's power of discipline is all-important. I should distinguish these schools from Trade Schools. Close touch with trade is very important for the teacher of technical subjects in the latter. It is less important for teachers in the former, which are concerned rather with general principles than their adaptation to a particular branch of industry.

21. *Day Continuation Schools.*—The establishment of a system of compulsory part-time day classes will cause the appointment of two classes of teachers; (a) teachers in schools for pupils between the ages of 14 and 16, giving a general education on practical lines; (b) teachers in schools doing specialised industrial work with pupils between the ages of 16 and 18. For classes under (a) the teaching will approximate to that given in Secondary Schools, and the salaries should be on a scale approximating to that of the ordinary assistants in Secondary Schools. For classes under (b), which ought in all cases to be taught in Technical Schools, the teachers should be treated exactly on the same lines as assistants in Technical Schools.

EVENING CONTINUATION SCHOOLS.

22. *Salaries.*—With the passing of the new Education Bill it is presumed that these schools will ultimately disappear. In Yorkshire it has been proposed that for the period in which they are in existence the following shall govern the rates of payment to assistants and head teachers. These recommendations are entirely in agreement with my views:—

(a) Assistant teachers in continuation and preparatory (branch) schools:—

- (i) The minimum rate of salary to be that determined by taking 50 per cent. over an estimated average rate of salary for the area of certificated elementary assistant teachers;
- (ii) In fixing the minimum salary for evening school assistant teachers the average salary for men and women to be taken separately;
- (iii) There should be a probationary period of two years (this to be optional for Local Education Authorities). During the first years of the probationary period the rate of remuneration should be 7s. an evening for men, 5s. an evening for women.

After two years service the remuneration should be:
Minimum: 8s. an evening for men; 6s. an evening for women.

Maximum: 9s. an evening for men; 7s. an evening for women.

(b) *Head Teachers.*—In a school of less than 100 in attendance the head teacher should teach not less than two evenings a week, and in a school of over 100, but less than 200 in attendance, not less than one evening a week. The following rates of remuneration are recommended:—

	Pupils in Attendance.		
	Under 100.	100 and under 200.	200 and over.
Men ..	10s. an evening ..	12s. an evening	Each case to be considered on its merits.
Women ..	7s. 6d. an evening	9s. an evening	

Mr. J. WILSON,* Head of the Chemical Department, Battersea Polytechnic.

EXISTING CONDITIONS IN TECHNICAL SCHOOLS.

1. *Introductory.*—The war has emphasised the importance of scientific and technical education, and the urgent necessity for great developments in these. The first essential factor, and the one which has been least considered up to the present, is the teacher. The public can realise the importance of suitable buildings and equipment, but it fails to grasp the necessity for attracting and retaining, by adequate salaries and pensions, the services of the most capable and highly-qualified men for the Technical Schools. Even before the war, the low salaries and the absence of salary scales offering reasonably good financial prospects to teachers were causing general discontent and dissatisfaction, not conducive to the best work. The lack of prospect for the future, and the inability to maintain a reasonable standard of life and to make suitable provision for old age, all militated against educational efficiency. The financial conditions were, and still are, such that comparatively few were entering the technical branch of the teaching profession. It was becoming increasingly difficult, year by year, to secure suitable candidates to fill vacancies. There was, and still is, a serious danger that the supply of suitable teachers would practically cease. In addition to this, the leakage from the profession was growing. Men were passing into the service of industry, where their technical and scientific knowledge brought them higher financial returns. The increased cost of living since the war has accentuated this, especially in view of the largely increased salaries now being paid by industry to men with scientific and technical training, and the higher salaries and salary scales offered to science teachers in the Secondary Schools.

The demand of industry for men with scientific and technical knowledge is now much greater than before. It will probably increase still further after the war, with the growing realisation by industry of the necessity for scientific and technically-trained men. New industries are being developed, and for these

* A Witness suggested by the Association of Teachers in Technical Institutions.

workers of all grades must be trained in the Technical Institutions. Suitable teachers for these will not be forthcoming unless there are far better financial prospects than at present. It may be safely concluded that unless substantial improvements are speedily made in the salaries and salary scales for technical teachers, there will be a grave shortage in the staffs of the Technical Schools after the war, thereby checking the future development of British commerce and industry. Probably the absence of salary scales, offering reasonably good prospects for the future, has a more serious deterrent effect upon the possible future recruit to the teaching profession than even the low salaries offered at the commencement of his career.

2. Present Salaries.—It is difficult to give accurate and exhaustive figures on this point. From returns made by members to my Association, it may, however, be said, with substantial accuracy, that the average salary in 1914 of teachers in Technical Schools, including both assistants and heads of departments, was between £160 and £170 per annum, and that about 80 per cent. of the teachers were in receipt of a salary lower than £251 per annum. The average length of service of the teachers referred to in this return was about 12 to 15 years. Probably only about 25 per cent. of the teachers had a salary scale, implying that any advances in salaries could in general only be secured by making repeated personal applications. This, in itself, of course, tended to keep down salaries.

The low average salary is a natural outcome of the present system—i.e., practically no scales, and paying each man for his own particular work, a method, or absence of method, still advocated because of the alleged insuperable difficulty of making scales. The continuance of the present system will mean the continuance of low salaries.

Assuming, as is probable, that the average salary in Technical Schools in 1914 was from about £160 to £170, this is appreciably lower even than the average salary paid in Secondary Schools in 1914 in England and Wales—namely, £175. The case for an increase in the salaries in Secondary Schools is admitted practically by all. The claim of the technical school teacher is at least equally strong, in view of his intellectual training, educational status, and the arduous nature of his work. The night work, usually three or four evenings a week, coupled with, say, seven half-days work per week in the day time, implies a very heavy strain upon his mental and physical resources. The varied types and ages of students to be dealt with increase the difficulty of the teaching. Much of his limited spare time at home must be spent in endeavouring to keep up with the rapid current scientific and technical developments of his own particular subject.

The lower salaries paid to technical school teachers, as compared with secondary school teachers, are well marked, for example, in London, where a Governing Body is responsible for the working of both a Secondary School and a Technical Institution. The secondary school teachers rise automatically to £300, and, under the new London scale, possibly to £400 or £450, while the lecturers on the technical school staff (other than heads of departments) only rise to £220 or £250.

In considering the salaries which should be paid to teachers in Technical Schools generally, full regard must be given to the general level of the work done in Technical Schools as a whole, and to the qualifications, training, and duties of their teaching staffs.

3. Standard of Work in Technical Schools.—Comparatively few people realise the general level now attained in the work of the Technical Institutions. A considerable portion of this work is the teaching of pure and applied science of approximately Inter. B.Sc. and Final B.Sc. standard. Some of it is of a still higher level. The courses of instruction in subjects such as Mathematics, Physics, Chemistry, and Mechanical and Electrical Engineering are broadly comparable, though in less detail as regards the evening classes, with Intermediate and Final University courses. The evening courses must necessarily be more condensed than the day courses, thereby increasing the difficulties of both teacher and students. More stress is naturally laid in the Technical School upon the industrial aspects of subjects, thereby demanding special knowledge and experience from the teacher.

4. Teaching Staffs.—The teaching staffs consist of (a) the permanent full-time staff; (b) part-time teachers, usually employed only in the evening.

The permanent staffs may be roughly divided into three main classes:—

(i) Men who have had a three or four years full time day training in a University, or a college of university rank, such as the Royal College of Science, and who have obtained a university degree (usually honours) or its equivalent—e.g., the Associateship of the Royal College of Science. Most of these men have done a certain amount of original research, and in many cases have also had industrial experience. Some hold the Doctorate of Science from one or other of the Universities. Broadly speaking, it has been impossible to secure an appointment on the full-time staffs of the schools during the last fifteen or twenty years, in subjects such as Chemistry, Physics, Mathematics, and to a certain extent in Engineering also, without a training and qualification such as those just referred to. Many of the teaching posts in Technical Schools are held by men who have been lecturers or demonstrators in university colleges. Conversely, from time to time, men pass from the staffs of the Technical Schools to the teaching staffs of the university colleges.

(ii) Men who have not had a full-time three or four years training in a university college or similar institution, but who may fairly be regarded as equivalent to (i) having qualified themselves by long works experience, and by study of their respective subject, with its allied or cognate sciences, for, say, five or six years at evening classes at one of the larger Technical Schools. These men are generally found in the Engineering, Building, Textile and Commercial Departments. Day instruction, and qualifications of a university character, were not open to these men in years gone by. Some of the teachers in this class are of quite high standing in their industry. Their technical experience, coupled with their scientific knowledge, amply merits in general their being regarded as broadly on the same level as the teachers in class (i), and receiving, therefore, the same treatment as regards salaries and salary scales.

(iii) Men of a lower educational and technical status than (i) and (ii). They are mainly employed in the teaching of trades and handicrafts, and are generally known as workshop instructors.

Some idea of the relative numbers of the three classes of full-time teachers in Technical Schools is given in the following figures, obtained from twelve typical schools. The teaching staffs of Domestic Economy Departments are not included.

	Class (i) (3 years day training, etc.)	Class (ii) (equal to class (i).)	Class (iii) (lower standard).	Total number of full-time teachers.
(1)	14	11	8	33
(2)	31	6	1	38
(3)	50	7	11	68
(4)	14	7	7	28
(5)	14	6	10	30
(6)	23	13	13	49
(7)	17	—	2	19
(8)	11	—	—	11
(9)	6	4	—	10
(10)	18	6	3	27
(11)	4	—	—	4
(12)	11	9	11	31
—	213 = 61 %	69 = 20 %	66 = 19 %	348

Taking these results as typical, we may reasonably assume that about 80 per cent. of the full-time teaching staffs represent a fairly definite and homogeneous class of teachers, whose qualifications, training and experience are broadly comparable with each other, and for whom some more or less uniform scheme of salaries may be devised.

SCALES OF SALARY.

5. General Principles.—My Association has passed the following resolutions with regard to the general principles which should be taken into account respecting salaries and salary scales for technical teachers:—

(a) The initial salary must be sufficiently large to attract men and women who are possessed of high qualifications. It should be at least equal to those commonly paid in other professions which require a

similar standard of intellectual capacity and outlay of time and capital in the period of training;

(b) The prospects of future salaries should be sufficiently good to offer attractive careers to men and women of ability and scientific training. In this connection the competition of industries for scientifically trained men must be borne in mind;

(c) It should be reasonably possible for a properly qualified technical teacher to attain a salary of at least £300 per annum when he has attained the age of 30.

6. *Increments.*—As I have already stated, comparatively few technical teachers have definite scales of increments, and even where scales are in existence, they generally have only a relatively small range, say, from £150 to £200. The absence of definite scales means that increments can only be obtained by personal application, a proceeding naturally distasteful to the teacher, lowering to the dignity of the profession, and involving much waste of time by Governing Bodies in considering each particular case. The lack of definite adequate increments of salaries obviously keeps down salaries, and, by withholding reasonable prospects for the future, makes the profession unattractive, both to those now in it and to those who might otherwise enter it.

7. *Classification of Teachers for Purposes of Salary Scales.*

(a) *Permanent Full-time Teachers.*—Permanent full-time teachers may be divided into two main groups, A and B. Group A consists of class (i), university graduates, and class (ii), those equivalent to class (i) by virtue of technical experience and evening class training. Group B comprises class (iii), men of lower educational training and technical experience, usually termed workshop instructors.

Group A.—(a) *Assistants.*—My Association recommends here, £200 to £300 by annual increments of £15, rising, without any bar, to £450 by increments of £20. The Association realises the difficulty of laying down scales which will apply in all cases, since the size and nature of the institutions vary so considerably. Hence scales cannot be as rigid in their application as with secondary school teachers. The above figures indicate the kind of normal minimum scale we want. There must, however, be provision for starting at a higher point on the scale than the minimum where it is necessary to attract specially qualified men from industry, and for a higher maximum for special qualifications or responsibilities.

(β) *Heads of Departments.*—Here again, owing to wide variations in the size of departments, in the responsibility and the nature of the work, and in the special qualifications and experience required, rigid scales are out of the question, and considerable elasticity is necessary, especially as regards the maximum. The post of head of department in a Technical School is not comparable with that of head of department in a Secondary School. The responsibilities and demands on the former are as a rule far greater. The Association recommends the following as an indication of the normal minimum scale:—Initial salary £350 to £500, according to work and responsibility, rising by annual increments of at least £25 to a maximum of £500 to £700.

Group B.—These should be treated similarly to non-graduates in the L.C.C. scale for Secondary Schools, i.e., commencing at £150 and rising to £300. It should be possible for a man, by improving his qualifications or by virtue of special experience and responsibilities, to pass from Group B to Group A.

(b) *Part-time Teachers.*—My Association's recommendations here are as follows:—

(i) Teachers in charge of a subject; £30 as a minimum sessional salary, rising to a maximum dependent on the experience and standing of the teacher;

(ii) Assistant teachers in charge of a class, but working under the supervision of another teacher; £20 rising to £30.

The above sessional salaries refer to one period of two hours per week for a session of about 30 weeks.

Uniform scales for part-time teachers are clearly more difficult than for full-time teachers. The above only represents minimum scales. Much higher salaries must clearly be paid for highly qualified specialists in certain industries. Sessional fees are preferable to

payment by the hour or evening. Further, as indicated in my Association's proposals, definite provision should be made for increments of salary. As a rule, when a part-time teacher commences work in a Technical School he has not had any teaching experience. As time goes on, his services become more valuable, and this should be recognised by increased sessional salary. Salary scales are in operation even now in a few centres. Scales for part-time teachers would in general be short-period scales, and the difference between the minimum and maximum salaries would not be very great.

OTHER TOPICS.

8. *General Questions Relating to Scales.*—All full-time teachers in Junior Technical Schools and part-time continuation schools should also be on scale. In view of the importance and difficulty of the work which will be done in these schools, it is essential that the full-time teachers should receive salaries not less than those paid to secondary school teachers with equivalent qualifications and experience, due regard being paid to industrial experience. Unless thoroughly efficient teachers of broad outlook and training can be attracted, the value of these schools to the community will be far less than would otherwise be the case. Such teachers can only be attracted and retained by adequate salaries and salary scales.

Scales should not vary locally except on the ground of the cost of living, but special provision should be made for chief teachers in the more important institutions. Any variation to meet cost of living should be expressed by higher initial salaries and higher maxima, with the same increments. Variation on account of differences in cost of living should follow the results of reliable investigations in different localities. Such variation should be expressed by higher initial salaries and higher maxima, with the same increments.

A reasonable proportion of previous years of teaching experience, if of the same type, should count; if of a different type, each case should be considered on its merits.

Efficiency bars are not desirable. Increments in general should be automatic and annual, unless there are adverse reports.

9. *Contact with Industry.*—To facilitate the connection between Technical Schools and industry, it is desirable that teachers should be allowed and encouraged to undertake consulting work. The L.C.C. regulations on this point may be suggested as reasonable. Thus such work should be subject to the permission of the principal of the institution, who must be satisfied that the teacher's work for his institution would not be interfered with. If institution materials and appliances are used, a reasonable proportion of the fees should go to the institution.

After certain periods of teaching, e.g., seven years, teachers should be given leave of absence with full salary, for, say, a session, to return to industry or research. The teacher should not lose his position on the salary scale thereby.

(c) IN SCHOOLS OF ART.

Mr. W. H. BOND, Headmaster, Municipal School of Art, Brighton.

QUALIFICATIONS AND STATUS OF ART TEACHERS.

1. *Relative Value of Qualifications.*—It is quite easy to make academic distinctions between qualifications, but in practice such a method of distinguishing relative values will not be just, or supply Governing Bodies and principals of schools with reliable assistance when selecting candidates for particular appointments. The ground needs clearing before an attempt is made to schedule the value of such uncertain factors as now exist. What is needed is a definite statement, to be arrived at by information obtained from expert sources, as to what is particularly required of teachers in each of the categories given below. This statement should be compared with the paper qualifications, and the strength or weakness of such for certain duties notified to the bodies issuing them.

2. *Types of Instructors.*—The following types may be distinguished:—(a) in Schools of Art (i) principals; (ii) heads of departments; (iii) assistants. (b) in Junior Technical Schools and Trade Schools, probably the same three grades, except in schools having

only a limited need of art instruction, when the art section might have a head instructor and assistants. (c) in Secondary Schools, an art section in charge of a head instructor and assistants.

3. *Notes on Qualifications.*—(i) The Board's Teaching Certificate for Teachers of Art provides a reasonably good draughtsman teacher of an all round type, but it has a grave defect in that the holder may be almost entirely ignorant of the principles of design and ornament.

(ii) The Art Master's Certificate is behind the times in several respects. It should be noted that the holder of only Group 1 may claim this title equally with another who may possess the complete set of groups.

(iii) R.C.A. Full Associateship.—This is probably the best all-round qualification now existing, if the proper professional training has been taken.

(iv) R.C.A. Associateship.—Probably a good qualification for a specialist teacher, e.g., head of a department.

(v) R.A. Diploma.—This gives no recognisable guarantee that the holder is conversant with the requirements of industrial or applied art.

(vi) Slade School Diploma.—This is in the same category as the R.A. Diploma, and, like it, is probably good for a specialist in the figure drawing department of an Art School.

(vii), (viii) and (ix).—The qualifications quoted above seem to be on an entirely different plane from the New Oxford Certificate, the Clapham High School Certificate and the Royal Drawing Society's Diploma, which may be considered apart, as they frankly exhibit a helpful singleness of purpose; i.e., the instruction of the young, that is scarcely found in the others. The New Oxford Certificate is on its trial, and promises well. I understand that a year's training in the theory and practice of teaching, to be taken in an approved institution, is now compulsory. The Clapham High School Certificate may be trusted for secondary school work, and limits its activities to that end. Of the Royal Drawing Society's Diploma I can only speak from hearsay.

Nos. (v) and (vi) give no guarantee of satisfactory previous general education, and do not provide any pedagogical course.

4. *Qualifications Equivalent to University Degrees.*—If a person has served for three years as an Art Pupil Teacher, and holds one or more of the qualifications Nos. (ii) to (vi) given above he should be considered on an equality with a holder of a university degree with training. I should regard the teaching practice received during a well balanced pupil teachership as a good substitute for training.

The Board's Certificate for Teachers of Art should be included with these. Qualifications (ii) to (vi), being without training, should be on an equality with a university degree without training. Upon Nos. (vii) (viii) and (ix) I am not prepared to offer an opinion without discussion with others conversant with details of which I am at the moment uncertain.

I do not know of any valid reason why the Board's examination in teaching method and school management should not be opened to the holders of qualifications (ii) to (vi).

5. *Existing Supply of Trained Teachers.*—The existing methods for filling, say, 75 per cent. of art teaching posts are very haphazard indeed. As in many other branches of the profession the efficient art teacher is made or not made, as the case may be, by chance of circumstances. A large number of would-be art teachers apply for positions indiscriminately in Art, Secondary or Trade Schools, as posts are advertised, regarding little their own special technical aptitudes so long as the post is obtained. The supply of teachers would seem to be adequate to the present demand. But in view of the new Education Bill, will not a shortage of trained teachers be almost certain to occur when peace comes, in the case of men teachers and trade specialists more particularly? Will it not be a prudent measure for the Board, as soon as good candidates can be obtained, to institute centres for the training of instructors in sign-writing, decorating, printing, and such minor art trades? The candidates might be young men selected from the trades concerned. Enquiry of Pensions Committees might find

a number of disabled men quite well fitted by previous training to take up such careers, and their training might be given under the Pension Warrant Scheme, say, for two years, with the deliberate purpose of making teachers of them.

