

SEP 10 1923

VOL. I, NO. 3

MAY, 1923

PERIODICAL ROOM
GENERAL LIBRARY
UNIV. OF MICH.

Research Bulletin

OF THE

National Education Association

Teachers' Salaries and Salary Trends in 1923

Introduction	7
Teacher Salaries and Salary Trends.....	11
Salary Schedules in the United States.....*	35
Special Provisions Affecting Teachers' Salaries.....	48
Suggestive Salary Schedules in Operation.....	58
Principles and Standards for Salary Schedules.....	71
Appendix	82
Bibliography	115
Table of Contents.....	4

PUBLISHED BY THE RESEARCH DIVISION
OF THE NATIONAL EDUCATION ASSOCIATION
1201 SIXTEENTH STREET NORTHWEST, WASHINGTON, D. C.

Entered as second-class matter February 10, 1923 at the Post Office at Washington, D. C.,
under Act of August 24, 1912. Acceptance for mailing at special rate of postage
provided for in Section 1103 Act of October 3, 1917, authorized February 10, 1923.

Research Bulletin of the National Education Association

Published five times each year in January, March, May, September, and November by the Research Division of the National Education Association of the United States.

The payment of the \$5.00 membership fee of the National Education Association entitles one to receive the Research Bulletin and certain other publications of the National Education Association for one year. One dollar of each \$5.00 membership fee is for a year's subscription to the Research Bulletin. Regular subscriptions to the Research Bulletin are accepted only in connection with the payment of the \$5.00 membership fee, but single numbers of any issue of the Research Bulletin may be purchased until the supply is exhausted. Those entitled to receive the Research Bulletin regularly are asked to report at once any change of address, giving old as well as new address.

Entered as second-class matter February 10, 1923, at the Post Office at Washington, D. C., under Act of August 24, 1912. Acceptance for mailing at special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized February 10, 1923.

Executive and Editorial Offices, 1201 Sixteenth Street Northwest, Washington, D. C.

Teachers' Salaries and Salary Trends in 1923

The Report of the 1923 Salary Committee of the National Education Association, Teachers' Salaries and Salary Trends in 1923, is issued herewith as Vol. I, No. 3, May, 1923, of the Research Bulletin of the National Education Association. Additional copies of this report may be obtained at \$1.00 per copy postpaid by addressing the Secretary of the National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C.

Special Salary Service

Special salary service is available for interested school executives and teachers' organizations as a result of the Salary Committee's inquiry. There is now available at the headquarters of the National Education Association information concerning the salary situation in 1000 cities which replied in full to the recent inquiry. This makes it possible for the Association to furnish on order, special tabulations revealing the salary situation in a representative number of cities of any size located in any section of the country. There can thus be made available salary information in addition to that printed in bulletins and reports of the Association for any list of cities that may be selected from those printed in the appendix.

The Association has information as to minimum salaries, maximum salaries, number and amount of increments, actual salaries being paid as well as other salary schedule features. These special tabulations can be prepared at a nominal cost to cover the extra work involved. Teachers' organizations and superintendents can thus be provided with exact information concerning the salary situation in cities comparable to their own as a guide to their work in revising salary schedules. Inquiries relative to the cost and preparation of special tabulations should be addressed to the Secretary at Association Headquarters.

Note to Librarians

The paging of Volume I of the Research Bulletin of the National Education Association is as follows: No. 1, January, 1923, pages 1 to 64 inclusive; No. 2, March, 1923, pages 65 to 136 inclusive; No. 3, May, 1923, pages 137 to 252 inclusive; but actually numbered from 1 to 116. Volume I, No. 4 of the Research Bulletin, to be issued in September, 1923, will begin with page 253 and continue in regular order.

Teachers' Salaries and Salary Trends in 1923

Introduction.....	7
Teacher Salaries and Salary Trends.....	11
Salary Schedules in the United States.....	35
Special Provisions Affecting Teachers' Salaries.....	48
Suggestive Salary Schedules in Operation.....	58
Principles and Standards for Salary Schedules.....	71
Appendix.....	82
Bibliography.....	115
Table of Contents.....	4

Report of the Salary Committee
of the
NATIONAL EDUCATION ASSOCIATION
1201 Sixteenth Street Northwest, Washington, D. C.
July, 1923

Teachers' Salaries and Salary Trends in 1923

Additional copies of Teachers' Salaries and Salary Trends in 1923, the Report of the 1923 Salary Committee of the National Education Association, may be obtained at \$1.00 per copy postpaid by addressing the Secretary of the National Education Association, 1201 Sixteenth Street, N. W., Washington, D. C.

Special Salary Service

Special salary service is available for interested school executives and teachers' organizations as a result of the Salary Committee's inquiry. There is now available at the headquarters of the National Education Association information concerning the salary situation in 1000 cities which replied in full to the recent inquiry. This makes it possible for the Association to furnish on order, special tabulations revealing the salary situation in a representative number of cities of any size located in any section of the country. There can thus be made available salary information in addition to that printed in bulletins and reports of the Association for any list of cities that may be selected from those printed in the appendix.

The Association has information as to minimum salaries, maximum salaries, number and amount of increments, actual salaries being paid as well as other salary schedule features. These special tabulations can be prepared at a nominal cost to cover the extra work involved. Teachers' organizations and superintendents can thus be provided with exact information concerning the salary situation in cities comparable to their own as a guide to their work in revising salary schedules. Inquiries relative to the cost and preparation of special tabulations should be addressed to the Secretary at Association Headquarters.

FOREWORD

THE National Education Association exists to elevate the character and advance the interests of the profession of teaching and to promote the cause of education in the United States. It can perform no greater service to the Nation than by forwarding the great movement that has as its objective the elevation of the teaching profession to the place where it will include only those whose training and competency makes them fit guardians of the ideals of the future generation.

The war, both by placing new burdens upon the schools and by depreciating the value of the dollar which purchases the services and materials necessary to the maintenance of the school, has emphasized problems of educational finance and at the same time the questions affecting teachers' salaries. The next two years are to be crucial in determining the educational policies that will govern the support and the consequent place and service of education for a considerable period. If there was ever a time when complete facts bearing upon school questions were needed, now is that time.

The appointment of the present Salary Committee was, therefore, timely. Their work has resulted in this study—one of the most comprehensive and constructive which has yet been made of teachers' salaries. Not the least important feature of this Report is the promptness with which it was prepared. Data gathered in March and April, made available in preliminary form in May and in final form in July—such has been the time schedule of the Report which you now hold in your hands.

This was made possible by the prompt action of the Salary Committee under the direction of its Chairman, who with the advice of the members of the Committee prepared the inquiry form in February and drafted the manuscript of the final report in June. The prompt work of the Committee would have been impossible but for the cooperation of John K. Norton, Director of Research, and his staff, in whose hands was placed the work of collecting and tabulating the data presented.

The teaching profession owes a great debt to the Chairman of the Salary Committee, Professor E. S. Evenden of Teachers College, Columbia University, for his outstanding investigations in the field of teachers' salaries. His study, "Teachers' Salaries and Salary Schedules in 1918-19," has become a textbook for teachers and school administrators. The present Report, because of its comprehensiveness and the value of the material it contains, is destined to wield even a greater influence in the development of the type of salary schedule that will enable the profession to render an increasing service to the Nation's children.

J. W. CRABTREE,
Secretary, National Education Association.

TABLE OF CONTENTS

Introduction.....	7
Chapter I. Teachers' Salaries and Salary Trends, 1922-23.....	11
The Purpose and Value of the Salary Inquiry.....	12
Teachers' Salaries Are One of the School's Important Problems.....	13
How the Information Was Obtained.....	13
Median Salaries in Cities in the United States, 1922-23.....	14
Median Salaries in Rural Districts.....	14
The Median Salaries Paid Administrative Officers in Cities in 1922-23.....	16
Median Salaries Paid Directors and Supervisors in Cities in 1922-23.....	16
Distribution of Salaries for Various Groups, 1922-23.....	16
Distribution of Salaries Paid Elementary Teachers.....	17
Distribution of Salaries of Junior High School Teachers.....	18
Distribution of Salaries of Senior High School Teachers.....	18
Distribution of Salaries of Special Class Teachers.....	19
Distribution of Salaries of School Nurses.....	19
Distribution of Salaries of Non-Supervising Elementary Principals.....	20
Distribution of Salaries of Supervising Elementary Principals.....	20
Distribution of Salaries of Junior High School Principals.....	22
Distribution of Salaries for High School Principals.....	22
Distribution of Salaries for Rural School Teachers and Principals.....	23
Trends in Teachers' Salaries in the United States.....	25
Teachers' Salaries and the Depreciation of the Dollar.....	27
Salaries and the Supply of Teachers.....	28
Certain Trends in Salaries for Administrative and Supervisory Officers.....	29
Elements to be Considered in Interpreting Trends in Teachers' Salaries.....	29
Adequacy of Present Teachers' Salaries.....	31
Present Tendencies in Solving Salary Problems.....	32
Tendencies in Rural School Districts.....	34
Chapter II. Salary Schedules in the Cities of the United States, 1922-23.....	35
Salary Schedule Provisions for Minimum Salaries.....	39
Salary Schedule Provisions for Maximum Salaries.....	41
Salary Schedule Provisions for Size of Annual Increases.....	42
Salary Schedule Provisions for Number of Annual Increases.....	45
Use of "Single Salary Schedule" Basis.....	45
Chapter III. Special Provisions Affecting Teachers' Salaries in the United States.....	48
Provisions Concerning Experience of Teachers.....	48
Provisions Concerning Training of Teachers.....	49
Training Required in Rural Schools.....	50
Experience of Rural School Teachers.....	51
Relation of Quality of Teaching to Salaries in Cities.....	51
Provisions for Salary Allowance for Summer School Attendance.....	53
Other Methods of Encouraging Professional Advancement.....	54
Other Regulations Related to Salaries.....	55
Chapter IV. Some Suggestive Salary Schedules in Operation, 1923.....	58
Types of Salary Schedules in Operation.....	58
Single Salary Schedules.....	58
Schedules in Larger Cities.....	59
Cleveland, Ohio.....	59
Denver, Colorado.....	60
Schedules in Average Sized Cities.....	62
Duluth, Minnesota.....	62
St. Joseph, Missouri.....	63
Highland Park, Michigan.....	64
Fort Smith, Arkansas.....	66
Mena, Arkansas.....	67
Schedules in Smaller Cities.....	67
Lawrence, Kansas.....	67
Marshfield, Wisconsin.....	68
Winnetka, Illinois.....	69

Chapter V. Some Principles and Standards Involved in the Making and Administration of Teachers' Salary Schedules.....	71
General Principles Affecting the Making of Salary Schedules.....	71
Salary Campaigns of the Future.....	72
Specific Principles Affecting the Making and Administration of Salary Schedules.....	73
Salary Schedule Principles Tending to Make Teaching a Profession.....	73
Salary Schedule Principles Tending to Secure and Retain Competent and Desirable People as Teachers.....	74
Salary Schedule Principles Tending to Secure Constant Growth and Service While Teaching.....	76
Suggestive Standards for Salary Schedules.....	77
Needed Adjustment in Introducing a New Salary Schedule.....	80
Appendix.....	82
State Salary Medians.....	82
General Explanations of Tables.....	104
Cities Replying to Salary Inquiries.....	104
Forms Used in Collecting Data.....	109
Selected Bibliography on Salaries.....	115

LIST OF TABLES

Median Salaries Paid:	
City Teachers and Principals (Table 1).....	13
Rural Teachers and Principals (Table 2).....	14
Administrative Officers (Table 3).....	15
Directors and Supervisors (Table 4).....	15
Distribution of Salaries Paid:	
Elementary Teachers (Table 5).....	16
Junior High School Teachers (Table 6).....	17
Senior High School Teachers (Table 7).....	18
Special Class Teachers (Table 8).....	19
School Nurses (Table 9).....	20
Non-Supervising Elementary Principals (Table 10).....	21
Supervising Elementary Principals (Table 11).....	21
Junior High School Principals (Table 12).....	22
Senior High School Principals (Table 13).....	23
Teachers in Rural Schools (Table 14).....	24
Principals in Rural Schools (Table 15).....	24
Trends in Median Salaries Paid in City Schools (Table 16).....	25
Distribution of Salaries Paid City Elementary Teachers 1913-14 to 1922-23 (Table 17).....	26
Purchasing Power of Teachers' Salaries (Table 18).....	27
Increases in Salaries of Administrative and Supervisory Officers Since 1913-14 (Table 19).....	28
Salaries of State Superintendents and Commissioners of Education (Table 20).....	30
Maintenance of Salary Schedules in Cities (Table 21).....	32
Salary Bonus in Cities (Table 22).....	32
City Salary Increments (Table 23).....	32
Average Number of Pupils Per Elementary School Class (Table 24).....	34
Number and Percentage of Cities with Salary Schedules (Table 25).....	35
Minimum Salaries:	
In Cities Over 100,000 in Population (Table 26).....	35
In Cities 30,000 to 100,000 in Population (Table 27).....	36
In Cities 10,000 to 30,000 in Population (Table 28).....	37
In Cities 5,000 to 10,000 in Population (Table 29).....	37
In Cities 2,500 to 5,000 in Population (Table 30).....	38
Comparison of the Median Minimum Salaries Paid Teachers in 1918-19 and 1922-23 (Table 31).....	38
Maximum Salaries:	
In Cities Over 100,000 in Population (Table 32).....	39
In Cities 30,000 to 100,000 in Population (Table 33).....	40
In Cities 10,000 to 30,000 in Population (Table 34).....	41
In Cities 5,000 to 10,000 in Population (Table 35).....	42
In Cities 2,500 to 5,000 in Population (Table 36).....	43

Comparison of Median Maximum Salaries Paid Teachers in 1918-19 and 1922-23 (Table 37).....	43
Amount of Annual Increases Provided for in City Salary Schedules (Teachers) (Table 38).....	44
Amount of Annual Increases Provided for in City Salary Schedules (Principals) (Table 39).....	44
Comparison of Annual Increases in 1918-19 and 1922-23 (Table 40).....	45
Number of Annual Increases Provided for in City Salary Schedules (Table 41).....	46
Adoption of Single Salary Principles (Table 42).....	47
Amount of Experience Required Before Election in City Schools (Table 43).....	49
Amount of Experience Accepted from Other Cities in Adjusting Salaries (Table 44).....	50
Training Required for Election to City Schools (Table 45).....	50
Rating of Quality of Teaching Service (Table 46).....	52
Attendance at Summer School (Table 47).....	52
Allowance for Summer School Attendance (Table 48).....	53
Salary Allowance for Completion of Professional Courses During School Year (Table 49).....	54
Leave of Absence for Professional Study (Table 50).....	54
Sick Leave With Salary (Table 51).....	55
Special Tenure Regulations in Cities (Table 52).....	56
Teacher Retirement Systems in Cities (Table 53).....	56
Suggested Salary Schedules (Table 54).....	78
Application of Suggested Salary Schedule (Table 55).....	79
Method of Introducing New Schedule (Table 56).....	80
Median Salaries Paid:	
Kindergarten and Elementary Teachers (Table 57).....	83
Junior High School and Senior High School Teachers (Table 58).....	84
Special Class Teachers and School Nurses (Table 59).....	85
Elementary Principals (Table 60).....	86
Junior High and Senior High School Principals (Table 61).....	87
Distribution of Salaries Paid Elementary Teachers in Cities Over 100,000 in Population (Table 62).....	88
Distribution of Salaries Paid Senior High School Teachers (Table 63).....	89
Distribution of Salaries Paid Supervising Elementary Principals in Cities Over 100,000 in Population (Table 64).....	90
Median Salaries Paid Rural School Teachers and Principals by States (Table 65).....	91
Distribution of Salaries Paid in One-Teacher Rural Schools (Table 66).....	92
Distribution of Salaries Paid Administrative Officers.....	93
In Cities Over 100,000 in Population (Table 67).....	94
In Cities 30,000 to 100,000 in Population (Table 68).....	94
In Cities 10,000 to 30,000 in Population (Table 69).....	94
In Cities 5,000 to 10,000 in Population (Table 70).....	95
In Cities 2,500 to 5,000 in Population (Table 71).....	95
Distribution of Salaries Paid Directors or Supervisors:	
In Cities 100,000 in Population and Over (Table 72).....	96
In Cities 30,000 to 100,000 in Population (Table 73).....	97
In Cities 10,000 to 30,000 in Population (Table 74).....	97
In Cities 5,000 to 10,000 in Population (Table 75).....	98
In Cities 2,500 to 5,000 in Population (Table 76).....	98
Replies Received from Rural School Inquiry (Table 77).....	99
Training, Experience and Maturity of Teachers in Rural Schools (Table 78).....	100
Shortage of Teachers and Salary Trends in Rural Schools (Table 79).....	102
Appendix.....	82
State Salary Medians.....	82
General Explanation of Tables.....	104
Cities Replying to Salary Inquiry.....	104
Forms Used in Collecting Data.....	109
Selected Bibliography on Salaries.....	115

INTRODUCTION

The place of education in a democratic form of government.—The work of its schools is a Nation's first concern. This is particularly true when that Nation is a democracy. The control of the Government by an enlightened majority who read, think and evaluate for themselves is possible only if the public schools effectively lay the foundations for civic intelligence. Without this, the Government is certain to be in the control of an intellectual or political aristocracy, a group of leaders dictating to a voting majority.

One result of the World War was the realization that the United States or no other Nation lives unto itself. At the present time issues of tremendous importance concerning the relationship of the United States to the other countries of the world are being settled. The responsibility for the final decisions in these matters must rest with the electorate of the country. There is every assurance that such questions will become both more numerous and more complex in the future. If wise decisions are to be made, and permanent and constructive relationships established, a heavy responsibility rests upon the schools and upon the teachers who are influencing the ideals and attitudes of the citizens of tomorrow.

The responsibility of the teacher.—The work of the classroom teacher is of inestimable importance in any country. In an autocracy, teachers are responsible for training pupils to become submissive to authority, satisfied with the existing forms of government and society, and unthinking in their willingness to support their government. In a democracy, the teachers must train pupils to be self-reliant, able to think for themselves, but at the same time, habituated in the spirit of cooperation without which a democracy cannot exist.

The teachers of the United States.—In the United States the responsibility for these tasks rests upon a group of 700,000 classroom teachers. The majority of them are young, inexperienced girls with little professional training. Yet, in their hands is placed the great responsibility of training our future citi-

zens. On the basis of previous studies and the findings of the present inquiry, it is safe to say that three out of five American teachers have not had two years of professional training beyond the completion of a four-year high school course—the standard accepted as a desirable minimum for elementary teachers. Some of the more fortunate and progressive States and cities have approximately all of their teachers meeting this minimum standard. This means that less fortunate communities must content themselves with even fewer than two-fifths of their teachers trained to this minimum degree.

Because it is possible in many places for girls to commence teaching even before the completion of a high school course, many teachers begin when only eighteen or nineteen years of age. They have made but little investment in time, energy or money in order to prepare themselves for this work. Many of them will not remain in service more than three or four years and during that time can afford to teach for lower salaries than can those who have adequately prepared themselves for this work.

Need for higher standards in teaching.—Before teaching can properly be called a profession, standards for teachers must be raised in many of our States. While it remains possible for a girl at the completion of an elementary school course to pass a perfunctory set of examinations and secure a teacher's certificate, teaching in that State cannot be thought of as a profession. The requirements for entering teaching must be raised uniformly throughout the States or we will have competition between the trained and the untrained. This will too frequently result in the untrained group establishing the standards. Requirements for teacher certification may be raised by legislative enactments. Unless provision is made, however, for securing the necessary additional supply of teachers capable of meeting the new standards, the legislation will have little effect. A number of States have passed measures raising standards for

teacher certification only to have them disregarded because of a shortage of teachers who could meet the requirements.

The most effective way of securing an adequate supply of well-trained, capable teachers is to provide salary schedules which will attract a sufficient number of capable young men and women to teaching and offer them a career in this field. They must be assured a competent living and a fair return upon the investment required in securing the necessary preparation. Standards must also be raised by increasing the social prestige accorded American teachers. More capable men and women would be attracted to teaching if the positions were both socially and economically more desirable. The lack of esteem accorded American teachers is not a lack of esteem for the work of the teacher, but rather a failure to respect the leadership of the teachers themselves. When more people enter teaching who can and will take their logical positions as community leaders there is little doubt but that the teachers of America will take the place that they should occupy in the esteem and affection of the people.

Teachers' salaries and cost of living.—An extensive study of teachers' salaries in 1914 showed conclusively that teaching was an underpaid work compared with other occupations.¹ Soon after this time, both salaries and the cost of living felt the effects of the European war. Teachers' salaries, as has been shown in several studies, lagged far behind increases in other lines of work. For several years following 1914 teachers' salaries lost in their purchasing power.² During the period 1918 to 1920 the salaries of teachers were increased between 60 and 80 per cent over corresponding salaries for 1914. This did not bring them to a place where they were comparable to 1914 salaries, however. After 1920 when wholesale and retail prices decreased somewhat from the 1920 peak the increases which had been given teachers gave their salaries once again the pre-war purchasing power. When this statement is made it should be kept in mind that they were ad-

mittedly too low before the war. Recent index numbers indicate that there has been a halt in the decrease in the cost of living. Some figures even indicate the beginning of another rise. Teachers' salaries probably will not become more adequate in the near future due to decreases in the cost of living.

During 1922 and 1923 normal schools regained their pre-war enrollments and teachers were recruited at about the pre-war rate. Another element, however, entered during the war which makes the situation less favorable from the standpoint of the schools. During that period many of the previously existing occupational and professional barriers to women were removed. Teaching now finds itself competing for recruits with other lines of work equally or more remunerative, looked upon with social approval and requiring less rigorous training.³ This has tended to lessen the number and the capability of the total group recruited for teaching.

The present critical situation in the payment of teachers.—Before the World War the United States had little realization of a tax burden. The heavy increase in direct taxes resulting from the war made many citizens very conscious of the increase and abnormally sensitive in all matters affecting taxation. As a consequence of this the United States is now in the midst of a period of financial retrenchment in which the slogan "cut taxes" takes precedence over all others. Public education in the United States is almost wholly supported by local, direct taxation. It is and should be the largest and most expensive single unit of government. Because of this it becomes the first target for those legislative and administrative officers who pledged themselves at the time of election to "reduce taxes at any cost." School buildings now cost more money both because more permanent types of construction and better provisions are being made for sanitation, health, and instructional and play facilities, but primarily due to the causes that have rapidly increased all building costs. Instructional supplies, fuel, janitorial service and similar provisions are costing more money

¹ "Tangible Rewards of Teaching," by Boykin and King. U. S. Bureau of Education Bulletin 16, 1914.

² See, Facts on the Cost of Education, Bulletin One of the Research Division of the National Education Association, pp. 41 to 43.

³ Better Salaries—Better Citizens, Journal of the National Education Association, May 1923, pp. 206-7.

for the same reason that these elements cost more in the maintenance of business or in the upkeep of the home.

Teachers' salaries cost more because of the additional number of teachers needed to care for a growing school population and because of the increases that have been made in teachers' salaries to offset the increased cost of living. Again, because "salaries paid teachers" is the largest and most conspicuous item in the cost of operating public schools, teachers' salaries have been made the first targets in proposals for reductions of expenditures. Campaigns which have been started in some communities to reduce the cost of public schools have resulted not in reducing the costs of the schools, but in lowering the standards of service. In that sense the schools are costing the community just as much and probably more for what the community is receiving than before the reductions. What is needed at the present time are not campaigns to reduce school expenditures, but campaigns to so enlighten American communities that they will demand more intelligent expenditure of school moneys and insist upon securing *more* for what they spend, rather than to have one goal of spending *less* regardless of what they get for that reduced expenditure.

The National Education Association's Interest in Teachers' Salaries.—The National Education Association as a professional organization of professionally minded American teachers has set as one of its goals the securing of a trained teacher for every schoolroom of the country, whether that schoolroom is in our largest city or our remotest district. To this end the Association has striven to secure teachers' salaries that will justify such training. It stands for an administration of salary schedules that will secure the greatest possible service from all teachers to the children of the Nation. Only to the extent that the service rendered by the teachers of the United States increases in value, both present and potential, will the aims and purposes of the National Educational Association be attained.

The National Education Association Committee on Teachers' Salaries.—The National Education Association distinctly stands for the adequate payment of trained teachers. It has been instrumental in placing before the teachers and school patrons of the country important facts on the salaries of teachers at times when those facts were felt to be most needed.¹ In order to continue to render this service to education and through it to the United States, the President of the National Education Association in 1923 appointed another committee on teachers' salaries to study the situation and provide school men with needed information. The critical situation in which many school systems found themselves in the Spring of the present year in the matter of securing continued and, where necessary, increased support for schools demanded a knowledge of the actual facts concerning teachers' salaries. These facts with some of the principles and devices which have been used successfully in the payment of teachers have been assembled in this report and in the more detailed tabulations given in the March, 1923, Research Bulletin of the National Education Association.

Acknowledgments.—In presenting this Report acknowledgment should be made to the city and county superintendents of the United States who supplied the data without which such a study would have been impossible. The prompt response of these school administrators to the request for information sent out by the Salary Committee is an encouraging sign that the services which the National Education Association is rendering to education are approved. Acknowledgment is also due John K. Norton, Director of Research of the National Education Association and his assistants for so effectively handling the tremendous task of tabulating the returns that they are available in time to be of real service in meeting the needs of the ensuing year. This Report would not have been ready at this time had it not been for the prompt and efficient work of the Research Division.

¹ Report of Committee on Salaries, Tenure, and Pensions, 1905.
Tangible Rewards of Teaching 1914—Boykin and King.
Teachers' Salaries and Cost of Living in 1918.
Teachers' Salaries and Salary Schedules in 1918-19. E. S. Evenden.
Salary Schedules 1920-21, Cities Over 100,000 Population. F. W. Ballou.
Research Division, Bulletin One, June, 1922.

The Committee wishes to express its indebtedness to Dr. John J. Tigert, United States Commissioner of Education and Mrs. Katherine M. Cook, head of the Rural School Division of the United States Bureau of Edu-

cation, who made available the questionnaires from which were tabulated the valuable material given herein relative to salaries paid in the rural districts of the country.

Salary Committee of the National Education Association

MISS MYRA L. SNOW,
Teacher, Public Schools,
Seattle, Washington.

DR. CHARLES E. RUGH,
Professor of Education,
University of California,
Berkeley, California.

MISS FLORENCE M. HALE,
Supervisor of Rural Schools,
State House,
Augusta, Maine.

MR. E. C. FISHER,
Superintendent of Schools,
Rock Island, Illinois.

MISS ANNIE L. GRIFFEY,
Supervisor of Graded Schools,
City Public Schools,
Little Rock, Arkansas.

DR. E. S. EVENDEN, *Chairman*,
Professor of Education,
Teachers' College,
Columbia University,
New York City.

CHAPTER I

Teachers' Salaries and Salary Trends, 1922-23

The American taxpayer is on a "rampage." His tax bill has rapidly increased since the beginning of the war. He does not stop to analyze the causes of this increase, to find out how much of his tax money goes to pay for the war and how much for other purposes, or to decide whether the increase is or is not for his and the public welfare. He does know that he dislikes to pay taxes and that his tax bill measured in dollars has increased very rapidly in the last decade. He forgets that his income is now \$5,000 instead of the \$2,000 or \$2,500 he received before the war. He also does not realize that the Federal Government is now, through its income tax, making him contribute directly for many services that he formerly supported indirectly. He has ceased to resent paying twenty five cents for the moving picture show which used to cost but ten cents. He takes, without remonstrance, the thirty-five cent price of the magazine which used to sell for fifteen cents. He fails to recognize the old familiar five cent loaf of bread when he now pays ten cents for it. These are smaller items than his tax bill even though more frequently met.

The cost of the public schools has recently been brought under the threatening scrutiny of this taxpayer. He knows with great definiteness that his school tax bill is now \$100 when it was formerly \$50. He knows this because he pays the bill directly and also because he has been so frequently reminded of the fact by organizations established for the purpose of keeping taxes down at any cost. He does not consider that the number of children served has increased rapidly in the last decade, especially in the fields of secondary and higher education. He but dimly realizes that the growing complexity of modern civilization, placing greater and greater burdens upon the school, requires an enrichment both of the content and fields of instruction in order to successfully prepare for life in that civilization. He forgets that the depreciation of the dollar which has made

the loaf of bread that once cost five cents cost ten now, also has made the year's schooling that once cost \$50 cost \$100 now. He does not appreciate that the increase in school costs during the war decade was less rapid than the depreciation of the dollar would have justified,¹ and that due to the sacrifices of the teachers of the Nation the loss in the dollar's power to purchase educational services has been less than in other fields.

In short, the taxpayer buys other commodities at double the pre-war price without a protest. He has made the necessary mental adjustments. The article or service he desires cannot be had for less so he pays the new price as a matter of course. When he comes to purchase for the children of the nation that service so necessary to the safety, happiness, prosperity, perpetuity and international usefulness of the nation—an education—he finds the adjustment less easy. He forgets that he is paying for services rendered. The picture entertainment, the magazine, and the loaf of bread are more tangible. He can see or eat them, even though their effects are transitory.

They may be more tangible, but they are not more real than are the returns from school taxes under the present organization of society, nor more necessary. The taxpayer is wrong if he thinks of them as mere "outgo" with no return.

There is little justification for extravagant statements that school costs threaten to bankrupt the country. A table of school costs beside the figures for national income reveals the ridiculousness of such a contention. True, school costs have attracted a great deal of attention. The general property tax bears almost the total cost of public schools while other governmental costs are financed at least partly through indirect taxes that draw upon the whole wealth of the Nation. This is the principal reason why school costs attract as much attention as they do.

School men and all citizens interested in

¹ See the Research Bulletin of the National Education Association, March, 1923, page 73.

the work of the public schools should assist in making more careful analyses of the school's relation to taxation. It is the duty of school executives and teachers' associations to let the taxpayer know the facts and realize the truths that are necessary to a fair judgment concerning public school costs. Facts must be used and not mere opinions biased by tradition or personal sentiment. As a people we must come to look upon universal education not merely as an expense but as an investment—an investment that will increase our economic wealth and at the same time serve as economic and social insurance. When we so regard it, and only then, may communities and states intelligently decide the degree to which they wish to invest in this form of service.

The Purpose and Value of the Salary Inquiry

The principal reason for this study of salaries in American public schools was to furnish accurate data concerning salaries for the use of those studying the problems involving school expenditures. The facts given in the subsequent discussion and tables may be taken as representative of the situation in the country at this time.

Aside from the general national value of accurate data on salary costs at this time, the facts in this report should have a much greater value to individual cities or counties or even States where educational costs and educational programs are under consideration. It is hoped that these communities will be able to secure a clear and more accurate measure of what they are spending for education compared with other comparable places and with the country at large. A community may find that it is paying higher salaries than the median salaries for cities of its size. This does not necessarily mean that it is paying too much, or that the Board of Education is extravagant, or that the superintendent is inefficient, or that salaries should be reduced, or that the salary schedule should be changed. It may mean any one or more of these, but it is more likely to mean that the community believes more strongly than the average community in the value of public schools, wants better teachers, and pays enough to get them. In any comparisons with median salaries it must constantly be borne in mind that the

median is only the half-way point in a distribution of salaries and that there are always as many receiving salaries above as below the median. No particular virtue is attached to being at the median point in the support of education. For some poor districts to be at the median point represents a real educational accomplishment, while for other cities with much greater financial resources to be at the median point would be a sure sign of educational inertia. When a city finds its expenditures for teachers' salaries distinctly below the median for comparable cities it may well ask itself whether it can afford to remain in that relative position—a position which becomes lower as every other city raises its standards. When a city finds its salaries distinctly above the median for cities of its size it may well ask itself, first, whether it is getting the superior service for which it is paying, and second, whether it will be content to lose its reputation for having well-supported schools, by failing to maintain its relative position even if maintaining it necessitates increased support of education.

The schools belong to the people and serve their children. There is no justification for presenting a partial picture of the school situation to these people or for misrepresenting educational facts in any way. Care should always be taken to claim no more for facts used from a study of this nature than the facts themselves will justify. People have a right to know the situation of their schools as it actually exists. They are then in a position to assume the responsibility rightfully theirs of leaving it as it is or changing it.

One of the greatest mistakes which school men have made in the past is that they have not kept the school patrons and the taxpayers of their school districts promptly, accurately, and constantly informed about the schools. It has too frequently been necessary to have an educational budget threatened or a bond issue for needed buildings conducted to make school men feel the necessity for letting parents know the splendid work the schools are doing. This "threatening calamity" and "hard luck story" kind of school publicity is coming to be looked upon with suspicion and disfavor. Constructive, frank and persistent school publicity campaigns must re-

place this type and in replacing it make it unnecessary in the future since needed funds will be supplied and needed buildings will be built when a community knows enough about its schools to know that these things are needed.