As an indication of the existing demand for Art Teachers, I may quote the following statistics of vacancies advertised by the National Society of Art Masters:—

From March, 1913, to March, 1914:		From January, 1915, to January, 1917.	
	Approx.		
Headmasters ...	7	Headmasters ...	10
Assistants ...	21	Assistants ...	28
Secondary Schools ...	17	Trade ...	6
Visiting ...	9	Secondary Schools ...	45
		Visiting ...	7
	54		96

Mr. F. V. BURRIDGE, Principal of the L.C.C. Central School of Arts and Crafts.

QUALIFICATIONS OF TEACHERS OF ART.

1. *Diplomas and Certificates.*—Holders of the following diplomas or certificates; (i) the Board's Certificate for Teachers of Art; (ii) the Art Master's Certificate; (iii) the Royal College of Art Full Associateship; (iv) the Royal College of Art Schools Associateship; (v) the Schools Diploma of the Royal Academy; (vi) the Slade School Diploma, have learnt about as much of their business as a future parson or barrister who has just taken his B.A. They would probably be rather below them in education as it is generally understood, but, on the other hand, the stimulus of creative work during education in and by means of a craft should have highly developed their powers of understanding and expression. But just as degrees in the humanities or science are only evidence of good scholarship, and are no evidence of ability to teach, so these diplomas and certificates can only represent scholarship in the arts and crafts up to a certain point, and are no proof of fitness or ability to teach art or craft. Training in teaching is understood to be part of the preparation for some of these diplomas, but I do not consider the training given to be of much value, and it is useless for secondary school teaching. That it should be possible for a person who during his career as an art student has secured one of these qualifications, on looking round for a job at the end of that period indifferently to undertake teaching in either technical or secondary education, or perhaps in both, shows that the aim of Art in education and the provision of the teacher are not understood. There is no evidence of purpose or objective, no realisation that it is the same art, with a different aim, in technical and general education, and consequently different methods of attack and illustration; in short, that a different attitude of mind is needed in different sorts of teaching, and that this needs cultivation.

The new Oxford Certificate, the Clapham High School Certificate, and the Royal Drawing Society's Diploma are meant for those who intend to teach in Secondary Schools, but the first of these I believe to be inadequate, and the second and the third, whatever they may be worth as evidence of study of teaching, are too apt to cover "go as you please" and inaccurate methods, and do not guarantee artistic ability in the holder.

The problem of the teacher of Art in general education especially needs solution. Teachers of Art in general education should have the same traditions, professional interests and prospects as their colleagues. Teachers without sound training in teaching should not be let loose on children, and artists who are not educationists should find no place as teachers in schools of general education.

There are too many diplomas and certificates, public and private, seeking recognition as teaching qualifications in art and craft, and none of them is adequate. I have never made nor recommended an appointment on the strength of any one of them, and I strongly deprecate the assessment of the remuneration of teachers of art and craft on the assumption of the necessity to hold certificates. It is the man who counts, his work must speak for itself; and no man seeking a teaching appointment in Art Schools should

be penalised because he is not certificated. This applies both to the art teacher and the craft teacher; there is no essential difference between them, and their remuneration and position should be equal. This does not apply to technical assistants.

Taking into account the time and work required to get them, certificates (i) to (vi) should all count as equal to a university degree for purposes of salary and (i), (ii), (iii), (iv) should be assumed to have been gained by people who really intend to become teachers. But I do not think that a universal scale of salaries can be fixed for Schools of Art; there are too many factors making for variation, the chief being the personal equation, as stated above, and the educational position of the school. The development of provincial colleges with contributory schools will automatically produce grading, and put a universal scale out of the question.

2. *Training*.—The existing provision for training teachers of art and craft is not satisfactory, because practically every School of Art and Craft is free to undertake it. This must result in quantity without quality. Training should be recognised only at properly equipped and carefully supervised places.

2. *Qualifications Compared*.—Of the following qualifications (i) the Board's Certificate for Teachers of Art; (ii) the Art Master's Certificate; (iii) the Royal College of Art Full Associateship; (iv) the Royal College of Art Schools Associateship; (v) the Schools Diploma of the Royal Academy; (vi) the Slade School Diploma; (vii) the new Oxford Certificate; (viii) the Clapham High School Certificate; (ix) the Royal Drawing Society's Diploma:—

- (a) (i) to (vi) are evidence of ability in art, either drawing and painting or sculpture or design;
- (ii), (v), (vi) are not evidence of ability in the crafts;
- (i), (iii), (iv) are doubtful evidence of ability in the crafts;
- (vii), (viii), (ix), are not evidence of ability in art or craft;
- (i) to (ix) are not evidence of ability to teach. University degrees with training may be no better; I don't know.
- (b) (i) to (vi) are equivalent to a university degree without training; (i) to (iv) are specifically for teachers.
- (vii) to (ix) are not equivalent to a university degree.
- (c) (i) to (vi) should be suitable for teachers of Art in Junior Technical Schools, Trade Schools and Schools of Art.
- (vii) to (ix) are not suitable for teachers of Art in any sort of school.

4. The conspicuous lack at present is the failure to realise the distinction between Art as a technical subject and Art as a necessary part of a general education. The teacher in schools, and especially in Secondary Schools, is concerned with the latter, nor can he do his work properly without having made a study of it. A teacher of Art in a Secondary School must study the management of children and understand Art as a mode of expression natural to them, and be acquainted with the different means of training their artistic appreciation. All this I include in the phrase "the place and function of Art in a general education." No scheme of training for teachers of Art with which I am acquainted can be said to meet this need.

Mr. W. B. DALTON,* Principal of the Camberwell School of Arts and Crafts; Mr. C. RIPPER,* Principal of the Lancaster School of Art; and Mr. A. SHUTTLEWORTH,* late Principal of the Handsworth School of Art.

PRINCIPALS AND HEADS OF DEPARTMENTS IN SCHOOLS OF ART.

1. *Desirability of Scales*.—A scale of salaries with fixed annual increments would be welcomed by the majority of art masters, because it would relieve them from the necessity of making applications for increases of salary. On each such occasion the applicant is on his trial for better or worse, and increase may depend on circumstances altogether extraneous to the merits of the case. A teacher should be free from this disturbing and often mortifying ordeal.

* Witnesses suggested by the National Society of Art Masters.

Increments of salary should in the main coincide with the period of normal increased expenditure arising from growing responsibilities. They should never be deferred until late. A teacher who is constantly worried about financial matters cannot be expected to do his work well. A fixed salary system does not differentiate between the position of a newly appointed head in one district and another who may be rendering exceptional service after some years experience, and in consequence dissatisfaction might arise.

Our knowledge of the art education world leads us to the view that fixed stipends have almost always been given in the art education service where Committees desire to secure the services of men exceptionally qualified and experienced. These men would probably have been employed under scale, or in service akin to "under scale" prior to entering upon duties with fixed salaries.

The problem of superannuation, which in reality is deferred pay, appears to us to belong to this question, and could with great advantage be considered with it.

2. *Variations Necessary*.—The circumstances of Schools of Art vary enormously, and, as is to be expected under such conditions, there exist wide divergencies in the stipends paid. The character and importance of a school must be the determining factor in the fixing of salaries. We are of opinion that it is not desirable to go beyond the establishment of a minimum scale.

The organisation of schools differs in many respects as to the relation of the principal to the other members of the staff. The differences may be summarised as follows:—

- (a) a head with a number of visiting specialists;
- (b) a head with a group of heads of departments with assistants;
- (c) a head with a principal assistant and other assistants.

It will be seen that the conditions are so varied that it is practically impossible to suggest a ratio between the principal's salary and those of assistants. But responsibilities associated with a headship point to the necessity of distinctly marking his position.

FULL-TIME ASSISTANTS IN SCHOOLS OF ART.

3. *Scales*.—We are in favour of one scale. If this scale is wide enough it should permit of sufficient variation to meet previous experience, qualifications, and subjects taught.

Our Society has already adopted a scale of salaries for assistants. It was guided in this decision by the qualifications demanded from entrants to the profession. In the case of experience combined with exceptional qualifications teachers should commence at a higher level than the minimum.

In the case of women teachers the existing practice favours a lower payment. In the main this appears justified, partly on economic grounds, and partly on account of the responsibilities and expenses which fall on the man at marriage. Yet it must be admitted that in many cases women prove as successful teachers as men, and there are among women cases of outstanding ability. A scale should be elastic enough to admit of such cases being justly dealt with.

We are in favour of a probationary period of one year.

The only ground that exists for a bar is the distinction between instruction in elementary and advanced subjects. A bar might be instituted at £300 per annum to distinguish between these two groups.

4. *Outside Activities*.—It is most important that teachers of Art should keep their own knowledge fresh, and keep in touch with the outside world, both in arts and crafts. The best means of securing this is to limit the amount of teaching of a full-time teacher and encourage him to do work of his own. If a teacher has ability and desire to work professionally some part of his time should be set apart for it.

FULL-TIME ART TEACHERS IN OTHER SCHOOLS.

5. *Scales*.—It is desirable to adopt a scale of salaries for full-time teachers of Art in Secondary Schools, Trade Schools, Central Schools and Higher

Grade Schools. Full-time teachers of Art in these schools are very generally at present paid at a lower rate than teachers of other subjects. The differences often find expression in approved scales of salary. This does not appear to us justifiable. We consider that full art qualifications, namely, the Art Master's Certificate, the Board's Certificate for Teachers of Art, and the Full Diploma of the Royal College of Art deserve to rank as high as an honours degree in other subjects. These qualifications involve at least six years special study, beginning about the age of 17. No less time than this is needed by those who begin their course as Art Pupil-Teachers, a small and diminishing number.

It must be admitted that the majority of teachers of Art in schools of the types just named do not hold these full qualifications, nor does it appear likely that sufficient teachers with full qualifications will be available in the near future to meet the demand. Many teachers at present hold only partial or lower qualifications of varying value. Moreover, the teacher of Art in these schools is not always a teacher of Art only, but may also take work in some other subject, or if he be a specialist he may teach Art in more than one school, and thus be a visiting teacher. Despite these difficulties we hold as a principle that any well-qualified art teacher acceptable to the Board should be paid at the same rate as any other qualified teacher of other subjects, for example, History, Geography, &c. The same conditions for women should hold, as explained above. In this connexion the term "well-qualified" is not intended to apply only to qualifications as laid down by the Board of Education, but may include others of equal or similar standard, wherever obtained. Where teachers take up new appointments allowance should be made so that previous experience shall enable them to commence at a higher level than the minimum.

TRAINING OF TEACHERS.

6. The arrangements made for the training of teachers of Art are not yet sufficiently developed to justify the placing of the trained teacher on a higher level in the scale than the untrained. This is true of all types of qualification except the Board's Certificate for Teachers of Art. Teachers holding this certificate have taken a year's training as part of their qualification. As has been stated above, this qualification deserves to rank as an honours degree. We cannot, however, regard as untrained all those who do not possess the Board of Education qualification. Individual cases outside the Board's qualification should be taken on their merits.

PART-TIME TEACHERS OF ART.

7. There has been no settled policy in regard to the payment of part-time teachers in Schools of Art. We favour in these cases a fixed rate of remuneration, because specialist teachers are principally affected, and the rate of pay which such teachers can demand and obtain varies very considerably. As a specialist teacher is usually a well-known practitioner in his particular calling, and not earning a living by teaching, it is desirable to offer at the beginning a salary that would appeal to such a person. In the case of the part-time teacher of Art in Secondary Schools the salaries should be paid on scale, with increments.

Mr. A. W. I. DIXON,* Art Master, East Ham Technical College and Ilford County High School.

1. *General.*—A man should be able to do and to teach the work he professes. An artist or art craftsman of recognised ability, who has had experience as a teacher, is qualified as much as one holding the Board of Education Certificates or the Associateships of the Royal College of Art. In view of the length of time required to qualify, and the special gifts necessary, my Association consider that all full time art and craft teachers are an integral part of the educational system of the country; and that their scale of remuneration, superannuation and professional status should be equal to that of any other professional or scholastic appointment of like degree. **Qualifications,**

* A Witness suggested by the Association of Old Students of the Royal College of Art.

experience, abilities, duties, time and locality should be determining factors in fixing the amount of remuneration, irrespective of sex; and the hours occupied in teaching should be so arranged that the teacher has sufficient time for personal study. In the case of headmasters the responsibility and type of school, in addition to the above, should be taken into consideration. Art masters should be recognised as equal in professional and financial status to first class civil servants.

2. *Relative Value of Qualifications in Art.*—(1) The Art Class Teacher's Certificate is equivalent to an "Intermediate" examination. (2) The Art Master's Certificate (3) the Royal College of Art Full Associateship and (4) the Royal College of Art Schools Associateship are equal to a university degree with training. (5) The Schools Diploma of the Royal Academy. No Diploma is given, to our knowledge. (6) The Slade School Diploma is equivalent to a university degree without training. (7) The New Oxford Certificate is equivalent to the Art Class Teacher's Certificate. (8) The Clapham High School Certificate is barely equal to the Art Class Teacher's Certificate.

Of the above qualifications, (1) and (6) are suitable for Elementary Schools, for assistants in Secondary Schools, Junior Technical and Trade Schools, and Art Schools. (2), (3) and (4) are suitable for Secondary Schools, Technical and Trade Schools, and Schools of Art. (5) is suitable for Schools of Art. (7) is barely equal to (1).

3. *Training and Supply of Teachers.*—Improvement in quality and amount of training is much to be desired. The supply of qualified teachers is totally insufficient.

4. *Part-time Craft Teachers.*—The place of the part-time craft teacher in Schools of Art cannot be defined, but such teachers should be appointed on the permanent staff, at least for one session, and payment made for their attendance, the payment not to be dependent upon the attendance or number of the students.

Mr. P. A. WELLS, Head of Department, Day Trade School and Evening Classes, L.C.C. Shoreditch Technical Institute, N.

TEACHERS OF ART CRAFTS.

My evidence concerns craft school teachers only, with whom my main experience lies.

1. There is at present no satisfactory qualification for teachers of craft, and no satisfactory course of training as teachers is provided for them. A craft teacher ought to know his subject from top to bottom. He should be skilled in his craft, know all its processes and their adaptations, and be able to teach drawing and design in connexion with it. He should have a good general education, experience as craftsman, a thorough training in drawing and design, and training in the art of teaching.

2. At present, since no satisfactory qualification exists, we cannot demand of the craft teacher more than that he should have had experience as a craftsman, and hold such certificates as those provided by the City of London Guilds. If in addition to this he is a capable teacher, he should be placed on a par with other teachers as to salary.

3. The difficulty with the ordinary art master who teaches in a craft school is that he is weak on the craft side. Lacking this experience, he tends to over-estimate the value of drawing as such, contrasted with drawing with a definite end in view. To meet the new demands for teachers of design in art and craft schools, a course of full-time training should be open to young craftsmen. Such a course, added to workshop experience, should provide a teacher who would link up the work of the school with craft method and practice.

4. The Teachers' Registration Council suggest the following conditions for the recognition of a craft teacher in Art and Trade Schools:—That he should have had a good general education and a course of special training for three years, in addition to three years experience in a craft plus apprenticeship. The

L.C.C. scheme of scholarships for young craftsmen should give exactly the course that is needed. These scholarships are offered to men who have been in a craft for five years and who are 21 years of age. They are tenable for two or three years full-time. Some who hold them get their training at the L.C.C. Shoreditch Technical Institute, some at the L.C.C. Central School of Arts and Crafts. There is no satisfactory qualification open to them, and no course of pedagogical training provided for them.

In my experience the foreman workman who comes in as a teacher is a failure, because he cannot throw off his foreman attitude, and is generally out of sympathy with his students.

5. The absence of a satisfactory qualification tends to depress the salaries of craft teachers. At present they are paid £50 to £100 a year less than teachers of ordinary subjects, for example, English or Mathematics. The skilled craftsman, if he becomes a teacher, is liable to earn less than he would by remaining in his craft. Under present conditions there is no solution. We cannot get better teachers because salaries are low, and salaries are low because there is no course of training or standard qualification for the prospective teacher.

6. For craft teachers there should be two salary scales, a higher and a lower. The higher should be for those with better qualifications and experience, that is, for the craft teacher who is a lecturer in his subject as well as a teacher. It should be as good a scale as that for teachers in other subjects. The trained and qualified craft teacher ought to rank with a man holding a university degree, particularly in craft schools with a definite aim. The lower scale should be for less well qualified teachers who do not take full charge of their subject; but there should be no place for a man who cannot teach all his subject.

7. I believe that the organisation of a Department of Arts and Crafts at the Universities, providing a broad and not too technical course, would do much to raise the standard of art and craft teachers and solve some of our present difficulties.

8. As to part-time teachers, the usual method in London is to pay so much per hour, or per session, with the resultant hardship of stoppage of pay if the class does not keep up its attendance. I am in favour of a fee for the course. It would be very difficult to devise a scale for half-time teachers under present conditions, but a reasonable percentage of the fee for the whole course should be paid as compensation when a class is closed through circumstances over which the teacher has no control.

9. As to art qualifications at present existing, two of them, the Board's Certificate for Teachers of Art and the Full Diploma of the Royal College of Art (if the latter be supplemented by a course of pedagogical training) ought to rank as the full equivalent of a degree.

(d) IN TRAINING COLLEGES.

Miss B. FORTH,* Principal of the Diocesan Training College, Salisbury.

TRAINING COLLEGES.

1. *Introductory.*—In respect of Training Colleges it would seem important that as lecturers deal with older students at a higher and more specialised stage of work the grants made on behalf of their salaries should be somewhat higher than those made to Secondary Schools, so that the colleges shall have the choice of the best teachers in Secondary Schools for their posts. The minimum and maximum of a training college lecturer should be well above those of a secondary school assistant, but lower than the head teacher's salary.

2. *Scales.*—Scales of salary are on the whole decidedly advantageous; the authorities should have some latitude in administering them in each institution. For commercial reasons, scales should vary little according to sex; the scheme of unequal pay for equal work arouses a sense of injustice; and as women as well as men have family claims, the difference of salary according to sex should be small, not greater

than 5 to 4. Marriage should not be regarded in settling the scale except so far as to secure good maxima. Training, both in the general and special sense, should be a necessary qualification for a certain grade of post. Special duties should not, as a rule, differentiate salaries, except when they entail work out of hours or add materially to responsibility.

3. *Type of Scale.*—For schools, long scales with comparatively small increments are probably the best, but for Training Colleges, short scales and larger increments are preferable, because lecturers should not begin too young. There should be room within the general scale for recognition of special merit on the part of teachers, but there need not be efficiency bars, nor posts bearing special emoluments. Heads of departments should have a salary more nearly approximating to that of a head teacher than to that of an assistant.

4. *Principals.*—Since the principal's work increases rapidly in value during the first years of office, a short scale seems the most advantageous. The salary should not vary according to the size or type of college, and should vary very little in respect of the post being resident or non-resident. The relation of a principal's salary to that of a lecturer should vary according to the type of organisation adopted. In some cases a vice-principal may take a large share in the principal's duties, and bear heavy responsibilities. Such a post as this should be highly paid. In other cases a principal may delegate very little, and that little may be shared among several people. Probably the most highly paid member of the assistant staff should receive from 50 to 60 per cent. of the principal's salary.

I am inclined to think that in the fixing of a scale the difference between resident and non-resident salaries should be small. I desire to emphasise the extreme importance of residence, both to staff and students. Their life in common is an educational influence of extreme importance. It entails however upon a resident staff the performance of endless duties beyond teaching work. These go far to counterbalance the cost of board and lodging.

5. *Interchange of Teachers.*—I should not object to the plan of having some part of the college work done by a junior staff whose stay in the college might be terminable, but I think any system of exchange of teachers in Training Colleges and schools would be found impracticable. There may be a tendency in college staffs to live in a world apart and lose touch with new educational practices in schools; it is however to be remembered that they are in constant touch with the schools in their neighbourhood, which they use for practice, and I have found them extremely willing and eager to use holiday time for observational visits which keep their ideas fresh and up-to-date.

6. *Previous Experience.*—A scale should certainly allow for previous experience in school work. In a training college teacher such experience is essential.

7. *Specialist Teachers.*—Specialist teachers, e.g., for Drawing, Physical Training, Housecraft, etc., should be paid at equal rates with the graduate members of the staff. The work done by such teachers is of even more importance in a Training College than in a school, and needs special experience and training, as it includes the method and practice of teaching the subject.

Major H. E. GRIFFITHS,* Second Officer of St. John's College, Battersea.

TRAINING COLLEGES.

I am expressing my personal opinions.

1. *Scales.*—Scales of salary for training college teachers and lecturers are most desirable. At the present moment there is great disparity between the rate of remuneration paid by different colleges, and the matter of increments is often left to chance. For this the colleges are not altogether to blame. They have been to some extent in competition with one another, and the difference between the rates which they pay is partly determined by their differing financial resources. I am in favour of more than one

* A Witness suggested by the Training College Association.

* A Witness suggested by the Training College Association.

scale. Scales should provide for residential as contrasted with non-residential posts. It should be noted that the manifold duties performed by a resident lecturer, who often does no work beyond his teaching in some cases, more than counterbalance any allowance for board and lodging. The non-resident lecturer who often does no work beyond his teaching work, escapes the performance of such extra duties. The initial salary of the training college scale should not be rigid. The scale should admit of a suitable allowance being made both for training and for previous experience. It should provide for some means of recognising merit, either by appointment to posts of special responsibility carrying a higher salary, or otherwise. I am not in favour of "efficiency bars" as ordinarily understood.

2. *Principals*.—The salary paid to a principal should be substantial, but at present the disproportion in some cases between it and the salary paid to the next highest paid of the staff cannot be justified.

3. *Pensions*.—The question of a salary scale appears to be bound up with that of pensions. Pensions, or such pension schemes as exist, are confined to the individual college, and act as a hindrance to interchange of staff, whether between college and college, or college and school.

Mr. T. P. HOLGATE, Master of Method, City of Leeds Training College.

TRAINING COLLEGE LECTURERS.

1. *General*.—The peculiar position of Training Colleges in their relation to elementary and secondary schools, the conditions of their work, and the somewhat limited field of promotion for those who engage in it are strong reasons for the provision of generous salary scales for training college lecturers. The providing of well-trained teachers is of prime national importance, and, if the colleges are to do their work effectively in this respect, they must attract to their staffs highly qualified and experienced teachers of proved skill. As a rule these should come from secondary school staffs, but a fair proportion of them should have had experience in teaching in Public Elementary Schools.

It will be admitted that the staffs of Training Colleges should keep abreast of current educational thought and practice, and should have opportunities of exchanging views with their colleagues of other colleges, and with teachers working out experiments in organisation and methods in various schools. To do this means considerable expense to the college lecturer, not merely at the beginning of his career but throughout it; and whilst it may be urged that it is desirable that teachers in elementary and secondary schools should incur expense for similar reasons, it is essential for the continued vitality of a Training College that members of its staff shall by study, conference and travel be enabled to preserve freshness of mind and an unprejudiced outlook upon their work. It should be the aim of the college lecturer to develop in his students the same attitude of mind, and to inspire in them high professional ideals and love of their work. He can only do this, however, to the degree in which he himself is enthusiastic in regard to such ideals, and this is determined to a considerable extent by his contentment with the conditions of his service.

A Training College obviously exerts an influence on the work of the schools of the country through the teachers whom it passes into those schools, but it should also influence particularly the schools in its immediate neighbourhood. This influence, whilst dependent upon the general reputation of the college and the personal qualities of its staff, depends also on their status, an important factor of which is the salary attached to the various posts.

To some extent the training college lecturer finds that he is in a blind alley. It was formerly much more common than at present to find promotion in the national or local inspectorates, in pupil teacher centres, or, more recently, in administrative posts under Local Education Authorities. On the other hand, a lecturer who remains for some years on a training college staff has generally cut away his chances of the headship of a Secondary School, whilst the salaries usually offered for headships in Public Elementary Schools are not such as to prove attractive, even were he regarded as an eligible candidate.

SCALES.

2. *Type of Scale*.—In view of the type of teacher which it is desirable to attract to the staffs of Training Colleges (i.e., highly qualified, experienced, and skilled) scales of salaries should be short and steep, and have minima and maxima well in advance of those arranged for teachers of corresponding subjects in Secondary Schools.

3. *Men and Women Lecturers*.—Whilst the principle of "equal pay for equal work" may be admitted as a proposition of theoretical soundness, social and economic conditions and customary practice point to the fact that, in the teaching profession, men should have a higher rate of payment than women who may be doing similar work. The ratio 4 to 3 may be considered reasonable.

4. *Principles Determining Scales*.—Salaries should be determined by responsibility and efficiency. If it be practicable, a national minimum scale for all lecturers in Training Colleges should be established. Efficiency is dependent on qualifications, experience and personality, and a salary scale should, therefore, take account of these, if possible. Personal qualities of exceptional degree and value might be allowed for by determining at what point on a scale the individual should start, by occasional special increments, or by advances beyond scale. Previous experience in other teaching posts should be considered in determining the initial salary. This salary should, in general, be not less than that received by the lecturer in his last post. Satisfactory service of exceptional length might well be rewarded by advances beyond scale.

The members of the staff of a Training College should as a rule be graduates, and be trained, skilled and experienced teachers, with a sound knowledge of the principles of their craft. As the exceptions are likely to be few, and to be accounted for by the possession of very special qualifications, it appears to be neither necessary nor desirable to differentiate in salary along the lines of graduate and non-graduate, except that different scales might be made for lecturers in certain subjects for which a university course is neither necessary nor customary. With the exceptions referred to (and these present difficulties owing to varied qualifications of individuals), there seems to be no reason to distinguish, by differing scales, the lecturers in the various subjects as such.

5. *Masters and Mistresses of Method*.—The position of these is peculiar to the Training Colleges. As lecturers in their subject (education), they have no claim to better scales than those of lecturers in other subjects. Moreover, the modern practice is to appoint as lecturers in the various subjects of the training college curriculum teachers whose qualifications, experience, skill, and knowledge of the principles of teaching entitle them to be regarded as experts in the methodology of their subjects and to be utilised as such, whereas formerly this work in all subjects was done by the masters or mistresses of method and any assistants whom they might have. But the work of masters and mistresses of method usually includes much of an administrative nature and frequent organisation, involving external relations with demonstration and practising schools, and internal relations in co-ordinating the work of their departments with that of lecturers in other departments. The positions are of special responsibility in that the masters and mistresses of method are answerable for assessing the relative teaching capacity of the students, and their general fitness for school work. Consequently, masters and mistresses of method should be teachers of ripe experience and sound judgment. On the grounds of special responsibility it would seem reasonable that they should receive salaries on a higher scale.

6. *Senior and Junior Staffs*.—It is desirable that each subject taught in a college should be in the charge of a highly qualified and well paid lecturer. In the smaller colleges, where there is not more than one lecturer per subject, no question of junior staff need arise, but in the larger colleges it may well be thought that a grade of junior lecturers is desirable. It might be considered good that a stream of fairly young tutors should run through the colleges from and to the schools, providing that the school authorities were to make it worth while. In such cases a period of probationary service might be required, and the scale maxima might well fall short of those obtaining in good Secondary Schools.

7. *Heads of Departments.*—In the larger colleges, where several lecturers are engaged in the teaching of the same subject, there are heads of departments responsible for the co-ordination and oversight of the work. Such responsibility is dependent to some extent on the number of lecturers in a department, and should be acknowledged by suitable salary scales according to the degree of responsibility.

8. *Residence.*—A certain sum, rather less than the equivalent of board and lodging, should be deducted for residence. True, residence implies certain duties and some restrictions, but it is also true that there are the advantages of secured conditions, efficient service, freedom from worry in regard to board, and certain opportunities for intercourse with students which may bear distinctly upon the success of the tutor's lecture work.

9. *Part-time Lecturers.*—These are best paid on time rates, which may depend on qualifications, experience and ability, but which should usually be about time and a half as compared with full-time rates.

10. *Pensions.*—The establishment of an adequate pension scheme would do much to attract and retain lecturers of suitable calibre.

11. *Principals.*—The general considerations already given relating to sex, size of college, and residence apply here also. As regards residence, much depends on the allowance made, e.g., rent, fuel, light, service, board; but on the other hand there may be much expense incident on social obligations in connection with the position which is not incurred in non-residential posts. Assuming that principalships should be filled by men and women of considerable experience and professional standing, there would appear to be little need for scales. The ratio between the maximum salary of a principal and that of the most highly paid lecturer should be about 4 to 3.

Miss A. M. NICHOLSON,* Lecturer in Modern Languages and History of Education, Maria Grey Training College.

TRAINING COLLEGES.

1. *Introductory.*—The Association of University Women Teachers has asked me to let my remarks bear on the subject of training, and the salaries of lecturers training students in colleges other than university departments.

2. *Qualifications of Lecturers.* It will probably be admitted by all, whatever their views as to the way in which training can best be carried on, that for such work there are needed teachers of considerable experience, not only of teaching methods, but of handling individuals with tact and wise guidance. This is not work, therefore, for young teachers. In Secondary Training Colleges the students are mostly graduates, varying in age from 21 to 40. Work with them is post-graduate work. Those training for Elementary Schools also are being urged more and more to combine degree work with their training. Thus deep and continually growing knowledge of the various subjects required for a training diploma (namely, the theory, history and practice of education), as well as of those subjects taken up by the students in "practice," is essential for all trainers. This demands a fair amount of leisure for research, many books (far more than can be obtained in ordinary libraries), and travel, foreign and other, at frequent intervals. For these ends good salaries are a necessity, and such work as this can only be done in the later part of a teacher's career.

3. *Salaries.*—In Secondary non-residential Training Colleges, salaries for assistant lecturers during the past ten years or so have ranged from £130 to £200. Just lately it has been far more common to begin at £150, or even at £165, but again not to exceed £200. This latter figure also has been rare; sometimes a bribe to an applicant with a high degree. Often this degree is in Science, though this subject is now so highly specialised that the trained chemist, for example, has often to get up the Mathematics or Botany necessary for the varied needs of students.

* A Witness suggested by the Association of University Women Teachers.

There are generally few science students in training at any one time, as there is keen competition among heads of schools for such teachers of Science as are available. Sometimes such a salary as £200 has been a hardly attained limit, for no regular scales as a rule exist; and as soon as it is reached the teacher may find that the principal of the college, owing to no ill-will whatever, but to financial necessity, is forced to call a halt. No further increase is to be hoped for, and the trainer is urged to move on.

College fees are reduced to a bare minimum in order to enable students to pay for the fourth year of preparation for their work; and without considerably increased grants to the Secondary Training Colleges the enforcement of higher salaries for assistants would mean that older teachers would have to be dismissed as soon as they reached the maximum salary. They might thus be forced to take up headships of schools even though they feel no aptitude for organising a school, and would much prefer to help the younger generation of teachers with the results of their own experience, and hand on to them, if possible, some enthusiasm and feeling of vocation.

In Elementary Training Colleges, I believe, salaries for non-resident posts have ranged of late years from £130 to £170 (a war bonus of £10 being added last year). Residential posts at such colleges (including laundry and medical attendance) have ranged from £90 or £100 to £130 or £140, and hopes are entertained in some quarters of eventually making the scale of a good college £120 to £170. There is also a contributory pension scheme for elementary teachers.

All these salaries, far from exceeding, compare very unfavourably with those of assistants in Secondary Schools, especially of schools under the L.C.C. In these many a teacher with some little experience begins at £170 and rises to £220, and after about ten years is all but ready for her pension; whereas the lecturer in the Secondary Training College begins at £130 or £150, and at the end of a similar time is receiving only £180 or £200, with the certain knowledge that this is the maximum. For such also there is no pension, except in outside societies, run for profit and frequently of no assured stability.

Heads of Secondary Training Colleges have been rather better paid than assistants, but in many cases they could never have done their work as they have without private means.

4. *Heads of Training Colleges.*—The salary of the head should vary according to the size of the college, possibly from £400 to £600 or more for large colleges. Increase in the size of a college means greater responsibility and more work. The residence for a head might be reckoned at about £100 a year. There seems no reason why there should be variation according to the type of college.

It is inadvisable to have any rigid rule as to the relation between the maximum salary of the principal and the salary of the most highly-paid lecturer. The proportion might roughly be as three to two.

5. *Lecturers.* There should be two scales, a first for all trained graduates, whether they be subject teachers or masters and mistresses of method. The second and lower scale should apply to non-graduates and teachers of special subjects, e.g., Art.

6. *Part-time Teachers.* The salary of part-time teachers might with advantage be reckoned proportionately from the ordinary scale.

Miss K. NOAKES, Mistress of Method, Whitelands Training College.

1. *Introductory.*—The opinions expressed in my evidence are corroborated by a large number of women's colleges in this country.

I am in favour of a national minimum scale for lecturers in Training Colleges. There is at present great variation in the salaries paid. The initial salaries for women vary from £70 to £120 resident, and the maxima from £105 to £210 resident. A non-resident lecturer usually receives from £40 to £60 more. Drawing and Music are not as a rule full-time posts, and are usually worse paid than other work. It is very difficult for a tutor in a Training College to return to secondary school work either as head or assistant. I only know of one case.

2. *Scales.*—It is essential that the staffs of Training Colleges shall be drawn from the best teachers in Secondary Schools. There should be one scale, with fixed increments, for all lecturers, whether graduates, non-graduates or special lecturers, provided they have the necessary qualifications and experience; for instance, the mistress of method for infants' teachers who holds the higher Froebel Certificate and Teachers' Diploma, or the geography specialist who holds the Oxford Geography Diploma, as these are the highest qualifications at present available for the particular subject. Lecturers in Special Subjects should also be paid on the same scale, provided they have the necessary qualifications, as the importance of such subjects as Art, Music, Physical Training, etc., in the training of students is beyond question.

The minimum salary of the training college lecturer should be considerably higher than that of the secondary school teacher. The college lecturer must have had at least three years experience in a Secondary School. They should then start at a fixed college minimum. Supposing, however, they have had five years in a Secondary School or three years in a Secondary and two years in an Elementary, they should then start at the college minimum plus two years increment. Thus the initial salary would not depend on the salary previously earned in the Secondary School, and the college minimum would be independent of any variation in the scales of the Secondary Schools. The maximum also should be higher than that of the senior teacher in the Secondary School, as there are fewer possibilities of promotion.

The lecturer in Education (master or mistress of method) should have a slightly higher status than the rest of the staff, between the ordinary lecturer and the senior lecturer or vice-principal, because part of the work consists in adjusting and organising the courses of special method given by the specialists, and they share in the supervision of teaching practice of the students; and the preparation for the post needs to have been longer, e.g., a degree course, a year's training, and some experience in social work, besides long experience in teaching children. In small colleges the work of the lecturer in Education is sometimes done by the principal or vice-principal, but in larger colleges, where there must necessarily be more departmentalising owing to the numbers, there is too much work for the two offices to be combined.

3. *Senior and Junior Staff.*—Except in the case of a very large college, there is very little use, in my opinion, for a junior or assistant staff, because those who train others to teach must have had considerable experience themselves before attempting it. The work of the training college staff is twofold; to teach the students and to help them to teach children. Therefore young graduates, however brilliant in their subject, can help students very little in the practical work, unless they have gone through the difficulties themselves, and experimented in teaching their subject to children. Again, the danger of having junior lecturers paid on a lower scale is that Authorities are tempted to economise by keeping the assistants at a lower rate when their years of service justify the higher rate, or when they have become heads of their departments. However, to meet special needs, there might be assistant lecturers who come in on a lower scale; but after three or four years experience they should necessarily pass to the higher one.

4. *Residence.*—There are two kinds of resident staff; lecturers in residential colleges and lecturers in charge of hostels. There are two kinds of non-resident staff; those who live out, and only come to college for their work and those who have a bedroom out but have their meals in college and the use of common rooms, etc. It is unanimously agreed by those who have held both resident and non-resident posts that the work is infinitely more strenuous in residence than when living out, and that those who have a bedroom out and meals in college are practically resident with the disadvantage of going out to sleep, and are not in any way free from the strain of residence as are those who live out entirely. Therefore the pay of the resident and non-resident lecturer should be equal, the resident having board and lodging to make up for the extra strain. Moreover,

those who have charge of hostels, where the strain is greater still, because there are fewer to share the responsibilities, should have extra emolument besides board and lodging.

5. *Part-time Lecturers.*—A scale for part-time lecturers is inconvenient; it seems better to pay a fixed sum by the hour. The pay should not be as high in proportion as that of the full-time lecturers, as the part-timers cannot render so much service to the college. On the other hand they lose by travelling and fitting in hours.

6. *Men and Women.*—There should be equal pay for equal work. The arguments have been clearly stated elsewhere, and there is no need to repeat them here. I should like to add that the equality of pay should not mean the lowering of the men's scale, but the raising of the women's. The difference in the scale has come about largely because, there being in the past so few openings for women, the supply was greater than the demand, therefore women's labour became cheap. A great change is now taking place, and the best women are not entering the profession. The change was beginning before the war, and is now becoming a serious menace to education. There should certainly be no embargo on marriage, and the state should subsidise the family, whether supported by the father or the mother, but by other means than salaries. The meeting held at the L.C.C. Education Offices on Tuesday, 5th March, shows that women as a whole are not satisfied with the present inequality. Parents have to support their daughters longer if there is lower pay. No woman teacher can live adequately for the first few years after leaving college on an initial salary of £90, rising by £5 increments.

7. *Pensions.*—An adequate pension scheme should be arranged for training college staffs. The benefit of the pension should not be forfeited by transfer from one educational institution to another.

8. *Grace Terms.*—It is very advisable that grace terms be allowed to staffs of Training Colleges for research and experiment and observation, in order that their work may keep fresh and be in close touch with the most modern methods in the schools, whether in England or abroad.

Mr. T. RAYMONT,* Goldsmiths' Training College.
LECTURERS IN TRAINING COLLEGES.

1. *General Considerations.*—It seems to me a sound principle that if a Training College is to be adequately staffed, the conditions of service, financial and other, must be such as are likely to attract some of the best teachers in the Secondary and Elementary (but chiefly the Secondary) Schools. The scale of salaries for training college lecturers should therefore be higher than the scale for secondary school teachers. It is thus implied, but needs explicit statement, that I do not regard a young person coming straight from a University, with little or no experience of school teaching, as adequately qualified for training college work, even though he or she may have taken an excellent degree, and may have added thereto a diploma in the theory and practice of teaching. I mean this remark to apply, not only to masters and mistresses of method, but to all lecturers in Training Colleges.

The present position regarding salaries in Training Colleges is, I think, manifestly unfair to those colleges which are most efficient educationally. One college may pay its lecturers salaries averaging somewhere between £250 and £300, and in another college the average salary may fall somewhere between £150 and £200. Yet the Board of Education pays a flat capitation grant all round. Thus the more efficient college, unless it is partly rate-supported, cannot exist without charging fees which are relatively high, and it is therefore at a great disadvantage in the matter of attracting candidates. The present disparity of salaries between college and college is due to financial circumstances. Colleges which are partly rate-supported can afford to pay good salaries and charge no fees or small fees. Colleges which are not rate-supported either tend to charge high fees in order to pay reasonable salaries, or, if they charge low fees, are obliged to pay low salaries. Their position is in fact analogous to that of the old voluntary schools before the Act of 1902.