Teachers' Salaries Are One of the School's Important Problems

In the United States between 65 and 70 per cent of the total current expenses of operating public schools, go for teachers' salaries. This alone would justify the National Education Association in its effort to secure accurate data on this item in the school budget. Aside from the importance of such data financially, the educational significance of teachers' salaries is even more important. The way the money appropriated for teachers' salaries is spent determines such fundamental things as (a) the preparation and training of the teachers secured; (b) the kind of teachers retained; (c) the morale of the teaching staff; (d) the place of the teachers in the life of the community. The relation of teachers' salaries to these more fundamental elements was the primary reason for the appointment of a salary committee by the officers of the National Education Association and the drive that has been made to make the data available at an early date.

How the Information was Obtained

The data presented in this report were obtained as a result of three separate in-

quiries. The forms used in these inquiries are reproduced in the appendix, page 109.

One inquiry was sent by the Salary Committee of the National Education Association to the Superintendents of Schools of every city over 2500 in population. Replies were received from 964 cities in time to be used in the principal tabulations—those relative to salaries paid. The data resulting from this inquiry are especially valuable since they are comparable with that gathered in the inquiry of 1918-19.¹ The percentage of large cities in 1918-19 was considerably lower than in the present inquiry. This weights all medians and distributions in which the results from all cities are concerned. This fact should be kept in mind in interpreting all tables where this factor operates.

A second inquiry was sent to all rural school superintendents—those in charge of schools found in counties and similar units. Of these superintendents 999 replied from all sections of the country. This inquiry sought general information concerning the training, experience and supply of teachers in rural districts. See page 99 and following.

The replies of a third inquiry were made available through the courtesy of the United States Bureau of Education. This inquiry which is sent to all rural school superintendents annually by the Bureau gathers information concerning salaries paid in various types of rural school positions. From these questionnaires were obtained the tabulations concerning salaries paid in rural schools which appear in the report.

¹ Teachers' Salaries and Salary Schedules in the United States 1918-19, E. S. Evenden. Commission Series No. 6, National Education Association.

TABLE 1.—MEDIAN SALARIES PAID CITY TEACHERS AND PRINCIPALS IN 1922-23

Teachers or Principals	Cities over 100,000 in population	Cities 30,000 to 100,000 in population	Cities 10,000 to 30,000 in population	Cities 5,000 to 10,000 in population	Cities 2,500 to 5,000 in population	All cities
1	2	3	4	5	6	7
Kindergarten ¹	\$1791	\$1462	\$1318	\$1264	\$1193	.....
Elementary.....	1876	1467	1277	1200	1105	.....
Kindergarten and Elementary.....	1871	1466	1289	1204	1108	\$1653
Junior high-school.....	2136	1665	1439	1370	1271	1797
Senior high-school.....	2287	1917	1670	1567	1469	2101
Special class.....	2071	1653	1586	1463	1463	1928
School nurses.....	1423	1395	1510	1425	1388	1427
Elementary non-supervising principals.....	2160	1867	1590	1460	1342	1678
Elementary supervising principals.....	3126	2344	2008	1880	1850	2819
Junior high school principals.....	3485	3041	2317	1890	1594	2740
Senior high-school principals.....	4400	3808	3057	2498	2062	3073

For the detailed distributions of salaries paid on which the medians in this table are based see Tables 5 to 13. See page 104 for a general explanation of all tables.

¹The detailed distributions segregating kindergarten and elementary teachers are not reproduced in this report, but may be found in the March Research Bulletin of the National Education Association, page 91 and following.

Median Salaries in Cities in the United States, 1922-23

The median salaries for teachers and principals shown in Table 1 for the five different sized groups of cities gives a brief but accurate picture of the salary situation in the cities of the country during 1922-23. This table, as do others included in this report, requires a minimum of comment. Administrators and teachers can take from each table the figures that apply to their particular problems. The facts which seem to be of general significance require brief comment.

The median salary of \$1653 for city elementary teachers would indicate that the National Education Association standard of at least \$1200 a year for every teacher is an actuality in many cities. The median is weighted by the larger salaries and larger numbers of teachers in the group of cities over 100,000 in population. Sixty-one of the sixty-eight cities of this size in the United States replied to the inquiry, including New York, Chicago, and Philadelphia.

There are consistent differences in the median salary paid junior high school and elementary teachers. This is the result of the additional training that is now being demanded of junior high school teachers.

There are still greater differences in the median salaries paid senior high school and junior high school teachers than there is between the salaries paid junior high and elementary teachers. The difference between the median salaries of elementary teachers and high school teachers in any size group varies from \$361 to \$616. This difference represents the salary recognition that is made between normal school training and collegiate training and more than justifies on the basis

of practice the conservative \$200 salary increase for each year of additional training recommended in chapter five.

The median salaries of teachers of special classes (ungraded, subnormal, cardiac, and other atypical groups) and school nurses are more consistent throughout all sizes of cities than any other groups. The only exception is where the special class teachers are paid distinctly higher salaries in the cities over 100,000 in population. Nearly three-fourths of the special teachers reported are in this group.

Non-supervising elementary principals are largely teachers who in addition to regularly instructing a class have some administrative duties, and the salaries of these officers are but slightly above those paid classroom teachers. Supervising elementary principals receive salaries distinctly above the non-supervising group. The median salaries of junior high school principals and senior high school principals bear roughly the same relationship to each other and to the median salary of elementary principals that the median salaries of the teachers in these schools do to each other.

The most consistent and outstanding general fact in Table 1 is the effect of the size of city upon the salaries paid. As in practically every salary study where cities have been arranged in size groups, the larger cities pay distinctly larger salaries. Those interested in studying median salaries paid teachers and principals in cities of various sizes by states should refer to Tables 57 to 61 in the appendix.

Median Salaries in Rural Districts

In Table 2 the median salaries paid teachers in various types of rural schools are given

TABLE 2.—MEDIAN SALARIES PAID RURAL TEACHERS AND PRINCIPALS IN 1922-23

Teacher and principals	One-teacher rural schools	Two-teacher schools	Three or more teacher schools in open country	Consolidated schools	Three or more teacher schools in villages and towns	All rural teachers	Elementary school only	Organized high school only	Schools having both elementary and high school pupils	All principals
1	2	3	4	5	6	7	8	9	10	11
Median salary...	\$765	744	845	1003	1121	845	939	1495	1303	1220

This table is based upon the distribution of salaries paid in rural schools as given in Tables 14 and 15 See page 104 for a general explanation of all tables.

for the country as a whole. The outstanding indications in the table are: (1) the great differences between the median salaries in rural schools and in city schools as they were given in Table 1, and (2) the encouraging difference in salaries paid rural teachers in consolidated schools compared to the salaries paid in the one and two teacher schools. Table 65 in the Appendix showing the great variations in median salaries paid rural teachers by states is indicative of the lack of equality of educational opportunity that exists in the Nation today.

Not only is there a lack of equality, but the inequalities are becoming greater. Between

1921-22 and 1922-23 as this report clearly shows there was a general increase in the median salaries paid in city schools. Table 65 shows that the tendency was in the opposite direction in rural schools. The median salaries paid in one-teacher, two-teacher and three-teacher schools are slightly lower in 1922-23 than in 1921-22. In short, where there is the greatest need for increased salaries to attract capable teachers, that is, in the rural districts, salaries have actually decreased. The only exceptions to this dark picture are the teachers in villages and in consolidated schools where the medians increased between 1922 and 1923.

TABLE 3.—MEDIAN SALARIES PAID ADMINISTRATIVE OFFICERS, 1922-23

Officers	Cities over 100,000 in population	Cities 30,000 to 100,000 in population	Cities 10,000 to 30,000 in population	Cities 5,000 to 10,000 in population	Cities 2,500 to 5,000 in population
1	2	3	4	5	6
Superintendent.....	\$8000	\$5861	\$4110	\$3557	\$3082
Assistant Superintendent.....	(4900 ¹) (4226 ¹)	3333	3025	2000	266
Secretary of board.....	4156	2457	811	400	
Business manager.....	4300	3050	2520	2300	
Superintendent of buildings and grounds.....	3650	2543	1930	1700	1700
Secretary to superintendent.....	2162	1500	1225	1032	726
Chief attendance officer.....	2560	1900	1434	800	
Director of research.....	4133	2575	2600		
Director of tests and measurements.....	2550	2150	1850	1350	

This table is based upon the detailed distributions of salaries paid administrative officers given in Tables 68 to 71 in the appendix. See page 104 for a general explanation of all tables.

¹The two figures given represent the median of the salaries paid the best paid assistant superintendents and the median of the salaries paid the poorest paid assistant superintendents in cities of this size.

TABLE 4.—MEDIAN SALARIES PAID DIRECTORS AND SUPERVISORS IN 1922-23

Directors and Supervisors	Cities over 100,000 in population	Cities 30,000 to 100,000 in population	Cities 10,000 to 30,000 in population	Cities 10,000 to 5,000 in population	Cities 2,500 to 5,000 in population
1	2	3	4	5	6
Kindergarten.....	\$2825	\$2467	\$1975	\$1450	\$1325
Primary.....	2800	2400	1871	1620	1500
Intermediate and Grammar.....	3100	2484	2200	2033	1967
High-schools ¹	4000	3150	2700	2700	2350
Continuation.....	3800	2550	1800	2250	500
Evening.....		600	531	700	
Americanization.....	3000	2060	800	367	
Vocational Education.....	3767	3040	2433	2900	
Manual Training.....	3233	2610	2095	1978	1865
Home Economics.....	2700	2110	1633	1511	1455
Health.....	3175	2300	1180	1400	1233
Physical Education.....	3138	2479	2117	1889	1714
Art.....	2875	2055	1682	1565	1385
Musie.....	2963	2292	1766	1504	1423
Penmanship.....	2543	2060	1714	1457	1429
Attendance.....	1800 ²	1583	1035	384	335
Officers.....	1456 ²				

For the detailed tabulations of salaries paid directors and supervisors on which the medians of this table are based see Tables 72 to 76 in the appendix.

¹Supervisors of Junior high and Senior high schools (either or both).

²The two figures given represent the median salaries of the best paid attendance officers and the median salaries of the poorest paid attendance officers in cities of this size.

The Median Salaries Paid Administrative Officers in Cities in 1922-23

The median salaries paid administrative officers in cities of various sizes in 1922-23 are given in Table 3 and show that there is even a more marked relation between size of city and size of salary than was found for teachers and principals. The most noticeable difference is between cities of over 100,000 inhabitants and smaller cities.

Median Salaries Paid Directors and Supervisors in Cities in 1922-23

Considerable allowance must be made when the median salaries for directors and supervisors given in Table 4 are used for the fact that there is probably little uniformity in the duties of the officers listed in this table. A "supervisor of secondary education" in one city is very likely to be doing the same things as one of the assistant superintendents of another city whose special work is in the secondary field. A "supervisor of music" in one city may be listed as a "special teacher of music"

in another. Even with all necessary allowances for these discrepancies the medians in Table 4 indicate rather clearly at least four tendencies: (1) special supervisors and directors are more frequently employed at the present time in larger than in smaller cities; (2) salaries paid in these positions, especially in the three smallest groups of cities, are too small to guarantee either well trained or distinctly capable people; (3) the larger cities are recognizing the value of and the need for increased supervision and are providing for it; (4) the tendency to keep capable men in education by giving them administrative and supervisory positions with corresponding higher salaries is shown by the difference in the median salaries in all sizes of cities for those positions usually filled by men compared with the median salaries for positions usually filled by women.

Distribution of Salaries for Various Groups, 1922-23

The median salary is the best single index of the total situation in any line of work for any

TABLE 5.—DISTRIBUTION OF SALARIES PAID ELEMENTARY TEACHERS
958 Cities in 1922-23

Amount of salary	59 cities over 100,000 in population	101 cities 30,000 to 100,000 in population	214 cities 10,000 to 30,000 in population	260 cities 5000 to 10,000 in population	324 cities 2500 to 5000 in population	Total for 958 cities
1	2	3	4	5	6	7
Below \$600		169	163	38	74	444
600				159	173	332
700		225	218	156	232	831
800		273	410	499	437	1619
900		525	843	681	878	2927
1000	1537 ¹	1017	1382	914	972	5822
1100	985	1518	1615	1269	937	6324
1200	3339	2028	2032	1201	855	9455
1300	3166	2214	2167	890	523	8960
1400	4769	2644	1479	782	244	9918
1500	6650	2709	1045	552	170	11,216
1600	7547	1836	553	210	102	10,248
1700	8488	1175	307	127	37	10,134
1800	5674	1753	251	52	26	7756
1900	4126	681	197	10	17	5031
2000	12,800	246	171	7	10	13,234
2100	2001	203	41	1	5	2251
2200	2250	58	16			2324
2300	1267	30	8			1305
2400	850	8	10	2		870
2500	4098	45	2	1		4146
2600	1076	10	1			1087
2700	661	2	2			665
2800	6338	2				6340
2900	129		2			131
2999+	3282	9				3291
Total.....	81,033	19,470	12,915	7551	5692	126,661
Median....	\$1871	\$1466	\$1289	\$1204	\$1108	\$1653

Read Table 5 as follows: 1537 elementary teachers in cities over 100,000 in population were reported receiving salaries between \$1000 and \$1099 (column 2), etc. The median salary for the 81,033 elementary teachers reported by cities of this size is \$1871. This table summarizes Tables 22 to 26 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid high school principals segregated by states for each of the five groups of cities. See page 104 for a general explanation of all tables.

¹ Teachers in cities over 100,000 in population receiving less than \$1100 were all distributed in \$1000 group.

size of city. There are a number of elements, however, which are needed to solve local problems which a median salary will not furnish. Communities are interested in knowing the total range of salaries paid, in knowing how low are the salaries for elementary teachers in some places and how high they are in others. These facts must be obtained from total distributions of teachers' salaries rather than from computed medians.

Median salaries show only part of the total situation. Distributions tell more, but not the whole story. When it is known, for example, that some elementary teachers are receiving as little as \$600 a year while others are receiving four times as much only part of the story is known. Before any action is taken upon the basis of these figures one should also know whether the teachers are equally well prepared, whether they are equally capable, whether living costs are comparable, and such other elements as affect the differences between the two school systems. The principal value of such comparisons is its stimulative effect upon places paying the lowest salaries, since there is little tendency that teachers, or for that matter, any public service groups will ever be overpaid.

Distribution of Salaries Paid Elementary Teachers

A careful study of the distribution of salaries in Table 5 for elementary teachers, which also includes kindergarten teachers, in cities of different sizes will be helpful to one wishing to establish the minimum and maximum limits for new or revised schedules. The wide ranges of salaries set in the cities over 30,000 in population are full of promise. It is literally a promise to mature and capable elementary teachers that they may look forward to salaries that will give them a certain degree of economic independence. Another fact of tremendous import to the securing of trained teachers, revealed in this table, is that only about one in every 300 elementary teachers in the cities of the country now receive a salary, if it can be so designated, below \$600. Only five per cent of city elementary teachers receive less than \$1,000. At the other end of the distribution there is the encouraging fact that 28 per cent of these teachers receive \$2,000 or more a year. To be sure these teachers are almost exclusively in the larger cities, which group is dominated by the numbers and the salaries paid in Chicago and New

TABLE 6.—DISTRIBUTION OF SALARIES PAID JUNIOR HIGH SCHOOL TEACHERS
416 Cities in 1922-23

Amount of salary	28 cities over 100,000 in population	55 cities 30,000 to 100,000 in population	85 cities 10,000 to 30,000 in population	108 cities 5000 to 10,000 in population	140 cities 2500 to 5000 in population	Total for 416 cities
1	2	3	4	5	6	7
Below \$1100	20	91	156	80	121	468
1100	22	80	108	63	134	407
1200	70	153	128	126	144	621
1300	130	217	213	152	108	820
1400	182	285	196	112	85	860
1500	165	494	150	88	52	949
1600	389	483	141	56	23	1092
1700	416	275	76	28	14	809
1800	390	388	69	11	12	870
1900	433	249	36	11	7	736
2000	580	158	37	10	9	794
2100	440	104	15	3	3	565
2200	351	181	13	7		552
2300	346	31	9	4		390
2400	201	45	5			251
2500	170	17	5			192
2600	186	6	3			195
2700	31	4	5			40
2800	123					123
2900	73					73
3000	1198	6				1204
Total.....	5916	3267	1365	751	712	12,011
Median....	\$2136	\$1605	\$1430	\$1370	\$1271	\$1797

Read Table 6 as follows: 20 junior high school teachers in cities over 100,000 in population were reported receiving salaries below \$1100 (column 2); 22 salaries between \$1100 and \$1199, etc. The median salary for the 5916 junior high school teachers reported by cities of this size is \$2136. This table summarizes Tables 27 to 31 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid junior high school teachers segregated by states for each of the five groups of cities. See page 104 for a general explanation of all tables.

York City. There are, however, an increasing number of salaries of this size in the smaller cities. Table 5 shows at a glance the predominance of \$1,000 and \$1,200 at the lower end of the distribution and of \$1,500 and \$2,000 at the upper end. These represent the prevailing lower and upper limits in existing salary schedules.

Distribution of Salaries of Junior High School Teachers

The same outstanding features are present in Table 6 giving the distribution of junior high school teachers' salaries as were noted for elementary teachers with two exceptions. The lower end of the distribution do not go as low as for elementary teachers, while the upper end is distinctly higher. Fourteen and four tenths per cent of the elementary teachers received less than \$1,200 while only 7.3 per cent of the junior high school teachers in American cities received less than that amount. Thirty-six per cent of the junior high school teachers received \$2,000 or more.

Distribution of Salaries of Senior High School Teachers

In the distribution of high school teachers' salaries, as given in Table 7, the same wide range is found, though at a higher level. In marked contrast to the distributions given in Tables 5 and 6 is the increase in the number of higher salaries. In the high schools represented in this study three out of every five teachers receive \$2,000 or more per year. Leaving out the largest group of cities it is a safe estimate that 25 per cent of all high school teachers in cities less than 100,000 receive annual salaries of \$2,000 or more. Further evidence that high school salaries are on a different level than those in the elementary and junior high school fields is the fact that only a little over 4 per cent of the high school teachers in cities receive less than \$1,300 a year. The corresponding figures for elementary and junior high school teachers are 22 per cent and 12 per cent respectively. The higher salaries paid high school teachers is a recognition by the public of the difference in value between

TABLE 7.—DISTRIBUTION OF SALARIES PAID SENIOR HIGH SCHOOL TEACHERS
881 Cities in 1922-23

Amount of salary	59 cities over 100,000 in population	101 cities 30,000 to 100,000 in population	200 cities 10,000 to 30,000 in population	229 cities 5000 to 10,000 in population	292 cities 2500 to 5000 in population	Total for 881 cities
1	2	3	4	5	6	7
Below \$1300		161	407	430	565	1563
1300		150	441	383	469	1443
1400	493	335	478	420	361	2087
1500	344	446	637	432	375	2234
1600	602	542	619	406	195	2364
1700	684	591	452	230	100	2066
1800	991	653	430	274	177	2525
1900	791	631	265	141	59	1787
2000	1115	574	298	118	87	2192
2100	1547	440	162	49	42	2240
2200	1251	439	179	77	45	1991
2300	935	224	145	21	20	1345
2400	1572	294	109	38	16	2029
2500	926	205	78	13	11	1231
2600	1645	106	27	6	12	1796
2700	519	76	20	5	5	625
2800	816	43	14		3	876
2900	319	26	5	1	4	355
3000	506	43	7	4		560
3100	234	13	3	1		251
3200	1472	17	10			1499
3400	801	12	4			817
3500+	2676	16				2692
Total.....	20,239	6037	4788	3049	2555	36,568
Median....	\$2487	\$1917	\$1670	\$1567	\$1469	\$2101

Read Table 7 as follows: 493 senior high school teachers in cities over 100,000 in population were reported receiving salaries between \$1400 and \$1499 (column 2), etc. The median salary for the 20,239 senior high-school teachers reported by cities of this size is \$2487. This table summarizes Tables 32 to 36 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid senior high school teachers segregated by states for each of the five groups of cities. See page 104 for a general explanation of all tables.

¹ Teachers in cities over 100,000 in population receiving less than \$2500 were all tabulated in the \$1400 group.

teachers with four or more years of training and teachers with two or less. Requiring high school teachers to be college graduates is a standard of preparation almost universally accepted at the present time in this country. For a number of reasons this standard has been rather strictly adhered to. As a result the high school teachers are more uniform in preparation and more comparable to other professions than are the teachers in either the elementary or junior high school.

Another striking contrast furnished in Table 7 are the salary differences between high school teachers in the large cities and in the smaller cities and villages. About two per cent of the high school teachers in large cities receive less than \$1,500 while more than one-half of the high school teachers in cities between 2,500 and 5,000 receive less than that salary. It is an encouraging fact that more than one-fourth of the high school teachers in cities over 100,000 are now receiving salaries of \$3,000 or over.

Distribution of Salaries of Special Class Teachers

The distribution of the salaries paid special class teachers in cities gives unmistakable evi-

dence that American public schools are making increased efforts to adjust the schools to the needs of the children and furnish the special teachers necessary to do this. This group of teachers is unquestionably better trained than the average elementary teacher and this training is recognized in the higher median salaries paid special class teachers. This fact also accounts for the larger percentage of special teachers receiving salaries of \$2,000 and over, as shown in Table 8.

Distribution of Salaries of School Nurses

The distribution of the salaries paid to school nurses in American cities as presented in Table 9 shows, in the first place, that the range of salaries is relatively limited. In the second place the salaries show less variation between cities of different sizes. In the third place the number of nurses employed in the smaller cities is larger in proportion to the number of teachers than in the larger cities. With the exception of the cities over 30,000, school nurses receive higher salaries than elementary teachers but lower than high school teachers. This is probably where the relative amounts of training possessed by school nurses would place them. When school nursing is

TABLE 8.—DISTRIBUTION OF SALARIES PAID SPECIAL CLASS TEACHERS
417 Cities in 1922-23

Amount of salary	55 cities over 100,000 in population	81 cities 30,000 to 100,000 in population	105 cities 10,000 to 30,000 in population	87 cities 5000 to 10,000 in population	89 cities 2500 to 5000 in population	Total for 417 cities
1	2	3	4	5	6	7
Below \$1300	97	95		57	78	327
1300	92	51	115	39	31	328
1400	165	81	40	19	26	331
1500	172	114	43	33	45	407
1600	258	106	40	27	15	446
1700	349	79	19	5	12	464
1800	357	99	25	15	14	510
1900	318	73	20	7	7	425
2000	426	31	29	1	13	500
2100	236	65 ¹	13	4	1	319
2200	331		8	3	4	346
2300	279		8	6 ²		293
2400	136		24 ³		2	162
2500	87				3	90
2599+	917					917
Total....	4220	794	384	216	251	5865
Median....	\$2071	\$1653	\$1578	\$1463	\$1463	\$1923

Read Table 8 as follows: 97 special class teachers in cities over 100,000 in population were reported receiving salaries below \$1300 (column 2); 92 salaries between \$1300 and \$1399, etc. The median salary for the 4220 special class teachers (ungraded, sub-normal, cardiac and other atypical classes) reported by cities of this size is \$2071. Tables giving detailed distribution of salaries paid special class teachers segregated by states for each of the five groups of cities may be obtained by addressing the National Education Association. See page 104 for a general explanation of all tables.

¹ Teachers in cities 30,000 to 100,000 in population receiving more than \$2000 were all tabulated in the \$2100 group. ² Teachers in cities 10,000 to 30,000 in population receiving more than \$2300 were all tabulated in the \$2400 group. ³ Teachers in cities 5000 to 10,000 in population receiving more than \$2200 were all tabulated in the \$2300 group.

developed to a degree where it is firmly placed upon a collegiate level and where school nurses may be expected to have some training in the field of education as well as the special field of nursing the salaries of school nurses should go on the regular salary schedules at the levels their training and experience would place them.

Distribution of Salaries of Non-Supervising Elementary Principals

Many of the non-supervising principals whose salaries are given in Table 10 are regular classroom teachers in small places where they are responsible for certain reports and minor matters of discipline. One would expect more of these positions in the smaller places where homes are scattered and building units consequently small. The growing realization that both economy of operation and educational efficiency are increased by larger building units has resulted in closing many of these small units in the larger cities. It should be a matter of surprise that so many of them remain as Table 10 would indicate. Since the majority of these non-supervising principals are in reality classroom teachers, chosen because of their success as teachers, they should by virtue of their success and experi-

ence and because of added administrative responsibilities be expected to receive higher salaries than they do. In no size group of cities is the median salary for this group as high as for high school teachers.

Distribution of Salaries of Supervising Elementary Principals

In the majority of American cities the salary schedule for supervising elementary principals begins slightly above where the salary schedule for elementary teachers ends. A comparison of the distributions in Table 11 with those in Table 5 will show this rather clearly. There will, of course, be some overlapping in the total distributions for any size group of cities, but there is practically no overlapping in the individual cities comprising the distributions. As building units in all cities increase in size there is going to be more and more demand for principals who give all or nearly all of their time to supervisory activities. When these principals are as definitely and professionally trained for their work as other specialists in the schools the salaries for this group of men and women will and should cover a wider range, the increased range being upward and resulting in distinctly higher median salaries for all groups of cities.

TABLE 9.—DISTRIBUTION OF SALARIES PAID SCHOOL NURSES
404 Cities in 1922-1923

Amount of salary	37 cities over 100,000 in population	77 cities 30,000 to 100,000 in population	131 cities 10,000 to 30,000 in population	95 cities 5000 to 10,000 in population	64 cities 2500 to 5000 in population	Total for 405 cities
1	2	3	4	5	6	7
Below \$1100	34	18	11	5	12	80
1100	36	25	6	8	.....	75
1200	101	49	22	12	14	198
1300	100	45	14	21	8	188
1400	124	36	22	10	2	194
1500	73	48	29	17	18	185
1600	54	24	15	10	3	106
1700	23	6	10	2	1	42
1800	35	7	20	12	4	78
1800+	19	11	7	.....	4	41
Total.....	599	269	156	97	66	1187
Median....	\$1423	\$1395	\$1510	\$1425	\$1388	\$1427

Read Table 9 as follows: 34 school nurses in cities over 100,000 in population were reported receiving salaries below \$1100 (column 2); 36 salaries between \$1100 and \$1199, etc. The median salary for the 599 school nurses reported by cities of this size is \$1423. Tables giving detailed distributions of salaries paid school nurses segregated by states for each of the five groups of cities may be obtained by addressing the National Education Association. See page 104 for a general explanation of all tables.

TABLE 10.—DISTRIBUTION OF SALARIES PAID NON-SUPERVISING ELEMENTARY PRINCIPALS
710 Cities in 1922-23

Amount of salary	38 cities over 100,000 in population	71 cities 30,000 to 100,000 in population	168 cities 10,000 to 30,000 in population	222 cities 5000 to 10,000 in population	211 cities 2500 to 5000 in population	Total for 710 cities
1	2	3	4	5	6	7
Below \$1000			10	30	48	88
1000			15	23	33	71
1100			20	51	54	125
1200			44	85	68	197
1300			92	102	53	247
1400	21 ¹	47 ¹	139	96	42	345
1500	4	68	148	105	40	365
1600	9	55	107	50	25	246
1700	69	68	71	49	18	275
1800	80	49	80	39	25	273
1900	61	28	34	14	7	144
2000	44	56	78	22	13	213
2100	75	29	18	18	10	150
2200	64	37	16	7	4	128
2300	29	25	18	2	2	76
2400	56	12	6	2	1	77
2499+	154	68	10	1	7	240
Total.....	666	542	906	696	450	3260
Median.....	\$2160	\$1867	\$1590	\$1460	\$1342	\$1678

Read Table 10 as follows: 21 non-supervising elementary principals in cities over 100,000 in population were reported receiving salaries between \$1400 and \$1499 (column 2), etc. The median salary for the 666 non-supervising elementary principals reported by cities of this size is \$2160. This table summarizes Tables 37 to 41 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid non-supervising elementary principals segregated by states for each of the five groups of cities, except that in preparing this table the 114 supervising principals included in Table 40 of the Research Bulletin and the 32 supervising principals included in Table 41 of the Research Bulletin were omitted.

¹ Non-supervising elementary principals in these cities receiving less than \$1500 were all distributed in the \$1400 group.

TABLE 11.—DISTRIBUTION OF SALARIES PAID SUPERVISING ELEMENTARY PRINCIPALS
311 Cities in 1922-23

Amount of salary	54 cities over 100,000 in population	79 cities 30,000 to 100,000 in population	104 cities 10,000 to 30,000 in population	50 cities 5000 to 10,000 in population	24 cities 2500 to 5000 in population	Total for 311 cities
1	2	3	4	5	6	7
\$1400			28	12	13	53
1500		19	23	21	1	64
1600	26 ¹	25	25	6	1	83
1700	15	20	13	10		58
1800	51	45	60	10	2	168
1900	30	67	24	4	3	128
2000	54	51	26	15	4	150
2100	111	83	33	10		237
2200	82	57	25	4	2	170
2300	140	74	16	3		242
2400	127	52	12	2	2	195
2500	184	48	15	8	4	259
2600	131	51	9	5		196
2700	139	45	9	4		197
2800	155	34	11			200
2900	142	10	1			153
3000	178	118	4			300
3100	64		5			69
3200	243		3			246
3400	204		8			212
3600	124					124
3800	93					93
4000	219					219
4200	45					45
4400	615					615
Total.....	3181	799	350	114	32	4476
Median.....	\$3126	\$2344	\$2008	\$1880	\$1850	\$2819

Read Table 11 as follows: 26 supervising elementary principals in cities over 100,000 in population were reported receiving salaries between \$1600 and \$1699 (column 2), etc. The median for the 3181 supervising elementary principals reported by cities of this size is \$3126. This table, in columns 2, 3 and 4, summarizes Tables 42 to 44 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid supervising elementary principals segregated by States for each of the three largest groups of cities. Similar tables giving detailed distributions of salaries paid supervising elementary principals in the two smaller groups of cities may be obtained by addressing the National Education Association. See page 104 for a general explanation of all tables.

¹ Supervising elementary principals in these cities receiving less than \$1700 were all distributed in the \$1600 group.

Distribution of Salaries of Junior High School Principals

The extreme salary differences between junior high school principals in cities of different sizes shown in Table 12 is due to two elements, both tending to lower salaries in smaller places, namely, the diminishing size of cities and the accompanying decrease in size of schools. The combination of these two factors affect the senior high schools in the same way but do not affect elementary schools to the same degree. Many cities too small to have large high schools or junior high schools nevertheless have plenty of elementary children for two or three average sized elementary schools. In the larger cities where larger junior high schools have been organized more than one-third of the salaries for principals are \$3,600 and over which makes these positions

distinctly better paid than elementary school principalships in the same cities. This is probably the result of the recency of the junior high school movement and the scarcity of persons trained in this field.

Distribution of Salaries for High School Principals

The salaries of high school principals show great variations in the distributions and in the differences between median salaries as given in Table 13. The low salaries in the smaller cities are caused by the one and two-teacher high schools offering partial courses. In all cities over 10,000 population there are many salaries paid high school principals which are large enough in comparison to salaries paid in other educational positions to justify the training needed to make this a field for definite professional careers.

TABLE 12.—DISTRIBUTION OF SALARIES PAID JUNIOR HIGH SCHOOL PRINCIPALS
269 Cities n 1922-23

Amount of salary	30 cities over 100,000 in population	46 cities 30,000 to 100,000 in population	57 cities 10,000 to 30,000 in population	71 cities 5000 to 10,000 in population	65 cities 2500 to 5000 in population	Total for 269 cities
1	2	3	4	5	6	7
\$1400					29	29
1500				18 ^a	9	27
1600				10	3	13
1700				5	4	9
1800				5	10	15
1900			18 ^a	6	3	27
2000			7	9	10	26
2100			1	2		3
2200		11 ^a	6	5		22
2300		1		3		4
2400		2	6	5	1	14
2500		4	3	7 ^a	6 ^a	20
2600		6	4			10
2700		9	6			15
2800		8	2			10
2900	15 ^a	1				16
3000	16	23	13			52
3100	9	10				19
3200	14	17				31
3400	27	11				38
3600	15					15
3800	6					6
4000	2					2
4200	2					2
4400	6					6
4600	19					19
Total.....	131	103	66	75	75	450
Median....	\$3485	\$3041	\$2317	\$1890	\$1594	\$2740

Read Table 12 as follows: 15 junior high school principals in cities over 100,000 in population were reported receiving salaries between \$2900 and \$2999 (column 2), etc. The median salary for the 131 high school principals reported by cities of this size is \$3485. This table summarizes Tables 45 to 49 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid high school principals segregated by states for each of the five groups of cities. See page 104 for a general explanation of all tables.

^a Junior high school principals in cities over 100,000 in population receiving less than \$3000 were all distributed in the \$2900 group. ^a Junior high school principals in cities 30,000 to 100,000 in population receiving less than \$2500 were all distributed in the \$2200 group. ^a Junior high school principals in cities 10,000 to 30,000 in population receiving less than \$2000 were all distributed in the \$1900 group. ^a Junior high school principals in cities 5000 to 10,000 in population receiving less than \$1600 were all distributed in the \$1500 group. ^a Junior high school principals in cities 5000 to 10,000 in population receiving more than \$2400 were all distributed in the \$2500 group. ^a Junior high school principals in cities 2500 to 5000 in population receiving more than \$2400 were all distributed in the \$2800 group.

Distribution of Salaries for Rural School Teachers and Principals

Tables 14 and 15 give the distribution of salaries paid teachers and principals in the various kinds of rural schools. Aside from the value of these tables for the actual information they furnish regarding the salary situation in rural schools they have another and even greater value. This is the comparison which they make possible between rural and urban salaries and the educational conditions which these salaries control. Such a comparison, involving as it does such representative numbers of teachers and covering as it does the same school year, has not before been possible.

One of the most urgent educational problems now before the people of this country is that of improving rural educational conditions. It is not alone an educational problem but an economic and a social one as well. After studying the distributions for city school sys-

tems one is forcibly struck by the wide range in the distribution of rural teachers' salaries and by the fact that most of its width comes from the extension of the distribution downward. When it is realized that only one city elementary teacher in every 300 receives a salary less than \$600 and that one rural teacher in every five receives less than that salary, one begins to see the tremendous discrepancy between the way these two sets of teachers are paid. This is a discrepancy which it is impossible to justify on the grounds of educational theory, real economy, political or social experience, or in fact upon any ground. Equality of educational opportunity is a National byword. Its actual existence in practice, however, will be a myth so long as country children are consistently discriminated against in that most crucial element in a school—the teacher provided for the classroom.

TABLE 13.—DISTRIBUTION OF SALARIES PAID SENIOR HIGH SCHOOL PRINCIPALS
770 Cities in 1922-23

Amount of salary	59 cities over 100,000 in population	93 cities 30,000 to 100,000 in population	189 cities 10,000 to 30,000 in population	215 cities 5000 to 10,000 in population	214 cities 2500 to 5000 in population	Total for 770 cities
1	2	3	4	5	6	7
\$1400					25 ¹	25
1500					5	5
1600					11	11
1700					9	9
1800					31	31
1900			9		14	23
2000			2	47	33	82
2100			4	16	10	30
2200			8	22	32	62
2300			5	5	3	13
2400	7		10	22	11	50
2500	1		10	28	13	52
2600	1		6	19	8	34
2700	1		11	16	4	32
2800	7		14	11	1	33
2900			2	2		4
3000	16	13	35	12	10	86
3100	2	7	2	4		15
3200	17	14	20	11	11 ²	82
3400	24	11	18	5		58
3600	24	18	12	2		56
3800	26	12	4			42
4000	28	20	10	1		50
4200	13	10	4			27
4400	38	12	7			57
4600	14	1				15
4800	11	4				15
4999+	104	5				109
Total.....	334	127	202	223	231	1117
Median.....	\$4400	\$308	\$3057	\$2498	\$2062	\$3074

Read Table 13 as follows: 7 senior high school principals in cities over 100,000 in population were reported receiving salaries between \$2400 and \$2499 (column 2), etc. The median salary for the 334 high school principals reported by cities of this size is \$4400. This table summarizes Tables 50 to 54 of the March, 1923, Research Bulletin of the National Education Association, which gives detailed distributions of salaries paid high school principals segregated by states for each of the five groups of cities. See page 104 for a general explanation of all tables.

¹ Principals in cities 2500 to 5000 in population receiving less than \$1500 were all tabulated in the \$1400 group.

² Principals in cities 2500 to 5000 in population receiving more than \$3199 were all tabulated in the \$3200 group.

A study of the distributions given in Tables 14 and 15 show the rural situation for the country as a whole, but does not reveal the even more startling inequalities as they exist between States. In some States the highest paid rural teacher receives a lower annual salary than the lowest paid rural teacher of other States. What chance is there for equality of educational opportunity for the boys and girls in States where such conditions exist?

This situation constitutes the outstanding educational problem of today. It calls for heroic treatment. If trained teachers are to be provided in rural and in some of the poorer city schools, salaries must be available that will justify trained teachers. Even if there were available a supply of trained teachers at the present time they could not afford to teach for the salaries that would be offered them. While this condition continues it will be folly

TABLE 14.—DISTRIBUTION OF SALARIES PAID TEACHERS IN RURAL SCHOOLS, 1922-23

Salary Groups	One-teacher schools	Two-teacher schools	Three or more teacher schools in open country	Consolidated schools	Three or more teachers in villages and towns	Total
1	2	3	4	5	6	7
Under \$300.....	3060	1119	302	66	71	4618
300-399.....	4486	2128	803	296	222	7935
400-499.....	5456	2139	1078	472	514	9659
500-599.....	8202	2041	1085	620	808	12,756
600-699.....	16,147	2126	1359	1046	1350	22,028
700-799.....	15,764	1870	1005	1018	1915	21,572
800-899.....	20,171	2862	1272	2376	3440	30,121
900-999.....	12,257	2239	1378	2415	5558	23,867
1000-1099.....	4321	1513	1023	2027	4799	13,883
1100-1199.....	2320	974	797	1588	4754	10,433
1200-1299.....	1620	773	661	1606	4229	8889
1300-1399.....	626	448	561	1008	3630	6273
1400-1499.....	178	138	401	572	2292	3601
1500-1599.....	129	164	304	438	2157	3192
1600-1699.....	74	16	159	249	1064	1628
1700-1799.....	31	16	63	174	481	765
1800-1899.....	21	51	98	266	624	1060
1900-1999.....	5	20	54	86	222	387
2000 and over.....	12	21	1	431	1257	1722
Total.....	95,080	20,764	12,404	16,754	39,387	184,389
Median.....	\$765	\$744	\$845	\$1003	\$1121	\$845

TABLE 15.—DISTRIBUTION OF SALARIES PAID PRINCIPALS IN RURAL SCHOOLS, 1922-23

Salary Groups	Elementary school only	Organized high school only	Schools having both elementary and high school pupils	Total
1	2	3	4	5
Under 300.....	498		102	600
300-399.....	621	3	104	728
400-499.....	632	3	146	781
500-599.....	482	24	225	731
600-699.....	607	19	308	934
700-799.....	474	35	429	938
800-899.....	554	66	633	1253
900-999.....	640	99	842	1581
1000-1099.....	652	271	850	1773
1100-1199.....	522	326	822	1670
1200-1299.....	452	453	871	1776
1300-1399.....	373	320	768	1461
1400-1499.....	318	276	494	1088
1500-1599.....	291	248	509	1048
1600-1699.....	219	187	409	815
1700-1799.....	94	139	291	524
1800-1899.....	228	254	712	1194
1900-1999.....	62	109	214	385
2000-2099.....	99	184	529	812
2100-2199.....	54	66	193	313
2200-2299.....	42	123	255	420
2300-2399.....	51	84	105	240
2400-2499.....	72	126	230	428
2500-2599.....	71	69	202	342
2600-2699.....	34	35	63	132
2700-2799.....	18	71	114	203
2800-2899.....	11	21	53	85
2900-2999.....	8	14	65	87
3000 and over.....	59	135	165	359
Total.....	8238	3760	10,703	22,701
Median.....	\$639	\$1495	\$1303	\$1220

to expect an adequate supply of competent young people to undergo the training that will fit them to be successful teachers. The whole situation calls for earnest consideration by the American people.

Trends in Teachers' Salaries in the United States

The median salaries for elementary, junior high school, and senior high school teachers, taken from all available studies which contained data at all comparable, are given in Table 16 for selected years since 1913. These medians and the percentages speak for themselves. The groups are not always exactly comparable but they are the best now available and are comparable enough to show cer-

tain trends rather distinctly. There was relatively little increase in teachers' salaries between 1913 and 1918. Most of the salary increases granted teachers came after the 1918-19 study. There appear to have been relatively few increases in 1922-23 over the preceding year—only about as much as might be expected from the regular increases provided in salary schedules. Table 16 shows that the largest increases proportionately were given to the elementary teachers and the smallest to the high school teachers. These medians and the percentage increases should be used with caution, however, because of the unavoidable variations in the data as explained at the foot of the table.

TABLE 16.—TRENDS IN MEDIAN SALARIES PAID IN CITY SCHOOLS FOR THE PERIOD 1913-14 TO 1922-23

Class of Teachers	Size of City	1913-14 ¹	1918-19 ²	1919-20 ³	1921-22 ⁴	1922-23 ⁴	Percentage of Increase 1922-23 over 1913-14	Percentage of Increase 1922-23 over 1918-19
1	2	3	4	5	6	7	8	9
Elementary ⁵	Over 100,000	\$807	936	1293	1848 ⁶	1871 ⁶	129.00	97.43
	30,000 to 100,000	669	874 ⁷	1087	1676	1776	107.68	79.06
	10,000 to 30,000	597 ⁸	774 ⁸	950 ⁸	1379 ⁷	1466	119.13	67.73
	5,000 to 10,000	.....	677	.....	1241 ⁶	1289	115.91	66.54
	2,500 to 5,000	.....	693	.....	1097	1204	.....	77.84
	All cities	.....	856	.....	1524	1653	.....	59.88
Junior High School	Over 100,000	850	1226	1478	2136 ⁶	2006	151.29	74.22
	30,000 to 100,000	783	1031 ⁷	1253	1665	1776	136.00	63.62
	10,000 to 30,000	707 ⁸	943 ⁸	1059 ⁸	1450 ⁶	1439	112.64	76.56
	5,000 to 10,000	.....	775	.....	1370	1370	103.54	52.60
	2,500 to 5,000	.....	738	.....	1290	1271	.....	76.77
	All cities	.....	951	.....	1565	1797	.....	72.22
Senior High School	Over 100,000	1325	1513	1850	2487 ⁶	2403	87.70	64.38
	30,000 to 100,000	1075	1283 ⁷	1525	1917	1917	81.36	58.82
	10,000 to 30,000	925 ⁸	1067 ⁸	1325 ⁸	1670	1670	78.33	51.78
	5,000 to 10,000	.....	944	.....	1567	1567	80.54	52.23
	2,500 to 5,000	.....	918	.....	1469	1469	.....	66.00
	All cities	.....	1224	.....	2101	2101	.....	60.02
School Nurses	Over 100,000	792	.....	1246	.....	1423	.....	79.67
	30,000 to 100,000	800	.....	1164	.....	1395	.....	74.38
	10,000 to 30,000	758 ⁸	.....	1100 ⁸	.....	1510	.....	99.20
Attendance Officers not including Chief Attendance Officer	Over 100,000	1045	.....	1400	.....	1587 ⁴	.....	51.86
	30,000 to 100,000	908	.....	1280	.....	1583	.....	74.34
	10,000 to 30,000	496 ⁸	.....	800 ⁸	.....	1035	.....	108.67
Index	Cost of Living ⁹	100	174	200	170	172	72.00	.....

The sources of the above medians are indicated in the footnotes below. In interpreting these figures it should be kept in mind that the medians for the cities over 100,000 are not directly comparable since New York salaries were included in some of the studies from which the medians are taken and are not included in others. The higher salaries paid in these cities outweigh the medians where they are included. For that reason, we have indicated as far as data is available, the medians with and without New York City. Other factors also enter in that make it necessary to use these medians cautiously for comparative purposes.

¹ The medians in this column are based upon the figures given on page 14 of Know and Help Your Schools—First report of the National Committee for the Chamber of Commerce cooperating with the Public Schools, published by the American City Bureau. They represented approximations based upon the medians in this report which are given separately for men and women and do not include salaries paid in New York City. ² The medians in this column are from Teachers Salaries and Salary Schedules 1918-19, E. S. Evenden, National Education Association, page 15 and following. The distributions on which these medians are based did not include New York City in the largest group of cities. ³ The medians in this column are from Bulletin One of the Research Division of the National Education Association, January, 1922, pages 17 and 25. ⁴ The medians in this column are based upon the results of the present report, see Tables 5, 6, 7. ⁵ The first of these two figures is the median including the teachers of New York City. ⁶ This median is based on distributions of salaries paid in cities 8000 to 30,000 in population. ⁷ This median is based on distributions of salaries paid in cities 2500 to 100,000 in population. ⁸ This median is based on distributions of salaries paid in cities 10,000 to 2500 in population. ⁹ See Table 18 for the source of these index numbers.

TABLE 17.—DISTRIBUTION OF SALARIES PAID CITY ELEMENTARY TEACHERS IN THE UNITED STATES
1913-14 to 1922-23

Amount of salary	Elementary Teachers					Junior High Teachers					Senior High Teachers					Per cent of Elementary Teachers Receiving Salaries in					Per cent of Junior High Teachers Receiving Salaries in			Per cent of Senior High Teachers Receiving Salaries in			
	1913-14	1918-19	1919-20	1922-23		1913-14	1918-19	1919-20	1922-23		1913-14	1918-19	1919-20	1922-23		1913-14	1918-19	1919-20	1922-23		1913-14	1918-19	1922-23		1913-14	1918-19	1922-23
	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
Below \$500	3626	927	308	444	20	12	2	.....	37	17	11	.....	8.82	.....	2.76	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
500-599	6846	2060	448	444	97	115	16	.....	83	26	19	.....	16.67	0.42	13.39	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
600-699	7872	3976	1171	332	143	187	51	.....	376	117	30	.....	19.17	0.31	19.75	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
700-799	7917	5922	2832	831	128	383	110	.....	714	383	49	.....	19.28	0.77	17.68	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
800-899	5095	5340	4791	1619	121	286	183	.....	1002	749	201	.....	12.40	1.50	16.71	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
900-999	4724	5202	6199	2927	76	329	408	.....	1035	1013	449	.....	11.51	2.71	10.50	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1000-1099	3192	2909	8086	5822	37	276	379	408	897	1236	740	.....	7.20	5.40	5.11	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1100-1199	491	2669	5937	6324	31	256	407	408	1035	1013	795	.....	3.20	3.86	4.28	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1200-1299	854	1990	5937	9455	35	163	521	407	1061	1061	1202	.....	2.10	8.36	4.84	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1300-1399	129	1836	6017	8960	13	128	532	860	1061	1061	2087	.....	0.30	9.20	0.83	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1400-1499	162	533	3058	9918	6	69	385	860	588	607	1000	.....	0.24	9.70	0.83	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1500-1599	92	41	4323	10,469	6	22	293	949	504	643	1177	.....	0.11	8.69	0.55	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1600-1699	45	50	3474	9369	4	15	234	809	341	585	1160	.....	0.05	8.56	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1700-1799	21	16	1321	9237	7	8	218	870	275	469	1111	.....	0.02	6.44	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1800-1899	8	12	925	6952	.....	6	218	870	275	469	1111	.....	0.02	6.44	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1900-1999	6	4	222	5015	7	8	220	711	67	292	861	.....	0.014	4.65	0.97	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2000-2099	6	3	531	11,713	11	4	116	765	169	315	2071	.....	0.014	10.86	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2100-2199	.....	.....	.....	1283	.....	.....	6	565	33	11	576	.....	.....	1.20	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2200-2299	.....	.....	.....	1486	.....	.....	.....	524	.....	.....	178	.....	.....	1.38	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2300-2399	.....	.....	.....	1024	.....	.....	.....	251	.....	.....	.....	.....	.....	0.95	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2400-2499	.....	.....	.....	3368	.....	.....	.....	170	.....	.....	.....	.....	.....	0.81	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2500-2599	.....	.....	.....	870	.....	.....	.....	136	.....	.....	.....	.....	.....	0.81	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2600-2699	.....	.....	.....	6	.....	.....	.....	40	.....	.....	.....	.....	.....	0.81	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2700-2799	.....	.....	.....	59	.....	.....	.....	65	.....	.....	.....	.....	.....	0.0654	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2800-2899	.....	.....	.....	53	.....	.....	.....	.....	.....	.....	.....	.....	.....	0.0049	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2900-2999	.....	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	0.002	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3000	.....	.....	.....	11	.....	.....	.....	37	.....	.....	.....	.....	.....	0.0010	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	41,087	32,499	54,688	107,951	724	2186	4390	10,499	8298	8990	13,699	33,541	33,541	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Median.....	\$728	863	1169	1570	\$780	968	1306	1704	\$1101	1233	1610	2033	2033	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....

Read Table 17 as follows: 3626 elementary teachers were reported receiving salaries below \$500 in 1913-14; 6846 were reported receiving salaries from \$500 to \$599, etc. (column 2). New York City is excluded from all the above distributions. The source of the distributions given by columns are as follows: *Know and Help Your Schools, Teachers Salaries and Salary Schedules 1918-19*, and the present inquiry. See Appendix for full statement of references.

Another indication of salary trends is given by comparing the total distributions for elementary, junior high school, and senior high school teachers for different years as given in Table 17. The number of teachers are not the same in any of the cases but the facts were obtained in practically the same manner and are largely representative for the country as a whole for the years included. The most significant changes which these tables show are the elimination of the very low salaries for each group since 1913-14 and the increase in the number of larger salaries. Even allowing for the decrease in the purchasing power of these salaries there has been a general elimination of salaries so low that they discouraged capable people from entering or remaining in teaching and a corresponding increase of higher salaries that will tend to encourage them to do so.

Teachers' Salaries and the Depreciation of the Dollar

In studying these tables it should be kept clearly in mind that although the number of dollars paid to teachers have increased, they are not the same kind of dollars with which they were paid before the war. Furthermore, teachers' salaries lagged behind the increased cost of living and lagged behind the increases granted in practically every other occupation and profession since 1913. During practically all of this period teachers were receiving salaries with less purchasing power than they had received and less proportionately than others were receiving and at the same time paying more in proportion for their necessary expenses than others.¹

At first glance Tables 16 and 17 indicate substantial increases in teachers' salaries. Table 18 sheds a different light upon these

¹ See Bulletin One of the Research Division, National Education Association, June, 1922, pp. 42 and 43.

TABLE 18.—PURCHASING POWER OF TEACHERS' SALARIES

Year	Average salary of teachers in the U. S.	Index of cost of living	Purchasing power of average salary	Index of purchasing power of average salary	Average salary in a large city	Index of cost of living	Purchasing power of average salary in city	Index of purchasing power of city salary
1	2	3	4	5	6	7	8	9
1913.....	\$515	100	\$515	100.0	\$1,143	100	\$1,143	100.0
1914.....	525	103	510	99.0	1,160	103	1,126	98.5
1915.....	543	105	517	100.4	1,167	105	1,111	97.2
1916.....	563	118	477	92.6	1,204	118	1,056	92.4
1917.....	599	142	422	81.9	1,257	142	955	83.5
1918.....	635	174	365	70.8	1,327	174	762	66.6
1919.....	736	199	370	71.8	1,483	199	745	65.2
1920.....	837	200	418	81.1	1,703	200	851	74.4
1921.....	987	174	567	110.1	1,809	174	1,039	90.9
1922.....	1,017	170	598	116.1	1,848	170	1,087	95.1
1923.....	1,020	172	593	115.1	1,860	172	1,081	94.5

Read the figures of this table as follows: The average salary of teachers between 1913 and 1920, for example, increased from \$515 to \$837. It took 200 cents in 1920 to purchase what 100 cents bought in 1913 (column 3). Therefore, the \$837 salary of 1920 had a purchasing power of \$418 (column 4) on the 1913 basis. Since this \$418 is but 81.1 per cent (column 5) of \$515, the 1913 average, the purchasing power of teachers' salaries in 1920 was 81.1 per cent of what it was in 1913. Similarly read the figures for the other years and for the large city.

The average salary figures are based on those of the U. S. Bureau of Education, except for 1921 on, which are estimated. The index figures on the cost of living are those of the U. S. Department of Labor, except for 1923, which is estimated on the basis of present indications. See Bulletin I of the Research Division, June, 1922, page 44, for a full statement of the sources of information and methods of calculation used in this table.

increases, however. This table gives the average salaries paid teachers in the country as a whole since 1913. The figures of column two are probably indicative of the salaries paid in the best rural schools of the country. The average yearly salary rose from \$515 to \$1020 in 1923.

This appears to be a substantial increase. The index numbers on the cost of living indicate, however, that where one hundred cents in 1913 were required to purchase a set amount of certain commodities, one hundred and seventy-two cents are necessary in 1923. The \$1020 of 1923 were therefore really worth \$593 in 1913 dollars, or a real increase of 15.1 per cent over the average salary of 1913. The depreciation of the dollar has taken away most of the apparent increases. The figures in columns six to nine, presenting similar figures for a typical large city, tell us that in spite of substantial dollar increases in the average salary paid in this city, there was really a decrease in the purchasing power of teachers' salaries. The \$1143 salary of 1913 was replaced in 1923 by a salary with a purchasing power of 94.5 per cent of what it was in 1923. If there had been no changes in the purchasing power of the dollar between 1913 and 1923, and if the average salary paid in this city had remained at \$1143 throughout these years, the teachers would be better off than they actually are.

The question probably arises, will not decreases in the cost of living give teachers' salaries an increasing purchasing power fol-

lowing 1923. Indications at present are to the contrary. Between September, 1922, and March, 1923, there was an increase of three points in the cost of living figures of the United States Department of Labor. The leading article in the *Literary Digest* of March 24, 1923, gives figures showing that there has been a rapid rise of prices during the first months of 1923 and quotes a statement that "during the last twenty-one months this country has experienced the sharpest advance in prices that has ever taken place during peace times and on a gold basis." The cost of living will probably rise rather than fall during 1923-24.

Salaries and the Supply of Teachers

Are present salaries adequate to guarantee a trained and competent teacher for every classroom in the United States? Recent studies indicate that less than half of the Nation's teachers are adequately prepared for their work. Three out of every five teachers have training less than the equivalent of Normal school graduation. In 1922-23 thousands of teachers are in charge of classrooms who have had less than one year's training beyond the eighth grade, are teaching their first year, and are less than twenty-one years of age. Apparently salaries are still inadequate in many places to guarantee an adequate supply of trained classroom teachers. It is the children who are the sufferers when untrained teachers are allowed to take the place that trained teachers should occupy.

TABLE 19.—INCREASES IN SALARIES OF ADMINISTRATIVE AND SUPERVISORY OFFICERS SINCE 1913-14

Position	Size of City	Median Salaries Paid in			Percentage of Increase	
		1913-14 ¹	1919-20 ¹	1922-23 ²	1919-20 over 1913-14	1922-23 over 1913-14
1	2	3	4	5	6	7
Superintendent of Schools	Over 100,000	\$5187	\$5833	\$8000	12.4	54.23
	30,000-100,000	3435	4358	5861	26.8	70.63
	10,000-30,000	2350 ³	3287 ⁴	4110	39.9	74.89
Assistant or Associate Superintendent.	Over 100,000	3166	4045	4500	27.7	42.13
	30,000-100,000	2000	2786	3333	39.3	66.65
	10,000-30,000	1750 ³	2178 ⁴	3025	24.4	72.86
Supervisors ⁵	Over 100,000	1708	1998	2800	17.0	63.93
	30,000-100,000	1100	1667	2400	52.9	118.18
	10,000-30,000	1000 ⁴	1337 ⁴	1871	.....	87.10

¹ The medians in this column are from Know and Help Your Schools, Part I, page 17.

² The medians in this column are taken from the tables in the appendix which give in detail the distributions of salaries paid these officers.

³ These medians are based on distributions of salaries paid in cities 8000 to 30,000 in population.

⁴ The medians for supervisors are for all supervisors except for 1922-23. In this year the median salary paid the "primary supervisor" as shown in the tables in the appendix was selected as being representative for supervisors.

It is the rural children that suffer most. The teachers of training and experience go to the cities where the higher salaries are paid, while the untrained transients are left for the rural schools. The truth of these statements is shown in Tables 78 and 79. A shortage of 6864 teachers in 1922-23 was reported by the 999 rural superintendents who replied to the inquiry of the National Education Association. If all superintendents had replied and similarly reported, it would mean that in 1922-23 there was a total shortage of 25,000 properly qualified teachers in the rural schools of the country. Yet at the same time, as is shown in Table 65, there was a tendency to lower the salaries of rural teachers.

Certain Trends in Salaries for Administrative and Supervisory Officers

Table 19 gives the median salaries for various administrative and supervisory officers for the three largest size groups of cities. In these groups as with the groups of teachers the largest increases have come for the lowest paid workers. This is due both to the low base upon which the percentage is computed and the emphasis on the "cost of living argument" made use of so frequently in campaigns for higher salaries during the war. This argument naturally raised the low salaries more in proportion than others. The superintendents, the highest paid group, for the above reason, got the smallest increases. As a group they are not now as well paid as before the war.

Trends in Salaries of State Superintendents of Schools

In March of the present year the Director of the Research Division gathered the data on the salaries of State Superintendents of schools given in Table 20. This table carries its own explanation and affords further corroboration of the statements just made that administrative officers have not had their salaries raised in proportion to the increase in the cost of living.

This tendency to cut down the drawing power of the salaries of the leaders in the field of education receive will have disastrous results if continued. Its effects are less immediate. Present leaders may be willing to continue to accept depreciated salaries, but will

there be equally capable people to take their places if this tendency continues? This is the question that should be answered by those who desire to have competent leaders in charge of the schools.

Elements to be Considered in Interpreting Trends in Teachers' Salaries

There are certain elements which should be constantly borne in mind in interpreting any figures dealing with trends in salaries paid as shown by statistics similar to those made available in this report. These elements so definitely affect conclusions that fairness to all concerned makes it necessary that their presence should be known and where possible their effect considered. The first of these is the danger of giving a false impression of the size of teachers' salaries by using annual salaries instead of salaries for shorter time periods. There is always danger that the unthinking citizen will hear of salaries of \$1,200 and \$1,500 being paid to teachers and mentally label them as too high. At the time this report is being written bricklayers in some of the larger cities are getting \$12 and \$15 and in some cases more per day. At that rate of daily wage the bricklayer would need to work only 100 days in the year to earn the teacher's "high salary," leaving him the other 265 days free. Turn the calculation around and the salary of \$1,200 and \$1,500 a year does not become a large "daily wage," especially when it is considered that a teacher must live the twelve months of the year on it even if he does earn it in ten. In addition to carrying the living expenses for the entire year the teacher is under heavier "professional overhead" than are most workers in other fields. Every few summers he is expected to attend summer school at an expense which usually takes the savings of the period since the previous attendance. He also is expected to dress up to a given standard, contribute liberally to all community undertakings, travel, read good books and many of them, attend professional meetings and take advantage of other forms of self-improvement, all of which make him worth more to the community he serves, but all of which costs him more than he gets in return, saving the satisfaction which comes from a worthy service better done.

TABLE 20.—SALARIES OF STATE SUPERINTENDENTS AND COMMISSIONERS OF EDUCATION

States	Actual salaries of State Superintendents in 1909	Salaries which in 1922 equal in purchasing power those paid in 1909	Actual salaries of State Superintendents in 1922	Loss or gain in purchasing power of State Superintendents' salaries 1909 to 1922
1	2	3	4	5
United States (average).....	\$2,970	\$5,201	\$4,871	\$330 loss
Alabama.....	3,000	5,253	5,000	253 loss
Arizona.....	2,000	3,502	3,300	202 loss
Arkansas.....	2,500	4,378	3,600	778 loss
California.....	3,000	5,253	5,000	253 loss
Colorado.....	3,000	5,253	3,000	2,253 loss
Connecticut.....	3,500	6,129	9,000	2,871 gain
Delaware.....	No office	.....	5,000	.....
Florida.....	2,500	4,378	4,500	122 gain
Georgia.....	2,000	3,502	4,500	998 gain
Idaho.....	2,400	4,202	2,400	1,802 loss
Illinois.....	7,500	13,133	7,500	5,633 loss
Indiana.....	3,000	5,253	5,000	253 loss
Iowa.....	2,200	3,852	4,000	148 gain
Kansas.....	2,500	4,378	3,000	1,378 loss
Kentucky.....	2,500	4,378	4,000	378 loss
Louisiana.....	2,000	3,502	5,000	1,498 gain
Maine.....	2,500	4,378	5,000	622 gain
Maryland.....	3,000	5,253	8,000	2,747 gain
Massachusetts.....	4,500	7,880	9,000	1,120 gain
Michigan.....	2,000	3,502	5,000	1,498 gain
Minnesota.....	3,000	5,253	5,000	253 loss
Mississippi.....	2,500	4,378	4,500	122 gain
Missouri.....	3,000	5,253	3,000	2,253 loss
Montana.....	3,000	5,253	3,600	1,653 loss
Nebraska.....	2,000	3,502	5,000	1,498 gain
Nevada.....	2,000	3,502	3,600	98 gain
New Hampshire.....	2,500	4,378	4,500	122 gain
New Jersey.....	5,000	8,755	10,000	1,245 gain
New Mexico.....	2,400	4,202	3,000	1,202 loss
New York.....	7,500	13,133	10,000	3,133 loss
North Carolina.....	3,000	5,253	4,000	1,253 loss
North Dakota.....	2,000	3,502	3,000	502 loss
Ohio.....	2,000	3,502	6,500	2,998 gain
Oklahoma.....	2,500	4,378	2,500	1,878 loss
Oregon.....	3,000	5,253	4,000	1,253 loss
Pennsylvania.....	5,000	8,755	12,000	3,245 gain
Rhode Island.....	4,000	7,004	6,000	1,004 loss
South Carolina.....	1,900	3,327	2,500	827 loss
South Dakota.....	1,800	3,152	1,800	1,352 loss
Tennessee.....	2,500	4,378	5,000	622 gain
Texas.....	2,500	4,378	4,000	378 loss
Utah.....	2,400	4,202	4,000	202 loss
Vermont.....	2,000	3,502	6,000	2,498 gain
Virginia.....	3,500	6,129	3,500	2,629 loss
Washington.....	3,000	5,253	3,000	2,253 loss
West Virginia.....	3,000	5,253	5,000	253 loss
Wisconsin.....	5,000	8,755	5,000	3,755 loss
Wyoming.....	2,000	3,502	3,000	502 loss

The table shows in column 2, the salary of each of the State Superintendents in 1909. Column 3 gives the salary which in 1922 had the same purchasing power as that paid in 1909, according to the cost of living statements issued by the United States Department of Labor. Column 4 gives the actual salary paid in 1922 and Column 5 indicates the amount of loss or gain in purchasing power.

Between 1909 and 1922 the public schools of 29 out of the 48 States lost in their ability to command capable leadership in so far as the quality of leadership is determined by the salary paid State Superintendents.

Between 1909 and 1920 the Nation's income measured in dollars increased 120 per cent. Between 1909 and 1922 the salaries of State Superintendents increased, on the average, 64 per cent and should have increased 75 per cent in order to have maintained their purchasing power.

The figures on which this table is based were made available by W. G. Reeder, Professor of Education, Ohio State University, Columbus, Ohio.

Second, the purchasing power of the dollar should always be regarded in considering increases that appear large when measured in dollars at different periods. This factor has been discussed at considerable length above, and only needs mentioning here.

Third, in considering all teachers' salaries at the present time it should constantly be kept in mind that standards of professional training are distinctly higher now than they were ten or fifteen years ago. Furthermore, the expense involved as well as the additional time used in meeting these standards is very much greater than before the war. Other things being equal teachers should receive more salary now than in 1913-14 to the extent that they are better prepared than at that time.

A fourth element affecting teachers' salaries is the very definite increase in length of school term. Many states have by state enactments increased the minimum length of school term. An increasing number of cities are changing their eight months school terms to nine and ten months. A change, for instance, of the school term from eight months to ten would justify an increase of 25 per cent in a teacher's salary if she were paid on the basis of a week or a month's service. Stating teachers' salaries in terms of annual salaries does not show the increase due to this element.

The fifth element to be borne in mind in comparing salaries of the present time with those of previous years is that the comparisons are almost always based upon the salaries in 1913-14. This year, just previous to the beginning of the World War, has been selected by various economic agencies as the basis for computing various indices on wholesale and retail prices and on the cost of living. The choice of this period as the basis for computing advances in educational salaries is distinctly unfortunate since an exhaustive study of teachers' salaries at that time showed convincingly that teachers in 1913-14 were very poorly paid compared with the remuneration in other fields. If they were relatively poorly paid in 1913-14 and the percentages of increase are computed upon this relatively low base the increases will naturally be larger than they would be had they been computed on a higher base. As a result of this whenever the statement is made that the cost of living increased, for instance, 100 per cent over 1913-

14 and the teachers' salaries at the same time increased 100 per cent it does not mean that teachers are as well provided for as in 1914 since the discrepancy existing at that time between teachers' salaries and the cost of living has been accentuated by the increase.

Adequacy of Present Teachers' Salaries

In the light of the salaries now being paid in the United States and the increases which have been shown in the preceding paragraphs the question naturally arises how adequately are teachers paid at the present time and what should be the general attitude toward teachers' salaries during the next few years. Several attitudes are possible but before any of these are adopted and put into practice school men and parents should realize the immediate and far-reaching effects of their decisions.

Some will think it best to put forth every effort to maintain the present standards of salaries for teachers where they are high and to raise them where too low, with constant emphasis upon securing from those already employed and from the new teachers added to the staff a constantly improving teaching ability and service. If this solution is adopted any further decrease in prices affecting the cost of living will result in a relative increase in the purchasing power of teachers' salaries. Such an increase is as real as actual salary increases with the cost of living remaining stationary. Under these conditions a Board of Education is justified in demanding a higher type of service for a given salary than it would be able to secure had the cost of living not decreased.