* A Witness suggested by the Training College Association.

The attractiveness of a scale of salary is partly dependent on the existence or non-existence of a pension scheme. A lower scale with a pension scheme might be more attractive than a higher scale without one. Pension schemes are at present college affairs. This cannot fail to discourage any interchange between school and college, and *vice versa*.

2. *Advantages and Disadvantages of Scales.*—The chief advantage of a scale is that it tends to secure able young men and women who, because they are young, are satisfied with comparatively low initial salaries, but who desire a definite prospect in view of the probability that their private responsibilities will increase with passing years. The latter motive would probably be especially strong in the case of men. One of the chief disadvantages is that the expenditure of a college on account of salaries may under this system vary considerably from period to period, with no corresponding variation of income. One can easily imagine a case in which the authorities of a college, where the lecturers have all or nearly all reached their maximum, may even experience a sense of relief in parting with an able and experienced lecturer, and appointing a younger person in his or her place. But of course this disadvantage might disappear if grants were made to bear some definite relation to expenditure. On the whole I think that in the case of training college lecturers the balance of advantage is in favour of a scale.

3. *Long and Short Scales.*—In the case of Training Colleges, I am in favour of short scales with comparatively large increments, because, as I have said, I do not think that young persons, without adequate school experience (say persons under 26 years of age) should be appointed to positions in Training Colleges, and older persons are more likely to be attracted by the short scale. I think the training college lecturer should reach the maximum salary in about 10 years, or 12 at the outside.

4. *Sex and Marriage.*—As teaching is an outstanding example of a "mixed" profession, the question of variation of salary according to sex is of special importance to teachers. Of course, every fair-minded person believes in equal pay for equal work. But not every such person proceeds at once to the conclusion that a single woman, and a married man with five or six children, should receive the same salary for similar work. If the man gets more than the woman, the difference is in the nature of a bounty conferred by society on the family; or, alternatively, if the woman get less than the man, the difference is in the nature of a tax on the unmarried collected at the source. It seems to follow at once that an unmarried man and an unmarried woman should receive approximately equal pay. It must be remembered, however, that a young unmarried man usually means to marry, and that he would not be attracted to a profession which does not enable him to make provision for setting up a household. The case of an older unmarried man is not common enough to be of much importance. Theoretically it might be desirable that men and women should receive equal pay, and that the tax collector should settle accounts with them later. Meanwhile, to pay men and women alike would mean that women teachers would on the average be more highly qualified than men teachers, an arrangement which would be unfair to the boys and young men of this generation, and to the whole male sex in the long run.

The argument is sometimes brought forward that women teachers are often called upon to give financial help to parents and other relatives. After many years of experience in mixed colleges, where special opportunities exist of knowing both men and women, I have formed the opinion that this argument, so far as it refers to parents and other near relatives, applies equally to men teachers.

5. *Special Responsibilities.*—I think the Governing Body of a Training College should be free to deal by special resolution with the case of a lecturer who has reached the maximum salary according to scale, and is willing and able to render some special service to the college over and above what is normally required.

6. *One Scale, or More?*—There should be a normal scale applying to most members of a training college staff, who should be graduates, or persons of such special experience and qualifications as would make it unjust to discriminate between them and graduates. There may very well be special scales for teachers of Special Subjects, whose training has not been so long and expensive as that of a graduate, and whose market value is naturally not so high. I

think, for example, that a fully trained and experienced teacher of Art, Music or Physical Exercises should be on the same scale as other teachers, but a teacher of Domestic Subjects could hardly, under present circumstances, claim equality with them.

I do not believe in special scales for masters and mistresses of method, because I believe that every teacher in a Training College should be a master or mistress of method in respect of his or her special subject or subjects. In a Training College organised on modern lines, there is no place for the old-fashioned master of method who dealt single-handed with the pedagogy of every subject of the elementary school curriculum; and the post of master of method in such a college is therefore not necessarily more important than any other teaching post in the college. It is true that the post of master of method, or, as I should prefer to say, lecturer in education, is peculiar to the Training College, but that does not, I think, mean that it is more important than most other lectureships in the Training College.

7. *Senior and Junior Staff.*—The distinction between a senior and a junior staff is one that needs very careful consideration, because it may obviously come about that most of the teaching, or some of the most important parts of it, is done by utilising the relatively cheap labour of a large proportion of juniors. The appointment of junior lecturers, receiving comparatively low salaries, should be allowed only exceptionally, and only in colleges which are large enough to require more than one lecturer in a subject. As a rule, no subject should be wholly or mainly in the hands of a junior. With this proviso, I should have no objection to a system by which some junior members of the staff with a few years school experience were appointed to a college staff to serve for a few years there, and afterwards return to school work (elementary or secondary). Such a system might, indeed, have advantages; but at present very few of those who take up training college work return later to school work, and it would not be easy to devise such a scale, either in college or in school, as would make such an interchange of teachers feasible. If the system could be made to work it would secure greater mobility in the staffs of Training Colleges; but, desirable as mobility may be, we must be careful not to pay for it at the expense of efficiency.

8. *Residence.*—The scales for resident and non-resident posts should be made approximately equal by the deduction, in the former case, of a fair equivalent for board and lodging in the particular district in which the college is situated. There should, however, be a leaning towards liberality in the case of resident posts, because persons holding them are apt to live exceptionally arduous lives. It should be remembered that a non-resident lecturer can and does undertake more lecturing and teaching work in the college than can reasonably be expected of a resident lecturer, who inevitably has other calls upon his time.

9. *Efficiency Bars.*—I am strongly opposed to this device in the case of Training Colleges. There should be at least a year of probationary service, and if that period is successfully completed the lecturer should be put on the scale without further question.

10. *Previous Experience.*—I would make provision for this by adopting, not a fixed initial salary, but initial salaries ranging between a certain maximum and a certain minimum, the initial salary offered in any particular case varying according to the candidate's previous experience. An experienced person might thus start at a certain point up the scale, not at the bottom.

PRINCIPALS.

11. *General Considerations.*—I see no particular advantage in a scale, chiefly because a young person is not usually, and should not be, appointed to the office of principal. Variation of stipend according to the size of the college seems to me fair, because picked men and women are required for the organisation, supervision and, I would add, inspiration of a large community.

The general views expressed above as to resident lectureships and women lecturers seem to me to apply also to resident principalships and women principals. If I were asked to state precisely my view of the relation between the salary of a principal and the

salary of the most highly paid lecturer, I would venture upon the proportion 5 to 3. The case of the vice-principal of a large college might, however, call for special consideration.

Miss M. O. SHARP, Art Lecturer, Whitelands College, Chelsea, S.W. (See page 70.)

Miss M. H. WOOD, Principal, Cambridge Training College for Women.

SECONDARY TRAINING COLLEGES.

1. Secondary training is now provided in connection with many of the Universities. For women there exist also certain Training Colleges not departments in any university—*e.g.*, Cambridge, Maria Grey, St. Mary's College, Lancaster Gate and Cherwell Hall. It is for these that I speak. Training is also given in connection with certain Secondary Schools, *e.g.*, Cheltenham and Clapham High School.

2. It seems necessary, before committing oneself to a statement regarding the amount of salaries, to make clear the conditions differentiating Secondary Training Colleges from other similar institutions, since it is by such conditions that salaries are determined. The underlying and primary cause of such conditions is that lack of training is not as a rule a bar to obtaining appointments in Secondary Schools. In spite of the efforts made during the last forty years by enlightened and far-seeing persons engaged in secondary education, the reactionary force of tradition (as represented, *e.g.*, by the Public Schools), still prevails like a dead weight in the scale, so that the state continues to refrain from any decisive action, such as insisting on training for all teachers in state-aided Secondary Schools.

3. It follows from this that the number of students in Secondary Training Colleges is subject to constant fluctuation, following the law of demand and supply. Where there is a great demand for specialist teachers of a particular subject (as *e.g.* of Mathematics and Science at the present time) the students at the Universities who can offer these subjects can obtain posts immediately on completing their degree course, and naturally grasp at a chance of earning a good salary in preference to asking their parents to pay for an additional year's training at college. It may therefore readily be inferred how precarious has been the position of Secondary Training Colleges during the last two or three years. But in fact any change in the conditions of the staffing of Secondary Schools makes itself felt at once in the Training Colleges, either in a variation of the total number of students or of those specialising in some particular subject. In these circumstances it becomes impossible to insure either a fixed scale of salaries or even security of tenure for lecturers. I may instance the fact that in the college of which I am principal the salaries had to be reduced last year, owing to a deficit due to the falling off of numbers, and that this year one of the staff has had to resign her post owing to the fact that there are no science students.

4. The principal of another Training College (the only one of longer standing than that which I represent) writes to me that when she pointed out to the Council the anomalous position of lecturers as compared with mistresses in regard to salary scale "they registered their determination to find some satisfactory settlement of the question," "but," she adds, "as our numbers in the grant-earning division of the college are low this year, and the outlook for secondary training in a college such as our own is not clear, no further step has been taken." The letter concludes: "In an institution such as this, with a Council such as ours, which has given half a century or thereabouts of devoted labour in the cause of the training of the teachers for Secondary Schools, it has not been the will which has been lacking, but the means."

5. The salaries given in the college just cited are a very fair example of those usually given in such institutions; those of the assistants vary from £160 to £200 non-resident. The anomaly above quoted consists in the fact that in the Secondary School attached to the college salaries may rise to £220. Heads of training college departments are, I think, unanimous in the view that the salaries of their assistants should be so far above those of experienced teachers in Secondary

Schools as to attract the latter to take up the work of training. A good academic standing is necessary in order to deal satisfactorily with students who have taken high honours at a University, and social and personal qualifications are no less desirable. If to these be added the necessity of a ripe experience, it is clear that the salaries of training college lecturers should rank only below those of heads of well-established schools, while the salaries of principals should be not less than those given to the heads of such schools. I should myself on the whole prefer under present conditions a satisfactory fixed salary rather than a scale for lecturers in a Training College, but I know that this opinion is not held by all principals of Training Colleges. In a Secondary Training College junior lecturers are rarely needed, except to supplement occasionally the work of the regular staff. We must have first-rate experienced teachers for our work.

6. This then is the problem with which those responsible for Secondary Training Colleges are faced—how to provide funds for adequate salaries out of the fees of a constantly fluctuating number of students supplemented by correspondingly fluctuating grants. It will make the situation clearer if I compare these conditions with those of

(a) Elementary Training Colleges.

- (i) These have an ensured clientèle, since to be uncertificated is recognised as detrimental;
- (ii) For each student the state pays the college a substantial grant, sometimes amounting to £38 a year, which covers not only the training year but the degree course as well.

(b) Secondary Colleges.

- (i) There is no ensured clientèle;
- (ii) The college receives a small grant of £18 a head, and this only for "recognised" students, *i.e.*, those who have already a degree qualification or its equivalent, so that students have already had to meet the expense of a degree course.

In reference to (i) it may be noted further that graduates with elementary training are now in increasing numbers obtaining posts in Secondary Schools, and that there is a tendency to place these, as Certificated Teachers, actually in a higher grade than those who have taken a secondary training course. It will readily be seen how unfavourably such a tendency must affect the Secondary Training College.

7. I hope that I have succeeded in making clear the difficulties which beset the question of salaries in Secondary Training Colleges. Under present conditions these colleges cannot at once pay adequate salaries and maintain a sound financial position without further help and recognition from the state, since, if they raise their fees sufficiently to balance the required increase in salaries, they run the risk of losing, for want of means, those students who are enlightened enough to see the desirability of training. As I am convinced that the Governing Bodies of Secondary Training Colleges are already doing their utmost to pay their teachers adequately, it seems beside the point to express any further opinion on schemes of increase until the circumstances are altered.

(c) TEACHERS OF SPECIAL SUBJECTS.

(i) Physical Training.

Mr. H. J. S. ARNOLD,* Vice-President of the Incorporated Gymnastic Teachers' Institute and Vice-Chairman of the Council.

MEN TEACHERS OF GYMNASTICS.

1. *Qualifications.*—In the following evidence I express my own personal opinion, and deal with questions concerning men teachers of gymnastics only. The three main institutions giving qualifications and certificates for men teachers of gymnastics are: (i) the Incorporated Institute of Gymnastic Teachers; (ii) the Incorporated British College of Physical Education; (iii) the National Society of Physical Education. These three are examining bodies issuing certificates of about equal and recognised value. They recognise each other's certificates, but not those issued by other bodies. For its examination my Association requires that candidates should be at least 21 years of age,

* A Witness suggested by the Incorporated Gymnastic Teachers' Institute.

and should produce evidence of having received two years training under a recognised and certificated teacher. Candidates are subjected to an examination, both theoretical and practical, in gymnastics and physical instruction. On the theoretical side they are required to have passed certain of the science examinations of the Board of Education in the second stage. In certain other subjects an examination is conducted by the Society's own doctor. The practical tests are conducted by examiners appointed by the Association.

All three institutions are private adventure institutions. All require two years training, but there exists at present no one recognised institution, either resident or non-resident, for giving such training. A would-be entrant has no other means of training open to him than to become the pupil of a recognised teacher, who makes his own terms as to fees and becomes solely responsible for the training given. The usual practice is to give to the pupil at least three lessons per week.

No definite standard of general education has hitherto been enforced by my Association, but from June next candidates will be required to have passed an examination of the standard of the university senior local or matriculation.

I do not regard the present state of affairs as satisfactory. There are not sufficient prospects to induce candidates to enter the profession, and I hold that it would be far more satisfactory to have the training given in a recognised resident institution.

The certificates issued by these Associations do not profess to qualify candidates to become responsible for remedial treatment, though the rudiments of such treatment are included in the syllabus prescribed.

SCALES OF SALARY.

2. *Nature of Scale.*—A scale for men should be higher than a scale for women, on account of the greater responsibilities of men. A married woman teacher should as a general rule give up teaching.

The teaching life of a gymnastic teacher is shorter than that of an ordinary teacher. They can continue in full work, including apparatus work, up to the age of 40, and in some cases later. After the age of 50 they cannot undertake demonstration in apparatus work, though a man can continue to be an efficient instructor of free standing exercises long after that age. Owing therefore to the shorter teaching life the commencing salary should be reasonably high, and a short scale with larger increments is not only preferable but justifiable.

In a large school there should be a head of the gymnastic department, with assistants working under him. Such a post should carry a higher salary, about 50 per cent. more than the scale advised for assistants. There should be a superannuation allowance at the close of a teacher's career, as in the case of the Civil Service. On migration from one school to another previous service should count at its full value.

Part-time visiting teachers should be paid at a rate higher than that of full time teachers, so as to allow for the time lost and expense involved in travelling. There is no reason why a scale of salaries should not be devised for them.

Taking for granted satisfactory qualifications and training, I see no reason why a teacher of Physical Exercises should not be paid at the same rate as other full time members of the school staff.

My remarks apply equally to women, except as to the age of entry and the age up to which they can demonstrate exercises on the gymnastic apparatus. Women have not been demonstrating in sufficient numbers to enable any reliable verdict on this point.

Commander B. T. COOTE, R.N., Superintendent of Physical Training, School of Physical Training, Royal Naval Barracks, Portsmouth.

MEN TEACHERS OF GYMNASTICS.

1. *Training Available.*—Until a physical training college is established in England in which educational methods of physical training are taught, it will be impossible to find men with sufficient knowledge of this subject to be called qualified physical training teachers. Such a physical training college should be state-controlled. Private institutions are too liable to quackery. Women are adequately provided for in this respect, so I confine myself entirely to the subject of the male teacher.

The only available male teachers of physical training qualified (and that only up to a certain point) to teach it in schools are school teachers who have attended holiday courses in this country on the Board of Education syllabus. A proper course involves very serious study of anatomy, physiology and hygiene. Thorough examinations at its conclusion are essential. No holiday course can give this, as it requires a minimum of 18 months intensive study. Naval and military instructors, generally accepted as qualified to teach, are trained chiefly in disciplinary drill, and are therefore not to be regarded as in any way suitable for educational physical training teachers; but a few exceptional instructors, if they received a special course on educational work at a government-controlled college, might eventually prove to be good teachers.

None of the so-called "personal" systems can be regarded as having any progressive educational value. The exponents of these are quite incapable of organising a five years progressive course such as a school needs. Their limited knowledge necessarily means limited resourcefulness, and the work by its monotonous repetition bores the pupils. With these should also be classed individuals of other nationalities who try to introduce personal adaptations of the systems used in their own countries, as they cannot understand our national characteristics.

2. *Course of Training.*—The time required for the training of a fully-qualified physical training educationalist should be 18 months in a fully-staffed and equipped government college, with an extra period of 9 months if remedial work is to be undertaken. I choose the period 18 months because I believe it would be possible to get in this period, by intensive work, all that is now given in the Stockholm two years course. I may add that in the Stockholm three years course the first year is held to qualify for an instructor's certificate, the second year for a teacher's certificate, and the third year for remedial work. To enter on the course a man must either hold a university degree or be an officer in either service. The schools in Sweden are as a rule staffed for physical instruction by Swedish officers, naval or military, who must have taken the two years course. Those who complete a three years course seldom take up school work. They become specialists and consultants, and work in connection with the medical profession.

3. *Salaries.*—The salary of such a teacher, after passing his final examination, should be on the same scale as that of other graduate teachers, with a fee per head added for remedial work, undertaken only under medical advice.

4. *Length of Teaching Life.*—The length of teaching life of such a teacher should be longer than that of a teacher of sedentary subjects. It does not affect the question that as he grows older a teacher may be less able to teach. In teaching, demonstration by the teacher is not necessary under the group system. He is trained to dispense with it. He makes his pupils demonstrate for themselves on each other. I see no reason whatever for the earlier retiring age for a teacher of educational gymnastics. The working hours of such a teacher should be less than the teacher of mental subjects, as the strain of controlling boys who have to be kept actively employed and interested is undoubtedly greater.

5. *Scope of Work.*—It is not desirable that a physical training teacher should be asked to teach other subjects, but his own subject would cover all recreative exercise, including boxing, wrestling, field games, athletics, scoutcraft and swimming, the latter to be taught on dry land only unless a swimming bath is available. In my judgment, a school of 200 could well employ the whole time of a trained instructor, especially when it is taken into consideration that he has to conduct these subjects out of school hours in addition to the physical training during school hours. In districts where it would be found impossible for each school to have a separate teacher for physical training work, these should be grouped under one visiting teacher, who would set weekly "tables" and instruct one of the permanent staff how to carry on the work. In this case the visiting teacher should receive the full fee of the graduate teacher and expenses, and the other should receive some fee in proportion to the work.

Miss M. HANKINSON,* Hon. Secretary of the Ling Association.

WOMEN GYMNASIc TEACHERS.

1. *Training.*—The Ling Association, of which I am the secretary, is an association of teachers of Swedish Gymnastics. It has some 360 members. There are about 330 ordinary members, all of whom have obtained the diploma granted by the Association, or a diploma recognised by the Ling Association as of equivalent value, including the diplomas of Anstey, Bedford, Chelsea and Dartford Colleges; the Royal Central Institute and Dr. Arvedson's Institute, Stockholm; the South Swedish Gymnastic Institute, Lund. There are besides associates, limited to past members who have retired from professional work, and a few honorary members. Almost all the members of the Association are women. The Association is an examining body granting diplomas. Under present regulations candidates for a diploma must have trained for two years in a college recognised by the Association, or else produce evidence that they have studied the theory and practice of Swedish Gymnastics for two years under a competent teacher, but 98 per cent. of the candidates have had a college training. Previous to beginning their training candidates must have passed a satisfactory qualifying examination of general education (*e.g.*, matriculation, the Senior Oxford Local), or produce other satisfactory evidence of general education. The Association hopes in the future to secure a three years instead of a two years course.