A second attitude would advocate lowering teachers' salaries at the present time. This lowering, first determined upon, would be brought about by one device or another and school systems would have to content themselves with the type of inexperienced, untrained service which they have been able to buy for low salaries in the past. The disadvantage of this solution to the problem would be apparent at some future time when the community so lowering salaries decided to improve its schools. Then, instead of having but one campaign of maintaining salaries where they are, which is involved in the first solution, this community would have two fights to wage, first to secure public sentiment in favor of better schools and then to secure increased

support for the higher salaries necessary to secure the trained teachers essential to better schools. The possibility of such a community actually getting better schools is, of course, diminished by more than half.

A third solution is a compromise between these two, namely, keeping salaries where they are, but with a definite curtailment of the service rendered by the schools. On this basis many types of educational opportunities are eliminated, teachers are expected to work longer periods and instruct larger classes. This solution also has the disadvantage of the second, namely, that any subsequent desire to increase the efficiency of the schools involves one campaign to reinstate manual training, domestic art, general science, wood-working, and other services which have been eliminated from the schools and the second campaign to again increase the support which will make these possible.

These problems, important at any time, are

of tremendous importance to the American public school system at the present time. Almost every American community must decide in the period of the next few years whether it will continue to support its public schools at their present efficiency, whether it will support them to a degree that they may be more efficient than at present, or whether they will curtail them now in a manner and to a degree which will handicap their service to the country for at least two or three school generations.

Present Tendencies in Solving Salary Problems

For the first time in a decade present conditions are favorable to improvement of the teaching personnel of the Nation. If this is actually to be accomplished it is essential that the better salary schedules now in operation be maintained and that other schedules be raised. In order to throw some light upon

TABLE 21.—MAINTENANCE OF SALARY SCHEDULES IN CITIES, 1923-24

Salary schedule in 1923-24	Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		All cities	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
<i>I</i>	2	3	4	5	6	7	8	9	10	11	12	13
No change.....	47	84	82	82	164	75	180	68	214	68	687	72
Increase.....	8	14	18	18	50	23	79	30	90	29	245	26
Decrease.....	1	2	0	0	5	2	4	2	9	3	19	2
Total.....	56	100	100	100	219	100	263	100	313	100	951	100

TABLE 22.—SALARY BONUS IN CITIES

		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		All cities	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
<i>I</i>		2	3	4	5	6	7	8	9	10	11	12	13
Bonus granted in last five years?	Yes	26	44	42	42	78	35	104	38	100	31	350	36
	No	33	56	58	58	147	65	169	62	219	69	626	64
Total.....		59	100	100	100	225	100	273	100	319	100	976	100
Bonus permanent?	Yes	14	70	21	54	40	58	39	41	35	37	149	47
	No	6	30	18	46	30	42	55	59	59	63	168	53
Total.....		20	100	39	100	70	100	94	100	94	100	317	100

TABLE 23.—CITY SALARY INCREMENTS IN 1922-23

Regular increases in 1922-23		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		All cities	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
<i>I</i>		2	3	4	5	6	7	8	9	10	11	12	13
Allowed.....		53	93	86	83	73	85	166	81	142	69	520	79
Not allowed.....		4	7	18	17	13	15	39	19	63	31	137	21
Total.....		57	100	104	100	86	100	205	100	205	100	657	100

this matter, the following question was asked of all superintendents: "Do you expect a change in your present salary schedule in 1923-24?"

Will the present schedule be increased, maintained or decreased?"

The answers to this question are given in Table 21. This table indicates that by far the majority of cities are going to maintain their salary schedules, a smaller number are increasing them, while a few have decided that they should be decreased. It is to be regretted that most of the cities who plan to decrease their salary schedules are among the smaller groups where salaries are already too low. From the study of the answers to this question by sections of the country, it was also found that the majority of cities planning reduction of salaries were in sections of the country where salaries were relatively low.

Another question which throws light upon the attitude of boards over the country is that concerning the salary bonus. At one time or another during the abnormal period caused by the War, many Boards of Education attempted to adjust teachers' salaries to the increased cost of living by granting a salary bonus. The use of this method probably implies an unwillingness on the part of the Board of Education to increase teachers' salaries permanently. The adjustment to abnormal prices was made in the form of a bonus in order that it might be withdrawn as soon as the fall in prices warranted it. The answers to the question, "Have you within the last five years given a salary bonus?"

Has the bonus been made permanent?" as given in Table 22 show the number of cities which made use of the "bonus" device, and the number who have made the salary increase involved in the bonus a permanent part of teachers' salaries. Many of the cities have retracted the bonus and thereby reduced the salary increases previously given. Here again we find the largest percentage of retractions in the smallest cities. It is probably true in many cities, however, that new salary schedules granting permanent increases were adopted before the bonus was retracted.

During the past year a few Boards of Education felt that reductions in teachers' salaries should be made, but thought it best to make these reductions indirectly. In those cities the existing salary schedule was retained, but all teachers were notified that the increase in salary provided for by the schedule would be suspended for that year. If it was absolutely necessary to reduce the salaries, this is probably an easier way to do it than to make a new salary schedule with lower salary standards. It involves, however, one distinct danger; namely, starting the practice of failing to abide by the provisions of a salary schedule. If the increase is not granted one year, it is possible that the minimum may be lowered another and the maximum readjusted at still another time. If a salary schedule is to be such a temporary thing, one of the principal advantages of scheduling salaries is lost. The question was asked in the inquiry: "Were the regular salary increases provided by your salary schedule allowed in 1922-23?" Table 23 gives the answers. A regrettable number of cities used this device for reducing salaries. As in the other questions on this matter, the small cities were the worst offenders.

Yet another method of reducing school expenditures without apparently changing the salary schedule is to reduce the number of teachers employed, dismiss special teachers and supervisors, and increase the number of pupils in the regular classes. In an attempt to discover how frequently the last practice has been adopted, superintendents were asked to give the average number of pupils enrolled per class in elementary schools for the last three years. Reports on this question are, of course, influenced by different methods of computing the average number enrolled, but the tabulation of the answers given, in Table 24, may be taken as indicative of the tendency in cities of various sizes throughout the country. It is gratifying to note that there is no tendency to increase the size of classes during the last three years. If anything, it is toward a slight decrease in size. A continuance of this tendency is to be desired since in the majority of cities the classes are too large to be handled effectively by one teacher.

TABLE 24.—AVERAGE NUMBER OF PUPILS PER ELEMENTARY SCHOOL CLASS

Average size of elementary class	Cities over 100,000 in population			Cities 30,000 to 100,000 in population			Cities 10,000 to 30,000 in population			Cities 5,000 to 10,000 in population			Cities 2,500 to 5,000 in population			Grand total
	1921	1922	1923	1921	1922	1923	1921	1922	1923	1921	1922	1923	1921	1922	1923	
Under 30																
30	1			6	5	4	15	11	18	31	25	21	34	35	31	236
31	1	1	1	4	4	4	7	7	5	3	5	8	5	9	7	182
32	2	3		1	2	3	20	14	17	12	15	15	6	11	16	71
33			1	3	5	8	7	6	11	6	8	9	13	13	10	137
34		1		6	5	4	9	15	9	12	7	15	12	7	12	100
35	3	3	5	11	10	11	24	30	30	22	28	33	43	37	43	114
36	3	5	8	3	7	7	8	13	8	8	15	14	8	7	13	333
37	3	4	3	4	3	2	11	6	17	10	15	16	8	14	17	127
38	7	7	7	6	8	3	11	17	18	14	14	17	25	24	15	133
39	4	3	4	6	2	5	6	4	11	9	3	3	2	15	11	193
40	8	6	5	7	11	7	26	17	16	32	36	20	33	39	40	88
41	4	2	3	4	5	3	2	6	2	4	7	6	3	5	7	63
42	4	5	3	7	6	10	5	7	10	5	9	4	8	3	5	91
43	3	2	2			2	4	3	1	7	4	7	3	3	4	45
44				2	3	2	3	5	4	3	2	3	1	1	7	36
45	1	1	1	3	1		1	1	4	8	7	9	14	8	5	64
46		1				1	4	1		2	2	2	3	5	2	23
47	1			2	1	1		1	1	1	2		2	1	3	16
48									1	1	2	3		2	3	12
49	1	1					1	1		1		2	2		1	10
50			1	1		1	1	1		1			2	2	4	14
51			1							1		1	1	1		4
52									1			1	1	1		5
53		1									1	1				3
Over 54	1									3	1		5	7		17
Total.....	47	46	45	82	81	84	180	182	194	218	225	224	257	274	281	2420
Median.....	39	38	38	37	36	36	35	35	35	35	36	36	35	36	36	35

Tendencies in Rural School Districts

In order to have data comparable to those just given for city school systems for the rural districts, a post card inquiry was sent to all County Superintendents in the country as a supplement to the inquiry which had already been sent out by the United States Bureau of Education. County Superintendents were asked to estimate the percentage of teaching positions that in 1923-24 (a) will pay a smaller salary than this year; (b) the same salary as this year; (c) a larger salary than this year. Table 79 is based on the percentages reported. This table shows the number of districts in each state where rural teachers will receive lower salaries next year than this, the same salaries, and larger salaries. Taking the total situation for the rural districts of the country, next year will show a gain over the past year. The gain, however, is greatly diminished by the large number of districts where salaries will be smaller next year than in 1922-23. Several other significant con-

clusions are justified by this table. In the first place, most of the states where education is least adequately supported show a larger percentage of reductions. In the second place, in those states where the schools are supported almost exclusively by local taxation, and that taxation based on general property taxes, large numbers of districts are reducing teachers' salaries. In states where the majority of the property is in rural and agricultural districts this is particularly true. In the third place, this table gives definite evidence of the different state attitudes toward education. A number of the states do not report the retraction of any salaries, while some states are reducing more than a third of their teachers.

The figures just presented, in conjunction with the other figures in this chapter, give added evidence that 1923-24 and 1924-25 are going to be years as critically important to the future of education in this country as any two preceding years in our history.

CHAPTER II

Salary Schedules in the Cities of the United States, 1922-1923

Salary schedules for teachers are a recent development in education. A few years ago they were found only in the larger cities and an occasional smaller city. Today the city without a schedule of salaries is the exception rather than the rule. In 1918-19 less than half of the cities of the United States included in the study of the National Education

TABLE 25.—NUMBER AND PERCENTAGE OF CITIES WITH SALARY SCHEDULES

Having regular salary schedule	Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
	Number	Per Cent	Number	Per Cent	Number	Per cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Yes	56	100	96	91	175	77	175	61	158	46	660	65
No	0	0	10	9	53	23	110	39	187	54	360	35
Total.....	56	100	106	100	228	100	285	100	345	100	1020	100

TABLE 26.—MINIMUM SALARIES IN CITIES OVER 100,000 IN POPULATION

Amount of minimum salary	No. of cities reporting minimum indicated for									
	Kindergarten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
Below \$1000	3	2								
1000-1099	11	14	2	2	4	5				
1100-1199	4	4	2			3	1			
1200-1299	17	25	3	6	10	7	2			
1300-1399	2	2	6	6	7	2				
1400-1499	1	3	3	9	1	3	3			
1500-1599	5	5	1	9	4	2	1	1		
1600-1699			3	10	2		5	2		
1700-1799				1						
1800-1899			3	4			3	2		
1900-1999			1	1	1		3	4		
2000-2099				1			2	6		1
2100-2199			1	1			3	5		
2200-2299								3		
2300-2399								2		
2400-2499									1	1
2500-2599									2	
2600-2699							1	1		2
2700-2799									2	2
2800-2899								1	1	
2900-2999									1	
3000-3099								1	3	7
3100-3199									2	1
3200-3299									1	2
3300-3399										
3400-3499									1	
3500-3599										2
3600-3699										1
3700-3799										
3800-3899								1	2	3
3900-3999										
4000-4099									2	3
4100-4199										1
4200-4299										3
4300-4399										1
4500-4999										1
5000-5999										2
5500 +										1
Totals.....	43	55	25	50	29	22	24	29	19	37
Median.....	\$1221	1230	1392	1522	1307	1243	1750	2092	3050	3272
Mode.....	1200	1200	1300	1600	1300	1200	1600	2000	3000	3000

Read Table 26 as follows: Three cities of this size reported a minimum salary below \$1000 for kindergarten teachers, 11 a minimum between \$1000 and \$1099 (column 2), etc. The median for kindergarten teachers reported by 43 cities of this size is \$1200. Similarly read the other columns of this table.

Association had an established salary schedule.¹ The extent to which cities now use this plan of determining teachers salaries is shown in Table 25. Only 10 of the 162 cities over 30,000 which answered the question "Have you a regular salary schedule?" answered in the negative. The most significant thing in this table is the increased proportion of smaller cities adopting salary schedules. This is shown both by the fact that 65 per cent of the total cities reporting have schedules and also by the large per cent of cities of 10,000 and less who have them. Four years ago only thirty-two per cent of the cities of this size had schedules for teachers' salaries, now 53 per cent have them. It is safe to assume that scheduled salaries

are to be a permanent element in the administration of American schools.

Since schools have taken this device "for better or for worse" it must be the constant concern of all affected parties to see that the "better" results predominate. Salary schedules as has been pointed out in another section of this report are not an unmixed blessing. They may operate as effectively to keep salaries down and good teachers out as some of their enthusiastic supporters believe that they will operate to have the opposite results. It is possible for salary schedules to be so shaped that they will exercise a constant incentive toward better work, more adequate training and better professional attitude. Schedules should be

¹ Teachers' Salaries and Salary Schedules in the United States 1918-19, by E. S. Evenden, Commission Series No. 6, pages 41 and 42.

TABLE 27.—MINIMUM SALARIES IN CITIES 30,000 TO 100,000 IN POPULATION

Amount of minimum salary	No. of cities reporting minimum indicated for									
	Kinder-garten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
\$600-\$699	2	2	1	1	1					
700-799	2									
800-899	7									
900-999	7	9	2		2					
1000-1099	17	35	11	2	6	3	1			
1100-1199	4	6	5	2	7	2*	2	1		
1200-1299	13	15	10	14	7	11	1			
1300-1399	6	7	4	12	8	6				
1400-1499	3	2	3	19	2					
1500-1599	1	2	4	11	3		5	3		
1600-1699			1	5	2	1	3	8		
1700-1799				3			2	4		
1800-1899				5	1		1	5	3	
1900-1999							1	1		
2000-2099							3	2	2	2
2100-2199							3	2		
2200-2299								2	2	
2300-2399								1	1	1
2400-2499								2	1	3
2500-2599								2	2	3
2600-2699								2	2	2
2700-2799										2
2800-2899								1		1
2900-2999										
3000-3099									4	11
3100-3199										
3200-3299										2
3300-3399										1
3400-3499									1	
3500-3599										3
3600-3699										1
3700-3999										1
4000-4499										2
4500 and over										1
Total.....	56	85	41	75	39	28	24	37	19	36
Median.....	\$1094	1070	1215	1429	1250	1282	1634	1830	2525	3036

Read Table 27 as follows: Two cities of this size reported a minimum salary between \$700 and \$799 for kindergarten teachers; 3 a minimum between \$800 and \$899 (column 2), etc. The median for kindergarten teachers reported by 56 cities of this size is \$1094. Similarly read the other columns of this table.

TABLE 28.—MINIMUM SALARIES IN CITIES OF 10,000 TO 30,000 IN POPULATION, 1922-23

Amount of minimum salary	No. of cities reporting minimum indicated for									
	Kindergarten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
\$500-599		2								
600-699		4		1						
700-799	3	8								
800-899	3	16	4	2	2	1				
900-999	9	26	14	6	5	1				
1000-1099	24	50	8	7	7	2	2		1	
1100-1199	8	13	8	15	5	1	9			
1200-1299	11	19	10	35	9	10	12	2		1
1300-1399	1	3	6	26	4	2	6	2	1	
1400-1499	1	1	1	13	3	2	9	5		
1500-1599		1	2	13	1	3	7	7	2	2
1600-1699	1	1	1	3			6	3	1	1
1700-1799				2	1		1	3		
1800-1899			1		1	3	3	5	1	1
1900-1999							2	1		
2000-2099				1				3		6
2100-2199						1			1	1
2200-2299							2		1	1
2300-2399								1		
2400-2499									2	5
2500-2599								2		7
2600-2699										2
2700-2799							1			1
2800-2899									1	1
2900-2999									1	0
3000-3099										1
3100-3199										1
3200-3299								1		1
Total	61	144	55	124	38	26	62	37	13	38
Median	\$1065	1032	1119	1288	1200	1280	1411	1650	1850	2515

Read Table 28 as follows: Three cities of this size reported a minimum salary between \$700 and \$799 for kindergarten teachers, three a minimum between \$900 and \$899 (column 2), etc. The median for kindergarten teachers reported by 61 cities of this size is \$1065. Similarly read the other columns of this table.

TABLE 29.—MINIMUM SALARIES IN CITIES OF 5,000 TO 10,000 IN POPULATION

Amount of minimum salary	No. of cities reporting minimum indicated for									
	Kindergarten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
\$500-599		1								
600-699		3			1					
700-799		6	1							
800-899	2	16	3							
900-999	4	14	3	2			2			
1000-1099	20	49	14	5		2	5	1		1
1100-1199	14	17	6	7	1	4	9	1		
1200-1299	10	22	13	34	2	10	16	3	4	
1300-1399	5	9	6	6		2	5		1	
1400-1499	1	4	7	11		4	8	1	2	
1500-1599			2	18		5	10	2	3	1
1600-1699			1	9	1		5	2	1	3
1700-1799				5			3	2	2	1
1800-1899	1	1	1	6		2	1	5	1	2
1900-1999								1		1
2000-2099				1			1	2	4	17
2100-2199								1		6
2200-2299				2						2
2300-2399										1
2400-2499								1	1	7
2500-2599										7
2600-2699										1
2700-2799										1
2800-2899										2
2900-2999								1		1
3000-3099										1
3100-3199										1
3200-3299										1
Total	57	142	57	106	5	29	65	23	19	56
Median	\$1118	1063	1204	1384	1225	1285	1310	1775	1584	2134

Read Table 29 as follows: Two cities of this size reported a minimum salary between \$800 and \$899 for kindergarten teachers; four a minimum between \$900 and \$999 (column 2), etc. The median for kindergarten teachers reported by 57 cities of this size is \$1118. Similarly read the other columns of this table.

framed for and operated for the sake of the service rendered to the children and not for the financial safeguarding of any individual teacher or any group of teachers. It is true that the schedule that is best for the child is in the long run the best for the teacher. But the fact that public schools are primarily supported for the welfare of the children should never be lost sight of. This is the *sine qua non* of successful salary schedule construction.

In order to determine the changes in the

provisions of salary schedules in American cities in the last four years, cities were asked to give the minimum and maximum salaries, and the size and number of the annual increase which their salary schedules provided for different groups of teachers and principals.

The number of cities reporting for each size group with minimum salaries at the various levels are given for teachers and principals in Tables 26 to 30 inclusive. The fact that minima are listed in Tables 26 to

TABLE 30.—MINIMUM SALARIES IN CITIES OF 2500 TO 5000 IN POPULATION, 1922-23

Amount of minimum salary	No. of cities reporting minimum indicated for									
	Kindergarten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
\$300-399	1									
400-499	1									
500-599	1									
600-699		2								
700-799		6				1				
800-899	5	16	1							
900-999	5	28	4							
1000-1099	10	34	6	5		2	3			
1100-1199	4	15	12	3	6	4	11	1	1	1
1200-1299	5	11	12	16	5	1	7			1
1300-1399	1	2	7	23	4	4	11		2	1
1400-1499	3	4	1	23	2	2	3		3	1
1500-1599	2	2	1	8	4		7			
1600-1699				14	1	6	4			3
1700-1799			1	5		3	4	1	2	5
1800-1899			1	9			2			1
1900-1999							3	1	2	9
2000-2199			1	1		1			2	1
2200-2399				1			1			12
2400-2499										2
2500-2599										3
2600-2699										2
2700-2799										3
2800-2899										1
2900-2999										1
3000-3099										1
Total	39	127	54	113	22	24	58	3	16	48
Median	\$1055	1013	1134	1341	1200	1300	1255	1650	1550	2016

Read Table 30 as follows: One city of this size reported a minimum salary between \$300 and \$399 for kindergarten teachers, one a minimum between \$400 and \$499 (column 2), etc. The median minimum for kindergarten teachers reported by 39 cities of this size is \$1055. Similarly read the other columns of this table.

TABLE 31.—COMPARISON OF MEDIAN MINIMUM SALARIES PAID TEACHERS IN 1918-19 AND 1922-23

Size of city		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population	
Year		1918-19	1922-23	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23
1	2	3	4	5	6	7	8	9	10	11	12
Elementary	Median	\$731	1230	640	1070	610	1032	570	1063	613	1013
	Per cent below \$1000	100	3.64	100	21.18	100	39.	100	28.17	99.1	46.46
Junior high school	Median	788	1392	800	1215	813	1119	663	1212	700	1134
	Per cent below \$1200	100	25	100	46.34	100	61.82	100	47.37	100	64.81
Senior high school	Median	1038	1522	920	1429	837	1288	802	1384	806	1341
	Per cent below \$1200	88.	4.	93.75	8.	48.	25.	98.59	13.2	98.95	21.24

This table is based upon Tables 26 to 30 in the report and on Tables 30 to 32 in *Teachers' Salaries and Salary Schedules, 1918-19*, by E. S. Evenden, page 42.

30 for ten different grades of teachers and principals does not mean that it is the practice in most cities to provide such a wide differentiation in fixing minima. Most cities have the same minimum for kindergarten and elementary teachers and many the same for junior and senior high school teachers, etc. The tabulations given here simply present the facts relative to the minima which the schedules of various sized cities provide for the teachers and principals listed. These tabulations should be valuable to those

charged with the responsibility of revising salary schedules.

Salary Schedule Provisions for Minimum Salaries

Minimum salaries show practically the same kind of differences between groups of teachers as were noticed in the actual salaries paid given in Chapter I. The difference themselves are slightly less in amount as would be expected. Initial differences are accentuated by the differences in the size of increases which teachers receive with added experience.

TABLE 32.—MAXIMUM SALARIES FOR CITIES OVER 100,000 IN POPULATION

Amount of maximum salary	No. of cities reporting maximum indicated for									
	Kinder-garten teachers	Elemen-tary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
	1	2	3	4	5	6	7	8	9	10
Below \$1200		1								
1200-1299							1			
1300-1399							2			
1400-1499		1					3			
1500-1599		5	5				3			
1600-1699		3	2	1	1	1	3	1		
1700-1799		8	7	2	1	2	4			
1800-1899		5	13	2	3	4	3			
1900-1999		2	2	2	1	2		3		
2000-2099		11	14		3	7		2		
2100-2199			1	2	6	5	1	2	1	
2200-2299			1	1	2			4	1	
2300-2399				3	3	2				
2400-2499		1	2	4	6	1		2		
2500-2599		3	1		3	1		4		
2600-2699				2	2	2			1	
2700-2799			1	1	3			1	2	
2800-2899		2	1	3	4			2	2	1
2900-2999				1				2		
3000-3099			1		3	1		2	4	
3100-3199				1						1
3200-3299				2	3	1		2	1	
3300-3399					1			3		
3400-3499								1	1	
3500-3599					2			3	4	1
3600-3699								1		2
3700-3799					1					
3800-3899								3	1	
3900-3999									2	
4000-4099								4	4	9
4100-4299								1		2
4300-4399									1	1
4400-4499					1			2		2
4500-4599								2	2	7
4600-4699									1	1
4700-4799								1	2	
4800-4899										2
4900-4999										1
5000-5199									4	7
5200-5299										1
5300-5499								1		
5500-5699										2
5700-5799										1
5800-6499										2
6500-6599										1
Total.....	43	54	26	50	30	20	20	40	26	45
Median.....	\$1850	1877	2400	2483	2072	1633	2250	3333	4025	4536

Read Table 32 as follows: One city of this size reported a maximum salary between \$1300 and \$1399 for kindergarten teachers, 2 a maximum between \$1400 and \$1499 (column 2), etc. The median for kindergarten teachers reported by 43 cities of this size is \$1800. Similarly read the other columns of this table.

The most valuable information in the tables are the points of concentration for minimum salaries for the various kinds of teachers in the different sizes of cities. These tables give a reliable picture of present practice in establishing minimum salaries. For instance it is very clearly the practice in cities over 100,000 in population to set the minimum salary either at \$1000 or \$1200. It is significant, however, that five of these cities have set the minimum salary at \$1500. Four years ago not one of the cities reporting had a minimum salary for elementary teachers as high as \$1000.

Table 31 compares the medians of the scheduled minimum salaries in 1918-19 and in 1922-23 and gives the percentage of cities

for both years with minimum salaries below \$1000 for elementary teachers and below \$1200 for junior and senior high school teachers.

The fixing of the minimum salary point in a schedule is a problem that deserves careful consideration. It must be high enough to attract capable people with the desired amount of training and yet it must not be higher than necessary to obtain the above mentioned result or it might attend to attract and overpay teaching transients.

Another conclusion which may be drawn from the distributions of the minimum salaries is that at the present time there is less tendency to put special teachers, nurses and principals upon salary schedules than

TABLE 33.—MAXIMUM SALARIES IN CITIES 30,000 TO 100,000 IN POPULATION

Amount of maximum salary	No. of cities reporting maximum indicated for									
	Kinder-garten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
\$600- 699										
700- 799	1									
800- 899										
900- 999										
1000-1099										
1100-1199		2				1				
1200-1299	1	2			1	1				
1300-1399	4	5			2	1				
1400-1499	3	7	1	1		3				
1500-1599		15	4		4	7	3			
1600-1699	8	8	7	4	5	5	2			
1700-1799	7	9	1			1	2			
1800-1899	9	21	8	12	11	4	4	1		
1900-1999	7	7	3	6	2			5		
2000-2099	5	5	2	9	4	2	1	4		
2100-2199	1	2		7			1	2		
2200-2299			10	11			3	4	1	
2300-2399	1	2	2	3	3		1			
2400-2499			1	6	1		1			
2500-2599				5	1		2			
2600-2699	1	1		5			1			
2700-2799			1	2	1			3	3	1
2800-2899				1	1			1	1	
2900-2999								2	1	1
3000-3099							1	5	5	1
3100-3199								2	2	1
3200-3299								1	1	1
3300-3399				1				1	2	1
3400-3499				1					1	2
3500-3599									1	1
3600-3699									1	4
3700-3799										1
3800-3899								2		
3900-3999										1
4000-4099							1		2	21
4100-4199								1		2
4200-4299								1		2
4300-4399										1
4400-4499										1
4500-4799										1
4800-4899										1
4900-4999										1
5000-5099									1	4
Total.....	55	86	42	79	41	25	23	45	23	50
Median.....	\$1750	1745	1900	2136	1841	1592	2050	2575	3090	4013

Read Table 33 as follows: One city of this size reported a maximum salary between \$700 and \$799 for kindergarten teachers. One a maximum between \$1200 and \$1299 (column 2), etc. The median for kindergarten teachers reported by 55 cities of this size is \$1750. Similarly read the other columns of this table.

the regular classroom teachers. In the smaller cities particularly there are only a few individuals in each of these groups and it is easier to handle the matter on an individual basis than to provide a general schedule. A glance at Tables 26 to 30 also reveals the practice of making distinct differences between teachers and principals in the same school division in the minimum salary. In the majority of cases the minima for principals begin where the maxima for teachers end.

Salary Schedule Provisions for Maximum Salaries

Distributions of maximum salaries provided in the salary schedules of cities of the United States are given in Tables 32 to 36 for teachers and principals.

In some respects the maximum salary is a more powerful factor in a salary schedule than any other element. It is the salary that will determine whether teaching will be a profession which will attract strong men or women, the kind who will enter other

professions if teaching does not offer them the possibility of a satisfactory salary. In the cities over 30,000 there is a tendency to fix maxima for elementary teachers at \$1500 and \$1800 with almost a "dead line" at \$2000. The distribution of actual salaries shows teachers receiving salaries above \$2000, but they are found in a small number of cities such as New York and two or three of the other larger cities.

The agreement upon maximum salaries is less in the smaller cities but there is a very definite downward tendency with each decrease in size of city. The agreement upon certain salaries as maximum for junior high school and senior high school teachers is distinctly less than for elementary. Junior and senior high school maxima spread rather evenly over a much wider range than do the elementary.

Comparisons of the maximum salaries now paid with those in 1918-19, Table 37, indicate that the median salaries fixed as maxima are about as much higher than those of four

TABLE 34.—MAXIMUM SALARIES IN CITIES OF 10,000 TO 30,000 IN POPULATION, 1922-23

Amount of maximum salary	No. of cities reporting maximum indicated for									
	Kinder- garden teachers	Elemen- tary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non- super- vising ele- mentary principals	Super- vising ele- mentary prin- ciples	Junior high school prin- ciples	Senior high school prin- ciples
1	2	3	4	5	6	7	8	9	10	11
\$800-899										
900-999	2	3			1					
1000-1099	3	7	1		1					
1100-1199	2	10	1		1	1	1			
1200-1299	6	20	4		2	4	2			
1300-1399	8	19	6	3	4	2	4			
1400-1499	9	29	7	3	4	7	3		2	
1500-1599	7	15	10	7	4	8	14	1		
1600-1699	7	13	8	9	5	4	7	2	2	
1700-1799	2	4	3	6	1		8	2	2	
1800-1899	5	8	3	19	6	8	9	7		1
1900-1999	1	2		7	1		2	2		1
2000-2099	3	5	3	20	3		7	5		1
2100-2199	1	1	2	10	1		3	2	2	
2200-2299	1	2	3	10	1		1	1	2	2
2300-2399	2	1		3	1		1	2	1	1
2400-2499			1	6	1		1	3	1	5
2500-2599		1		12	1		1	2		6
2600-2699		1	2	2						2
2700-2799			1	2			3	2	1	4
2800-2899				1				3		5
2900-2999									1	
3000-3199				2		1		3	1	14
3200-3299										3
3300-3399				1						8
3400-3499				1						3
3500-3599										2
3600-3699										2
3700-3799										3
3800-3999									1	
4000-5299										3
5300-5399										1
Total.....	59	141	55	124	38	36	67	37	17	67
Median.....	\$1495	1440	1585	2040	1640	1528	1731	2090	2225	3078

Read Table 34 as follows: Two cities of this size reported a maximum salary between \$900 and \$999 for kindergarten teachers, three a maximum between \$1000 and \$1099 (column 2), etc. The median for kindergarten teachers reported by 59 cities of this size is \$1495. Similarly read the other columns of this table.

years ago as are the present minimum salaries over those of 1918-19.

The 1922-23 maxima fall distinctly short of being double those of 1918-19, but there are many more cities offering maximum salaries above \$1500 for elementary and above \$2000 for junior and senior high school teachers.

More advance has been made in the last four years in eliminating very low maximum salaries than in increasing the very high ones. In 1918-19 thirty per cent of the cities over 25,000 had maximum salaries below \$1000. This year not one of the cities of this size reporting had maximum salaries for elementary teachers as low as that.

The number of very low maximum salaries in the smaller cities remains much too large and serves as a heavy handicap to any of these cities which wish to make its public schools effective. Another discouraging element revealed in the study of the schedules submitted is the large number of cities which still have as little as \$200 and \$300 difference between the minimum and the maximum

salary for elementary teachers. The wider the range between minimum and maximum the greater the "holding power" of that schedule. The realization that the upper limit is only \$200 ahead of the starting point either keeps people from entering teaching or causes them to use the school system with such a schedule as a "practice system" where they may secure the required one or two years of experience necessary to get into a city with a better schedule.

Salary Schedule Provisions for Size of Annual Increases

After the establishment of the minimum and the maximum salary in a schedule, the next important element to be determined is the size of the annual increase. This determines the rate at which a teacher progresses from the minimum to the maximum and is a strong factor in determining the kind of teachers who will be attracted and who will be retained by a given schedule. A city may provide a high maximum, but have so many and such small increases in attaining that maximum that it will have

TABLE 35.—MAXIMUM SALARIES IN CITIES OF 5000 TO 10,000 IN POPULATION, 1922-23

Amount of maximum salary	No. of cities reporting maximum indicated for									
	Kindergarten teachers	Elementary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non-supervising elementary principals	Supervising elementary principals	Junior high school principals	Senior high school principals
1	2	3	4	5	6	7	8	9	10	11
\$700-799		1								
800-899	1									
900-999		3								
1000-1099		6	1				1			
1100-1199	3	9								
1200-1299	8	18	3	1		1	2		1	
1300-1399	4	9	7	3		3	3			
1400-1499	14	30	10	3		3	3			
1500-1599	10	23	8	11		6	13			
1600-1699	4	13	14	17	1	2	12	2	6	
1700-1799	2	4	2	6		1	2		1	
1800-1899	5	8	1	11	1	5	9	3	3	3
1900-1999		2		11			1			
2000-2099	1	3	2	10			2	2		1
2100-2199	1	1	1	4			2	1	1	2
2200-2299		1	2	7			2	2	2	2
2300-2399				1			1		1	1
2400-2499			1	8					2	5
2500-2599			1	5			1	1		16
2600-2699								2		2
2700-2799								1		2
2800-2899								1		5
3000-3099									1	9
3100-3199				1					1	
3200-3299										2
3300-3399										1
3400-3499										1
3500-4999										2
5000-5099									1	
Total	54	131	54	99	4	20	57	20	23	54
Median	\$1471	1465	1562	1877	1500	1567	1629	2100	1850	2581

Read Table 35 as follows: One city of this size reported a maximum salary between \$800 and \$899 for kindergarten teachers, one a maximum between \$1000 and \$1099 (column 2), etc. The median maximum for kindergarten teachers reported by 54 cities of this size is \$1471. Similarly read the other columns of this table.

little influence upon teachers. It is not so much the fact that a teacher with college training may look forward to a salary of \$3600 as it is that he may look forward to such a salary at a reasonable early period in his professional career that makes him remain in the work of teaching, because of the assurance of a fair degree of economic independence and the ability to assume a place in the life of the community. It is usually poor economy to keep salaries down to the lowest point which will hold just

enough teachers in the system. Such a policy is very sure to result in the loss of the best teachers and the dissatisfaction of those who remain. Small increases do not serve as positive incentives to those teachers whose attitudes are entirely professional, to do their best work at all times. The increases are so small in many of the cities that it makes but little difference to the teacher who does not intend to stay long in teaching whether her salary is increased or not.

TABLE 36.—MAXIMUM SALARIES IN CITIES OF 2500 TO 5000 IN POPULATION, 1922-23

Amount of maximum salary	No. of cities reporting maximum indicated for									
	Kinder- garten teachers	Elemen- tary teachers	Junior high teachers	Senior high teachers	Special class teachers	School nurses	Non- super- vising elemen- tary principals	Super- vising elemen- tary prin- cipals	Junior high school prin- cipals	Senior high school prin- cipals
1	2	3	4	5	6	7	8	9	10	11
\$800-899	1	4								
900-999	2	4	1							
1000-1099	1	9					4			
1100-1199	3	13	6				1			
1200-1299	6	24	4	3			7	1		
1300-1399	3	16	8	6	1	3	8			1
1400-1499	3	11	3	3	2	1	4		2	
1500-1599	3	11	9	16	4	2	6		2	1
1600-1699	4	12	7	14	1	1	5	1	3	2
1700-1799		1	1	5	1	1	5			2
1800-1899	6	8	6	13	1	2	5		1	3
1900-1999	1	1		4	2	2	2	1	2	2
2000-2099	1	2		15	1		3		1	4
2100-2199			1	4			3		1	1
2200-2299				3			1		1	7
2300-2399										1
2400-2499		1	1	2			1	1		6
2500-2599		1		2						7
2600-2699			1	3			1			1
2700-2999			1			1				
3000-3099				1						4
3100-3199										1
3200-3399				1						1
3400-3599										1
3600-3699										1
Total	34	118	49	95	13	13	56	4	13	48
Median	\$1434	1331	1528	1804	1588	1650	1567	1800	1684	2286

Read Table 36 as follows: One city of this size reported a maximum salary between \$800 and \$899 for kindergarten teachers, two a maximum between \$900 and \$999 (column 2), etc. The median maximum for kindergarten teachers reported by 34 cities of this size is \$1434. Similarly read the other columns of this table.

TABLE 37.—COMPARISON OF MEDIAN MAXIMUM SALARIES PAID TEACHERS IN 1918-19 AND 1922-23

Size of city		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population	
		1918-19	1922-23	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23
1	2	3	4	5	6	7	8	9	10	11	12
Elementary	Median	\$1125	1877	1028	1745	896	1440	800	1465	781	1331
	Per cent \$1500 and above	9.52	93.	3.4	81.4	2.35	49.15		42.6		44.12
Junior high school	Median	1338	2400	1250	1900	1033	1585	856	1562	820	1528
	Per cent \$2000 and above		73.		42.86	2.94	22.		13.		8.17
Senior high school	Median	1800	2483	1606	2136	1523	2040	1181	1877	1078	1804
	Per cent \$2000 and above	27.	88.	13.24	64.56	6.17	56.45		36.36		32.63

This table is based upon the data given in Tables 32 to 36 of this report and in Tables 33 to 35 in *Teachers' Salaries and Salary Schedules 1918-19*, by E. S. Evenden.

TABLE 38.—AMOUNT OF ANNUAL INCREASES PROVIDED FOR IN CITY SALARY SCHEDULES, TEACHERS 1922-23

Position	Size of city	Amount of Annual Increase							Total number of cities	Median increase
		Less than \$50	\$50 to 59	60 to 69	70 to 79	80 to 89	90 to 99	100 and over		
1	2	3	4	5	6	7	8	9	10	11
Elementary teachers	Over 100,000	.....	3	3	1	.....	.....	22	29	\$100
	30,000 to 100,000	.....	10	7	5	1	4	41	68	100
	10,000 to 30,000	13	31	7	5	.....	2	50	108	70
	5,000 to 10,000	15	39	5	11	.....	3	45	118	70
	2,500 to 5,000	29	33	4	7	1	5	23	102	50
	All cities	57	116	26	29	2	14	181	425	70
Junior high school teachers	Over 100,000	.....	1	.....	.....	.....	.....	12	13	120
	30,000 to 100,000	.....	5	3	1	.....	.....	18	32	100
	10,000 to 30,000	.....	12	2	1	4	1	15	35	60
	5,000 to 10,000	3	15	3	5	.....	1	15	42	70
	2,500 to 5,000	12	12	5	1	.....	2	9	41	50
	All cities	19	45	13	8	4	5	69	163	70
Senior high school teachers	Over 100,000	.....	1	1	1	.....	1	22	26	100
	30,000 to 100,000	.....	3	4	1	2	3	39	52	100
	10,000 to 30,000	7	11	5	11	.....	4	44	82	100
	5,000 to 10,000	5	17	3	5	1	3	45	79	100
	2,500 to 5,000	13	14	7	8	1	4	33	80	70
	All cities	25	46	20	26	4	15	183	319	100
Special class teachers	Over 100,000	.....	1	.....	1	.....	.....	14	16	100
	30,000 to 100,000	.....	4	1	.....	2	.....	14	23	100
	10,000 to 30,000	1	3	2	4	.....	2	12	22	100
	5,000 to 10,000	.....	.....	1	.....	.....	1	1	3	.....
	2,500 to 5,000	1	4	1	1	.....	.....	1	8	50
	All cities	2	12	5	6	2	3	42	72	100
School nurses	Over 100,000	.....	1	3	1	.....	.....	9	14	100
	30,000 to 100,000	.....	3	1	.....	.....	.....	4	8	100
	10,000 to 30,000	.....	2	.....	1	.....	.....	4	7	100
	5,000 to 10,000	.....	2	2	3	.....	.....	4	11	100
	2,500 to 5,000	1	2	.....	.....	.....	.....	4	7	100
	All cities	1	10	6	5	.....	.....	25	47	100

Read Table 38 as follows: 13 cities of 10,000 to 30,000 in population reported annual increases for elementary teachers of less than \$50; 15 cities of 5,000 to 10,000 in population reported annual increases of less than \$50 (column 3), etc. The median annual increase for elementary teachers for all cities is \$75. Similarly read the other columns of this table.

TABLE 39.—AMOUNT OF ANNUAL INCREASES PROVIDED FOR IN CITY SALARY SCHEDULES, PRINCIPALS 1922-23

Position	Size of city	Amount of Annual Increase								Total number of cities	Median increase
		Less than \$50	\$50 to 59	60 to 69	70 to 79	80 to 89	90 to 99	100 to 124	125 and over		
1	2	3	4	5	6	7	8	9	10	11	12
Non-supervising elementary principals	Over 100,000	.....	1	.....	.....	.....	.....	4	1	5	\$100
	30,000 to 100,000	.....	3	2	.....	.....	.....	4	1	6	100
	10,000 to 30,000	.....	7	2	6	.....	.....	11	1	22	100
	5,000 to 10,000	1	10	2	1	.....	1	19	1	32	100
	2,500 to 5,000	3	10	2	1	.....	2	8	1	27	60
	All cities	4	21	6	8	.....	3	46	4	92	100
Supervising elementary principals	Over 100,000	.....	1	.....	.....	.....	.....	5	7	12	150
	30,000 to 100,000	.....	1	.....	.....	.....	.....	10	4	15	100
	10,000 to 30,000	.....	1	2	2	.....	.....	10	.....	15	100
	5,000 to 10,000	.....	1	.....	1	.....	.....	7	1	10	100
	2,500 to 5,000	.....	.....	.....	.....	.....	.....	1	.....	.....	.....
	All cities	.....	3	2	3	.....	.....	33	12	52	100
Junior high school principals	Over 100,000	.....	.....	.....	.....	.....	2	6	.....	8	200
	30,000 to 100,000	.....	.....	.....	.....	.....	1	1	1	3	120
	10,000 to 30,000	.....	1	.....	1	.....	.....	2	.....	4	100
	5,000 to 10,000	.....	2	.....	1	.....	.....	6	.....	9	100
	2,500 to 5,000	.....	.....	2	.....	.....	.....	2	.....	4	80
	All cities	.....	3	2	2	.....	1	13	7	28	100
Senior high school principals	Over 100,000	.....	.....	.....	.....	.....	.....	.....	11	10	225
	30,000 to 100,000	.....	.....	.....	.....	.....	1	8	8	17	125
	10,000 to 30,000	.....	.....	.....	1	.....	.....	13	3	17	100
	5,000 to 10,000	.....	1	.....	.....	.....	.....	18	7	27	100
	2,500 to 5,000	.....	2	.....	.....	.....	1	13	2	18	100
	All cities	.....	3	.....	2	.....	2	52	31	89	100

Read Table 39 as follows: One city of 5,000 to 10,000 in population reported annual increases for non-supervising elementary principals of less than \$50; 3 cities of 5,000 to 10,000 in population reported annual increases of less than \$50 (column 3), etc. The median annual increase for all non-supervising elementary principals for all cities is \$102. Similarly read the other columns of this table.

The distributions and medians of the increases provided for in Tables 38 and 39 show that fewer cities are giving annual increases of \$45 and \$50 than in 1918-19 and that these are almost exclusively confined to the smaller cities. One hundred dollars is distinctly the prevailing practice as the increase for teachers with an increasing tendency especially in the larger cities to pay \$120 for Junior High School and \$150 for Senior High School. Table 40 compares the medians revealed by the 1918-19¹ and 1922-23 studies.

Salary Schedule Provisions for Number of Annual Increases

The number of annual increases is not a problem in making a salary schedule, once the minimum, the maximum and the size of the increases are fixed. The distribution of the number of increases for various positions and various sizes of cities are given in Table 41 primarily to show the practice and to justify so far as practice will justify it, the recommendation that fewer increases be given to teachers with less professional training.

Use of "Single Salary Schedule" Basis

It is believed that the wider use of the "single salary schedule" basis for constructing salary schedules will do more to raise the efficiency of public education, increase the amount of training of teachers and elevate their professional standards than any other

single factor. This principle of salary schedule construction assumes that the work of teaching children in the grades is just as important and requires as careful and as long a preparation on the part of the teachers as the work in a high school. Once this assumption is granted there is no justification for paying different salaries to two teachers of equal ability, years of experience and training just because one prefers to teach first grade children and the other English composition in the high school. It is at least plausible that if better English habits were formed in the early grades there would be less English composition to teach in the high school—or at least that it would make possible a different kind of English composition in the High School.

In 1918-19 there were no salary schedules in operation which embodied all of the principles which are now understood to be included in a "single salary schedule." Some schedules were definitely foreshadowing this movement by some of their extra salary provisions and in the way the schedules were administered by individual superintendents.

In the present inquiry 154 cities answered the question "Do you pay the same salary to teachers with equal training and experience regardless of whether they teach in the elementary or high school?" in the affirmative. This would indicate that this most essential element of the single salary schedule is now being used in 16 per cent of American cities.

¹ Teachers' Salaries and Salary Schedules in the United States 1918-19, by E. S. Evenden, Commission Series No. 6, National Education Association.

TABLE 40.—COMPARISON OF ANNUAL INCREASES IN 1918-19 AND 1922-23

Size of City	Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population	
	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23	1918-19	1922-23
Year	2	3	4	5	6	7	8	9	10	11
Elementary median annual increase	\$50	100	50	100	50	70	50	70	50	50
Junior high median annual increase	75	120	50	100	50	60	50	70	50	50
Senior high median annual increase	100	100	75	100	50	100	50	100	50	70

The answers to this question by cities of different size is shown in Table 42. A second question was inserted in the inquiry to serve as both a check and a supplement to the question just discussed. "Do you pay larger salaries to teachers in similar positions, who have larger amounts of academic and professional training?" The answers to this are also tabulated in Table 42. The principle involved in the question is slightly different

from that in the preceding one but is as definitely implied in a single salary schedule. It is interesting to note from comparing the answers to these questions that the principle of paying different salaries to teachers in similar positions, with different amounts of training is more generally used than the one which involves breaking down the salary barrier between elementary and high school teachers. The growth in the acceptance of

TABLE 41.—NUMBER OF ANNUAL INCREASES PROVIDED FOR IN CITY SALARY SCHEDULES, 1922-23

Position	Size of city	Number of Increases													Total number of cities	Median No. increases
		5 or less	6	7	8	9	10	11	12	13	14	15 or more				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15		
Elementary teachers	Over 100,000	4	3	.....	9	3	7	3	.....	.....	.....	.....	.....	29	8	
	30,000 to 100,000	14	11	6	24	3	6	2	.....	.....	.....	.....	.....	68	8	
	10,000 to 30,000	48	18	7	20	7	2	1	.....	2	3	.....	.....	108	6	
	5,000 to 10,000	63	18	9	16	3	3	1	.....	4	.....	.....	.....	118	5	
	2,500 to 5,000	46	7	9	26	3	7	.....	.....	2	.....	.....	.....	102	6	
	All cities	175	57	31	95	19	25	7	8	3	.....	5	425	6		
Junior high school teachers	Over 100,000	2	.....	.....	4	3	3	1	.....	.....	.....	.....	.....	13	9	
	30,000 to 100,000	3	4	2	10	2	6	.....	3	.....	.....	.....	.....	32	9	
	10,000 to 30,000	13	3	3	12	2	1	.....	1	.....	.....	.....	.....	35	7	
	5,000 to 10,000	24	4	3	6	2	2	.....	1	.....	.....	.....	.....	42	5	
	2,500 to 5,000	18	3	4	13	.....	3	.....	.....	.....	.....	.....	.....	41	6	
	All cities	60	14	12	45	9	15	1	5	.....	.....	2	163	7		
Senior high school teachers	Over 100,000	1	3	2	9	1	3	2	3	1	1	.....	.....	26	8	
	30,000 to 100,000	10	2	7	14	2	9	5	1	.....	.....	.....	.....	52	8	
	10,000 to 30,000	32	12	6	19	5	7	.....	.....	.....	1	.....	.....	82	6	
	5,000 to 10,000	37	17	8	12	2	3	.....	.....	.....	.....	.....	.....	79	5	
	2,500 to 5,000	35	9	7	21	2	6	.....	.....	.....	.....	.....	.....	80	6	
	All cities	115	43	30	75	12	28	7	4	1	2	2	319	7		
Special class teachers	Over 100,000	2	1	.....	6	4	1	1	1	.....	.....	.....	.....	16	8	
	30,000 to 100,000	4	4	2	9	.....	3	1	.....	.....	.....	.....	.....	23	8	
	10,000 to 30,000	8	1	1	7	1	3	.....	1	.....	.....	.....	.....	22	8	
	5,000 to 10,000	3	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	.....	
	2,500 to 5,000	2	2	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	8	8	
	All cities	19	8	3	26	5	7	2	2	.....	.....	.....	.....	72	8	
School nurses	Over 100,000	6	2	.....	5	.....	1	.....	.....	.....	.....	.....	.....	14	6	
	30,000 to 100,000	5	1	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	8	5	
	10,000 to 30,000	3	.....	.....	4	.....	.....	.....	.....	.....	.....	.....	.....	7	8	
	5,000 to 10,000	6	1	.....	3	.....	1	.....	.....	.....	.....	.....	.....	11	5	
	2,500 to 5,000	1	1	1	4	.....	.....	.....	.....	.....	.....	.....	.....	7	8	
	All cities	21	5	1	18	.....	2	.....	.....	.....	.....	.....	.....	47	6	
Non-supervising elementary principals	Over 100,000	2	.....	.....	1	2	.....	.....	.....	.....	.....	.....	.....	5	8	
	30,000 to 100,000	1	.....	.....	5	.....	.....	.....	.....	.....	.....	.....	.....	6	8	
	10,000 to 30,000	11	2	1	7	.....	1	.....	.....	.....	.....	.....	.....	22	6	
	5,000 to 10,000	21	2	2	6	.....	1	.....	.....	.....	.....	.....	.....	32	5	
	2,500 to 5,000	.....	14	1	7	1	3	1	.....	.....	.....	.....	.....	27	6	
	All cities	35	18	4	26	3	5	1	.....	.....	.....	.....	.....	92	6	
Supervising elementary principals	Over 100,000	3	.....	.....	2	1	1	3	1	.....	.....	.....	.....	12	9	
	30,000 to 100,000	1	2	1	7	1	1	1	.....	.....	.....	.....	.....	15	8	
	10,000 to 30,000	7	1	.....	5	1	1	.....	.....	.....	1	.....	.....	15	6	
	5,000 to 10,000	7	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	10	5	
	2,500 to 5,000	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	1	.....	
	All cities	18	3	1	18	3	3	4	1	.....	.....	1	1	53	8	
Junior high school principals	Over 100,000	5	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	8	5	
	30,000 to 100,000	1	.....	.....	1	.....	1	.....	.....	.....	.....	.....	.....	3	8	
	10,000 to 30,000	3	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	4	5	
	5,000 to 10,000	6	.....	.....	3	.....	.....	.....	.....	.....	.....	.....	.....	9	6	
	2,500 to 5,000	1	.....	.....	2	.....	.....	.....	.....	.....	.....	.....	.....	4	8	
	All cities	16	.....	1	10	.....	1	.....	.....	.....	.....	.....	.....	28	5	
Senior high school principals	Over 100,000	7	.....	1	1	.....	.....	.....	1	.....	1	.....	.....	10*	4	
	30,000 to 100,000	5	1	1	9	.....	.....	1	.....	.....	.....	.....	.....	17	8	
	10,000 to 30,000	9	.....	.....	8	.....	.....	.....	1	.....	.....	.....	.....	17	5	
	5,000 to 10,000	18	3	.....	5	.....	1	.....	.....	.....	.....	.....	.....	27	6	
	2,500 to 5,000	7	3	.....	6	1	1	.....	.....	.....	.....	.....	.....	18	6	
	All cities	46	7	2	29	1	2	1	1	.....	.....	.....	.....	89	5	

Read Table 41 as follows: 4 cities of over 100,000 in population reported 5 increases for elementary teachers; 14 cities of 30,000 to 100,000 in population reported 5 increases for elementary teachers (column 3), etc. The median increase for all elementary teachers for all cities is 6. Similarly read the other columns of this table.

the principles involved in the single salary schedule as revealed in Table 42 and elsewhere in the report is perhaps the most hopeful and significant finding of this entire

study. The essential relationship between this principle and continued and steady development of the teaching service in American public schools is beginning to be realized.

TABLE 42.—ADOPTION OF SINGLE SALARY PRINCIPLES

Teachers with same training and experience receive in all grades	Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
	Number	Per Cent	Number	Per Cent	Number	Per cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>	<i>10</i>	<i>11</i>	<i>12</i>	<i>13</i>
Same salary.....	6	10	19	18	36	16	49	18	44	13	154	16
Different salaries.....	55	90	86	82	188	84	253	82	284	87	836	84
Total.....	61	100	105	100	224	100	272	100	328	100	990	100
Teachers with similar experience and in same position												
Larger salary to better trained....	26	43	54	60	135	62	193	68	201	64	609	63
Same salary to all regardless of training.....	35	57	36	40	83	38	92	32	115	36	361	37
Total.....	61	100	90	100	218	100	285	100	316	100	970	100

CHAPTER III

Special Provisions Affecting Teachers' Salaries in the United States

The development and wider introduction of more effective and professional salary schedules throughout the country will do much toward increasing the efficiency of all teachers and school officers. There are other elements involved in the general improvement of our public schools which are not essentially related to salary schedules. In the final analysis, many even of these are largely conditioned by the salaries paid. Several of the questions included by the Salary Committee in the present inquiry involved some of these elements in the hope that some indications might be obtained of the attitude and standards now prevalent in regard to these items.¹

The answers given to these questions may be interpreted both as indicative of practice and of the standards accepted as desirable by superintendents throughout the country. It is valuable to note what standards are in practice, even though superintendents are occasionally forced to temporarily make compromises in attaining ideals. It presages good for the teaching profession that the men and women in administrative positions are in such apparent agreement on some of these questions. A case in point is the general agreement that graduation from a standard normal school is the desirable *minimum* amount of preparation for a teacher in the elementary grades. When there is more agreement on more of the questions discussed in this chapter of the report and when there is more persistent effort to secure

public acceptance of these same standards, teaching will better deserve classification as a profession.

Provisions Concerning Experience of Teachers

It is customary for some cities to require teaching experience as a pre-requisite to election to teach. This practice has the approval of tradition. There is no other justification for it except that cities making this requirement usually pay salaries enough higher than those in other places to enable them to enforce this regulation. It is not desirable and should not be necessary for the school authorities of one district to insist that young and untrained teachers secure their first experience at the expense of the children of another district. If all teachers were trained in standard normal schools or training classes where they had ample opportunity to do practice teaching under close guidance and supervision, there would be no excuse except selfishness to justify a requirement of experience elsewhere before a teacher is elected to a teaching position. The answers to the question "Do you require experience before election to teach in the elementary school?..... How many years?" and similar questions for junior and senior high schools are given in Table 43. It is clear from this table that the larger cities with the attraction of their higher salaries are

¹ See page 111 for a complete list of questions asked in the inquiry.

the worst offenders in the matter of requiring previous experience. Table 43, however, furnishes some gratifying indications. First, a relatively large number of cities now require no years of experience before election. Second, the tendency seems to be away from requiring experience. Four years ago practically all American cities required one or more years of experience before election.¹

If this tendency similarly continues during the next four years, the city requiring experience previous to election will be the exception rather than the rule.

One of the strange inconsistencies of past practice has been to insist that teachers obtain experience in other cities, and yet fail to give any recognition whatsoever for that experience in placing the teacher on the salary schedule. The answers to the question, "Do you recognize in your initial salaries, experience obtained in other school systems?..... What is the maximum number of years experience which may be so accepted?," give further evidence of improving practice. Answers to this question, given in Table 44

show a definite tendency to accept an increasing number of years' experience from other cities. This is more noticeable in the larger cities than in the smaller.

Provisions Concerning Training of Teachers

In regard to the standards for professional and academic training required for beginning teachers, there is practical agreement in believing that no elementary teacher should have less than two years of normal school training above a standard four-year high school. Because the supply of such teachers falls far short of the number needed to supply all of the teaching positions, many cities and particularly the rural districts must fail in obtaining teachers with this much training. The answers to questions 8, 9 and 10 of the inquiry are summarized in Table 45 giving number of cities who actually require normal school graduation before election to teach in the elementary schools. Again, it is in the larger cities, where salaries are highest, that this requirement can be enforced.

¹ Teachers' Salaries and Salary Schedules, by E. S. Evenden, N. E. A., 1919, pages 60-61.

TABLE 43.—AMOUNT OF EXPERIENCE REQUIRED BEFORE ELECTION IN CITY SCHOOLS, 1922-23

Type of School	Years of teaching experience required	Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
	2	3	4	5	6	7	8	9	10	11	12	13	14
Elementary School	0	23	49	57	58	128	58	156	71	212	61	576	62
	1	9	19	26	26	42	19	63	28	72	21	212	22
	2	12	26	15	15	45	20	1		61	17	134	14
	3	2	4	1	1	3	1			3	1	9	1
	4												
Total		47	100	99	100	220	99	220	99	348	100	934	99
Junior high school	0	8	26	25	40	54	45	77	46	97	50	261	45
	1	6	20	26	42	24	20	34	20	43	22	133	23
	2	12	39	9	15	37	31	50	30	48	25	156	27
	3	4	12			4	3	5	3	3	1	16	3
	4	1	3							1	5	2	
Total		31	100	62	100	119	99	168	100	193	99	573	99
Senior high school	0	10	18	33	34	95	46	125	55	195	68	458	52
	1	14	25	35	36	53	25	45	19	41	14	188	21
	2	25	45	26	27	55	27	50	22	49	17	205	23
	3	7	12	1	1	2	1	6	2	1	5	17	2
	4					1		1				2	
Total		56	100	97	100	206	99	229	99	287	100	875	99

Read Table 43 as follows: 23 or 49 per cent of 47 cities over 100,000 in population require no experience before election to elementary teaching positions; 9 require one year (column 3), etc. Read similarly for other sized cities and for junior and senior high school positions.

The agreement is not as clear in the required amount of training for election in junior high schools. Many feel that normal school graduates should be employed in junior high schools. There is a growing number who believe and insist that junior high school teachers should be as well trained as teachers in the senior high school. The number of cities requiring normal school graduation and those requiring college graduation is shown in Table 45.

The agreement of all cities, large and small, on the desired number of years training for high school teachers is a hopeful sign that elevation in standards of teaching is possible if enough forces can be interested. The tabula-

tions of answers to these questions show a more general agreement on college graduation as a requirement for high school teachers in 1922-23 than in 1918-19.¹ The present study also shows a much more definite agreement upon standard normal school graduation as a requirement for the elementary grades and a large increase in the percentage of cities requiring college training for junior high school teachers.

Training Required in Rural Schools

There is no such agreement on the desired standards of training for teachers in the rural schools as was found for teachers in the cities.

¹ Teachers' Salaries and Salary Schedules, by E. S. Evenden, N. E. A., 1919, page 61.

TABLE 44.—AMOUNT OF EXPERIENCE ACCEPTED FROM OTHER CITIES IN ADJUSTING SALARY

Number years experience accepted	Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13
0	2	3	2	2	14	13	17	6	25	12	60	8
1	2	3	4	4	3	3	5	2	9	4	23	3
2	2	3	10	10	7	7	18	7	28	13	65	9
3	5	8	10	10	10	9	24	9	20	9	69	9
4	2	3	5	5	19	18	15	5	16	7	57	7
5	3	5	4	4	24	23	22	9	15	7	68	9
6	5	8	6	6	6	6	4	1	9	4	30	4
7	2	2			7	7	3	1	3	1	14	2
8 and over	1	12	11	10	15	14	14	5	14	7	61	8
Not indicated ¹	32	53	50	49	.....	.....	143	54	74	35	299	40
Total.....	61	100	102	100	105	100	265	99	213	99	746	99

Read Table 44 as follows: Two or three per cent of the 61 cities over 100,000 in population reported accept no outside experience in adjusting salary schedule, 2 accept one year (column 2), etc.
¹ These cities stated that they accepted outside experience, but the amount was not indicated.

TABLE 45.—TRAINING REQUIRED FOR ELECTION TO CITY SCHOOLS

Training required		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Normal graduation for election to elementary schools	Required	60	98	97	93	188	82	236	80	227	67	808	79
	Not required	1	2	7	7	42	18	58	20	111	33	219	21
	Total.....	61	100	104	100	230	100	294	100	338	100	1027	100
For election to junior high schools	Normal graduation required	20	44	44	53	95	68	139	72	142	74	440	67
	College graduation required	25	54	36	43	39	28	40	20	30	16	170	26
	Neither required	1	2	3	4	6	4	15	8	18	10	43	7
	Total.....	46	100	83	100	140	100	194	100	190	100	653	100
College graduation for election to high schools	Required	59	97	100	95	211	98	243	93	258	87	871	93
	Not required	2	3	5	5	5	2	17	7	38	13	67	7
	Total.....	61	100	105	100	216	100	260	100	296	100	938	100

The lack of standards and the failure to secure adequately trained teachers for the rural schools is shown in Table 78. This table gives the number of rural teachers with varying amounts of training beyond the eighth grade and shows that 23 per cent of the teachers in these schools have less than two years beyond the elementary school before they start to teach and that a considerable percentage have none at all. This condition cannot but result in a low degree of educational efficiency in districts taught by such young, inexperienced, poorly trained girls. The majority of these girls probably teach in the schools of which they are products. The limitations in their training decreases the efficiency of their instruction, which in turn will still further decrease the quality of instruction when their pupils finish school and start teaching. Table 78 shows some states where practically all rural teachers have four or more years beyond the eighth grade. These are in sharp contrast to those states where less than a fourth of the teachers in the rural schools have completed the high school course.

Experience of Rural School Teachers

Additional light is thrown upon the rural school situation, so far as its teachers are concerned, by the data given in Table 78 concerning the experience of teachers in the several states. Referring to the percentages of teachers who have taught three or more years, 24 States are shown where this percentage is less than fifty. This means in these States that the majority of rural teachers have taught less than three years. In short, the children in the rural schools of many States seldom have the advantage of instruction from an experienced teacher.

Relation of Quality of Teaching to Salaries in Cities

One of the problems in the satisfactory administration of any salary schedule is that of preventing annual salary increases from becoming wholly automatic. A teacher under most salary schedules receives her full scheduled increase regardless of whether she does good work or poor and regardless of whether she is as capable as other teachers receiving the same increase. When this condition exists, there is little incentive for a teacher to render her best

service at all times, and constantly to grow in her training and teaching ability. Because of the lack of adequate means of measuring teaching merit at the present time, it is extremely difficult to base salary increases upon teaching merit. The difficulty, however, is no justification for avoiding the responsibility. This responsibility is not alone the superintendent's. It is obviously a responsibility which should, and in reality it must be, jointly assumed by administrative officers and teachers. The following question was asked for the purpose of discovering the extent to which this problem is being attacked: "Are your teachers rated as to quality of service rendered?.....Into how many groups are they divided?.....What officers rate the teachers?.....How many individuals rate each teacher?.....Does a teacher's rating *directly* affect her salary increase for the following year?" The tabulated answers to this question given in Table 46 show that the majority of all cities and practically all of the larger cities are rating their teachers as to quality of service. Most cities divide their teachers into either three, four or five groups, such as the following: Excellent, Good, Average, Poor and Failure. Some of the cities use this classification but consider that they divide their teachers into only four groups, since the rating of a teacher as a failure dismisses that teacher from the system. The answers to the question: "How many individuals rate each teacher," are extremely significant in that the majority of teachers are rated by less than three officers and supervisors. With our present inaccurate methods of determining a teacher's merit, no rating made by less than three competent judges who are familiar with the teacher and her class of work would justify placing a teacher in one of five groups.¹ The superintendent, the principal and the supervisors are those most often concerned in rating teachers according to the replies.

From the standpoint of a study of teachers' salaries, the answers to the question, "Does a teacher's rating *directly* affect her salary increase for the following year?," are of greatest interest. The number who report that such ratings do affect salary increases is much larger than was expected. An examination of actual practices in many of the cities would probably

¹ Is the Rating of Human Traits Possible? By H. O. Rugg, in *Journal of Educational Psychology*, November-December, 1921.

show, however, that the teacher's rating affects the salary, only when it is so poor that he is dismissed from the schools, thereby having his salary cut off. This is often the extent to which a teacher's rating affects his salary. Some cities answering this question in the affirmative grant salary increases to the large majority of the teachers, but retain a few teachers on probation and withhold their sal-

ary increase. Relatively few cities rate teachers into groups of four or five degrees of teaching merit and pay salary increases proportional to that rating. This will be a desirable practice if methods of rating can be perfected so as to guarantee accuracy and justice. At the present time, the rating of teachers is more largely a supervisory device than a means of determining salary increases.¹

¹ The following study contains facts concerning teacher rating of special value in addition to those just presented: *Teacher Rating in the United States*, Minneapolis Grade Teachers Association, Minneapolis, Minn., 1923, 19 pages.