2. *Status.*—In selecting gymnastic teachers, the employing body should be assured that the candidate has had a thorough training in a recognised physical training college. Until recently, the college course has been for two years only, but one by one the colleges are adopting a three years course. The colleges recognised by the Ling Association are Anstey, Battersea, Bedford, Chelsea, Dartford and Dunfermline. All students should have an educational qualification before training, and should follow a course on the lines of the syllabus of the Ling Association (Diploma). Given gymnastic teachers with these qualifications, they should have same conditions of appointment and salary as other teachers in Secondary Schools, *viz.*, appointment on permanent staff; rising scale of salary; same retiring age; and same participation in any pension scheme.

A gymnastic mistress appointed on the staff of the school, giving full time, takes exactly the same status on the staff as any other mistress in a Secondary School. Under the headmistress she is responsible for her subject throughout the school, she takes her full share in the life and interest of the school, and her work forms an essential and necessary part of the school curriculum. She not only teaches her own subjects, gymnastics, games and dancing, as the school requires, but she is a person of specialist training in all matters relating to the health and care of the children; she must be able to give advice on the clothing, health and physical development of the girls under her care; she keeps the records for the school doctor, and is in attendance at inspections, and must know when special remedial work is necessary and be capable of carrying out the treatment. By her work the whole physical standard of health is raised, and the discipline of the school benefits by the self-control and self-government acquired by the girls under the training of an efficient gymnastic mistress.

With regard to the retiring age we have no precedent to guide us, as the first generation of gymnastic teachers are still at work, and so far as we know none have had to retire through disabilities arising from old age, though a considerable number are now over 45, and have been teaching 25 to 30 years.

If gymnastic mistresses are put on the permanent staff and have the same scale of salary and the same retiring age, they ought to have same privileges with regard to superannuation. Employing bodies ought however to retain the right to pension off any teacher at any age at a corresponding pension if she becomes incompetent through age or for any other reason. Some system ought to be arranged by which a teacher does not lose her chance of promotion or of pension if she transfers from one school to another. Teachers with previous experience should not necessarily start at the initial salary.

* A Witness suggested by the Ling Association.

3. *Remuneration.*—I recommend a scale of salary, as it is an incentive to work and a reward for experience.

I do not think any variation of scale should be made for the subject taught. If the same salary scale has to be paid, employing bodies will tend to select better trained and experienced teachers. A year spent in training might count as the equivalent of a year of service. Heads of departments (whether gymnastic teachers or not) should be on a slightly higher scale. No differentiation should be made for environment or size of school. A larger school would, of course, have extra teachers. I approve a rapid rise to a certain period followed by increments at longer intervals. I am in favour of efficiency bars placed at one or more points in the scale, which may be passed by teachers giving efficient service, the decision to be made by the inspector in conjunction with the head of the school.

There might also be special emoluments to teachers for special work, *i.e.*, in case of gymnastic teachers, those qualified for and carrying out remedial treatment might have an extra bonus; this would be better than taking a percentage of the fees charged, it being understood that such work should be done in school hours.

Provision should certainly be made for migration or transfer of teachers under the scale. Commencing salaries might be fixed above the minimum by allowing an addition of the annual increment for the first two years completed service in a similar capacity, two increments for three years service, and so on. Similarly pension schemes should be transferable, and this suggests a national scale for teachers.

4. *Part-time Teachers.*—Part-time scales might be worked out proportionately to hours given, carrying proportionate increments. In Schools of Art and Technical Schools where teachers undertake both day and evening work the commencing salary might be higher. Similarly in training college work, with its added responsibility, and in the work of county organisers, with the wear and tear connected with travelling about, the commencing salary and maximum might be higher.

5. *Men and Women.*—I approve of equal pay for equal work regardless of sex. Women are usually paid a lower rate because they are supposed to have only themselves to keep, but in an enquiry made in 1912-13 into the proportion of women workers who partially or wholly maintain others, it was found that 46.25 per cent. of teachers were partially or wholly supporting others besides themselves. Taking gymnastic teachers only it rose to 57 per cent., and taking women workers generally, professional and industrial, the figure was 49.64 per cent. Instead of differentiating salaries, people with dependents, whether men or women, should have compensation in other ways, such as greater income-tax rebates, grants for maintenance of children, &c., Marriage should be no bar to employment, but only inefficiency arising from marriage.

(ii) Domestic Subjects.

Miss J. D. DAVIES,* Organising Inspectress of Domestic Subjects to the Devon County Education Committee.

DOMESTIC SCIENCE TEACHERS IN SECONDARY SCHOOLS.

1. *Introduction.*—It is of paramount importance that the women of the nation should have a practical knowledge of food values, economical cookery, household management and all that conduces to the making of healthy homes and the upbringing of healthy children. The foundation of this training should be laid during a girl's school life, whatever her subsequent career is to be. A teacher who undertakes this part of a girl's education has a high responsibility; she should have special qualifications for the work and receive adequate remuneration. The domestic science mistress has not necessarily less ability than the university trained woman, but the brain is developed in a different direction. We are slowly realising that initiative, organising capacity and intelligent craft work are as important a product of education as book knowledge. A salary at a lower scale than the rest of the staff does not attract the right type of teacher, is derogatory to the subject and belittles it in the eyes of the school authorities and staff, and, indirectly, in the eyes of the parents and children.

* A Witness suggested by the Association of Teachers of Domestic Subjects.

2. *Scales.*—Domestic science teachers should be on a level with other secondary school teachers, and should be on the same scale as those members of the staff who have received an equivalent training for their profession. The minimum course for a domestic science teacher in a Secondary School should be three years; a four years course is preferable. The domestic science teacher with three years training should receive the same initial salary as the graduate without training, and a four years course in domestic science should be the equivalent of a degree with training. This need not mean a higher scale, but two or more years preference might be given in fixing the initial salary. In addition, there would be honours graduates and people with special qualifications, who would be on a higher scale. It should be possible for a mistress who has shown special efficiency to pass from the lower to the higher scale. Teaching ability is not necessarily dependent on academic qualifications, and a teacher who is continually learning by experience is a more valuable member of a staff than one who has reached a certain stage and makes no further progress.

3. *Matters specially affecting Domestic Science Teachers.*—The domestic science teacher should have had a good general education continued to 18 years, reaching matriculation standard and including elementary Science. It is important that she should be able to correlate her teaching with other school subjects, and give the pupils the intellectual stimulus that comes from connecting isolated pieces of knowledge.

The three years training at a recognised Training School includes Physics, Chemistry, Hygiene, Physiology, the special crafts (Cookery, Laundrywork, Housewifery) and the scientific basis for each, Infant Care, Needlework, Dressmaking, Theory of Education and teaching practice. In the fourth year Science as applied to Housecraft is treated in greater detail, and more experimental work is done. The laboratory attitude towards the work, such as research into the chemistry of food, &c., is cultivated, and its educational value is fully realised.

Very few scholarships for the Training Schools are given. The tuition fee ranges from £25 to £30 a year, and the boarding fees from £36 to £60 a year. The tendency is towards a residential course, and the advantages of the corporate college life are not to be overlooked. Books, materials, and uniform add to the cost of the training, and the expense is little below that of residence in some of the women's university colleges. The tuition fees are considerably higher than those paid for a pass or honours degree in some of the non-residential colleges. In one of the London University Colleges day students working for an Arts degree pay 10 guineas per year, for a Science degree £15 or £17 10s., and evening students in Arts or Science pay 5 guineas per year. A graduate can command the same salary whatever her college fees may have been, and it does not appear reasonable to place domestic science teachers on a lower scale when their three years training has been slightly less costly.

The duties of the domestic science teacher are as responsible and arduous as those of the other mistresses. She may have fewer corrections, but the work is very fatiguing; there is the danger of accidents to the pupils, the charge of a large amount of equipment, ordering of materials, keeping of accounts and, frequently, a certain amount of catering.

The domestic science mistress should be fitted by her general education and upbringing, her social standing and teaching ability to take a good position on the staff, to share supervision duties, to be a form mistress, or to teach other subjects if her time permits (a teacher who has taken a fourth year science course would be qualified to assist in practical work in Science).

It rests with the headmistress and Governing Bodies of Secondary Schools to choose suitable candidates for these posts, and by offering adequate salaries to attract the right type of girl. In some schools Needlework is taken by a non-specialist teacher, and Housecraft by a teacher who has had a two-years training, or even by an untrained teacher whose only qualification is the London City and Guilds examination. The demand of the Secondary Schools for higher qualifications in domestic science teachers will tend to raise the standard in the Training Schools,

both as regards the students' general education, as tested in the entrance examination, and in the quality of the training given.

The higher salaries offered to caterers and canteen workers are taking some of the best students in the Training Schools and experienced teachers away from the teaching profession. It should be recognised that other openings for teachers of domestic science are likely to become more numerous, and that the students on finishing their training will have a variety of careers open to them.

4. *Increments.*—It is preferable to have annual increments, rising to a maximum that all of average ability could attain by the age of 32 to 35, followed by additional increments or promotion to a higher scale in cases of special efficiency and responsibility. A good scale, with regular increments, is necessary to attract the best students in the Training Schools to the teaching profession, to free them from financial worry, to enable them to pay back money spent on their training, and to save for the future.

It is desirable for the following reasons that special increments or a higher scale should be attainable by domestic science teachers of marked ability:—

- (a) There are no "plums" to which the domestic science teacher can look forward. She cannot aspire to be headmistress, second mistress, or even head of a department for, as a rule, there is only one housecraft mistress on the staff.
- (b) It is not conducive to the best work to feel that the final maximum has been reached. Many teachers require a spur to put forth their best efforts, and where this is lacking they are apt to remain in a groove.
- (c) Generally speaking, no one else on the staff has any technical knowledge of domestic subjects, and a specialist in housecraft is seldom among H.M. Inspectors who conduct the triennial inspections. The teacher misses the stimulus that comes from comparing notes with colleagues and the helpful criticism that an expert can give. Good results or a satisfactory report may cause her to be satisfied with her work, and incentives to further progress are useful.

5. *Present Rates of Salary.*—There is an increasing tendency to place the domestic science mistress on the same scale as the other members of the staff. In many schools, however, she receives a lower salary, the increment is not fixed and is dependent on the recommendation of the headmistress, the state of the school finances or the solicitations of the teacher. In one school that I know, after nearly ten years service, a teacher had only risen from £100 to £115. In some schools, where the scale has lately been revised, the domestic science teachers have been excluded from the new scale.

6. *Further Considerations.*—It is not merely a question of raising salaries, but of raising the status of the domestic science teacher and of attracting the right type of woman. The good domestic science teacher should be retained in the teaching profession, and encouraged to make herself more efficient. A graduated pension scheme would do much to free her from financial worry and make her feel that teaching is her life work. "Terms of grace" are as necessary for domestic science teachers as for other members of the teaching profession, possibly more so, on account of their isolated position.

The matter and methods of teaching in domestic science are under constant revision, and it is important that the teacher should have the opportunity of keeping herself up-to-date by reading, attending classes, comparing notes with other teachers, and seeing other work. She should have sufficient time for this, and sufficient salary to buy the necessary books, pay travelling expenses, fees for lectures and holiday courses, and an occasional holiday abroad, which, among other advantages, will give an insight into continental housekeeping and methods of cookery. It is desirable that the close connexion between social questions and domestic subjects should be more fully realised, and that the teacher should have time to take some active part in local efforts towards social betterment.

Miss M. E. MARSDEN,* Head of the Training Department of Domestic Science, Battersea Polytechnic, S.W.

TEACHERS IN TRAINING SCHOOLS OF DOMESTIC SUBJECTS.

1. *Courses of Training.*—The courses of training for teachers of domestic subjects vary in length and scope. They may broadly be divided as follows:—

(a) *Two-Year Course.*—This includes the craft subjects of Cookery, Laundrywork, and Housewifery, together with the sciences which underlie these crafts—Physics, Chemistry, Physiology, Hygiene; the study of psychology and teaching methods, and practice in teaching. (b) *Three-Year Course.*—In addition to the subjects in the two-year training, a special course in Household Science is taken. This includes Physics, Chemistry, Physiology, Hygiene, and experimental work (simple research) in the application of Science to Housecraft. The latter offers a wide field for research work, and the urgent need for a wider knowledge of food and food values suggests the lines along which the experimental work should be done. (c) *Four-Year Course.*—In addition to the subjects included in the three-year course, a year's training in Needlecraft is given, together with lectures on the application of Art to Needlework, and further training and practice in teaching.

In addition to the above, some colleges offer short courses of three months' training in Infant Care. Others offer courses varying from two to three years, in which the subjects are various branches of Needlework, for example, Plain Needlework, Dressmaking, Ladies' Tailoring or Millinery. These courses include the application of Art to Needlework, the study of psychology and teaching methods, and training in teaching.

The general tendency is to lengthen the training and increase its scientific basis; hence more time is needed. This has led to the extension of the course from two to four years. The number of students entering for three-year courses is steadily increasing, and, until the outbreak of war, the number who entered for a four-year course also showed an increase. The students who take three- and four-year courses, as a rule, obtain appointments in Secondary or Technical Schools.

2. *Qualifications.*—This brief outline of the various courses of training arranged for teachers of domestic subjects will show the need for the following points regarding the education, training and teaching experience of the staff in domestic subjects Training Schools. This general education should be such that an examination of matriculation standard should have been passed before entry as a student in a domestic training Training College. It should have been full-time and continuous until the age of 18 years. This technical training should be a four years course, including (a) a high standard of craft work; (b) Science—Physics, Chemistry, Physiology, Hygiene and experimental work in the application of Science to Housecraft; (c) the study of psychology and teaching methods, and training in teaching in all grades of schools.

The training of a domestic science teacher should be comparable with that of a university graduate, and therefore it cannot satisfactorily be taken in a shorter period than four years. Much of the success of domestic science teaching depends upon the high standard of craft work set before the pupils. This standard is set by the teacher. Pupils are often inclined to be satisfied with a low standard of their own work, because a high standard is difficult of attainment. The teacher's own craft work should therefore be excellent. Housecraft is really applied science. Science supplies the laws underlying the craft. All processes and all developments in housecraft are based upon science. Therefore if the work of domestic science teachers is to be educational and progressive, their training should have included a thorough course

of Science, a large part of which should have been experimental work. The increasing tendency for Secondary Schools, and therefore other higher educational institutions, to be fed from Elementary Schools points to the fact that a teacher will be able to deal more satisfactorily with her students if she has actually had experience in the various grades of schools through which they have passed.

In this connection one deplores the fact that many domestic science teachers take over a two-year course of training. This has the approval of the Board of Education. Higher grants are given by the Board for the two-year course than for third and fourth years of training. Therefore, financially, it is actually more profitable for a domestic science Training College to have constant relays of two-year course students, than to spend three or four years in training a better type of teacher.

Before a teacher is appointed on a training college staff, she should, as a rule, have had experience in teaching in at least two of the three following grades of schools—elementary, secondary or technical.

3. *Cost of Training; Prospects.*—There are very few scholarships offered to students who wish to train as domestic science teachers. Their parents are usually obliged to defray the whole cost of the training. The fees for training vary in different colleges from £21 (in one college only) to £30 per annum. The cost of residence in hostels attached to these colleges varied from £36 to £60 per annum in pre-war times, but the fees have in many cases been raised on account of the greatly increased cost of living. The training is therefore an expensive one.

There are few opportunities for appointments carrying higher salaries. This makes the profession much less attractive than it would otherwise be. At present, the appointments which carry the highest salaries are those of the Board of Education inspectors, principals of Training Schools and heads of women's departments in Technical Institutions. The total of these is very small indeed; hence, if the right type of woman is to be attracted to the domestic science teaching profession the salaries offered to assistants in Secondary and Technical Schools and in Training Schools must be good. Very few headships are available; therefore, by far the greater proportion of domestic subjects teachers will never have the chance of rising beyond the position of assistants. Good scales of salary will induce more students to take the four-year course. This course, preferably including some research, should be an essential qualification for higher appointments. It is also greatly to be desired that three years should be the minimum time in which a domestic subjects teacher can be trained. The two-year course of training is far from satisfactory, and the status of the domestic science teacher would be enormously raised if every teacher took the minimum three-year course of training.

4. *Salaries.*—For principals, a fixed salary of a reasonable amount, with occasional really good increments (say, £50 or £100), seems to be the best arrangement. A scale usually implies a comparatively small initial salary, and this does not attract the right type of woman. The salary should vary with the size of the school. Increased numbers of students mean more responsibility for the principal. The salary should not be less than that of the principals of other types of Training Colleges.

In large Training Schools there are usually two grades, head teachers and assistant teachers. This grading is advisable because work of a more responsible nature has to be undertaken by head teachers, who should therefore receive higher salaries. In cases where unusual responsibility devolves upon the head teacher a special salary should be given. This is especially necessary in view of the fact that there are so few headships. Assistants are usually full-time members of the staff, though in some smaller colleges the science lecturer is a part-time member. The salaries of assistants in Training Schools should be higher than those of secondary school mistresses. The work of training teachers is very responsible, and should be done by fully trained and experienced teachers. All assistant teachers should therefore have taken a four-year course of training, which should have included some research work.

* A Witness suggested by the Association of Teachers of Domestic Subjects.

Miss B. STREATHER,* Head of the Domestic Department, Royal Technical Institute, Salford.

TEACHERS OF DOMESTIC SUBJECTS IN TECHNICAL AND EVENING SCHOOLS.

1. *Introductory.*—The economical and proper use of materials is of paramount importance to the safety of the country; therefore the teaching of Domestic Subjects, which essentially bears upon the above, must be performed by women of good brain-power, thorough general education and special training. Housecraft is, on all sides, being treated in an increasingly scientific manner; the teacher of Domestic Subjects must be not only a clever craftswoman, but must possess a good knowledge of a most difficult branch of Chemistry—that relating to all materials used in the home. To obtain this satisfactorily it is necessary that a period of four years be spent in a Training School, and this should be counted equal to that of an honours graduate.

To the evening school teacher of these subjects is entrusted the education, after ordinary school life, of the future home-makers of our country, who, in their turn, will be entrusted with the health of the nation. In teaching the actual craft she must endeavour to stimulate intelligence and industry, inculcate neatness, method and order, and insistently encourage thrift. All this must be done so tactfully that the girls are attracted and not repelled.

In Technical Schools the teacher of Domestic Subjects must be ready to demonstrate the more advanced and difficult points of her work. This requires wide knowledge of her subject, much experience, more preparation of lessons, and often research work, and much tact and patience in dealing with the varied needs of individual students.

To attract suitable women to train as teachers of Domestic Subjects, it is imperative that salaries shall be such as will compare favourably with those in other professions requiring equal qualifications. At the present time the teaching of these subjects is in serious danger of falling into the hands of incompetent teachers, owing to the poor return for work done and for expenditure on training. An adequate salary should provide for necessities, reasonable luxuries, and a margin for saving. Prevailing salaries were inadequate even before the rise in the cost of living.

2. *Reasons in Favour of Scales.*—Judging by numerous figures received from various parts of the country, the need for a scale is obvious, a scale which would make it impossible for committees to obtain teachers at a low rate of pay accepted solely on account of personal circumstances (e.g., living with parents). In many instances salaries of evening school teachers have remained at a complete standstill. Out of 37 districts only three offer any rise, one being 6d. per night after three years of service. In three other cases increases are now recommended.