TABLE 46.—RATING OF QUALITY OF TEACHING SERVICE

		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Are teachers rated?	Yes	47	82	71	72	123	57	144	54	153	51	538	57
	No	10	18	28	28	94	43	124	46	147	49	403	43
Total.....		57	100	99	100	217	100	268	100	300	100	941	100
Number of groups in which teachers are divided	2	5	15	.....	.....	5	7	17	18	16	16	43	12
	3	9	27	17	33	37	49	48	51	46	47	157	45
	4	6	18	12	24	18	24	18	19	24	24	78	21
	5	11	34	19	37	14	19	10	10	13	13	67	19
Total.....		33	100	51	100	75	100	95	100	99	100	353	99
Median.....		4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Number of individuals rating each teacher	1	5	13	6	11	15	15	23	20	39	35	88	21
	2	10	26	15	27	49	48	55	49	50	44	179	42
	3	7	18	18	31	20	20	24	21	6	5	75	18
	4	2	5	4	7	8	8	6	5	7	6	27	6
	5	7	18	5	9	6	6	2	2	6	5	26	6
	6	4	11	7	13	2	2	3	3	3	3	19	4
Total.....		38	100	56	100	101	100	113	100	113	100	421	98
Median.....		3	.....	3	.....	2	.....	2	.....	2	.....	2	.....
Rating directly affects salary?	Yes	18	44	46	68	69	62	88	65	92	64	313	63
	No	23	56	22	32	42	38	48	35	52	36	187	37
Total.....		41	100	68	100	111	100	136	100	144	100	500	100

TABLE 47.—ATTENDANCE AT SUMMER SCHOOL IN SUMMER OF 1922

Size of City	Number cities reporting	Total attendance reported	Average per city
1	2	3	4
Over 100,000	15	6057	404
30,000 to 100,000	41	2066	50
10,000 to 30,000	111	2155	19
5,000 to 10,000	148	1739	12
2,500 to 5,000	199	1706	9
Total.....	514	13,723	26

Provisions for Salary Allowance for Summer School Attendance

During the last few years veritably thousands of teachers have attended summer schools. Table 47 strikingly shows this if other evidence were not generally available. This tremendous increase of summer school attendance is indicative of the recognition by teachers and patrons that preparation standards have been too low, and it is a commendable effort on the part of teachers in service to meet the higher desired standards. It is also convincing evidence that American teachers as a group believe in themselves and in the work they have chosen, and are willing, oftentimes at tremendous individual sacrifices, to improve themselves in order to better their work. In recent years it has become more customary for Boards of Education to encourage in one way or another attendance at summer schools. Oftentimes the encouragement has been ridiculously inadequate. Recommendations have been made in previous salary studies that summer school work, to a certain amount, for teachers actually in service, be treated in the same way as regular preparation in educational institutions. The answers given by cities to the following questions are

found in Table 48: "Do you provide any financial allowance to teachers attending summer schools?.....What is the amount of such allowance?.....Is this a permanent salary increase?.....If not, is it given before attendance at summer school or during the year following?.....Must the summer school course be approved?.....By whom?.....How many employees of your school system were in regular attendance at summer schools last summer? (Give these data if they are immediately available)" Table 48 shows that many cities are granting financial allowances in recognition of attendance at summer schools. It is encouraging that the majority of cities that grant such allowances recognize that the benefits of summer school attendance extend over a greater period than one year, as evidenced by the fact that the allowances take the form of permanent salary increases. Cities are also protecting themselves against paying for attendance upon courses that would be of little benefit to teachers, by requiring that courses to be accepted for credit be approved by the superintendent or other school officials.

TABLE 48.—ALLOWANCE FOR SUMMER SCHOOL ATTENDANCE

		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Salary allowance for summer school?	Yes	13	22	43	43	67	30	90	32	92	28	305	31
	No	46	78	56	57	156	70	194	68	235	72	687	69
Total.....		59	100	99	100	223	100	284	100	327	100	992	100
Allowed as permanent increase	Yes	7	54	26	68	35	56	43	55	42	51	153	56
	No	6	46	12	32	28	44	35	45	40	49	121	44
Total.....		13	100	38	100	63	100	78	100	82	100	274	100
Is allowance given before attendance?	Yes	0	.....	0	.....	1	2	3	6	2	4	6	3
	No	7	100	26	100	40	98	52	94	57	96	182	97
Total.....		7	100	26	100	41	100	55	100	59	100	188	100
Must course be approved?	Yes....	11	85	40	98	67	100	87	99	86	97	291	97
	No	2	15	1	2	0	.....	1	1	2	3	9	3
Total.....		13	100	41	100	67	100	88	100	88	100	300	100
Amount of summer school expense allowance	Less \$25	.....	.....	2	5	3	5	2	3	5	8	12	5
	25-49	1	11	6	16	11	19	12	19	13	21	43	19
	50-74	3	33	17	46	30	50	37	59	37	60	124	54
	75-99	.....	.....	6	16	4	7	4	6	4	6	18	8
	100-124	3	33	5	14	11	19	7	11	3	5	29	12
	125-149	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
	150-174	1	11	.....	.....	.....	.....	1	2	.....	.....	2	1
Amount of summer school expense allowance	175-199	.....	.....	1	3	.....	.....	.....	.....	.....	.....	1	.....
	200 and over	1	11	.....	.....	.....	.....	.....	.....	.....	.....	1	.....
Total.....		9	99	37	100	59	100	63	100	62	100	230	99

Other Methods of Encouraging Professional Advancement

Some teachers find it possible to carry an extension course during the school year as a means of improving their professional equipment. These questions were asked relative to this practice: "Do you give salary increases for professional courses taken during the school year?.....Is the payment made on the basis of number of college or university credits earned?.....Are salary in-

creases given for work which does not count for credit in some educational institution?" The answers to these question are given in Table 49.

It is becoming the practice in many cities to grant teachers leave of absence for professional study or educative travel and some are beginning to encourage this by partially financing the teacher who wishes to use this method

TABLE 49.—SALARY ALLOWANCE FOR COMPLETION OF PROFESSIONAL COURSES DURING SCHOOL YEAR

		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1 Salary increase allowed?	2 Yes	13	24	33	34	40	19	48	18	23	8	157	17
	No	41	76	64	66	173	81	214	82	276	92	768	83
Total.....		54	100	97	100	213	100	262	100	299	100	925	100
Allowance on basis of credits earned?	Yes	9	90	22	81	32	91	31	79	16	80	110	84
	No	1	10	5	19	3	9	8	21	4	20	21	16
Total.....		10	100	27	100	35	100	39	100	20	100	131	100
Allowance for non-credit courses	Yes	4	31	8	24	11	29	17	36	5	23	45	29
	No	9	69	25	76	27	71	30	64	17	77	108	71
Total.....		13	100	33	100	38	100	47	100	22	100	153	100

TABLE 50.—LEAVE OF ABSENCE FOR PROFESSIONAL STUDY

		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1 Is leave granted for study?	2 Yes	55	93	74	73	112	54	97	37	75	26	413	45
	No	4	7	27	27	96	46	164	63	218	74	509	55
Total.....		59	100	101	100	208	100	261	100	293	100	922	100
No. of years' service before leave is granted	0							1	3			1	1
	1	5	24	12	55	6	21	5	13	7	23	35	25
	2	3	14	5	23	8	28	6	16	11	37	33	24
	3	3	14			5	17	8	21	4	14	20	14
	4	2	9			1	3	3	8	1	3	7	5
	5	1	5	2	9	9	31	7	18	5	17	24	17
	6							4	10			4	3
	7	2	9	2	9			1	3	1	3	6	4
	8	1	5									1	1
	9	4	20	1	4							5	3
	10 and over							3	8	1	3	4	3
Total.....		21	100	22	100	29	100	38	100	30	100	140	100
Per cent of salary allowed during leave	0	44	83	68	95	91	95	71	93	60	95.2	334	93
	10-19							1	1	1	1.6	2	
	20-29	1	2									1	
	30-39	1	2									1	
	40-49			1	1							1	
	50-99	6	11	3	4	5	5	3	4	1	1.6	18	5
	100 and over	1	2							1	1.6	2	
Total.....		53	100	72	100	96	100	76	99	63	100	360	98
Allowance for educative travel?	Yes	8	14	13	14	16	8	24	10	14	5	75	9
	No	48	86	81	86	181	92	213	90	245	95	768	91
Total.....		56	100	94	100	197	100	237	100	259	100	843	100

for his improvement. In the inquiry the following questions were asked with these facts in mind: "Do you grant leaves of absence to teachers for professional study? How long must a teacher have served in your school system before she may be allowed such a leave of absence? What percentage of her regular salary does a teacher receive during leave granted for professional improvement?" The results of the replies are given in Table 50. It is clear that most cities recognize the desirability of making it easy for teachers to obtain leave for study or travel. The great majority of cities will grant such leave at the end of three years' service or before. The practice of allowing some part of the regular salary for these periods of study has been adopted by a few cities and it is usually fifty per cent of the regular salary or less.

Other Regulations Related to Salaries

Eighty-three per cent of the cities reporting stated that they grant sick leave with salary according to Table 51. Over two-thirds of the cities that grant such leave allow something more than five and something less than fourteen days per year. One hundred per cent of the salary is allowed by over seventy per cent of the cities reporting.

It is increasingly becoming the practice to have some special regulation concerning the tenure of teachers. The following question was inserted in order to gain information concerning this: "Do you have any special regulations concerning the tenure of teachers?..... Is this a state or local regulation?..... Is there a probationary period?..... How long?..... Are teachers re-elected each year?..... Are teachers automatically reelected unless notified by given date that their services are unsatisfactory?" The results of the answers to these questions are given in Table 52. This table shows that most of the special regulations governing tenure of teachers in cities are the result of the existence of state tenure laws. In the large majority of American cities there is no local regulation governing the tenure of teachers. The length of probationary period under the regulations now in effect is usually three years. It is gratifying that the great majority of cities replied that teachers are automatically reelected unless notified at a given day that their services are unsatisfactory. Even though a great many cities do not have local regulations regarding tenure, they evidently accept in practice the principles that are

TABLE 51.—SICK LEAVE WITH SALARY

Sick Leave Provisions		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		All cities	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Is sick leave allowed with salary?	Yes	55	92	102	96	197	90	248	87	207	69	809	83
	No	5	8	4	4	23	10	36	13	95	31	163	17
	Total	60	100	106	100	220	100	284	100	302	100	972	100
Number of days sick leave allowed per year.	1-4	4	10	2	2	11	7	12	6	19	11	44	6
	5-9	15	36	13	14	52	31	87	42	71	39	227	33
	10-14	1	2	32	33	57	34	76	37	59	33	239	35
	15-19	1	2	9	9	8	5	9	4	6	3	33	5
	20-24	11	27	18	19	27	16	17	8	13	7	86	12
	25-29	2	5	3	3	3	2	1	.....	.....	.....	9	1
	30-39	4	10	5	5	3	2	4	2	10	6	26	4
	40-49	.....	.....	7	7	2	1	1	.....	.....	.....	10	1
	50 and over	4	10	7	7	3	2	1	.....	2	1	17	2
Total		41	100	96	99	166	100	208	99	180	100	691	99
Per cent of salary allowed.	Less than 20	1	3	.....	.....	.....	.....	2	1	2	1	5	.....
	20-29	1	3	.....	.....	1	.....	10	4	7	4	19	3
	30-39	.....	.....	3	3	6	3	4	2	6	3	19	3
	40-49	.....	.....	2	2	2	1	3	1	1	.....	8	1
	50-59	14	36	14	16	23	12	22	9	16	8	89	12
	60-69	2	5	5	6	8	4	6	2	5	3	26	3
	70-79	4	10	10	11	7	4	8	3	8	4	37	5
	80-89	.....	.....	1	1	3	2	2	1	.....	.....	6	1
	90-99	.....	.....	1	1	.....	.....	.....	.....	.....	.....	1	.....
	100	17	43	62	59	138	73	178	76	148	76	533	71
Total		39	100	88	99	188	99	235	99	193	99	743	99

the justification of the enactment of special regulations regarding tenure.

In order to determine the situation in American cities with respect to teacher retirement systems, the following question was asked: "Do you have a teacher retirement (pension) system?.....Is this a state or local system, or both?.....Do the teachers contribute to this fund?.....How is the amount of the teacher's contribution determined?" Table 53 presents the data resulting from this question. As in the case of tenure, it is apparent that the great majority of teachers who come under some retirement system are under a State system. The local retirement systems are practically

non-existent except in the larger cities. The movement for retirement regulations has advanced farther than has that for tenure since a large majority of American cities report that they have some type of teacher retirement in effect. The answers to the question as to whether teachers contribute to the retirement fund are a reflection of the provisions of state laws, most of which are contributory. These laws also determine the amount which a teacher contributes.

It is apparent that there is more to be learned from a careful study of the state laws regulating teacher tenure and retirement than from a study of local regulations. Evidently most cities are leaving these matters to state

TABLE 52.—SPECIAL TENURE REGULATIONS IN CITIES

Tenure Regulations		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		All cities	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Cities with special tenure regulations	State Local Both	21 12 5	35 20 8	30 16 1	26 14 1	54 25	25 11	63 12 1	22 4 1	46 22 1	14 7	214 87 8	21 9 1
Total.....		38	63	47	41	79	36	76	27	69	21	309	31
No special regulation		22	37	67	59	142	64	205	73	267	79	703	69
Total.....		60	100	114	100	221	100	281	100	336	100	1012	100
Length of probationary period in years	1	7	19	7	17	6	9	8	13	20	37	48	18
	2	9	24	10	24	19	29	21	33	12	22	71	27
	3	20	54	24	59	40	61	33	52	22	41	139	53
	4 and over	1	3	.....	.....	1	1	1	1	.....	.....	3	1
Total.....		37	100	41	100	66	100	63	99	54	100	261	99
Teacher automatically re-elected?	Yes	30	79	28	33	81	44	151	75	212	87	502	66
	No	8	21	58	67	105	56	51	25	31	13	253	34
Total.....		38	100	86	100	186	100	202	100	243	100	755	100

TABLE 53.—TEACHER RETIREMENT SYSTEMS IN CITIES, 1922-23

		Cities over 100,000 in population		Cities 30,000 to 100,000 in population		Cities 10,000 to 30,000 in population		Cities 5,000 to 10,000 in population		Cities 2,500 to 5,000 in population		Total	
		Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Cities with teacher retirement systems	State Local Both	35 15 3	59 25 6	78 10 2	74 10 2	164 4 0	72 2	210 1 1	73 .5 .5	225 2 0	67 1	712 32 6	70 3 1
Total.....		53	90	90	88	168	74	212	74	227	68	750	74
Cities with no teacher retirement system.....		6	10	15	14	60	26	76	26	106	32	263	26
Total.....		59	100	105	100	228	100	288	100	333	100	1013	100
Do teachers contribute to fund?	Yes	51	96	82	91	156	93	201	95	217	96	707	94
	No	2	4	8	9	12	7	11	5	10	4	43	6
Total.....		53	100	90	100	168	100	212	100	227	100	750	100

regulation. At least very few have passed local regulations regarding tenure and retirement. The fact that a considerable percentage of city teachers are now teaching under special regulations regarding tenure, and that the majority are teaching under teacher retirement systems, is due to the existence of state rather than local laws.¹

In advocating the enactment of measures granting sick leave, regulating tenure, and providing for retirement allowances, a factor is concerned that is often given scant consideration. Will the continuance of the general movement that has resulted in the enactment of such measures, tend to keep teachers' salaries on a lower level than would be true otherwise? It is the belief of some students of this whole problem that such will be the effect. If a teacher is to be granted compensation during illness, is to be guaranteed tenure of office, and is to look forward to a reasonable compensation upon disability or retirement, will boards of education be willing to grant as high salaries as they would if these benefits were not enjoyed?

Whether the continuance of the movement to enact special regulations governing these matters is desirable from the point of view of the teachers' welfare is of course subsidiary to the larger question, will the continuance of the movement in the long run result in greater teaching efficiency or will it not? At any rate, it should be realized that some students of this problem seriously question the desirability from the teachers' point of view of the enactment of tenure and retirement regulations.

The data presented in this chapter generally indicate a desire on the part of American cities

to enact measures and regulations tending to place teaching upon a more professional basis, and generally to make the teacher a better trained and more competent public servant. This is without doubt a wholesome tendency and should be encouraged from all sources. It should be recognized, however, that many of the special regulations now in effect in American cities would be unnecessary if scientifically prepared salary schedules were in effect in all cities. These measures often represent partial steps in the direction of such schedules. For example, the acceptance of the principles of the single salary schedule would make unnecessary the granting of the "bonus" for attendance at summer school. A single salary schedule of the proper type automatically compensates a teacher for summer school attendance, and, furthermore, grants this compensation permanently, recognizing that the results of summer school attendance are, or should be, permanent. In short, the single salary schedule makes unnecessary a summer school "bonus." Similarly, many of the other regulations described in this chapter are unnecessary where a scientific salary schedule exists. This emphasizes the need for simple but carefully worked out salary schedules based on the principles that teachers should be expected to be well trained, and that the compensation which they receive will be in accord with their training, experience and efficiency. The enactment of a large number of miscellaneous and more or less unrelated measures, designed to accomplish these objectives, is better than nothing at all, but a carefully worked out salary schedule is to be most desired and makes most of them unnecessary.

¹For detailed information relative to State Tenure laws and State Retirement laws now in effect see the January, 1923, Research Bulletin of the National Education Association, pp. E4 to E1, and insert page 33.

CHAPTER IV

Suggestive Salary Schedules in Operation—1923

Ten years ago few cities had salary schedules for teachers, and most of these did not take them very seriously. Today practically every large city has adopted a salary schedule, and the number of smaller cities adopting them is increasing every year. Four years ago 47% of the cities replying to the N. E. A. questionnaire had established salary schedules.¹ Of the cities represented in the present study 65 per cent have salary schedules. Teachers have demanded them as guarantees of better and more certain salaries. Boards of Education have welcomed them as guarantees against constant demands for individual salary increases. In some instances Boards of Education, school administrators and teachers have all united to construct and secure the adoption of salary schedules because of their beneficial effect on the work done for the children in the schools. No matter what the motives for establishing them have been, the salary schedule as an educational administrative device is here and here to stay. It remains for teachers and administrative officers to see that it is a constructive professional device—not simply a break upon financial expenditures for education and a means of automatizing the method of compensating teachers.

Types of Salary Schedules in Operation

Cities having printed or mimeographed copies of existing salary schedules were asked to send them with their answers to the Salary Committee's inquiry. The material gathered in response to this request makes a valuable but varying collection. Schedules were received ranging from those involving brief statements that elementary teachers

begin at a \$1000 with four \$50.00 increases, and that high school teachers begin at \$1200 with four \$75.00 increases to schedules involving twenty or forty mimeographed pages of different schedules and explanations of schedules.

By far the largest number of these schedules are based upon position taught and experience rather than upon professional preparation and experience, as advocated in this report. Teachers in elementary school positions start at stated minimums and proceed by certain regular increases to stated maximums. The same is true for teachers in junior and senior high school positions. Under such schedules the only possible promotion for an elementary teacher who has reached the maximum of her schedule by successful teaching is to fit herself to teach in the high school, thereby leaving the field of her success and experience.

Many of the schedules provide for regular and automatic progress of the teacher from the minimum to the maximum once he has been elected to the system. An increasing number, however, are including provisions for additional salary increases to be earned by attendance at summer school, or the completion of extension courses. A provision which is becoming more common is that teachers shall attend some accredited summer school at least once in so many years in order to receive the regular salary increases carried in the schedule.

Single Salary Schedules

One of the most gratifying results of this study is the increasing number of cities shown to be basing their salary schedules

¹ Teachers' Salaries and Salary Schedules, by E. S. Evenden, N. E. A., 1919. Page 42.

upon professional training and service rather than the grade taught and experience. This policy, advocated by the National Education Association report in 1919, has gained very rapidly in the favor of school men and Boards of Education according to the present report.¹ Of the approximately 1000 cities who reported 154 claim that they have a single salary schedule or are following the essential provisions of such a schedule; namely, that of paying teachers according to the amount of professional training and experience regardless of what grade or class is taught.²

A number of salary schedules or excerpts from salary schedules for cities of different sizes and in different parts of the country are given in the remainder of this chapter. They vary greatly in standards set and in special adjustments made to meet local needs but in their essential elements they may be considered as types of single salary schedules. A careful study of these schedules will be

profitable to superintendents and committees of teachers working on the development of new salary schedules. A few of the provisions will suggest ways *not* to accomplish certain results, but even these will assure the consideration of these elements. A comparison of salary standards given in these schedules with the distribution of salaries actually paid as shown in chapter one will indicate that these schedules have not been selected because they paid the highest salaries. A number of schedules not distinctly single schedules could have been included where salary standards were higher. The following schedules with their desirable and undesirable elements should be studied in connection with the standards suggested in Chapter 5.

Schedules in Larger Cities

The Cleveland, Ohio, salary schedule, the main features of which are presented below, is not distinctly a single salary schedule, but

¹ Teachers' Salaries and Salary Schedules, by E. S. Evenden, N. E. A., 1919.

² The term "single salary schedule" is some times criticized as not accurately describing this type of schedule. It is used to indicate that *only one* schedule operates rather than separate schedules for elementary teachers, intermediate teachers, high school teachers and the like. It should not be interpreted to mean that only one element, for example, preparation, determines the salary schedule. When properly constructed and administered a number of other elements, such as experience, teaching merit, extra responsibility, training in service, travel and other elements are included in determining the standards of a single salary schedule.

Cleveland, Ohio, Salary Schedule

Classification of teachers	Groups	First Year	Second Year	Third Year	Additional Annual increments		Maximum salary	Super maximum salary
					Number	Amount		
Elementary	Teachers	\$1,200	\$1,320	\$1,440	8	\$120	\$2,400	\$2,880
High Schools	Junior	1,350	1,485	1,620	8	135	2,700	3,240
	Senior	1,500	1,650	1,800	10	150	3,300	3,600
Principals	10 to 19 teachers	2,400	2,520	2,640	2	120	2,880	3,360
	20 to 29 teachers	2,535	2,770	2,905	0	135	3,075	3,615
	30 to 39 teachers	2,670	2,805	2,940	2	135	3,210	2,750
	40 to 49 teachers	2,820	2,970	3,120	2	150	3,420	4,020
	Over 50 teachers	2,970	3,120	3,270	2	150	3,570	4,170
	Under 1000 pupils	3,150	3,285	3,420	2	135	3,690	4,230
	Over 1000 pupils	3,300	3,450	3,600	2	150	3,900	4,500
	Under 1000 pupils	3,200	3,400	3,600	2	200	4,000	4,800
	1000 to 1999 pupils	3,400	3,600	3,800	2	200	4,200	5,000
	Over 1000 pupils	3,600	3,800	4,000	2	200	4,400	5,200
Assistant supervisors		2,500	2,635	2,770	2	135	3,040	3,580
Supervisors		3,000	3,150	3,300	2	150	3,600	4,200

The super maximum salary may be reached by further study as follows: \$120 additional for elementary teachers and elementary principals in charge of 10 to 19 teachers, for each $\frac{1}{2}$ year of study beyond standard requirements; \$135 additional for Junior High teachers, elementary principals in charge of 20 to 39 teachers, junior high principals in charge of less than 1000 pupils and assistant supervisors; \$150 additional for senior high teachers, elementary principals in charge of 40 teachers or over, junior high principals in charge of 1000 pupils or over and supervisors; \$200 additional for senior high principals.

This table is based upon information given in "Salary Schedules of the Cleveland Public Schools," issued by the Cleveland, Ohio, Board of Education.

because of provisions for additional increases for additional half years of preparation it secures most of the advantages of a single schedule.

The Denver schedule is of the single salary type, since it provides that "teachers with equivalent training and experience paid the same salaries, whether they teach in the high school, junior high school, elementary school or special school." It has now been in successful operation for three years.

Denver, Colorado, Salary Schedule

	Minimum	Maximum	Yearly Increases
1. Minimum training (normal school graduation - high school plus two years).....	\$1200	\$2040	7 x 120
2. Minimum training plus one year (high school plus three years).....	1200	2280	2 x 120 above \$2040 maximum
3. Minimum training plus two years (high school plus four years). For teachers with four years of professional training not organized so as to obtain a degree from a standard college or university.....	1200	2520	2 x 120 above \$2280 maximum
4. A. B. degree from standard college or university.....	1500	2880	8 x 150 and 1 x 180
5. A. M. degree....	1500	3080	2 x 100 above A. B. maximum
6. Teachers who began their service subsequent to Sept. 4, 1917, and who have less than the minimum requirement as to preparation.....		1800	6 x 100

Recognition of Experience

1. Approved experience in other school systems up to six years will be recognized in bringing teachers into the Denver schools.

2. Under the schedule this plan will operate as follows:

a. For teachers who do not have the A. B. degree:

First year teaching (No previous experience, or one year's approved experience elsewhere..... \$1200 in Denver.....

First year teaching (Two, three or four years' approved experience elsewhere..... \$1320 in Denver.....

First year teaching (Five or more years' approved experience elsewhere..... 1440 in Denver.....

b. For college graduates, A. B. degree:

First year teaching (No previous experience or one year's approved experience elsewhere..... 1350 in Denver.....

First year teaching (Two or three years' approved experience elsewhere..... 1500 in Denver.....

First year teaching (Four or five years' approved experience elsewhere..... 1650 in Denver.....

First year teaching (Six or more years' approved experience elsewhere..... 1800 in Denver.....

3. A year's approved experience, under this schedule, means a year's experience in a fully graded public school maintaining at least a nine month term. The Superintendent of Schools will determine whether or not the school is so graded and so organized as to represent experience equivalent to experience in the Denver schools. Less than full credit may be given at the discretion of the Superintendent for experience gained in rural schools or schools not fully graded.

4. Experience as a permanent supply in the Denver schools will be recognized, provided,

a. That the teacher serving as a supply has the minimum professional training, and

b. That less than a continuous semester's work will not be recognized.

5. In general, experience in private schools will not be recognized, except that experience in colleges, normal schools, universities, or secondary schools of national standing may be recognized, provided such schools are on the accredited list of the North Central Association or of some other standard accrediting agency whose lists are interchangeable with the North Central Association list.

6. Only experience gained within five years immediately preceding the beginning of service in the Denver schools will be recognized.

Transfer to the A. B. Degree Schedule

1. Whenever a teacher in the service receives his A. B. degree he will be placed on the A. B. schedule under the rule relating to the recognition of approved experience. If he has served one year his salary will be made \$1650; if two years, \$1800. If his salary is already \$1800 or more, he will receive no special salary increase on account of the degree but will be advanced toward the maximum for the A. B. degree by the yearly increases of \$150 each.

Application of the Salary Schedule to Teachers of Three or More Years' Experience in the Denver School

1. Teachers of from 3 to 10, Inclusive, Continuous years of Experience Immediately Prior to August 30, 1920:

Maximum

a. Maximum for all teachers in this group.....\$2040

b. To go beyond this maximum all teachers in this group must meet the requirements of the schedule.

2. Teachers of from 11 to 14, Inclusive, Years of Continuous Experience Immediately Prior to August 30, 1920:

- a. Maximum for all teachers in this group.....\$2280
- b. To go beyond this maximum all teachers in this group must meet the requirements of the schedule.
- 3. Teachers of 15 or more years of Experience Who Taught Continuously in the Denver Schools from 1905 to August 30, 1920:

	Sched- ule Maxi- mum	Maxi- mum for this Group	Semes- ter Credits in Edu- cation	Maxi- mum with Credits
a. Less than minimum training (less than high school plus two years).				
1. 15 to 24 years of experience.....	\$2040	\$2400	24	\$2640
2. 25 or more years of experience.....	2040	2520	12	2640
b. Minimum training (high school plus two years).				
1. 15 or more years of experience.....	2040	2520	12	2640
c. Minimum training plus one year (high school plus three years).				
1. 15 or more years of experience.....	2280	2520	6	2640
d. Minimum training plus two years (high school plus four years).				
1. 15 or more years of experience.....	2520	2520	6	2640

Increase in Maximums for Further Study

1. For every six semester credits in education earned in an approved normal school, college or university, subsequent to December 1, 1920, by any teacher in Group D-3, such teacher's maximum salary will be increased \$60 provided that no teacher without the A. B. degree or its equivalent, as defined in this schedule, may attain to a salary higher than \$2640, and provided that a teacher whose maximum under the regular schedule is \$2280 or \$2520 will be required to earn only six semester credits to attain to the maximum of \$2640.

Annual Increase

1. The increase in salary for all teachers of fifteen or more years experience and who have taught in the Denver schools continuously from 1905 to August 30, 1920, will be \$180 per year until their maximums are reached.

2. A teacher who is entitled to an increase in maximum on account of credit earned in education as provided above will be granted an increase in salary on that account upon presentation of credits, provided that the total increases for such a teacher shall not be more than \$180 per year, and provided that all increases be made effective at the beginning of a semester.

The Equivalent of an A. M. Degree

1. Any teacher of ten or more years of experience who is a graduate of an approved college or university, who has taught continuously in the Denver schools from 1910 to 1920, and who presents evidence of a year or more of graduate study, may attain to the maximum set for teachers holding the A. M. degree, provided the

Superintendent of Schools evaluates such graduate study as equivalent to an A. M. degree.

Salary Schedule for Elementary School Principals

1. Minimum Professional Training:

a. The minimum professional training required for appointment to a position as elementary school principal is graduation from an approved college or university. All rules concerning the professional training of teacher will apply to principals. A principal taking the work for the A. M. degree after appointment as principal will be expected to major in the field of educational administration.

b. During the next five years, a teacher of superior merit who does not have the A. B. degree may be appointed as an acting principal pending the completion of the minimum requirement as to professional training and the appointment will become permanent when this requirement is met and if his work as acting principal is satisfactory.

2. Classification of Schools:

a. For the purpose of this schedule elementary schools are classified in three groups:

- Group I, 3 to 10 rooms.
- Group II, 11 to 20 rooms.
- Group III, 21 or more rooms.

b. The number of rooms is determined by the number of teachers doing full time work in a building.

3. The Salary Schedule:

a. Group I, 3 to 10 rooms, inclusive:

A principal of a school in this group will receive a salary \$200 in excess of the salary he would receive as a teacher under the teachers' salary schedule.

b. Group II, 11 to 20 rooms, inclusive:

	Mini- mum	Yearly Increase	Maxi- mum
For a principal with the A. B. degree.....	\$2500	$\begin{matrix} 6 \times 150 \\ 1 \times 100 \end{matrix}$	\$3500
For a principal with the A. M. or Ph. D. degree.....	2500	8 x 150	3700
c. Group III, 21 rooms or over:			
For a principal with the A. B. degree.....	2700	$\begin{matrix} 6 \times 150 \\ 1 \times 100 \end{matrix}$	3700
For a principal with the A. M. or Ph. D. degree.....	2700	8 x 150	3900

d. Whenever a teacher who is receiving a salary within \$200 of the minimum for either Group II or Group III, or a salary equal to or higher than the minimum salary in either of these groups, is appointed principal of a school in either of these groups, he will receive an increase in salary of \$200 per year on account of his appointment as principal.

e. Whenever a school by addition of full time teachers is transferred from Group II to Group III, the principal will be placed on the minimum salary of Group III, if he has not already attained that salary.

4. Application of Schedule to Principals Now in System:

a. The difference between the maximum which a principal who does not have the minimum training may attain and the maximum which a principal who has the maximum training and is principal of a building of the same class as to number of rooms may attain will be the difference in maximum attainable by these principals were they serving as teachers under the salary schedule for teachers.

b. The rules relating to schedule increases for teachers of fifteen or more years of service will apply to principals. In applying this rule to a principal, the total years of service in the system as teacher and principal will be counted.

Salaries of Junior and Senior High School Principals

1. Professional Training:

a. The professional training required for appointment as principal of a junior high school or a senior high school is the same as that for elementary school principalships, except that special preparation and aptitude for secondary school administration will be required.

2. Salaries:

a. The salaries of principals of junior and senior high schools will be fixed by the Board of Education on recommendation of the Superintendent.

Salaries of Principals of Special Schools

1. The qualifications and salaries of principals of special schools will be determined by the Board of

Education on recommendation of the Superintendent.

Salaries of Assistant Superintendents, Directors and Supervisors

1. Professional Training:

a. The professional training required for assistant superintendents, directors, and supervisors of instruction is the same as that required of principals.

2. Salaries:

a. The salaries of assistant superintendents, directors, and supervisors will be fixed by the Board of Education on recommendation of the Superintendent.

(The above excerpts are from Denver Public School Monographs Number Five, Salary Schedules, issued by Denver Board of Education, May, 1921.)

Schedules in Average Sized Cities

Duluth, Minnesota, Salary Schedule

Schedule for Teachers

Item 1. Professional Training—With the exception of those teachers whose qualifications are more specifically set forth in Article VI, all teachers entering the Duluth Schools must have had at least two full years of approved professional training, following graduation from a four year high school, in a standard normal school, college or university. All other things being equal, teachers with Bachelor's or Master's degrees, will be given the preference in making appointments to all positions.

Item 2. Credit for Experience in Other School Systems.

(a) Although not specifically required as a qualification for appointment to a position in the Duluth Schools, successful teaching experience is preferred. Credit on the salary schedule for a period not to exceed five years may be granted to appointees for previous experience in school systems where the teaching experience would be as valuable as that gained in Duluth. Evaluation of this experience in all cases is to be made by the Superintendent of Schools.

Duluth Salary Schedule

	Class I	Class II	Class III	Class IV
Classes according to Professional Training.	Completion of a two year normal school course.	Completion of a three year normal school course.	Completion of four years of college work Bachelor's Degree.	Completion of five years of college work Master's Degree.
Minimum	\$1000	\$1200	\$1400	\$1600
Increments	8 x \$100	9 x \$100	10 x \$125	(10 x \$125) (1 x 150)
Maximum Previous Experience Credited	5 x \$100	5 x \$100	5 x \$125	5 x \$125
Maximum	\$1800	\$2100	\$2650	\$3000

Differentials: All teachers of special classes will receive \$100 per year above schedule. Assistant Supervisors of Art, Music and Physical Training will receive \$125 per year above schedule. Heads and acting Heads of departments employing the full time of more than 3 teachers in Junior and Senior High Schools will receive \$100 per year above schedule.

(b) Only experience gained within five years immediately preceding the beginning of service in the Duluth Schools will be recognized.