Low salaries with uncertain increases lead to a dearth of efficient teachers and cause a leakage of trained teachers; they also give undue anxiety as to ways and means of living, and allow small opportunities for self-improvement. The means necessarily employed to obtain a rise of salary is frequently very humiliating to a teacher.

3. *Type of Scale.*—Two scales will be necessary, a higher scale for higher qualifications, and a lower scale for lower qualifications. It must be remembered that teachers of Domestic Subjects are not eligible, at present, for pensions, and that the cost of training has, with very few exceptions, been defrayed by the teacher herself; residential training costs about £100 per year.

The duties of teachers of Domestic Subjects are specially onerous, demanding full strain both physical and mental, to which is added constant anxiety concerning possible accidents to the students from fire, boiling liquids, etc.

Teachers of long experience and proved merit, even without the qualifications now in demand, should be admitted to the lower scale. As only a percentage of teachers of Domestic Subjects can become heads of departments, a higher scale should be provided for long service and special excellence.

* A Witness suggested by the Association of Teachers of Domestic Subjects.

Teachers in evening schools are frequently paid per class. We consider that a sessional fee would be preferable, but at a much higher rate than is now general, and an increment proportionate to that of the whole-time teacher. The part-time teacher in Technical Institutes should be remunerated at a higher rate than the evening school teacher, and as neither of them receives holiday pay the scale should be proportionately higher. The full-time teacher in Technical Institutes should receive a slightly higher rate of salary than the assistant in Secondary Schools. The salary of the head of a department should begin with a substantial addition to the maximum received by assistants in the same institute.

High qualifications demand a high scale. Untrained teachers should not be appointed; previous teaching experience should count; age of entry is immaterial; extra responsibility should be paid for. In cases of migration, scales should continue as if no migration had occurred.

4. *Domestic Subjects in Technical Schools and Evening Schools.*—Should Mr. Fisher's Bill become law, we sincerely hope that the evening school teacher, as such, will disappear, the new organization allowing the evening work to be done by the permanent staff. Full-time work adds to the interest of the teacher, giving variety to her work, and thus preventing stagnation.

In some districts whole-time teachers of Domestic Subjects, on a low scale of remuneration, may not add to their salary by taking up extra work, while in the same district this is allowed to teachers in other branches of education.

As an example of the variety of work demanded in Technical Institutes, I may quote a class in which there are this term (a) the principal of a school in Rangoon, who wishes to obtain some knowledge of Domestic Subjects to enable her to supervise that work in her school; (b) the matron of a large hostel, who wants help in catering; (c) a lady wanting invalid cookery for a ward in a hospital; and (d) a girl finishing her education before returning to her home in South Africa.

It is no uncommon thing for evening school teachers of Domestic Subjects to be paid 5s. per class, and sometimes even less, for a class of two hours duration. One committee offers full-time teachers a commencing salary of £70, rising annually by £5 to £110. These teachers supply all branches, Elementary, Secondary, Evening Technical and Evening Schools. Another Authority offers for a period of 30 weeks, from 5th September to 19th May, £60 to £70 for two subjects, £70 to £80 for three subjects, £80 to £90 for four subjects.

(iii) *Music.*

Mr. A. T. AKEROYD,* Music Master, Girls' Grammar School, Bradford.

1. My evidence concerns teachers of Music. I prefer a good fixed salary rather than a scale. I would pay the man teacher at a higher rate; he has greater responsibilities to face as a rule, especially if he is married.

A degree or diploma in some special branch of Music is invariably held by the specialist teacher in Secondary Schools. Unfortunately, it does not always follow that the graduate is qualified to teach; neither does it follow that the holder of a diploma is able to do so. I have known a Bachelor of Music, engaged to teach the pianoforte, who was ignorant of certain principles of touch in pianoforte playing. Sometimes the specialist teacher is trained in the principles and methods of teaching, by serving as a premium-pupil under an experienced teacher. The specialist teacher is often untrained both in the principles and methods of teaching, and in knowledge of class-management. There are unlimited opportunities of training for singers and performers on musical instruments, but, unfortunately, few opportunities of training as actual teachers of musical subjects. It is still generally believed by the public that anyone who sings or plays a musical instrument can of necessity teach. In consequence many young performers are engaged as teachers in private Secondary Schools, who are quite ignorant of the principles and methods of teaching. Grave mistakes are committed

* A Witness suggested by the Incorporated Society of Musicians.

through lack of experience in teaching, and in consequence frequent changes of staff have to be made. Another teacher is engaged, who is often equally lacking in method. By this time nine or twelve months of the child's musical education have been mispent, and the parents' money wasted. In addition the child has probably by this time conceived a dislike for its musical studies, owing to the inability of its instructors to present the factors of music in an acceptable manner. In the interest of the child and the parent such a state of things ought not to be allowed. I know it is a very difficult matter to deal with, but I think something might be done if the authorities could stipulate that no music teacher should be engaged under a certain age, say, twenty-one, and only then if he could produce evidence of having taken a course of training as a teacher under a recognised teacher.

We require a Central Authority to institute a course of training for teachers in musical subjects, where the student teacher could gain experience by observation and actual practice under the guidance of qualified teachers. The Royal Academy of Music and the Royal College of Music have instituted examinations for teachers, in the course of which the candidates have to demonstrate their ability to teach. If these institutions and the Manchester Royal College of Music could be subsidised to a certain extent there would be no difficulty in starting training courses for teachers in Music.

The subjects coming under the head of Music in school work are Class-singing, Pianoforte, Violin, Theory of Music and Harmony. I can only give a rough guess at the number of teachers (other than members of the ordinary staff) engaged in teaching music in Secondary Schools. It may be about 700. A fully-qualified part-time teacher of Music ought to be paid at a much higher rate than a musical member of the ordinary staff, who has charge of singing. Part-time work means always more of the visiting teacher's time than is actually spent in the school. The visiting teacher has probably work in more than one school, and the time and expense of travelling should be reckoned in fixing his salary. At present the rate paid varies from about 2s. to 10s. per hour. Such variation is unreasonable and unsatisfactory. Music should be paid for at the same rate as other school subjects demanding special training, e.g., Science. It might be an advantage to have a scale in the case of young teachers, but for an experienced teacher I prefer a fixed salary.

Miss R. M. EDMONDS,* Whitelands Training College, and Mrs. TEMPLE SAVILLE,* Furzedown Training College.

MUSIC IN TRAINING COLLEGES.

1. *Present Conditions.*—The status of Music in Training Colleges is not at present satisfactory. In most colleges it takes a secondary place, although it is compulsory for every student in the final Certificate, except those totally unfitted. It is taught frequently by people trained in some other subject, and not trained in Music. The time spent on Music in many cases is inadequate for the Certificate Examination in its modern form.

The fact that Music is not given its educational value affects the financial position. Under these conditions the best people will not enter the profession. Lecturers who are properly qualified, and who teach the subject on modern methods, are paid at the rate of assistant lecturers, in spite of being heads of their departments and in spite of having to teach every student in the college.

The expense involved in the training of a fully qualified music lecturer is at least equal to that needed for a university degree, and the length of special training should be at least three years. Yet the average salary paid to full-time music lecturers in Training Colleges is about £150 per annum non-resident. In most cases it is lower than other salaries. In the large majority of Training Colleges the subject is in the hands of part-time teachers holding no special qualifications in Music.

2. *Qualifications of Lecturers.*—We consider that the following are the qualifications necessary for the lecturer in Music:—(a) Evidence of general education; (b) Study of an instrument, beginning not later than the age of 10, and necessitating individual teaching and fees accordingly; (c) Special musical training under a first-class musician, or at a good school of music for at least three years. On these qualifications the salary should be the same as that of heads of departments in other subjects. The salary scale of the well-qualified lecturer in Music should in no case fall below that of other lecturers.

Meantime there should be special consideration for those who have had experience in teaching Music but have not had necessarily the special training mentioned above. For these, five years experience in one institution and ability to take the Advanced Course in Music should be considered proof of efficiency. The initial salary should be based on actual qualifications. But the teacher of Music should be placed on the full scale after five years service whatever the qualifications.

3. *Part-time Lecturers contrasted with Full-time.*—The ordinary full sized Training College needs the services of a full-time lecturer to take charge of Music. Without this it is very difficult for the subject to maintain its proper status and play its proper part in the life of the college. Besides the actual teaching to be done, there are manifold social duties which fall to the part of the music lecturer, which are of much importance in contributing to the life of the college. Moreover, beyond Music proper, the music lecturers should be well qualified to undertake teaching in voice production and elocution, both of them subjects of great importance in training teachers. We are, therefore, strongly in favour of appointing full-time lecturers in Music in Training Colleges. In quite small colleges, where this is not possible, Music should be in the hands either of a fully qualified visiting teacher or of a fully qualified whole-time teacher, who also takes some work in allied subjects such as reading or recitation. We strongly deprecate the placing of Music in charge of a teacher who is no more than an amateur, and has no special qualifications.

4. *Music in Training Colleges and Secondary Schools.*—The main difference between them is that Music is a compulsory and inspected subject in Training Colleges, therefore more hours are given to it as an educational subject. In some Secondary Schools it is looked on rather more as an accomplishment than an educational subject. Hence individual teaching paid by the hour at a fairly good rate brings the salary of a secondary teacher to a satisfactory level compared with that of other subjects.

5. *The Position of Music in Education.*—There has been a notable advance of late years in the standard of work demanded from Training Colleges in Music, and the claim of the subject to be an integral and important part of the school curriculum is not only admitted but increasingly emphasised. Lecturers in Music welcome this advance wholeheartedly. It has already raised the status and standard of the subject, and it should be reflected in the remuneration of the lecturer.

Mr. B. JOHNSON,* Precentor and Head Music Master, Eton.

My evidence is based on experience at Rugby and Eton. I have had no actual experience of scales, though scales were instituted at Rugby when I left, both for the head musician and his principal assistants. It is hard to see why women should not be paid on the same scale as men. They teach small boys, and some bigger boys, as well as men. I doubt if scales should vary for marriage.

Qualifications.—An A.R.C.M. or F.R.C.O. or A.R.A.M. in my opinion would be more valuable for a teacher than a Mus. Doc. An M.A. is perhaps more valuable in a Public school, such as Eton or Rugby, than any musical degree or diploma; but of course good musical qualifications are essential. I am not aware of any training school for music teachers. The Royal Academy and the Royal College give special diplomas for teaching after an examination framed

* Witnesses suggested by the Music Lecturers' Association.

* A Witness suggested by the Union of Directors of Music in Secondary Schools.

for the purpose. In making an appointment I doubt whether I should attach much importance to such a diploma where there was little or no experience. Experience certainly is of importance. Age perhaps would count. From 30 to 40 is perhaps the most efficient age. I am doubtful whether scales should vary according to the nature of the branch taught. The head of a department must have time and facilities for supervision and organisation, and his scale should be a higher one. Scales are affected by the size and circumstances of the school. Music in schools ultimately depends on the number of pupils and what fees can be charged, and these points depend on the size and circumstances of the school. In a musical department of a large school it would be well for the head of the department to assign special duties to his assistants, *e.g.*, the school orchestra might be in the hands of a capable man on the staff, or the accounts, or the musical library. Pensions have an important bearing on the nature of a scale of salaries. I think an efficiency bar in a scale is desirable, but have seen no such system at work.

Specialist teachers, (*e.g.* an eminent pianist coming to the school) will probably be paid by the hour. They will fix their own fees. They will be outside the ordinary organisation.

Miss A. T. WESTON, Head Music Mistress at Roedean School, Brighton.

TEACHERS OF MUSIC IN SECONDARY SCHOOLS FOR GIRLS.

1. *Present Conditions.*—My experience has lain largely in large boarding schools for girls and private schools, and it is mainly of these that I speak.

At the present time, a considerable difference of principle is shown in determining the salaries of teachers of Music in schools for the higher education of girls. While one large and important school gives a fixed salary, the more general rule, both in day schools and in the large boarding schools, is to pay the teaching staff a certain proportion of the music fees. In some schools both methods are employed, the younger mistresses receiving a fixed salary, and the senior members of the staff (which may include a visiting master) a capitation fee. In such schools there is generally a sliding scale of fees, corresponding to the relative standing of the music staff: and the proportion received by the teacher may be two-thirds, five-sevenths, three-fourths or five-sixths. In one very large boarding school the young resident mistresses in the junior house receive a fixed salary; while in the upper school, which has a non-resident staff, two-thirds of the fees are given to mistresses in full work, three-fourths to the violin mistress, and all the fees to the senior mistress who has the general oversight of the work. Partial board is given in addition. The fees are on a sliding scale. Special terms are made for the choirmaster and director of the singing classes, for a visiting master, and for the teachers of violoncello and solo-singing, all of whom give only part-time. In some cases, mistresses are expected to give, without any extra payment, a certain number of class lessons in singing, harmony, aural training, history, and musical form. In other schools, the mistress receives for class lessons a fee equal to that given for a private lesson. A visiting master invariably receives a special fee.

The salaries of specialists who are paid a capitation fee are generally higher than the salaries of other members of the staff, but they are liable to fluctuation. In the leading public schools for girls they range from £150 to £450 or £500 (non-resident) for 30 to 35 hours work. In small private schools, where residence is given, £50 to £100 is the usual scale.

2. *Working Hours.*—I consider 30 hours a week an outside maximum for a music mistress, and 22 to 25 hours as reasonable. This is especially the case if much class work is included, or if the mistress is expected to play a good deal to the school. The hours of actual teaching do not represent all her work. The whole standard of work deteriorates if the music mistress is either allowed or expected to do too much.

3. *Method of Payment.*—Payment by capitation fee is, on the whole, a far more satisfactory arrangement than payment by fixed salary, unless the latter is for a definite number of hours work. It is important that a mistress should have the power of deciding for herself how much work she can conscientiously undertake,

with due regard to her own artistic development. Class work should be well paid, as it entails considerable strain and the correction of a good deal of written work.

The disadvantage of payment by capitation fee is that the salary is a fluctuating one, particularly in those schools where a proportion of the teacher's fees is deducted when pupils miss lessons. In the Lent term, when epidemics are frequent, this arrangement is apt to make a serious difference to a teacher's salary.

4. *Scales of Salary.*—There is justice, and a distinct advantage in scales of salary. A young teacher with little or no experience, and with no special theoretical knowledge or pretensions to virtuosity should not receive the same salary as an experienced mistress of considerable attainments. A great deal of harm can be done by an inexperienced teacher.

The scale should not necessarily be affected by either sex or marriage. At the present time a master invariably receives higher fees than a mistress.

5. *Training and Qualifications.*—Certificates are an inadequate test in determining the status of a teacher of Music. The teaching certificates of the Royal College of Music, the Royal Academy of Music and other similar institutions, as well as the diplomas granted by foreign conservatoires are only the initial steps in the training of a musician, and the most successful teachers are those who are constantly taking lessons themselves. The training of a teacher of Music is longer and far more expensive than that required for any other subject, and as it has to be carried on almost entirely by means of expensive private lessons, teachers expect to be compensated for their outlay by receiving from time to time an increase of their fees. When the fees are so low that a mistress is obliged to take a large number of pupils in order to make a fair income, no time or energy is left for self-improvement, and her work tends to deteriorate.

The character of the school will determine the type of music teacher necessary. In schools for the higher education of girls it is most important that the music staff should be as well educated as the university staff. It would be well if all applications for posts in Secondary Schools were considered by a committee of experts, who could act as an advisory board to head-mistresses.

6. *Heads of Departments.*—Where there is a head of department, a special addition to the salary should be made. The head of department should be consulted in the appointment of junior mistresses. A music staff gains in efficiency and in unity of aim if co-ordination of work is possible. Unity of aim need not rule out diversity of method.

7. *Increase of Salaries.*—This can be made by raising the fees of those teachers who show signs of justifying such increase. One justification would be their efforts at self-improvement, and their evident desire to make themselves acquainted with new methods of teaching.

8. *Part-time Teachers.*—Where part-time is demanded, it seems fair that the salary should be proportionately higher than when a teacher is in full work, since much time is lost in going from one school to another; but this should apply in fairness to all branches of Music. There seems to be no reason why a violin mistress or a singing mistress should be paid higher fees than a competent piano mistress, or a Mus. Bac., who is naturally a specialist on the theoretical side of music.

9. *Reforms Advocated.*—Class singing and aural training should be compulsory school subjects. The study of some instrument should not be enforced, but it should be recommended, since psychologists, medical men, and teachers of elocution are unanimous in recommending the training of the hand as a means of strengthening the brain.

In building schools, or in adapting existing buildings, provision should be made for properly equipped and sound proof music rooms; and there should be one or more classrooms where the walls are fitted with blackboards ruled for music. Particular attention should be paid to the light. There should be an adjustable artificial light wherever there is a piano. Rooms should be properly heated. While the laboratory and the studio are fitted up with modern improvements, and provided with all essentials, and while the form rooms are provided with blackboards, and made cheerful and inspiring with reproductions of good pictures, there is often no room which can be used entirely as a music room, and no provision is made for a music

library. The pianos are beneath criticism, the light is bad, or in the wrong place, and there is nothing to show that music is taken seriously. It ought to be considered impossible to ask a mistress to teach in a dining-room with constant interruptions from servants, or to ask her to give piano lessons or violin lessons in inadequately warmed bedrooms in the boarding houses. This is done in schools where the equipment is in other departments quite excellent. Where leading Secondary Schools set such a bad example, no improvement can be expected in the smaller private schools, where the conditions are generally far worse. Under present conditions, no music mistress with any artistic ambition will take a resident post in a private school, unless compelled by sheer necessity.

15. *General Remarks.*—In the hands of competent teachers Music may become a valuable aid to general education. It is therefore important that everything should be done to attract the best type of teacher. Music should be an integral part of the school curriculum, since the danger of the future will probably be the demand for a purely utilitarian education, and the consequent elimination of much that stimulates and develops the imaginative and reflective powers. A high standard should be demanded from teachers of Music, and no one who cannot show evidence of having received a good general education, in addition to musicianship, should be appointed to any school for the higher education of girls. Where the equipment is satisfactory, the fees adequate, and the environment generally favourable to artistic work, the results will be found markedly superior to those obtained in schools where the conditions are a constant source of nerve strain to the teaching staff.

(iv) *Commerce.*

Mr. S. CARTER,* Vice-Principal of Smethwick Junior (Day) Commercial and Technical Schools and Head of the Commercial Department of the Municipal Technical School; and Mr. C. H. KIRTON,* Head of the Commercial Department, Wigan Mining and Technical College.

1. *The Faculty of Teachers in Commerce.*—This body was founded in August, 1916, with about 800 members, viz., about two-thirds of the organised teachers of Commercial Subjects. It comprises the following societies, (a) the Incorporated Society of Shorthand Teachers (pre-existent), (b) the Incorporated Society of Book-keeping Teachers, (c) the Incorporated Society of Typewriting Teachers, (d) the Incorporated Society of Specialist and Commercial Teachers.

The Society acknowledges the urgent need of standardising existing qualifications and would like to see its own qualifications generally admitted.

2. *The Future of Commercial Education.*—This is a problem of such importance as to call for radical changes in the present methods and organisation, and to justify the Board in instituting special investigation of the main features of the problem, including the types of pupils requiring this training, the scope of the corresponding instruction, the relation of commercial education to general education and to secondary education in particular, the development of higher commercial training, and the provision and training of suitable teachers.

With respect to the present enquiry, the value of the Committee's recommendations would be seriously affected if they were to omit to emphasise the necessity for enforcing at least minimum salary payments by the responsible authorities. Present and future economic conditions are so difficult to gauge that the Committee should make its recommendations sufficiently elastic to protect them against economic changes. In particular, values should be most carefully expressed, and bear relation to a defined standard of measurement and comparison.