(c) In general, experience in private schools of less than college rank will not be recognized.

(d) Less than a continuous semester's work will not be recognized.

Item 3. The Bachelor's degree implies a four year course in an approved institution conferring the A. B., B. S. or Ph. D. degree. The Master's degree implies an A. M. or an M. S. degree from an approved institution.

Persons who have successfully completed four or five years of college work in approved institutions but whose work is not so organized as to give them a Bachelor's or Master's degree may be placed in these two classes but shall not go beyond \$2400 annually in Class III or \$2750 in Class IV until the work is so organized as to give them the degrees required. No person shall be placed in Class IV who does not have a Bachelor's degree.

Item 4. Advancement to a Higher Class:

When a teacher qualifies for a higher class he shall be transferred to that class on or before the opening of the next school year and shall receive in lieu of the regular annual increment the sum of \$200.00 in addition to the last annual salary received. This regulation shall not apply to changes in classification made and effective during the school year of 1923-24.

Item 5. Annual Salary Increase:

(a) Salary increases provided for by this schedule will be granted once only each year at the time of the issuance of the annual contract except in the case of a teacher who may have qualified for a higher classification during the summer vacation, in which case a new contract carrying the proper salary shall be issued at the opening of school in September.

(b) Only those teachers will be entitled to the annual increase who were employed through the entire previous school year or who began work on or before October 1st of that year and were employed through the remainder of that school year. Those teachers who began their work between October 1st and March 1st and who were employed through the remainder of that school year may be given an increase of \$50.00 in classes I and II and \$75.00 in classes III and IV.

Item 6. Leave of Absence.

(a) Leaves of absence may be granted to appointees by the Superintendent for the purpose of visiting other schools, and attending educational meetings, without loss of pay. Leaves for visits shall not exceed two full days per year and no leave may be granted for more than two weeks without the approval of the Board of Education.

(b) The Board of Education may grant leaves of absence without pay, for ill health over a period not to exceed one year.

(c) The Board of Education may grant leaves of absence without pay, for professional study or extended travel over a period not to exceed two years.

(d) A teacher on leave of absence who is not engaged during the period of leave in approved educational work, will return to the schools at the same salary which he would have received at the beginning of his leave of absence.

(e) Time during a leave of absence that is devoted to study or other approved educational work may, on the recommendation of the Superintendent, be accredited to the teacher as experience in determining the teacher's salary advancement.

(f) Application for leave of absence for a period longer than two weeks should be made at least one month in advance of the date of the beginning of the leave.

(g) An application for a leave of absence must state the purpose for which the leave of absence is to be used. If the application is on account of ill health, it must be accompanied by a certificate from a licensed physician and if for study, it must include the name of the school and the courses to be carried.

(h) Teachers and Principals are hereby advised that under the rules of the Teachers' Retirement Fund Association a member of that Association cannot retain membership therein during an absence of longer than one school year. The granting by the Board of Education of a leave of absence for longer than one school year does not affect the operation of this rule of the Association.

NOTE—Detailed applications to special teachers, principals and other school employees are also given in this schedule.

(The above excerpts are taken from Duluth Public Schools Salary Schedules, Issued by the Duluth Board of Education, April 1923.)

St. Joseph, Missouri, Single Salary Schedule

Non-Degreed	A. B. Degree	A. M. Degree
\$50 increment	\$100 increment	\$150 increment
\$1,200 1st yr. apprentice.	\$1,400 (1st year tchr.)	\$1,550 (1st year tchr.)
\$1,250 2nd yr. apprentice.	1,500 (2nd " ")	1,700 (2nd " ")
\$1,300 1st yr. teacher.	1,600 (3rd " ")	1,850 (3rd " ")
	1,700 (4th " ")	2,000 (4th " ")
	1,800 (5th " ")	2,150 (5th " ")
	1,900 (6th " ")	2,300 (6th " ")
	2,000 (7th " ")	2,450 (7th " ")
\$1,800 maximum.	2,100 (8th " ")	2,600 (8th " ")
	2,200 (9th " ")	2,750 (9th " ")
	2,300 (10th " ")	2,900 (10th " ")
	2,400 (11th " ")	
	2,500 (12th " ")	

Non-degreed teachers are required to add to their academic training, at least once in every three years, 7½ hours of credit from schools meeting the requirements of the North Central Association. Five of these hours must be met by attendance at school. Failure to comply with this requirement causes the increment to stop until this requirement is met. 7½ hours credit entitles a teacher to an extra \$50.00 increase.

A. B. degreed teachers are required to spend at least one summer in every three years in summer

school. A. M. degreed teachers are required to spend at least one summer in every three years in summer school or in travel. Upon meeting the approval of the Superintendent this will entitle a teacher to an extra \$50.00 increase. Failure to comply with this requirement causes the increment to stop until this requirement is met.

High School teachers who have not had two years' experience in teaching, serve two years as apprentice teachers before they are rated as first year teachers. Salary for High School apprentice teachers is to be fixed by the Superintendent. Rating and requirement for special teachers are to be determined by the superintendents.

Every teacher in the system, whether in the non-degreed, A. B. or A. M. class must, before she is entitled to the \$50, \$100 or \$150 increment, be so recommended by the Superintendent to the Board of Education. Any teacher failing to be recommended by the Superintendent for the usual increment may upon the recommendation of the Superintendent be retained in the system for one year. Failure to give evidence of improvement during that year the teacher will be dropped from the system.

Any teacher meeting the requirements of the next higher group ceases to add the former increment and is now entitled to the larger increment of the new class and has also a larger maximum ahead.

Temporary Provision: In view of the fact that there are a few non-degreed teachers in the High School who have passed the \$1,800 rank, the present \$2,000 maximum will apply to their case. Otherwise the new non-degreed rulings apply to all non-degreed teachers.

NOTE: A first year teacher is a teacher who has served two years as a successful teacher in the probationary period.

Rating of Teachers

Principals rank teachers three times a year, November 1, March 1 and June 1. The last three ratings are used in arriving at the official rank for the re-appointment. The opinions of any supervisors or similarly informed persons may be solicited by the individual principal.

Teachers are expected to know their ranks and principals are expected to notify them of new or changed ratings on the dates above.

The Superintendent specializes in keeping the principals as nearly uniform as possible in respect to standards, strictness of rating, etc., calling attention to specific cases of what he considers over-rating or under-rating, but seldom over-ruling.

The Michigan State Teachers' Association rating chart is favored, but others may be used. It is especially desired that the teacher occasionally rate herself and then compare with the principal.

The ranks are distributed from 1 to 5. 3 is the rank for an average teacher, 2 is a high rating and 1 is rare. A 4 is low, but allows the teacher another chance at the same salary. A 5 prevents that teacher from being re-appointed.

It is often asked how strictly principals and supervisors rank teachers. Our experience shows that strictness is slowly and gradually acquired. The superintendent has many ways of showing the principals the true value of marks. One way is to make a chart showing the distribution of ranks for the system and the comparative distribution for each principal. If a given principal's distribution differs widely from the average to show that unusual conditions exist or else he should revise his ranks.

Highland Park, Michigan, Salary Schedule

Illustration Showing Method of Fixing Pay at Time of Reappointment

Name	School	Position	Base	(a) Experience			(b) Rank	(c) Credited	Aggregate	Present Salary	Increase	% Increase
			Graduate 2 yr. \$1000 4 yr. 1240	Else- where	Here	Cred- ited x \$120	1 \$240 2 120 3 60 4 0 5	Uni- ver- sity Hrs. at \$4	Prob- able Salary			
Jones	Angell	1	\$1000	5	2	(4) \$480	(2) \$120	(6) \$24	\$1624	1440	184	13
Smith	High	Latin	1240	3	6	(6) \$720	(3) \$60	(15) \$60	2080	1920	160	8
Brown	High	Reading	1000	1	4½	(5) \$600	(1) \$240	(30) \$120	1960	1680	280	17
Blank	Ford	5	1240	10	2	(7) \$840	(2) \$120	.....	2200	1800	400	22

Note (a) Counting this year. Nearest half or third, if fractional, is used. As long as experience is of uncertain value, it is arrived at comparatively, as is rank.
 Note (b) Each principal's record of rank is made three times a year. See Article 2. A teacher ranked "5" is not retained.
 Note (c) Teacher's extra credits are reduced to university hours or their equivalent. See Articles 3 and 4.

The chart below shows our distributions for 329 teachers in November, 1921, and 328 teachers in February, 1922, total of 657 marks. (The large proportion of higher marks may be defended by the statement that for a number of years Highland Park has had an unusual opportunity to secure the better teachers.)

Distribution of Marks from Principals

	No. of Marks	1's	2's	3's	4's	5's
Totals and Per cents	657 100%	167 25%	213 48%	173 26%	4 6%	0 0
1st school February	34 100%	8 24%	18 52%	8 24%	.....	.....
2nd school November	33 100%	6 18%	15 46%	11 33%	1 3%	.....
3rd school February	56 100%	23 41%	19 34%	14 25%	.....	.....

Similarly two tabulations were made for each of five other schools, making tabulations to be compared with the totals and averages. Imagine the study made by the principal of each school when he saw this chart.

In June 1922 the same persons gave the following distribution of marks to 320 teachers: 86-1's, 27%; 147-2's, 46%; 84-3's, 26%; 3-4's, 1%.

In all the foregoing distributions the figures were taken before the superintendent or other general supervisors had reported. The general tendency of the influence of the marks of these officers is to decrease the per cent of 1's. For instance, a principal's ratings are here compared with the results of combining his ratings with those of other officers:

	1's	2's	3's
Principal's Marks Only...	44%	33%	23%
Principal's Marks, Combined with Others.....	31%	40%	29%

Extra Credits

Educational qualifications beyond the requirements, if approved, shall be credited as follows:

(A record of each teacher's extra credits shall be kept in the office of the superintendent after having been approved by the principal and superintendent, and the teacher may have a copy of it.)

1. University semester—hours at \$4.00. (Since two years of university study, or 60 hours, represents the difference between the 2-year and the 4-year course, and since the difference in the two bases is \$240, each hour should be reckoned at \$4.00.)

2. Any other additional educational equipment may be reduced to what is considered its equivalent in university hours and credited accordingly.

3. Travel of educational or professional value shall be evaluated in hours by the Teachers' Council Commission on Travel Credits and the Commission's recommendation shall be presented to the superintendent for his approval.

4. The penmanship requirement, not being in force when the teacher is hired, may be recognized as an extra credit. It is desired that all teachers who are not penmanship teachers shall be positive influences in raising the pupils to the standards in applied writing. A teacher then who is such an influence may have her writing habits and influence evaluated by the head of the penmanship department, the principal, and the superintendent, and this credit may be included in the list of that teacher's credit hours.

5. Reports of 1921-22.

1. Number of teachers eligible.....	287
2. Number of teachers receiving credit..	185
3. Total number of hours credit.....	2,646
4. Average number of hours credit (based on No. 1).....	9 1/3
5. Total number of hours extension credit	2,172
6. Average number of hours extension credit.....	7 1/2

7. Total number of hours travel credit... 474
8. Average number of hours travel credit... $1\frac{1}{2}$
9. At \$4 an hour, cost of system for first year's extra credits was..... \$10,584

(The total amount expended for teachers' salaries, \$630,164.13.)

This was the first year the plan was tried and of course the credits were for many years' work. The new credits for the following year have a smaller total, although many are for work taken previously. The totals will be still smaller next year.

1922-1923

1. Number of teachers eligible..... 309
2. Number of teachers receiving credit... 169
3. Total number of hours of credit..... $1,259\frac{1}{2}$
4. Cost of new credits..... \$5,038

Commission on Credit for Travel

I.

The following have been accepted as standard trips:

Group 1. Credit:	Group 2. Credit:	Group 3. Credit:
4 to 8 hours	8 to 18 hours	16 to 36 hours
New York	Pacific Coast	Europe
Washington	Rocky Mountain	South America
New England	District	
St. Lawrence		

(NOTE: No. of hours varies according to amount and use of time spent.)

II.

The above figures are given as limits. The exact number of hours recommended by the Commission is based on the following points:

A. Academic Value—	Max. Value
1. Historical.....	10%
2. Physiographical.....	10%
3. Industrial.....	10%
4. Social.....	10%
B. Professional Value—	
1. Relation to Subject.....	10%
2. Educational Institutions Visited.	10%
C. Cultural Value—	
1. Painting.....	8%
2. Sculpture.....	8%
3. Music.....	8%
4. Architecture.....	8%
5. Literature.....	8%
	100%

To find the number of hours, the maximum number of hours for trip under consideration is multiplied by the percentage found by scoring form given in II.

Fractional parts of hours are disregarded.

III.

No credit is allowed for trips made more than five years previous to the time application is made.

IV.

The Commission on Credit for Travel meets on the second and fourth Wednesday of the calendar month, in room 257 at the High School.

NOTE: The superintendents usually approve the recommendations of the Commission, but is not bound to do so.

Supervisors and executives are the ones who usually have the privilege of convention attendance. It is desirable to extend the benefits to teachers. But how select the teachers? The plan below encourages the teachers to nominate themselves.

NOTE—There are different ways in which an employee may attend a convention:

1. Delegate or representative of employer (salary and expenses paid).

2. Attendant at own suggestion with:

(a) Salary paid, expenses not paid.

(b) Salary and expenses not paid, or

(c) Some mutual arrangement.

This last arrangement is the one described below.

(Shortened Form of the Regulations)

1. NOTE—For the purpose of more adequately encouraging convention attendance and of insuring more general benefit therefrom, this Commission was originally appointed by the Teachers' Council at the request of Mr. Knapp to consider the matter of giving credit for attendance at conventions. Later, Mr. Knapp made it a permanent Commission, working for the superintendent independently of the Council. It is composed of three members whose term of office is for three years, a new member being appointed every year by the superintendent. The present members are: Misses Vida Wilson, Florence Pendell and Mrs. Beulah George, chairman. (Mrs. George was succeeded by Florence Moore, January 1, 1923.)

The Commission will hold its meeting the first Wednesday of each calendar school month at 3:30 in the Board of Education room.

2. Anyone wishing to attend a convention other than M. S. T. A. or Schoolmasters' Club will notify the Commission in writing of such desire as soon as he decides to go, and include:

(a) Name of convention.

(b) Place and date of meeting.

(c) Probable length of absence.

3. He may be asked to meet with the Commission in order to furnish data on which the Commission may determine the propriety and desirability of attendance and to learn just what will be expected of him.

At the first meeting of the Commission after his return from the convention, he will present a written report embodying the following information.

(a) Lectures attended, speakers, criticisms ("How close attention did you pay? If not complete, why not?")

(b) Remarks.

He will also submit an itemized statement showing exact amount of:

(a) Time of absence due to convention, with dates.

(b) Railroad fare.

(c) Pullman charges.

(d) Tips.

(e) Cost of Meals.

(f) Hotel Charges.

NOTE: Rebate allowed for items "d," "e," and "f" will not exceed four dollars per day.

He is asked to give, in addition, an oral report to those especially interested, either department or school, and answer questions of the Commission.

4. The Commission will feel justified in advising against attendance at conventions (in hope of credit), it at any time such action should be necessary in order to preserve the institution.

5. After the Board of Education has allowed a claim it shall be paid in two installments, one in the next semester and the other in the second semester thereafter. It would be preferable to have the amounts added to the salary on the months when the retirement deductions are made. (It is understood that if the claimant does not teach for a semester after the convention, no allowance is due, and if he does not teach a year, only half of the allowance is due.)

NOTE—The superintendent usually approves the recommendations of the Commission, but is not bound to do so.

Salary Schedule

Educational Requirements:

State Life Certificate and Normal Graduation (2 year course) and some actual teaching experience in the public schools, or

State Life Certificate and College Graduation (4 year course) and some actual teaching experience in the public schools.

	Base	Mini- mum	Maximum	Annual Increment
Two year course.	\$1,000	\$1,080	Rank 2—\$2,160 3—1,800 4—1,500	\$120 (For one additional year of credited experience.)
Four year course.	\$1,240	\$1,320	Rank 2—\$2,760 3—2,160 4—1,740	\$120 (For one additional year of credited experience.)
High School Department Head or Assembly Teacher.	\$1,600	.....	Rank 2—\$3,400 3—2,800	\$180 (For one additional year of credited experience.)
No maximum for Rank 1.				

(The above material is from, The "Merit Plan" for payment and promotion of teachers, published by the Board of Education, Highland Park, Michigan, February, 1923.)

Fort Smith, Arkansas, Salary Schedule

1. All teachers will be classified on the basis of academic and professional training, as follows:

Class 1. Master's degree (or equivalent) from an approved institution.

Class 2. Bachelor's degree (or equivalent) from an approved institution.

Class 3. Normal Diploma (or equivalent) from an approved institution.

2. Each teacher will be assigned a classification at the time of employment. The schedule of each class shall apply thereafter until the maximum is reached, subject to the following reservations: a teacher may advance from one classification to another by reason of additional approved preparation. Credit for additional preparation will be granted when such additional preparation leads to the next higher classification.

3. Approved experience in other school systems will be recognized at the time of employment.

4. Applicants whose preparation, either professional or academic, does not equal or exceed that of class three will not be considered eligible for appointment after the adoption of this schedule.

5. Salary increases will be granted only when earned, and are not to be regarded as automatic with increasing tenure. Classroom effectiveness and professional progress are the factors to be considered in granting a full or a partial increment. Failure to earn a full increment in any year will not operate to reduce the maximum attainable under any classification.

6. The provisions of this schedule apply to all grades. Teachers with equivalent training and experience may receive equal salaries whether they teach in the secondary schools or in the elementary schools. Teachers with superior training are expected to maintain a higher

degree of classroom effectiveness than is expected of teachers with inferior training. UNLESS ADDITIONAL TRAINING PRODUCES BETTER CLASSROOM RESULTS SALARY RECOGNITION FOR SUCH ADDITIONAL TRAINING IS NOT JUSTIFIABLE.

7. Salaries will be paid on a ten-month basis, at the close of each calendar month; provided that in addition to the regular monthly salary for May, teachers will be paid for one-half of the month of June. Salary due for the last half of the month of June will be paid at the end of the month of September; provided further that teachers who leave the system at the close of the school year shall receive salary due for the entire month of June. Teachers who accept reappointment and later resign before the opening of the next term of school shall forfeit salary due for the last half of the month of June. Teachers who are employed for less than the full term of school shall receive the proportion of summer salary that their terms of employment bear to the full school term. This schedule is based on a school year of thirty-six weeks.

8. There may be held annually a teachers' institute during the week prior to the opening of the schools in September. Attendance at said institute may be required of all teachers without additional compensation.

9. All teachers are expected to attend an approved professional summer school and to take approved work in such schools not less often than once in four years. Leave of absence for professional study will be granted.

10. All teachers new to this system are on probation for a period of two years. Thereafter a teacher who is rated "C" or better may expect annual reappointment so long as the other provisions of this schedule and rules of the Board of Education are complied with.

	Min- imum	Model Incre- ments	Max- imum
11. Class 1.....	\$1,600	10 x \$100	\$2,600
Class 2.....	1,400	10 x 100	2,400
Class 3.....	1,000	5 x 100	1,500

12. For each step in rating above or below the modal rating there will be an increase or a decrease in the salary increment of \$25.00. Thus, if the mode is C, a B teacher would receive an increase of \$125.00; a D teacher would receive an increase of \$75.00; and A teacher would receive \$150.00, etc.

Eligibility Rules

1. No applicant will be eligible for employment as a teacher in the elementary schools whose academic and professional training is less than that of a graduate of a two-year normal school. (Usually 60 semester hours.)

2. In general the applicant who has had one or more years of teaching experience will be preferred to the applicant who has had no experience. An applicant who has had no teaching experience will be considered eligible provided said applicant has credit for not less than six semester hours of practice teaching in an approved teacher training school.

3. No applicant will be eligible for employment as a teacher in the secondary schools (seventh grade, through twelfth) whose academic and professional training is not equivalent to that of a graduate of a four-year standard college or university (120 semester hours). Said professional training must include not less than 20 semester hours in the field of education.

4. No applicant who is less than twenty-one years of age will be considered eligible for appointment as a teacher in this system.

Mena, Arkansas, Salary Schedule

1. All teachers will be classified on the basis of the following academic and professional training.

Class A. Bachelor's degree (or equivalent) from an approved institution.

Class B. Normal Diploma (or equivalent) from an approved institution.

Class C. High School graduate, with at least one summer's work in a teachers' College and one year's experience teaching successfully. (Normal training course as given in high schools approved by state department, counted as professional training.)

2. Successful teaching in other schools will be recognized.

3. Applicants whose training and experience does not exceed that of class three will not be considered eligible for appointment after the adoption of this schedule.

4. Increases in salary are to be granted only when earned and are not to be considered as automatic. Effectiveness and professional progress in the classroom are the factors to be considered. Failure to earn the increase will not operate to reduce the maximum to be attained under any classification.

5. All teachers will be expected to attend a professional summer school and take approved work in said school not less often than once every two years until

they have secured a Normal Diploma (two years above high school). After that they shall be required to attend such a school at least once every four years.

6. There may be held a teachers' institute for a week prior to the opening of school in September. Attendance at said institute may be required of all teachers without additional compensation.

7. All teachers new to this system are on probation for a period of one year and may expect reappointment so long as the requirements of this schedule are met. (Every teacher must be in class as outlined.) All rules and regulations of the Board of Education must be complied with.

8. The following schedule will be in force after approval and adoption by Board of Education.

	Minimum	Increases	Maximum
Class A.....	\$900.00	9 x \$90.00	\$1860.00
Class B.....	775.00	9 x 55.00	1275.00
Class C.....	675.00	9 x 36.00	1000.00

9. Applicants with the greatest amount of successful teaching experience will be preferred to the one with less amount or who has had no experience. Candidates with professional training given preference. Candidate who has had no experience teaching must have had some practice teaching under the supervision of an instructor approved by the State Board of Education.

(The above excerpts from Salary Schedules and Eligibility Rules, issued by Mena, Arkansas, Board of Education.)

Salary Schedules In Smaller Cities

Lawrence, Kansas, Salary Schedule

Class	Definition of Class	Initial Salary	Annual increases	Pre Maximum	Maximum	Super Maximum
I	Teachers having less than two years of training above H. S.		Rating A \$75 B 50 C 25 D None E "	None	\$1300	None
II	Teachers having two years of training above H. S. but not A. B. degree, or equivalent.	\$1000	Rating A \$75 B 50 C 25 D None E "	\$1300	\$1450	\$1600
III	Teachers having A. B. degree, or equivalent.	\$1200	A \$100 B 75 C 25 D None E "	\$1000	\$1800	\$2000
IV	Teachers holding M. A. or M. S. degree.	\$1300	Rating A \$125 B 75 C 25 D None E "	None	\$2350	\$2300

Explanation of Rating—A, Excellent; B, Good; C, Medium; D, Fair; E, Poor.

1. "Initial Salary" is the salary paid the teacher without experience for her first year's work.

2. "Annual Increases" are based on rating, each teacher being rated by superintendent, principal and supervisors in charge of subjects by teachers.

3. The "Pre Maximum" may be passed by Class II teachers who secure an additional year of training beyond the two years required for that classification, this training to be approved by superintendent. Class III teachers should receive additional training equivalent to two six weeks summer schools in approved institutions to pass the "Pre Maximum." This additional training must have been secured subsequent to the adoption of this schedule.

4. The "Super Maximum" is reached by not more than 20 per cent of the group after a period of years in which a uniformly excellent record has been attained.

5. Class I teachers are a group subject to special legislation, but their increases and maximum may not be more than those set for Class II teachers.

6. A teacher passes automatically from one class to another on completion of the minimum scholastic requirements for that class.

7. The Board of Education may, on recommendation of the superintendent and teachers' committee, make exceptions to this schedule in individual cases.

8. Principals, supervisors and special teachers may receive compensation above that which they would secure on the schedule.

9. No increases are provided for teachers rated "Fair" or "Poor," a teacher rated "Poor" is thereby automatically dropped from the system; a teacher rated "Fair" may be retained at the same salary, but a second rating of "Fair" will serve to eliminate that teacher automatically.

10. The initial salary of a teacher with experience will be determined on basis of experience and credentials.

(The above schedule was adopted by the Lawrence, Kansas, Board of Education, April, 1921.)

Marshfield, Wisconsin, Salary Schedule

Rules Relating to the Salaries of the Teachers, Supervisors, and Principals Composing the Teaching Force

I. Classification of Members of teaching force.

1. Superintendent of schools.
2. The Supervisory group.
 - (a) Supervisors of special subjects.
 - (b) Principals of grade schools.
 - (c) Principals of high schools.
3. Special Teachers.
 - (a) Teachers of special subjects.
 - (b) Teachers of special groups of children.
4. The regular classroom teachers.
 - (a) Senior High School.
 - (b) Junior High School.
 - (c) Elementary.

II. Schedule of salaries of classroom teachers shall be considered as basic since it concerns the greatest number and this schedule shall remain in force until modified by further action of the Board of Education.

III. The salaries of special teachers shall generally be based upon the consideration governing placement in the schedule of regular classroom teachers. Additional credit for technical training may be allowed at the discretion of the Board of Education. When conditions of supply and demand, sometimes operating in cases of teachers of special branches, and in case of men teachers, make it necessary, the Board of Education may make exceptions to this rule.

IV. Other considerations than those laid down governing the placement of classroom teachers enter into the schedule of the Supervisory group.

Classroom Teachers

I. A classroom teacher's placement in the salary schedule and advancement therein shall be determined by a system of credits based upon three fundamental factors, namely:

1. Professional preparation.
2. Experience.
3. Merit or quality of service.

II. What determines the credits.

1. Professional preparation—education and training.

- (a) Each year of academic or professional study beyond the high school is counted as two credits.
- (b) Each summer term of study totaling at least 60 hours and resulting in two certified standings shall count as a half-credit, provided that such study has not already taken effect in graduating from an institution or in securing a certification from which teacher is now holding position. Correspondence courses resulting in two certified credits shall count as one-half credit.

- (c) A summer spent in travel resulting in professional benefit, approved as such by the Superintendent of Schools and the Teachers' Committee of the Board of Education, may add one or two credits according to the nature and extent of the travel.

2. Experience.

- (a) Each year of service in Marshfield shall count as two credits.
- (b) Each year of service as teacher in another city of about the same rank as Marshfield shall count as one credit.

- (c) Each year of service in a rural school shall count as one-half credit.

3. Quality or merit of service.

- (a) Not to exceed two credits, may be added to or subtracted from a teacher's salary rating on the basis of the quality or merit of the service rendered by the teacher.

III. The schedule and the credits determining placements.

Group	Credits	Annual Salary	Yearly Increase
E-2	5 or 6	\$1140	60
E-1	7 or 8	1200	60
D-3	9 or 10	1260	60
D-2	11 or 12	1320	60
D-1	13 or 14	1380	60
C-3	15 or 16	1440	60
C-2	17 or 18	1500	75
C-1	19 or 20	1575	75
B-3	21 or 22	1650	75
B-2	23 or 24	1725	80
B-1	25 or 26	1805	95
A-3	27 or 28	1900	95
A-2	29 or 30	1995	95
A-1	31 or 32	2090	95

IV. Limitations and directions to be observed in the operation of this schedule.

1. No teacher shall count credits based upon the service of teaching prior to September, 1916.
2. The highest classification for teachers offering less than 6 "Education and Training" credits shall be class D-1; for those offering less than 8 "Education and Training" credits shall be class C-2; and for those offering less than 10 "Education and Training" credits shall be B-2.
3. Teachers in the system whose work does not merit the schedule rate may be paid a less amount.

Special salary consideration.

1. Heads of departments in the Senior High School may obtain not to exceed \$10 per month more than they would be entitled to as regular classroom teachers.

Special Teachers

I. Classification. The teachers of the school force classified as special teachers are as follows:

1. Teachers of Special Subjects.

- (a) Manual Arts.
- (b) Domestic Arts or Home Economics.
- (c) Physical Education and Hygiene.
- (d) Librarian.
- (e) Public Speaking.
- (f) Commerce.
- (g) Agriculture.

2. Teachers of special groups of children.

- (a) Teacher of the Deaf.
- (b) Teacher of Ungraded Room.

II. Rules determining the fixing of salaries of special teachers.

1. Special teachers' salaries are subject to all the rules of the regular classroom teachers' schedule with this exception.

- (a) They may receive in addition to the regular schedule an amount not to exceed \$200 per year.

2. Other special adaptations may be provided by action of the Board of Education whenever circumstances may make it advisable.

Supervisors

I. Principals of grade schools.

1. Because of the added responsibility and additional work, the principal of each elementary school shall receive from \$100 to \$200 per year more than the schedule provides for a classroom teacher. The principal who is a beginning principal in the Marshfield schools shall receive \$100 above his or her classroom teacher rating and \$25 may, at the discretion of the Board of Education, be added to the amount for each year's service as Principal until the maximum of \$200 is reached.

II. Supervisors. The special supervising teachers now under the employ of the Board of Education are: Supervisor of Physical Education, Supervisor of Music, and Supervisor of Art.

1. Supervising teachers shall receive, not to exceed, \$150 above the salary of a classroom teacher.

(The above rules and regulations were adopted by the Marshfield, Wisconsin, Board of Education, March, 1921.)

III. Principals of High Schools under the employ of the Board of Education are: Principal of Junior High School and Principal of Senior High School.

1. The salaries of High School Principals shall be fixed by the Board of Education without regard to any of the regulations or conditions of these rules relating to the salaries of teachers and supervisors.

Rules Governing the Future Operation of these Schedules

I. Eligibility of Elementary Teachers.

1. The fewest credits based on professional preparation that a teacher may present are four.
2. These credits must be based upon excellent or good records for academic and professional work in the schools attended.
3. Any teacher who presents only these four credits shall receive not to exceed \$1100.00.

II. Teachers in the Junior and Senior High Schools.

1. The teachers of the High Schools must meet the requirements of the North Central Association of Secondary Schools and Colleges of which our High Schools are members.

III. Tenure.

1. Tenure shall depend upon "quality of service"

and "the general contribution made by the teacher to the school through loyalty and co-operation."

IV. Advancement.

1. For satisfactory service advancement will generally be automatic according to the schedule.
2. Advancement in salary shall be granted to classroom teachers who have but four "Education and Training" credits, for attendance at summer school on the following conditions:
 - (a) The school selected shall be approved by the Superintendent of Schools and the Teachers' Committee of the Board of Education.
 - (b) Courses of Study totaling not less than four credits (credits interpreted to mean the same as "credits" in the University of Wisconsin) shall be taken and passing grades secured. These courses shall be accepted on conference with the Superintendent.
 - (c) At the end of summer school the teacher attending summer school shall submit to the Superintendent of Schools the official report of the institution attended showing the amount of work done.
 - (d) Upon a satisfactory showing that the above rules have been complied with the teacher shall receive \$5 per month in addition to his or her salary under the schedule.

V. Limitations.

1. No teacher shall receive extra compensation for having attended summer school if such attendance is made a condition of re-election.

Winnetka, Illinois, Salary Schedule

The salary schedule in Winnetka is based on a \$1200 minimum for a normal school graduate (2 year course beyond a four year high school course) without experience. The accompanying scale shows annual salaries including allowances for training and experience.

Training is measured in terms of University of Chicago "majors." A full year's work in college, or in Normal school, after the first two years, counts 9 majors. A three months' summer course is 3 majors, a 6 weeks' summer course is 1½ majors. A university graduate has 18 majors beyond the first two years which are assumed for the minimum salary.

Extensive educative travel—National Parks, Alaska, Hawaii, Europe, etc.—may be counted as one major for each month so spent.

To the salary as shown on the accompanying table, additions may be made as follows:

For efficiency rating of A during preceding year in Winnetka, \$60 will be added to annual salary.

For efficiency rating in B during preceding year in Winnetka, add \$30 to the annual salary.

For each of the first six years of experience in Winnetka, add \$12 to the annual salary.

For each year of experience in Winnetka after the first six years, add \$3 to annual salary.

For each year of general experience, after the first fourteen years, add \$3 to annual salary.

For each major of professional improvement beyond the 27 shown, add \$16 to annual salary.

For special work in scientific reconstruction of the curriculum in Winnetka and preparation or new materials for individual instruction, recognition is given in the form of a \$35 bonus at the end of the year.