3. *Scales of Salary.*—The advantages of adequate scales of salary are so decisive that it is hoped that this will prove to be an agreed question.

4. *Variations in Scale.*—The economic position of women is very different from that of men, whilst women rarely do, and should not be required to attempt, the same work as men. Hence differentiated scales of salary should be made. At the same time

there exists a distinct field in commercial teaching for women, and this creates the economic danger that with differentiated scales of salary the position of men would require to be safeguarded against the exploitation of women's services by authorities looking only to financial economy. The danger, however, is not such as to induce us to acquiesce in proposals for equal salaries, unless and until experience proves that the danger is so substantial that the interests of commercial education compel its recognition. As a working regulation, women should be compelled in the first instance to retire upon marriage, means of subsequent re-entry in case of widowhood and extreme financial circumstances being provided. This point is not pressed, however, as it may be anticipated that commercial teaching requirements will be so great that all available teaching power will be required.

There should not be discriminating scales of salary as between men and men, and women and women. The claims to differentiation which may justly arise in particular cases can be met by an adjustment in the commencing point in the scale.

The possession of a degree, as such, does not constitute a claim for consideration: neither do subjects nor special duties. Heads of departments are regarded as coming within the category of head or responsible teachers, and the adoption of a separate scale from that of assistants is requisite. The same broad view is taken regarding particular institutions and localities, i.e., a uniform scale for men assistants and women assistants. Headships require discrimination.

5. *Increments.*—We hold that all increases should be annual, that they should be severally really appreciable, that the commencing amount should be adequate as compared with parallel professions, and that the maximum should be attainable by all, and whilst the expectation of life still remains good. We are strongly opposed to efficiency bars.

6. *Extra Emoluments.*—Normally this question should not arise, the more responsible duties naturally falling to the senior staff. A fee should be allowed, however, for such special work as teachers' training classes and courses of public lectures, where extra private-time preparation and additional teaching or service hours would be temporarily necessitated.

7. *Migration of Teachers.*—Regarding the migration of teachers, i.e., their voluntary change of service, it is to be presumed that the teacher will have an object in view which he will be satisfied to achieve independently. In that case, as at present, he might reasonably be expected to rely upon his own initiative and enterprise. Whether migration is to be effected by the usual competitive machinery or by "application" for the conferment of a change, the element of competitive efficiency should be maintained, i.e., a man should get a change on his merits and obtain any financial advantage (or sustain thereby a financial loss) according to circumstances.

8. *Specialist Teachers.*—This is a vital section. At present the general position of commercial teachers is chaotic, and, necessarily, commercial teaching suffers from the utmost disabilities, whilst in national importance it is second to none, not even the industrial aspects of technical education, which seems to be at last coming into its own. No business, no industry, can get either material or goods, or dispose of its output effectively and profitably, without the organisation and machinery of commerce which furnishes the mind to matter. And in days when economic waste and inefficiency is, and must for a long time continue to be, the cardinal sin, the efficiency of commercial training is an imperative economic factor. Whilst this is no truer that it has ever been, it is more vital than it has ever been. The information we have obtained—much of it marked "Private" and "Confidential"—affirms and confirms that north, south, east and west, there is one marked condition, a state of chaotic inefficiency. The marked features of this condition include:—

(a) The grotesque circumstance that the mass of commercial teaching is in the hands of men and women who have no commercial knowledge, and who have no intention of obtaining any. Thus, one Authority, which does not employ a single certified

* A Witness suggested by the Faculty of Teachers in Commerce.

commercial teacher, has employed emergency women teachers under the encouraging inducement that in a certain technical subject they need only keep one chapter ahead of their students.

- (b) The equally grotesque circumstance that, of the so-called practical men and women employed, only a small minority hold certificates of competency.
- (c) Few Authorities enquire into the competency of the commercial continuation teachers they employ, fewer still differentiate in pay between the qualified and the unqualified, and yet fewer distinguish in the pay of qualified and experienced teachers and unqualified and inexperienced ones.
- (d) The absence of certificate qualifications on the one hand is paralleled on the other by the oft-recurring incapacity of the practical men and women to teach. Speaking broadly, there are no training facilities or machinery in operation to supply the demand for competent teachers.
- (e) The remuneration offered generally is insufficient to attract competent and experienced business men, and the failures and the needy are but too frequently recruited. The deduction is obvious and true—the requisite supply of competent commercial teachers does not exist, and will have to be created. This is the fundamental problem, and the payment of adequate salaries to induce the right type of person to qualify is only one aspect of the remedial measures that are urgently and universally necessary. The opening out of a career in commercial teaching to men who are assured of a successful career in business is essential, the provision of training facilities for them is equally essential, and the creation of a training staff is essential.

The trained commercial teacher needs to keep in touch with the commercial world. We should be in favour of some scheme whereby the full-time commercial teacher should receive leave of absence for a year or more and return to practical commercial work. We do not think that efficient men would have difficulty in obtaining such temporary employment if Authorities could make arrangements to allow it.

9. *General Principles.* The following general principles may be enunciated, and they can be elaborated and applied at any required time:—

- (a) Efficient commercial teachers are worthy of the same status and remuneration as any other of their colleagues, whatever branch of education they may be directly connected with in particular cases.
- (b) Responsible authorities must take up the organisation of commercial education seriously, but they must be urged and supported thereto by the direct sympathy and power of the Board during an indefinitely long period of sustained effort.
- (c) Intensive specialisation must be the key-note.

10. *Evening Commercial Teaching.*—Speaking broadly, the present organisation of evening commercial teaching consists of evening continuation schools with a very vague commercial bias; and commercial departments of Technical Schools. It is suggested that if the school-leaving age is raised to 14, the correct classification should be:—(i) Junior Commercial Schools (part-time); (ii) Senior Commercial Schools (part-time) So far as possible (and in all centres with a population above, say, 25,000 it may be regarded as both possible and necessary), the organisation of these schools should be in the hands of a commercial expert, permanently employed. In larger centres it will be further necessary to appoint one or more permanent heads of the separate schools. There will, however, be many cases where part-time men will have to be engaged both as heads and as teachers.

Heads could often be found by appointing senior or higher assistants who are teaching in day schools under the same Authority. In such cases they should be paid full salary for day and evening work combined, the day work not to occupy more than five or

six half-days per week. The present practice of appointing full-time day teachers as heads of evening schools, apparently because it is absolutely necessary to give them the extra work and pay in order to meet economic conditions and to enable them to earn the minimum means of livelihood, is entirely vicious.

The same remarks apply to the actual teaching staff. It is difficult to suggest a scale, because the whole question of organisation needs to be thrashed out, and it does not at present appear that any Authority has really tackled the problem with any degree of thoroughness; but the following outlines may be indicated:—

- (i) The cases of head teachers or heads of departments who are engaged by the same Authority for both day and evening work has already been mentioned.
- (ii) Where, however, the head is employed only partly by the Education Authority, there should be a sessional salary, based on the total amount of work entailed by the given appointment, e.g., for a six months session of three evenings per week, £75—£100; for a full-time evening appointment for eight months in the year, £150—£200. In such a case the question would arise as to whether or not the appointment ought to be a permanent full-time one.
- (iii) The rate of payment for teachers of individual classes or of a group of classes would, in the main, rest on the teaching hours, but it is suggested that special circumstances should have due weight; for example, the amount of preparation and home work required. Subject, however, to this proviso, the rate of payment should be from 7s. 6d. to 10s. per teaching hour.

In any case the payment offered should be sufficient to attract the right type of teacher—at present little or no attempt is made over large areas to get the right kind of teacher, and it is notorious that really able men will not accept the conditions offered in evening schools. When they begin to prosper in their own day sphere the good men throw up their teaching appointments.

Present salaries suggest either that evening teachers are underpaid and are forced to accept what they can get by sheer economic necessity; or that they are inefficient.

SPECIAL EVIDENCE OF MR. KIRTON.

I submit the following illustrative figures of a scale for men and women teachers of commerce in whole-time employment:—

Men Assistants: £200-£15-£305; then £20-£445. Age of entry, 25 years.

Women Assistants: £150-£10-£250. Age of entry, 25 years.

Headmasters and Heads of Departments: £350-£25-£500, normally. Special cases to £750. Promotion to a headship should not even temporarily be a cause of loss of salary; hence, where such a contingency might arise under scale, a distinction, say, one additional annual scale increase above that due as assistant, should be allowed.

NOTE BY MR. CARTER.

I support the scales submitted by Mr. Kirton, except that the disparity between the maximum for men and that for women appears to me to be too great.

Mr. M. MOUSTARDIER,* Hon. Secretary of the Accountant Lecturers' Association.

1. *Scope of Evidence.*—My evidence is concerned with the teaching of pupils of 18 or over. I have no belief in the lower form of commercial work taught in some schools. Accountancy cannot be efficiently taught except by the competent and experienced Chartered Accountant. The methods of accountancy change rapidly, and it is essential that the teacher should be at the same time a practising accountant, otherwise he very rapidly loses touch with the practical side of his work. Hence I am speaking throughout of part-time teachers and part-time work.

* A Witness suggested by the Accountant Lecturers' Association.

2. *Salaries*.—I am of opinion that a minimum scale of salaries should be promulgated by the Board of Education to cover all areas, but that no obstacle should be placed in the way of Authorities obtaining the best teachers they can afford. There can be no objection in principle to women being placed on the same level as men, but in practice it is doubtful whether any woman would be found qualified to teach Bookkeeping and Accountancy. A woman should be paid on the same basis as a man, and the question of marriage has no bearing on the subject, as it is a question of the Education Authorities paying for the teaching given, which has nothing to do with the private life of the individual.

3. *Qualifications*.—Graduation is a very important point, provided the nature of the degree is connected with the subject taught; it is always an advantage, if not a *sine qua non*. The test of an advanced book-keeping or accountancy lecturer should be: is he a qualified accountant? and has he teaching ability? In the nature of things, nobody can teach more than they know. In a broad sense, everybody should have graduated in his subjects before teaching, and so far as experience of teaching is concerned it is desirable for anyone who is properly qualified to start teaching early; therefore no difference should be made in respect of age at entry.

4. *Variations in Scales*.—The pay should be adequate to attract the proper class of teacher in any subject, and that will necessarily involve variations. The scales at present offered do not produce a reasonable quantity of applications from qualified men, and few of them continue teaching; in fact, there is no career for the qualified accountant teacher. Special duties should, of course, be specially remunerated. It should be left to the Governing Authority to determine whether the size and circumstances of the school permit of a higher rate of pay than the minimum scale prescribed by the Board of Education. The question of locality, which might apply to whole-time day-school teachers, is not so likely to arise in the case of part-time teachers of commercial subjects.

A specialist teacher should obtain his maximum efficiency in a short period, and, therefore, his maximum fees should be reached correspondingly soon. A part-time teacher is different from a whole-time day-school teacher. It is desirable to recognise by extra remuneration merit shown by a lecturer. Teachers should be graded according to the importance of the subject they teach. Extra emoluments should be given to teachers required to perform extra duties. The relation between salaries of assistants and heads must depend upon the work performed.

5. *Migration*.—It is undesirable that appointments should be regarded as "freehold," and no consideration should be given to a teacher who migrates or transfers to another school. Of course, if a teacher transfers under the same Authority, it would be merely a continuation of the old appointment, and he should not, therefore, suffer any setback in his scale of salary.

6. *Part-time Teachers*.—Whole-time teachers in business subjects are unsound, as they become mere theorists, and get out of touch with practical work.

There should be no difference between the day and evening scale of pay. In fixing the minimum salary, the Board of Education should take into account not only the time spent on lecturing, but that devoted to preparation and homework, together with registration and clerical work. A considerable amount of time is frequently spent by accountant-lecturers in answering students' correspondence. In framing a scale a further minimum should be fixed if the class exceeds a certain number, to remunerate the instructor for the extra labour and time involved in marking home-work.

Appointments as far as possible should be permanent, so as to give an opportunity to the lecturer of making a career, and remuneration should be on a yearly basis, and not on an evening basis. A suggested scale (provided the pre-war standard of value again prevails) is at the rate of 1½ guineas per evening, rising to 2 guineas per evening for a qualified man. A specialist teacher should be paid a specialist's fee. In general, the remuneration of accountant-lecturers should not be lower than that given to e.g. law or medical lecturers.

A suggestion has been made that deputy teachers might be appointed for a short period, say two years, so as to gain experience in the teaching of a subject, and they might be paid a lower minimum for those two years. A deputy teacher should only be allowed to assist a lecturer, and should not be entitled to take a class alone.

7. *Other Considerations*.—Certain conditions, apart from salary, also affect the teacher. For example, the syllabus is often too rigid, and when suitable teachers have been attracted to the service, they should be consulted on this topic. The teachers might send delegates to a body to draw up a syllabus. Teaching often suffers owing to part of the time appointed being occupied in other than teaching. The unnecessary closure of classes in the middle of a session should be avoided. The heads of departments should be men of wide commercial experience.

Mr. F. F. SHARLES*, Head of the Commercial and Civil Service Department, Technical College, East Ham.

1. *Scales*.—There is an advantage in a scale, because it tends to unify the standard of teaching; the teacher knows what he is likely to receive in the way of remuneration; and it minimises the risk of undue preference or favouritism on the part of head teachers or Local Authorities.

2. *Sex and Marriage*.—There should not be any variation in scales on account of sex, because nowadays women may have as many responsibilities as men. Further, if a woman is as well qualified as a man, she ought to be equally capable. The test ought to be whether or not a woman can do the work as well as a man. There should not be any variation on account of marriage, because the remuneration of a teacher ought to be based on his worth as such. Compensation for the responsibilities of marriage is a matter for the state to deal with generally.

3. *Qualifications*.—This certainly justifies a variation in the scale, but only where the qualification is one specially applicable, i.e., where the teacher graduates in the subject he has to teach. Efficient teaching of Book-keeping or Accountancy cannot be given except by a teacher who is a properly qualified accountant; has had, and continues to have, practical experience as an accountant; and has knowledge or experience of teaching.

Experience justifies a variation, because an experienced teacher ought to be worth more than an inexperienced one. Age of entry ought not of itself to justify a variation.

4. *Nature of Subject Taught*.—This justifies a variation, because some subjects may be said to be of more value than others; and qualifications and experience cost more to acquire in some subjects than in others. The present rates of pay for Book-keeping and Accountancy are, generally speaking, absolutely inadequate. On pre-war standard, payment ought to commence at the rate of 1½ guineas an evening, and rise to 2 guineas, and the appointment and payment ought, if possible, to be sessional, and not per evening. Special duties, e.g., those of the head of a department, ought to be specially remunerated.

5. *Size of the School*.—This ought to justify a variation in the scale for head teachers and heads of departments, but not for ordinary assistant teachers, because the duties of the former would vary according to the size of the school, but the duties of the assistants should not be so affected, since the number of students in each class ought to be strictly limited, so far as possible, to a recognised maximum.

6. *Locality of the School*.—These ought, generally, to justify a variation in the scale, based roughly on the comparative cost of living, but variation might not be so important in the case of a specialist teacher as in the case of a whole-time teacher.

7. *Nature of Scale*.—A short scale with comparatively large increments is better than a long scale with comparatively small increments. A specialist teacher ought to be worth the maximum salary after a period of about three or four years, but none but qualified accountants ought to be employed to teach Book-keeping and Accountancy, and there ought to be special training classes to impart to such qualified accountants the chief principles of teaching.

* A Witness suggested by the Accountant Lecturers' Association.

8. *Other Considerations.*—The distinguishing of assistant teachers with a view to recognising merit ought to tend to the improvement of education, and is also sound from an organisation standpoint. Further, such distinction would be a matter of fairness to the teacher, because merit is usually the result of effort on his part.

The scale ought to be a general one for each subject, varied as indicated below. If such were the case there would be a scale for each locality, and migration or transfer would then be considered not in relation to any school, but in relation to locality. A teacher transferred would not therefore be affected unless he removed to another locality or taught another subject.

A scale ought to be drawn up for each subject, and varied according to qualifications; previous experience; nature of subject and special duties; size of school, and character and circumstances of locality; distinction for merit.

While I regard the lower type of commercial work sometimes undertaken in Secondary Schools as of very little value, I should not be opposed to a higher course in commercial work taken by pupils over 16, provided it were properly staffed and organised.

I suggest that short courses of instruction in the general principles or art of teaching be arranged for qualified accountants, and in this connection the Accountant-Lecturers' Association might usefully be consulted. This Association is the first attempt to co-ordinate the teaching and accountancy professions.

(v) *Manual Training.*

Mr. J. FOGARTY,* Form Master in charge of Handicraft, Central High Street for Boys, Manchester.

1. The National Association of Manual Training Teachers is unanimous in the opinion that the salaries, increments, status and pensions of handicraft teachers should be equal to that of the form master in the same type of school. This condition exists in a few places but is not by any means general.

2. The test of the teacher's value should be the work that he does. The only ground on which an untrained or non-graduate teacher may reasonably be paid less than a trained teacher or a graduate is not the lack of academic qualification, but the inferiority of his work. Instead of differentiating between graduate and non-graduate, we would prefer to do so between registered and non-registered teachers. It will be found desirable to have some minimum qualification for admission to the teaching profession. My Association abides by the minimum as laid down by the Teachers' Registration Council.

3. The teaching diplomas for Handicraft sanctioned by the Board of Education are those of two examining bodies, namely, the City and Guilds in Wood- and Metal-work, and the Board of Examination for Educational Handwork in wood and metal. Both of these diplomas demand at present a fair knowledge of pedagogy and at least two years teaching experience in a recognised school. The Teachers' Registration Council demands one of the above diplomas together with at least five years experience of teaching; and after a certain date will further demand one year's training in a recognised Training College.

4. The teachers at present engaged in this work may be classified as follows:—(i) The Certificated Teacher who qualifies under Scheme A., City and Guilds, or Board of Examinations in Educational Handwork. (ii) The skilled craftsman who qualifies under Scheme B., City and Guilds. (iii) Student Teachers in Handicraft who are specially trained by some Local Education Authorities for this work.

5. With regard to (i) and (iii) it may be reasonably assumed that the claims of these teachers cannot be questioned. In number, however, they are small. Certificated teachers were at one time inclined to take up this side of the work, but the movement did not grow as it was found that such teachers had no chance of promotion to headships.

It is noteworthy that student teachers in Handicraft are found so useful in the Elementary Schools as general teachers that they often cease to be handicraft teachers only.

By far the largest proportion of handicraft masters belong to the second class, that is skilled craftsmen. Generally, such a master would have served an apprenticeship up to the age of 20 or 21, during which period he will have attended evening classes in Science and Art. After completing his apprenticeship he can command as a craftsman an income of about £180 a year, and has prospects of promotion as foreman, draughtsman, manager, etc. Only the more enterprising and highly skilled of these men take up teaching, usually at first as a part-time evening occupation. Having passed the first year's qualifying examination they enter the profession as assistant handicraft teacher at a commencing salary of £95 to £100. They must teach in a recognised school for at least two years to the satisfaction of H.M. Inspector, who, before the final examination takes place, must report on the candidate's fitness for the work. It is therefore only after a period of training and teaching as an assistant, and evening study of from three to five years, that a practical skilled man can become a certified handicraft teacher, and even then he must devote two years more to obtaining a higher qualifying certificate.

6. The daily work of a handicraft master is rather more exacting and strenuous than that of the form master. His influence extends over the whole school, and every boy comes under his care for some 2 hours per week. Under modern methods the master in charge of handicraft needs a general knowledge of school subjects and of their relation to everyday life, besides his own knowledge of his special subject.

7. The handicraft masters in Secondary Schools are often recruited from the staffs of Elementary Schools, and have already on entry a considerable experience in teaching. The Local Authorities take special care in their selection. Handicraft is regarded as an essential part of the secondary school curriculum, and the good effects which it produces are generally acknowledged. It must be admitted that these favourable conditions do not prevail in all Secondary Schools. In some rural schools, for example, village carpenters are employed for part time. Much harm is done by allowing handicraft to be taken by an unqualified man. Only the best type of man should be employed, and, to secure such men, the salaries paid should be equal to those of colleagues.

8. The handicraft master, like other masters, should have a salary rising by annual increments, say, 10 per cent. of the initial salary, to a maximum. This maximum should be sufficient to enable him to support a family in reasonable comfort. There should, of course, be a higher maximum for heads of departments.

9. In the opinion of my Association no unqualified man should be allowed to teach in state-aided Secondary Schools. We believe that by making the conditions of salary equal at least to those of form masters the best type of man will be attracted to take up the work.

Mr. F. H. KNOWLES*, Junior Technical School, Maidstone.

1. *Introductory.*—The National Association of Manual Training Teachers was founded about 19 years ago, and has about 1,100 members out of possibly some 1,600 teachers of manual work in the country. Whilst my evidence may be taken to apply generally to handicraft teachers in Secondary Schools, it is intended to apply in particular to those in Junior Technical Schools.

2. *Qualifications.*—The Association is unanimous in claiming that handicraft teachers should be placed on an equality, as regards status, salary, increments and superannuation, with form masters, the qualification to be that accepted by the Teachers' Registration Council.

Teachers now engaged are drawn from three sources:—(1) certificated teachers who have specialised in handicraft, (2) skilled craftsmen who have qualified to teach handicraft. (3) student teachers who are trained by a Local Education Authority.

* A Witness suggested by the National Association of Manual Training Teachers.

* A Witness suggested by the National Association of Manual Training Teachers.

The claims of (1) and (3) cannot be questioned. Those under (2) are men who have served an apprenticeship to some craft and have received a training in the cognate art, science, and technological subjects. After passing the preliminary examination in Manual Training, several years are spent in working as an assistant handicraft teacher, at the end of which he qualifies by obtaining a Final Teacher's Certificate.

The minimum salary as assistant is approximately £80, rising by £5 to £100.

It is desirable that the handicraft teacher with workshop experience should have some training in the art of teaching, as well as considerable skill in some wood or metal craft. This, I have reason to think, will be met in the near future by the creation of Training Colleges for teachers of handwork.

3. *Value of Subject Taught.*—This would seem to depend on the nature and responsibility of the post held and the ability and character of the individual teacher. A handicraft teacher with special responsibility, say head of a department, should receive a higher salary. It may be that in Junior Technical Schools and in the proposed continuation schools handwork subjects may be considered of greater value than others in the curriculum. If so, this may be considered as affording sufficient grounds for differentiation in salaries. Further, the attainment of a higher standard of work may be considered worthy of higher remuneration. For example, the standard of work in handwork and its cognate subjects is much higher in a Junior Technical School than in most Secondary Schools. In many Secondary Schools handwork is entered on the time-table as carpentry and is taught by a practical man who has little or no knowledge of its pedagogical value. In many schools it is taught by the village carpenter or mechanic.

The extra work involved in keeping the equipment in good order is a matter that ought to be borne in mind in estimating the value of the handicraft teacher's work.

4. *Remuneration of Handicraft Teachers.*—It is inadvisable to differentiate between the salaries of handicraft teachers and teachers of special subjects, and those for teachers of ordinary form subjects. It tends to introduce into the school teachers of inferior merit, to the detriment of the school life and character. It also has the effect of relegating these special subjects to an inferior position, a fact which is recognised by teachers and pupils.

Increments should be such as would enable a teacher to reach his maximum about the age of 35 to 40, and should approximate to, say, ten per cent. of his initial salary. The maximum should be sufficient to support a family in reasonable comfort. There should be a higher maximum for teachers of especial merit. By this means a qualified and competent teacher is assured a reasonable salary, whilst the higher maximum offers promotion to those with exceptional ability, and so would, in a measure, satisfy the ambition of those handicraft teachers who cannot hope to become headmasters. If increments are not automatic the teacher should be safeguarded against caprice. Where an increment is withheld the reason for such a course should be made known to the teacher in writing. It is necessary to emphasise the fact that most handicraft teachers enter the teaching profession at a serious financial loss. There is a considerable difference between the salary received when beginning to teach and that received as a competent craftsman. To ensure a proper supply of teachers with workshop experience for Junior Technical Schools, this should be taken into consideration when the initial salary is fixed.

5. *Transfer of Teachers.*—Some arrangement should be made whereby a teacher may, if he so desires, be transferred to a like position in another school of similar character, without loss of income or injury to his prospects, thus ensuring opportunities for gaining valuable experience.

(vi) *Kindergarten.*

Miss L. JAMES,* Head of the Kindergarten Training Department, Clapham High School; and Miss H. UNWIN,* Member of the Council of the Froebel Society.

JOINT EVIDENCE.

Our evidence is concerned with teachers holding qualifications issued by the National Froebel Union.

* Witnesses suggested by the Froebel Society.

1. The Froebel Society and Junior Schools Association consist of a central body in London, and 16 branches in various provincial towns and in Calcutta. Its aim is to make widely known the best methods of educating children, and to this end it organises lectures and conferences, a summer school for teachers, has a lending library and reading room, a monthly journal, "Child Life," and a scholastic agency for lecturers and teachers.

2. The National Froebel Union is an examinations board, founded originally by the Froebel Society, which still appoints many of the members of its Governing Body. The National Froebel Union has for many years held examinations and awarded teachers' certificates, known as the Higher Certificates of the National Froebel Union.

3. As an examination board, the National Froebel Union is only indirectly concerned with training and its conditions as such. It admits to its examinations candidates who have been privately trained, as well as other candidates. All candidates, however, admitted to Part I. of the Higher Froebel Certificate Examination must be 18 years of age and must have passed a satisfactory test of general education, e.g., a matriculation or university senior local examination. One year and a term must elapse between the passing of Part I. of the examination and the taking of Part II. Again, during this interval the student may, at present, be trained either privately or in a school or in college. It is thus possible for a candidate to gain the Higher Froebel Certificate at the minimum age of 19 years and 6 months, but, as a matter of fact, such cases are very rare, and 21 is nearer the normal age at which the Higher Certificate is obtained.

4. Meantime the Teachers' Registration Council is laying down conditions under which teachers of young children may be registered, and these conditions include regulations as to the type of training to be recognised. The Council demand that training shall be given in institutions recognised by them for the purpose, whether schools or colleges, and they desire that the course of training should be three years instead of, as at present, the normal two years and one term (namely one year spent in preparation for Part I. of the examination, and one year and a term spent in preparation for Part II.). There is little doubt that the normal course of work will by these means be extended to three years.

5. In some schools and colleges candidates already stay for a three years course, and it is not unusual for them to obtain during their course a further academic qualification such as the University Higher Local. Thus among those holding the Higher Froebel Certificate some will have been privately trained; most of these have Government Teachers' Certificates, others may have received the whole of their training (at least two years and a term) in a Secondary School. Others, again, may have taken the whole or part of their training in a Training College with a special department for teachers of young children. Besides the foregoing, the teachers trained in Training Colleges for elementary school teachers for two years are admitted to Part II. of the examination without passing Part I. if they have taken a third year of training in an approved institution in preparation for Part II. Further, teachers holding university degrees, and certificated trained elementary teachers, may take both Part I. and Part II. within the same year and obtain a certificate without further training.

EVIDENCE OF MISS JAMES.

1. *Status and Qualifications of Kindergarten Teachers.*—With very few exceptions, kindergarten teachers are non-graduates. There are at present no degrees that meet the needs of these teachers, and it would be well if Universities, in the near future, would give their attention to this matter.

The National Froebel Union Examining Board awards certificates to kindergarten and lower school teachers. The full certificate can be obtained after a period of training extending over two years and a term, but under the permanent conditions issued by the Teachers' Registration Council these teachers are required to devote three years to their training. This is a step in the right direction, inasmuch as the additional two terms training enables these teachers to obtain experience of lower school work and methods—

with children from seven to twelve years of age—and to take the National Froebel Union Lower School Teaching Examination at the end of the third year. It is also encouraging to note that kindergarten teachers, in increasing numbers, are taking the Oxford or Cambridge Higher Local Examinations, and in this way their status is being improved. It is essential that it should be more widely recognised that the teachers of young children should have good academic qualifications and should be well trained for their work.

The three years course of training enables these teachers to undertake work in the kindergarten or in the lower school, and in a great many schools at the present day the first and second forms are staffed by teachers holding the certificates of the National Froebel Union. It is generally acknowledged by inspectors, headmistresses and headmasters that better results and greater continuity are secured by these teachers than with those with pass degrees.

2. *Salaries.*—The salaries offered to kindergarten teachers have steadily increased, and there has never been any difficulty in obtaining good work for good candidates. In my own experience the demand has always exceeded the supply. The regular increase of salary is, however, desirable. It serves as a reward for past services and as an incentive for future effort. Moreover, as each year's experience should add to the value and efficiency of a teacher, it should carry with it a higher salary.

The disadvantages of the fixed scale are that all teachers, with their varying degrees of efficiency, are treated alike; these disadvantages may, however, be overcome by withholding the increase until the teacher's work has improved or, in extreme cases, dismissal.

Initial salaries should vary according to qualifications. Teachers holding the Higher Certificate of the National Froebel Union (after a three years course of training in schools or colleges recognised by the Teachers' Registration Council) should command higher initial salaries than those who do not satisfy all these conditions. Kindergarten and lower school teachers who, in addition to the above qualifications, have passed the Oxford or Cambridge Higher Local Examinations, or groups of the Higher Local, should be offered a still higher initial salary, on a par with salaries given to teachers with ordinary degrees.

In my opinion, it would be well to give small increments during the first three years (the first of which would be probationary), and to place the teacher on a higher scale as soon as she became a registered teacher: this might well be the first efficiency bar. Assuming a lower and an upper division, she would then proceed to the maximum of the lower division, and, in special cases, on the recommendations of inspectors and of the headmistress, would be promoted to the upper division of the scale. If a kindergarten teacher holding the Higher Froebel Certificate be qualified to be a registered teacher, she should go to the same maximum as other teachers; if her qualifications are of a lower order, her maximum should be lowered. There should, however, be a proviso to meet cases of special merit.

There should be additional remuneration for special duties, viz.: training of first year students,* lectureships in Training Colleges, heads of training departments. In the last case, the salaries should more closely approximate to the salary of the headmistress.

There should be no difference in salaries on account of sex. Women, more especially kindergarten and lower school teachers, are in increasing numbers taking posts in boys' schools. The value of these teachers for young boys was recognised before the war, and in many boys' preparatory schools, where the question of a lower salary did not prevail, important posts were held by women. As a result of the war, there have been still more openings for women in boys' schools, and it is highly probable that these teachers will be retained after the war. The question of salary is therefore of great importance, and it is essential that the principle of equal salary for equal work should be emphasised. The practice of paying lower salaries to women will result in keeping men out of the profession.

* The preparation of students for the first part of the National Froebel Union Higher Certificate is sometimes undertaken in schools, when the main responsibility falls upon the kindergarten teacher.

As a matter of practice, higher salaries are sometimes offered in schools in small towns or in rural districts, inasmuch as it is well known that teachers are willing to accept smaller salaries in order to remain in touch with libraries, lectures, concerts and all the advantages of large towns. Unless higher salaries are offered in such schools, there will always be the difficulty of retaining the services of the members of the staff, and teachers, after two or three years experience, will seek appointments in schools where better conditions prevail.

3. *Migration.*—Previous experience should always be taken into account when a teacher moves from one school to another: the nature of the experience should determine the salary.

4. *Pensions.*—It may not be out of place in this connection to say something about pensions, and now that more attention is being given to this matter, it would be well to give careful consideration to the retiring age. The practice of granting pensions at a definite age, whether it be 65, 60 or 55, has serious drawbacks, and often necessitates the keeping in the profession of teachers, both men and women, who, for various reasons, are no longer fitted for their work. If pensions were granted after twenty or twenty-five years service, the amount of the pension depending upon the nature of the service, it might be possible for many teachers to retire at an earlier age, with good results to the profession.

EVIDENCE OF MISS UNWIN.

1. At the present time the training of younger children is not regarded by the general public as of equal importance with that of older children, and a large part of the educational world has given little thought to this fundamental part of the work. Consequently the status and academic qualifications of kindergarten mistresses are not so high as those of other members of a school staff. Few of them possess a degree, and the number of these is only increasing slowly.

2. As a rule Universities make no provision for either degree or training courses suitable for those who intend to become teachers of young children, but one or two have within the last few years allowed those students who wished to do so to take their school practice in the kindergarten or preparatory forms. The rest of the training course is usually the same as that for older children, except at Manchester University, where there is a special course for teachers of young children.

3. It is certainly desirable that lecturers in Training Colleges who prepare students for infants' and junior school teaching should have high academic qualifications.

4. The cost of training is beyond the means of a number of girls. In the London Training Colleges it is £90 to £100 per year, including board and residence, and at the Bedford Kindergarten Training College about £80 per year. More scholarships are needed to enable suitable girls to train fully for this branch of teaching.

5. At present the demand for fully qualified kindergarten mistresses far exceeds the supply, though before the war there was no lack of teacher-students of the type referred to in our joint evidence.

6. Salaries paid to kindergarten mistresses vary considerably in different schools. Many girls are so anxious to be in London that they will accept a lower salary there than in the provinces, in spite of the greater cost of living in London. In a number of cases this enables them to live at home.

7. The junior classes are often the least well organised part of the school. In girls' schools the small numbers frequently necessitate the grouping together in one form of children of widely varying ages.

8. The Higher Froebel Certificate is a more suitable qualification for training these young children than a pass degree, as it lays special emphasis on their peculiar needs. In boys' schools the employment of mistresses for pupils under 10 or 11 years of age is desirable, and it is increasing.

9. In the newer Secondary Schools the position of the kindergarten mistress is indefinite. Preparatory

departments were only started because there were not enough older pupils to utilise all the accommodation provided, and they acted as a good feeder to the upper school. The recent large increases in the number of older pupils may in some cases necessitate the exclusion of children under 10 years of age, and this will encourage the growth of private-venture preparatory schools, where unqualified mistresses are frequently employed, and the education given is of the poorest. In many districts for some time past there has been no good kindergarten or preparatory school except the elementary schools.

10. Scales of salaries are helpful in raising salaries where these are low, and they give the teacher a clear view of her prospects, but they are constructed to meet average cases only, and should allow elasticity in dealing with either special ability or valuable service, or the reverse. Otherwise they tend to discourage effort and produce mediocrity.

11. In scales of salaries for Secondary Schools, teachers holding the Higher Froebel Certificate would, as a rule, be on a lower scale than graduate teachers. The same scale would be suitable for them as for other non-graduate teachers in the same school. But it should be possible for them, as for other really capable assistants not holding high academic qualifications, to be promoted to the higher scale for outstanding merit, or specially valuable service.

12. Special responsibilities, such as the headship of a kindergarten department or the training of students, should be recognised by higher salaries. Previous service should be taken into account in fixing initial salaries.

E. OTHERS.

Mr. H. A. ROBERTS, Secretary of the Cambridge University Appointments Board.

1. My evidence is concerned with the light which the experience and statistics of the Cambridge University Appointments Board, of which I am secretary, throws upon the diminishing number of graduates who desire to enter the teaching profession, compared with the increasing opportunities which other callings, especially commerce and the Civil Service, offer to men who might otherwise become teachers.

2. The Appointments Board has been in existence since 1902. The men whom we register are all Cambridge graduates, and entry to the register is strictly by recommendation of the college tutor, whose information concerning each candidate is based on three or four years intimate knowledge of him.

3. The number of students matriculating at Cambridge had in the last few years before the war considerably increased. From 1891 to 1900 the yearly average was 931, whereas from 1909 to 1913 it was 1,187. The increase of matriculations seems to be in part due to the growing number of students who will enter their fathers' businesses, and who therefore are not available for professional purposes, and do not seek employment through any agency. On the other hand, the educational area to be supplied has widened, and the outlook of the university men in the way of employment has greatly widened also, especially in the ten years which preceded the outbreak of war. The University has now to provide for Government Service at home, for Civil Service in India, Egypt and the Crown Colonies, for the scientific services in the same (agricultural, engineering, geographical and other surveys, etc.), and for an increasing demand in commerce and industry.

Our statistics enable us to illustrate the increasing proportion of graduates who are leaving the University to go into business.

Before 1870.	1870-80.	1885-90.	1900.
3 per cent.	6 per cent.	11 per cent.	20 per cent.

It is estimated that at the present time 43 per cent. of men from Trinity go into businesses. Other colleges give 20 per cent., 23 per cent., etc.

Further, there is a corresponding increase in the number of men actually placed in business by the Appointments Board.

1907	1908	1909	1910	1911	1912	1913
34	38	58	69	99	122	132

4. The average number of first degrees taken in a year is 954. Of students taking a first degree our Appointments Board deals in the year with 470, namely, about half. I should estimate that we deal with almost the whole of those seeking appointments when they have taken a degree; the remainder have a predestined career (the Church, the Bar, the Medical Profession, places in fathers' businesses, Civil Service, etc.)

These 470 are divided into a general register of 320 and an educational register of 150. About two men in every three registered obtain appointments through the Board. A number, however, who do not obtain educational appointments through us, do so through agencies, or through their college tutor.

5. The following figures give the approximate number of appointments filled by the Board between the 1st January and the 31st December, 1913:—

I. Educational appointments	...	...	134
II. Appointments other than educational	...	...	204
		Total	338

The appointments made to schools include schools of various types, from the public school to the municipal secondary school. Of the appointments made in commerce and manufacture, it is difficult to give any general idea as to salary and prospects. It may roughly be said that the appointments vary from quite small initial salaries up to £300 a year, and the ultimate prospects vary from a few hundreds to well over £1,000 a year, and in some few cases even £4,000 or £5,000. As to scientific appointments, the destination of the chemists who graduated in Part II. of the Natural Sciences Tripos in the years 1911 and 1912 is of interest. 24 of them graduated in chemistry. Of these one only took an educational appointment, the remainder obtaining technical appointments in chemistry or appointments in business in which a knowledge of chemistry was valuable.

6. It is not surprising that the number of graduates desirous of entering the teaching profession should have decreased. In order to attract more men, the profession must offer better prospects and greater security of tenure, especially in middle life. I believe that a high initial salary with poor prospects does much harm in the end to any profession. The lowest scale which would, I think, attract good university graduates is the following:—

<i>Initial Salary.</i>	<i>Increment.</i>	<i>Increment.</i>
£200 (non-resident)	£10—£250	£15—£400.
£140 (resident).		

On such a scale as this, a teacher should, I think, be appointed for a probationary period. Four terms would, I suggest, be a reasonable length; this would be just long enough to introduce a man to a new class of boys.

7. The teaching profession cannot in the long run compete financially with the better prospects offered in commercial and industrial posts, but it is after all a profession affording the happiest kind of work, and if some security of tenure were given, and reasonable prospect of advance to a moderate competence were held out, I think it would hold its own.

8. In our educational system at present the town and urban districts appear to be reasonably provided, and we get from them a steady stream of undergraduates to the University, but I believe there is still in country districts a vast reservoir of good ability at present cut off from the Universities, to which we may look in the future to an increasing supply of teachers, if proper provision for it is made.

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