WINNETKA, ILLINOIS—CHART FOR DETERMINING SALARY

Majors Improvement	Years' Experience														
	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14
0.....	1200	1260	1320	1350	1380	1410	1440	1446	1452	1458	1464	1470	1476	1482	1488
1.....	1216	1276	1336	1366	1396	1426	1456	1462	1468	1474	1480	1486	1492	1498	1504
2.....	1232	1292	1352	1382	1412	1442	1472	1478	1484	1490	1496	1502	1508	1514	1520
3.....	1248	1308	1368	1398	1428	1458	1488	1494	1500	1506	1512	1518	1524	1530	1536
4.....	1264	1324	1384	1414	1444	1474	1504	1510	1516	1522	1528	1534	1540	1546	1552
5.....	1280	1340	1400	1430	1460	1490	1520	1526	1532	1538	1544	1550	1556	1562	1568
6.....	1296	1356	1416	1346	1476	1506	1536	1542	1548	1554	1560	1566	1572	1578	1584
7.....	1312	1372	1432	1462	1492	1522	1552	1558	1564	1570	1576	1582	1588	1594	1600
8.....	1328	1388	1448	1478	1508	1538	1568	1574	1580	1586	1592	1598	1604	1610	1616
9.....	1344	1404	1464	1494	1524	1554	1584	1590	1596	1602	1608	1614	1620	1626	1632
10.....	1360	1420	1480	1510	1540	1570	1600	1606	1612	1618	1624	1630	1636	1642	1648
11.....	1376	1436	1496	1526	1556	1586	1616	1622	1628	1634	1640	1646	1652	1658	1664
12.....	1392	1452	1512	1542	1572	1602	1632	1638	1644	1650	1656	1662	1668	1674	1680
13.....	1408	1468	1528	1558	1588	1618	1648	1654	1660	1666	1672	1678	1684	1690	1696
14.....	1424	1484	1544	1574	1604	1634	1664	1670	1676	1682	1688	1694	1700	1706	1712
15.....	1440	1500	1560	1590	1620	1650	1680	1686	1692	1698	1704	1710	1716	1722	1728
16.....	1456	1516	1576	1606	1636	1666	1696	1702	1708	1714	1720	1726	1732	1738	1744
17.....	1472	1532	1592	1622	1652	1682	1712	1718	1724	1730	1736	1742	1748	1754	1760
18.....	1488	1548	1608	1638	1668	1698	1728	1734	1740	1746	1752	1758	1764	1770	1776
19.....	1504	1564	1624	1654	1684	1714	1744	1750	1756	1762	1768	1774	1780	1786	1792
20.....	1520	1580	1640	1670	1700	1730	1760	1766	1772	1778	1784	1790	1796	1802	1808
21.....	1536	1596	1656	1686	1716	1746	1776	1782	1788	1794	1800	1806	1812	1818	1824
22.....	1552	1612	1672	1702	1732	1762	1792	1798	1804	1810	1816	1822	1828	1834	1840
23.....	1568	1628	1688	1718	1748	1778	1808	1814	1820	1826	1832	1838	1844	1850	1856
24.....	1584	1644	1704	1734	1764	1794	1824	1830	1836	1842	1848	1854	1860	1866	1872
25.....	1600	1660	1720	1750	1780	1810	1840	1846	1852	1858	1864	1870	1876	1882	1888
26.....	1616	1676	1736	1766	1796	1826	1856	1862	1868	1874	1880	1886	1892	1898	1904
27.....	1632	1692	1752	1782	1812	1842	1872	1878	1884	1890	1896	1902	1908	1914	1920

CHAPTER V

Principles and Standards Involved in the Making and Administration of Teachers' Salary Schedules

The fundamental consideration which should determine the final settlement of every element involved in the construction and administration of a teachers' salary schedule is the effect of the element on the teaching service rendered to the children of the community. The only sound justification for salary schedules for teachers is that they aid in securing the most effective teaching possible. Many of the objectionable elements of existing salary schedules would be immediately eliminated if they were thought of in terms of the results which those elements bring the children rather than the results they bring the teacher.

In making a new salary schedule for any given city, a number of elements must be decided by the local school authorities before the schedule can be constructed. Some of the most important of these are involved in the one question—What kind of schools does the community desire? The answer to this will determine the standards of training and experience which the teachers are to have and the salaries to be paid in order to secure and retain teachers with those qualifications.

The fundamental issue in this whole matter is the kind of teaching service desired rather than what is to be the cost of that service. The answer to the first question largely determines the answer to the second. American school districts, except in a few instances, can afford the kind of school they desire. An extensive study made in 1918-19¹ showed distinctly that there is little relation between increases in teachers' salaries, the largest single item in the school budget, and increases of wealth in the community. Some of the cities with the lowest per capita wealth paid the highest salaries to teachers and some of the wealthiest paid the lowest. It is largely a matter of the standards which the city has

adopted for its schools and its unwillingness to be satisfied with anything less than these standards.

General Principles Affecting the Making of Salary Schedules

1. Salary schedules should tend to make teaching a profession. There has been little justification in the past for calling teaching a profession. There is great need at the present time to replace immature, inexperienced, inadequately prepared teachers with professionally trained teachers, who will place the value of the service they are rendering to society ahead of individual, personal gain, and who will develop and adhere to a code of professional ethics in the field of education.

2. Salary schedules should serve to secure and retain competent and desirable people as teachers. Teaching has suffered in recent years both from its failure to attract a fair percentage from among the most capable high school graduates, and also from its failure to attract young men and young women from the better American homes. In answer to a question sent to County Superintendents in the United States through the National Education Association in 1920, 1395 superintendents out of 1512 reported that in their opinion teaching was not attracting as competent young men and young women as in former years. The statement is repeatedly made by Normal School Presidents that normal schools rarely secure students from the best fourth of high school graduating classes. The most capable among these students are attracted to other better paid professions and enroll for the longer college or university courses preparing for these professions.

Attempts have been made by many states to raise standards for entering the teaching

¹ Teachers' Salaries and Salary Schedules in the United States 1918-19, by E. S. Evenden, Commission Series No. 6, pages 131 and 132.

profession by the enactment of State laws. These laws have not resulted in securing large numbers of desirable recruits in the teacher training schools. Local regulations have been repeatedly passed increasing the standards for admission to teaching in that community, but these, as well as State laws, have failed to stand in the face of a shortage of trained teachers, where the alternatives were closed schools or lowered standards. Another element affecting the kind of women recruited for teaching is the greatly increased number of attractive occupations open to women since the time of the World War.¹

3. Salary schedules should assure a maximum of service and professional growth from all teachers. It is essential that salary schedules for teachers be so arranged and so administered that they hold out constant incentives to all to render their best services at all times, to do a better piece of work this year than last year, and to neglect no opportunity to increase their stock of information, or improve their teaching skill. A salary schedule which tends through assured salaries and automatic increases to lull teachers into a professional lethargy is either wrong in principle, administration, or both.

Salary schedules which satisfy this principle are professionally constructive rather than protective devices. There is no doubt but that the guiding motive back of many campaigns for salary schedules on the part of teachers has been the protection which the schedule offered against the changing ideals and personnel of Boards of Education. It is equally certain that many Boards of Education have accepted salary schedules because of the protection which they afford them against the demands of teachers, either as individuals or in organized groups.

Salary Campaigns of the Future

During the five-year period between 1917 and 1922 teachers' salaries throughout the United States were so inadequate, so far below salaries paid in comparable lines of work, and so far below what the increased cost of living justified, that frequent campaigns to increase salaries were necessary. In many cities more than one campaign was necessary since the first increases allowed were wholly inadequate. The principal

emphasis during this period was almost entirely on increasing the amount rather than improving the way in which that amount was secured or in the way which it was expended. As previously shown, teachers' salaries at the present time though still too low, are as adequate as they were before the War. The salary campaigns of the next few years should aim not only to maintain and increase teachers' salaries but also to secure the adoption of schedules which will place an ever increasing emphasis upon and offer an ever increasing reward for adequate training and effective service. There are some States and many individual communities where salary campaigns, for one reason or another, were not started until the peak of high prices had been passed. In these unfortunate communities it has been very difficult to secure the needed salary increases during the recent period of business depression. Such communities still have campaigns for increased salaries to wage. Even in those places the chances of such campaigns being successful will be greatly increased by placing the principal emphasis upon a new schedule which will meet the standards suggested in this study at the same time that it provides the necessary increases. With the exceptions just referred to, the majority of American school systems face the immediate problem of securing more and better teaching service for the money now received or the problem of maintaining the present school efficiency with decreased school revenues.

It is not the purpose of this report to furnish in final form the type of material needed in salary campaigns. Superintendents and teachers committees by building upon the data presented and by studying the reference given on page 114 should have no difficulty in preparing salary campaign material of the type which will be effective in meeting the particular situation that exists in their community. If a community can be assured that the total cost of teachers' salaries will not be unduly increased, but that these costs are reasonably comparable to costs in other cities, and that as a result of the new schedule, teachers will be encouraged to do better work and increase their professional training, and furthermore

¹ See *Better Salaries—Better Citizens*, Journal of the National Education Association for May, 1923, page 206, for census figures relative to this point.

that teaching, as a result of the new schedule, will recruit higher types of men and women, the success of a campaign for a new salary schedule in most American cities is practically certain.

Specific Principles Affecting the Making and Administration of Salary Schedules

Some of the more specific principles affecting the making and administration of teachers' salary schedules directly affect more than one of the general principles listed above. For convenience in arrangement they are grouped under the general principle which they most immediately affect.

Salary Schedule Principles Tending to Make Teaching a Profession

1. Salary Schedules Should Recognize the Value of Training.

This recognition must not be in terms of general commendation, but must be in the form of tangible salary differences. If teaching is to become a profession, it must offer adequate rewards to those who secure the needed professional training. The more time and money a teacher spends in preparing himself to teach, in other words, the more he invests in his training, the larger should be his returns upon that investment. This economic principle holds for other groups; it must also be made to hold for teachers.

It is recognized here and in all subsequent discussions of salary schedules that "years of training" is not a constant term. Four years of work in a teacher training college is more desirable from the standpoint of teaching than four years of work in a regular liberal arts college. Even though one "year's training" may not always mean exactly the same, yet, at the present time, a year's time spent in school is a more constant and exactly defined element than teaching merit or success in instructional material or disciplinary ability and such other items as should affect the salary paid to teachers.

2. Salary Schedules Should Recognize the Value of Experience.

No one questions the fact that teachers improve most rapidly in teaching technique, in knowledge of subject matter and in ability to effectively manage classes during the first few years of their teaching experience. The value of this experience should be recognized in a salary schedule, whether this experience

is gained in that particular city or in another school system.

3. Salary Schedules Must Discourage or Prevent the Employment of Teachers with Less Than the Accepted Minimum Training.

When it is necessary to employ teachers who do not meet the accepted standards for training, salary schedules should be so arranged that teaching will not offer a career to those unprepared individuals. The way in which these teachers are paid should either tend to eliminate them from teaching, or by means of further additional training lift them from the class of unprepared to the group of prepared teachers.

4. Salary Schedules should Provide Financial Recognition for Work Requiring Special Training in Addition to the Regular Training of Teachers.

Where it is necessary for a teacher to have special training in dietetics, or in nursing, or in handling backward and feeble-minded children, or any other such work in addition to his regular training as a teacher, the additional salary paid such a teacher should be enough to warrant the additional investment of time and money needed to secure this special training.

5. Salary Schedules should Make no Distinction Between the Work in the Different School Divisions.

There is no evidence showing that the teacher in the lower elementary grades does not need or could not make as valuable use of as much training for her work as the teacher in the high school. The training, of course, would differ in kind but not in amount. There is reason to believe that a teacher in the primary grades with training comparable to that of the teacher in the high school can make the experience of the children under her direction richer, more complete and more valuable to society.

Another result of adopting this single basis for salary schedules will be the assistance that such a schedule offers to the gradual increase of the standards of preparation for teaching. The presence of even a few teachers in the elementary schools who have spent four or more years in training beyond the completion of the high school, and who are paid salaries comparable to the teachers in the high school, will do much to encourage other elementary teachers to increase their training. School patrons will come to realize

from the work of these few teachers the desirability of this additional training. As this realization becomes more general, gradual but certain increases in standards of training may be looked for in American cities.

6. Schedules Should Be Based Primarily Upon the Salaries Which Will Attract Capable Women.

There is no logical economic or social justification for providing a salary schedule for men differing in its provisions from the schedule provided for the women in the same city holding the same positions. Whether or not salary distinctions between men and women shall be made, however, is a matter for local consideration and local settlement. Some cities still consider it desirable to have a certain number of men as teachers, particularly in the high school. There is no doubt but that it is as desirable to have some strong men in a teaching staff as it is that there be strong women on that staff. Just what is the influence of these men and just what is the value of this influence can be stated no more exactly than can the answers to similar questions concerning women teachers. The fact remains, however, that the same salary under present economic conditions will not secure as strong a man teacher for a given position as it will a woman. This is due largely to these facts: First, many more men teachers have families entirely dependent upon their earnings than do women teachers. It is equally true that young unmarried men entering the teaching profession, if they are thinking of teaching as a career, must think of it in terms of its promise to them as potential heads of families. Second, for traditional and other reasons, more fields of work are open to men than to women, which increases the economic competition. While these facts within themselves do not constitute a reason for higher salaries for men, they are definitely operating year by year to decrease the number and effectiveness of the men entering teaching as a permanent career. Knowing this fact, a community wishing to retain some men among the teachers of its children must decide for itself whether it wishes (a) to pay the additional cost for men who will be comparable in ability to the women, (b) whether it wishes to pay the same salaries for less competent men, or (c)

whether it will pay the same salaries to men and women, select the most capable and have the schools staffed entirely by women teachers.

Provision has not been made in the schedules suggested in this chapter for different salaries for men and women because of the growing tendency not to make such distinctions. When, however, it is desired to make such a difference, the difference should be expressed in terms of a flat sum which the men should receive over and above the salary which they would be entitled to in the proposed schedule. The salaries in the schedules proposed in this chapter are not more than enough to provide a living saving wage for teachers and at the same time induce strong men and women to enter and remain in the teaching profession.

Salary Schedule Principles Tending to Secure and Retain Competent and Desirable People as Teachers.

1. Salary Schedules Should Establish Minimum Salaries that will Provide a Desirable Standard of Living.

If teaching is to attract boys and girls from the better homes, it must make it possible for these young people to enter teaching without lowering the standards of living which they have been accustomed to at home. It should not be necessary for teachers who have spent two or more years beyond the high school preparing for their work, to have to take "room and board" under undesirable conditions; to do some or all of their house work in order to make their meagre salaries last out the month, and then return to their families penniless pedagogical prodigals to be cared for during the financially lean months of the summer vacation.

2. Salary Schedules Should Assure a Reasonable Rate of Progress from the Established Minimum Salary to the Maximum provided in the Schedule.

Salary increases or increments should be of sufficient size to be perceptible in the teacher's annual budget. This increase should be large enough to make possible trips to places of national interest, continuation of music lessons, an extension course, or some other expenditure which will add to his efficiency as a teacher, and not go merely to the payment of back debts or the securing

of a better boarding place. This increase should approximate 10 per cent of the salary. This is conservative, since it stands not only for interest upon his investment in training, but also for the increased earning power resulting from successful experience. Increases should vary in number and amount for teachers with varying amounts of training and experience. These variations should be determined by the maximum salary to be received and are justified on the same grounds that varying salaries to teachers with varying amounts of preparation are justified. Six increases are recommended for teachers with two years of standard normal school training and from eight to twelve increases, depending upon the size of the maximum salary, for graduates of colleges and universities.

3. The Maximum Salaries Provided in Salary Schedules Should be Such As to Promise a Career in Teaching.

Maximum salaries should be high enough to justify looking upon teaching as a career and remove it from the "stepping stone" class of occupations. Such maximums will serve as one of the strongest attractions toward teaching for the ambitious and capable young men and women graduating from high schools and selecting their life occupations. It is certain that the possibility of attaining high maximum salaries will do more to attract men and women of ability, community and educational leaders, than any other element in a salary schedule. The realization that hard work and deserved success may be financially rewarded without forcing the individual into administrative work is a positive result of higher maximum salaries. Another distinct value of higher maximum salaries is that these salaries will tend to hold teachers longer in the field of education and thus save to the schools and the children the increased value which comes from their experience.

4. Salary Schedules Should Provide for Flexibility in Their Operation.

The moment that any salary schedule becomes so fixed and automatic that the progress of one teacher is always identical with that of another, the fundamental purpose of a salary schedule is defeated. Where the emphasis is placed, either by the teachers

or the Board of Education, upon the protective element of a salary schedule, the possibility of paying unusually capable teachers more than the less capable teachers is abolished. When this possibility is removed a school system may expect constantly to lose its best and most valuable teachers. Such a salary schedule, selfishly administered, makes that school system a training school for other communities where the teachers are more professionally minded and the citizens more far-sighted. It is poor economy for any school system to lose its best teachers because the salary schedule makes it impossible to pay those teachers slightly more than other teachers with the same experience and training, though much inferior in teaching ability. Teachers should realize that it is to their personal advantage, as a group and in the end as individuals as well as to the advantage of the community, to have reasonable flexibility and especially at the top of the salary schedule. This will make it possible for those who demonstrate unusual ability and who are willing to work hard enough to secure extra salary in recognition of that ability and that work. The mere fact that such additional salaries are paid to even a few teachers will be a constant incentive to all ambitious teachers in the city system and will help to secure the maximum service at all times from all teachers.

5. Salary Schedules Should be Adjusted to Cost of Living and to Living Conditions.

Every community must make its own local adjustment to cost of living and to the desirability of the living conditions offered its teachers. Small cities in suburban areas will have to pay salaries equal to those paid in the larger nearby cities in order to retain their best teachers. Other small cities so far removed from large cities as to make their isolation an undesirable feature must pay higher salaries than more favorably situated communities in order to secure teachers of similar ability. There will often be times in the development of any particular city when living costs in that city are abnormal. During such periods it is only fair that salary adjustments should be made to cover these abnormal costs.

Salary Schedule Principles Tending to Secure Constant Growth and Service While Teaching

1. Minimum Salaries, Maximum Salaries and the Number and Size of Increases Provided for in any Salary Schedule Should be so Arranged that There is at all times a Constant Urge to the Teacher to Render His Best Service and to Improve his Training and Preparation.

It should not be possible for any teacher to experience that hopeless feeling of attaining a maximum salary with its accompanying realization that in that system there is nothing beyond. If the single basis principle is adopted, every teacher realizes that additional courses and further study, as well as a number of other means of improvement, will enable him to increase the salary he is then receiving. If this is properly provided for in salary schedules, it cannot justifiably be called "baiting" teachers. It is simply a recognition that time, energy and money spent in additional preparation will bring financial dividends to the teacher as surely as the same money invested in bonds, building loan associations, or other investments. If this is not a recognized principle in constructing salary schedules, financially shrewd teachers may be expected to invest only minimum amounts of time and money in additional training.

Actual practice at the present time recognizes an annual increase of \$200.00 as the minimum increment which should result from an additional year of academic or professional training. Care must be exercised in determining the number and size of increases in a salary schedule in such a way that teachers can afford to take training beyond the first academic degree. Many salary schedules are so arranged that a teacher who takes a Master's degree must remain in service twenty or twenty-five years before she regains the salary lost during the year at school, to say nothing of the money spent in securing that additional training.

2. Salary Schedules Should Provide Financial Recognition for Elements Increasing Teachers' Professional Efficiency.

The custom of paying teachers a given sum for the year that teacher attends Summer School assumes that the benefits derived from attendance at that summer school are not a part of the teacher's permanent equip-

ment. On this basis, the assumption could be made that a four-year teacher training course would be valuable for only four years instead of during the entire teaching life of the individual. If attendance at summer school is desirable, the fact should be recognized that that improvement is a permanent one. The salary schedule should carry a permanent increase for that summer school attendance. If one-fourth of a regular year's work is accomplished during the summer session, it is justifiable that \$50, one-fourth of the recommended increment for a year's work, should be granted as a permanent salary increase for those teachers attending summer school. The same principle would hold for the successful completion of extension courses, for travel and all other means of increasing the teacher's professional equipment.

3. Salary Schedules Should be Readily Adjustable to the Payment of Teachers on a "Merit Basis," When Such is Desired.

There are growing demands from taxpayers and school patrons to have teachers paid according to the merit of their service. This has not been included as a basis for salary schedule making at the present time. Its omission is not indicative of a lack of value, but rather of a lack of adequate basis for determining teaching merit. Both "years of training" and "years of experience," even with their wide variations in content and value, are more constant units than the fact that a teacher is a Quality A or Quality C teacher in teaching ability. Schemes for paying teachers according to merit ratings can only succeed when both teachers and those who rate their work are interested in having the plan succeed. When all members of the educational staff believe that it will be for the best interests of the schools to pay some exceptionally strong teachers more than other teachers with the same training and experience doing the same work, it will be possible *co-operatively* to develop plans for paying teachers on this basis. The adoption of this plan will not affect the minimum salary, nor in most cases the maximum. Its real effect will be in governing the size of the annual salary increase, thereby determining the rate of progress from the minimum to the maximum. If this plan is accepted, its limitations ad-

mitted, its inaccuracies safeguarded whenever possible, and its effect upon the total staff rather than its effect upon the salary increase of an individual teacher considered, there is no doubt but that it will furnish a strong incentive for every teacher to do his best work at all times.

Suggestive Standards for Salary Schedules

The following suggestive standards for salary schedules for cities of varying sizes combine the best actual practices with the principles outlined in this chapter. Every salary schedule must be made to fit the particular situation in which it is to be used. For this reason, the standards set and the form used in this chapter should be considered only as suggestive. The standards are higher than those generally in operation in the country, but with a few exceptions, not higher than have been accepted in a number of the most progressive cities in each of the size groups. The standards are ideals, but attainable ideals as some cities have already demonstrated. If they are considered in this light, they must also be thought of as temporary ideals. The economic changes and the elevation of educational standards may in a very few years radically change either the amounts or the methods of paying these amounts. It is thought better, however, to set standards that will affect the practice of the immediate future rather than set them so high that they will stand "ahead of practice" over a longer period.

In the suggested schedule given in Table 54 the following principles are exemplified:

1. Salaries are weighted for the size of cities. This is recognized by actual practice, and probably represents the difference in cost of living and other necessary expenses in the larger cities. This difference must not be applied too exactly. Some cities of 5000 population will have to pay more than other cities of 50,000 because of their proximity to some larger city, some unusual industrial condition, or some such peculiar element. Some cities with higher ideals of what they expect from their schools will pay salaries equal to those in much larger cities in order to secure teachers with the necessary qualifications. It is to the credit of a city of 8000 that it pays salaries comparable to those of a

city of 75,000, provided it secures the better service which it should receive under these conditions.

2. Teachers with varying amounts of training are paid varying minimal and maximal salaries. Each year of additional training is given an initial increase of \$200.00. This amount is approved by practice in the United States and affords a fair return upon the investment involved in an additional year's schooling.

3. The assumption is made that the more professional training a teacher has the longer he will remain in teaching. It is also reasonable to assume that teachers with longer periods of professional training will "grow in service" over a longer period, and, therefore, should be encouraged to remain longer in teaching. On the basis of these two assumptions, teachers with more training are given progressively more and larger increases. This provision also serves to encourage teachers to continue their professional preparation, since each higher class holds forth the financial inducement of a distinctly higher maximum.

4. Professional training should be looked upon as an investment, and schedules must make such increased investment both possible and desirable. In the majority of salary schedules now in force in the United States, it is a poor financial investment to go beyond the completion of a two year normal school course, and certainly beyond the attaining of an A. B. or B. S. degree. This will be made clear by consulting Table 55. Assume that five teachers have just completed a two-year normal school. Teacher A begins to teach in a city over 100,000 in population. Teacher B continues in the normal school for an additional year of work and then begins teaching in the same city. Teacher C goes to a teachers' college, secures an A. B. degree and goes to the same city system to begin teaching. Teacher D also attends the teachers' college, but stays for the Master's degree before starting teaching. Teacher E completes a college course and then takes the three years of graduate study required to procure a Ph. D. degree before starting her work in the same city. The table gives the earnings of these five teachers for a period of twenty years following their graduation from the normal school. This table does

TABLE 54.—SUGGESTED SALARY SCHEDULES

Classes and Amount of preparation above high school	Classroom Teachers in Cities With a Population of											
	Over 100,000			30,000 to 100,000			5,000 to 30,000			Under 5,000		
	Minimal Salary	Annual Increases	Maximal Salary	Minimal Salary	Annual Increases	Maximal Salary	Minimal Salary	Annual Increases	Maximal Salary	Minimal Salary	Annual Increases	Maximal Salary
Class I Standard Normal School 2 years.....	\$1500	6 x \$150	\$2400	\$1400	6 x 140	\$2240	\$1300	6 x 130	\$2080	\$1200	6 x 120	\$1920
Class II Normal School or College 3 years.....	1700	7 x 170	2890	1600	7 x 160	2720	1500	7 x 150	2550	1400	7 x 140	2380
Class III College or Professional School A. B. 4 years.....	1900	8 x 190	3420	1800	8 x 180	3240	1700	8 x 170	3060	1600	8 x 160	2880
Class IV University or Professional School A. M. 5 years.....	2100	9 x 210	3990	2000	9 x 200	3800	1900	9 x 190	3610	1800	9 x 180	3420
Class V University or Professional School Ph. D. 7 years.....	2500	10 x 250	5000	2400	10 x 240	4800	2300	10 x 230	4600	2200	10 x 220	4400

Principals in Cities With a Population of	5,000 to 30,000											
	Over 100,000			30,000 to 100,000			5,000 to 30,000			Under 5,000		
	Minimal Salary	Annual Increases	Maximal Salary	Minimal Salary	Annual Increases	Maximal Salary	Minimal Salary	Annual Increases	Maximal Salary	Minimal Salary	Annual Increases	Maximal Salary
Class I Standard Normal School 2 years.....	\$2500	4 x 250	\$3500	\$2400	4 x 240	\$3360	\$2300	4 x 230	\$3220	\$2200	4 x 220	\$3080
Class II Normal School or College 3 years.....	2700	5 x 270	4050	2600	5 x 260	3900	2500	5 x 250	3750	2400	5 x 240	3600
Class III College or Professional School A. B. 4 years.....	2900	6 x 290	4640	2800	6 x 280	4480	2700	6 x 270	4320	2600	6 x 260	4160
Class IV University or Professional School A. M. 5 years.....	3100	7 x 310	5270	3000	7 x 300	5100	2900	7 x 290	4930	2800	7 x 280	4760
Class V University or Professional School Ph. D. 7 years.....	3500	8 x 350	6300	3400	8 x 340	6120	3300	8 x 330	5940	3200	8 x 320	5760

All members of the school staff for whom a schedule of salaries is desired may be placed on one or the other of these basic schedules depending on whether their work is primarily administrative or instructional in nature. When positions call for additional training in special fields not included in the regular training of a teacher or principal, or when special abilities are to be capitalized or special responsibilities are to be assumed the Board of Education should pass a regulation providing from \$100 to \$500 additional salary for such positions. This regulation will equitably care for such groups as heads of departments, supervisors of special subjects, vice-principals, teachers of ungraded rooms, and principals of larger or more difficult elementary or high schools. It also allows desirable freedom in the schedule in each one of these special classes.

All members of the school staff for whom a schedule of salaries is desired may be placed on one or the other of these basic schedules depending on whether their work is primarily administrative or instructional in nature. When positions call for additional training in special fields not included in the regular training of a teacher or principal; or when special abilities are to be capitalized or special responsibilities are to be assumed the Board of Education should pass a regulation providing from \$100 to \$500 additional salary for such positions. This regulation will equitably care for such groups as heads of departments, supervisors of special subjects, vice-principals, teachers of ungraded rooms, and principals of larger or more difficult elementary or high schools. It also allows desirable freedom in the schedule in each one of these special classes.

not show the expense incurred by the four teachers who continued their professional training. This expense was particularly heavy in the case of Teacher D and Teacher E. From this table it is apparent that even with such a salary schedule as the one proposed in this section it is not a profitable investment to secure training above the Bachelor's degree. The small financial profit resulting from a Bachelor's degree and a Master's degree are not realized until toward the close of the twenty year period—a period almost twice as long as the average teaching life for American teachers.

5. Salary schedules which are simple in form are more flexible than those giving in great detail the schedule for all types of employees. As previously stated, inflexibility in a salary schedule defeats the fundamental purpose of a salary schedule. A larger element of flexibility is introduced by adopting a schedule similar to that proposed and then providing simple regulations to cover special cases. For example, the rule to provide heads of departments in high schools an increase of from \$100.00 to \$300.00

above the salary which that individual would receive as a teacher will allow the administration more freedom than a fixed schedule for heads of departments, since the size of the increase can be varied with the number of people in the department or with the difficulty of the position. The same principle holds true for positions carrying special responsibilities or necessitating special or additional training, such as that required of special supervisors, teachers of backward children, vice-principals, demonstration teachers, critic teachers, and other such positions. These special positions, even when the work is similar may not call for the same ability in the teachers holding them. For example, it is often desirable to send one of the stronger supervisors to a new section of the city where the problem is acute, even though the number to be supervised is small. Salary schedules with general provisions for special teachers will make it easier to do this than when the schedule specifies the salary in terms of number of teachers supervised. The same principle is equally true in the proper placement of principals. As long

TABLE 55.—APPLICATION OF SUGGESTED SALARY SCHEDULE

Years following completion of standard normal course	Teacher A graduate of 2 year normal school	Teacher B graduate of 3 year normal school	Teacher C graduate of Teachers College with B. S. or A. B. degree	Teacher D graduate of a Teachers College with B. S. and A. M. degree	Teacher E graduate of college with A. B. and Ph. D. degree
1	2	3	4	5	6
1	\$1500	1	1	1	1
2	1650	1700	1	1	1
3	1800	1870	\$1900	1	1
4	1950	2040	2090	\$2100	1
5	2100	2210	2280	2310	1
6	2250	2380	2470	2520	\$2500
7	2400	2550	2660	2730	2750
8	2400	2720	2850	2940	3000
9	2400	2890	3040	3150	3250
10	2400	2890	3230	3360	3500
Total earned at end of 10 years	20,850	21,250	20,520	19,110	15,000
11	2400	2890	3420	3570	3750
12	2400	2890	3420	3780	4000
13	2400	2890	3420	3990	4250
14	2400	2890	3420	3990	4500
15	2400	2890	3420	3990	4750
Total earned at end of 15 years	32,850	35,700	37,620	38,430	36,250
16	2400	2890	3420	3990	5000
17	2400	2890	3420	3990	5000
18	2400	2890	3420	3990	5000
19	2400	2890	3420	3990	5000
20	2400	2890	3420	3990	5000
Total earned at end of 20 years	44,850	50,150	54,720	58,380	61,250

¹ Attending normal school. ² Attending teachers college. ³ Attending college. ⁴ Attending graduate professional school.

as a principal's promotion depends almost entirely upon the number of teachers or pupils in the building, the superintendent will be handicapped in placing principals where they will render the most valuable service to the city. It is not unusual to find a small building in a foreign section in need of the strongest principal and the strongest teachers in the entire system. A schedule as flexible as the one proposed makes it possible to make proper adjustments for such situations.

Needed Adjustment in Introducing a New Salary Schedule

Whenever a new salary schedule is adopted a number of elements must be carefully safeguarded during the transitional period of two or three years following its adoption. The success or failure of the new schedule will often depend upon the clearness with which these elements have been seen and provided for. Some of the most important of these are mentioned in order to insure that they are at least not overlooked.

1. The cost and especially the increased cost of operating under the new schedule must be studied and accurately known before hand. This will prevent unjust criticism of the new schedule, since it is possible to state before hand how much of the increased cost is due to the provisions of the new schedule, how much is due to the employment of additional teachers to take care of increased enrollment, and how much of the increase is due to the regular salary increases that would go to teachers under the old schedule.

2. Provision should always be made for those older and more experienced teachers who have been in the school system a number of years, but who do not qualify for Class I in the salary schedule. Both in fairness to these teachers and to the younger

teachers who are entering the system under present standards, these experienced teachers must not be penalized by the new schedule. It is not necessary for them to receive the maximum salary given teachers with more adequate training, but on the other hand their salaries in no case should be below what they were getting on the old schedule. It is even wise to make special provision for teachers who have less than the desired amount of preparation, but who have taught in the schools of that city for ten, fifteen or twenty years. In this way these teachers may be paid comparable salaries without forcing them to complete normal school or college courses.

3. In any new schedule which provides for increases in salaries paid teachers, the salary should not be made retroactive. Teachers should not expect to go to that salary in the new schedule which their training and past experience would entitle them to receive had the new schedule been in operation throughout the period of their experience. The safest transitional program in this matter is to give each teacher on the new schedule the salary that is just above the salary which he has been receiving under the old schedule. Another method is to give the teacher on the new schedule the salary which is nearest to the one which the teacher would have received had the old schedule remained in effect. Either one of these plans will put the new schedule into operation with very little, if any, additional cost over what the old schedule would have called for.

4. Where a distinct change is made in the minimum salary offered, the minimum should be increased gradually from the old minimum to the new, otherwise it would be possible for beginning teachers to receive a larger salary than teachers who started with a lower

TABLE 56.—METHOD OF INTRODUCING NEW SCHEDULE—RAISING MINIMUM FROM \$1000 TO \$1200

Teachers beginning in	Amount received in					
	1923	1924	1925	1926	1927	1928
1923.....	\$1000	\$1120	\$1240	\$1360	\$1480	\$1600
1924.....		1050	1170	1290	1410	1530
1925.....			1100	1220	1340	1460
1926.....				1150	1270	1390
1927.....					1200	1320
1928.....	To receive \$1200 minimum.					

minimum and who have had one or more years of experience in the schools of that city. If all teachers receiving less than the new minimum were increased in salary to a point where they would receive more than beginning teachers, it is difficult to explain why this increase should not be given to all teachers receiving less than the new maximum salary. It will distribute some of the increased cost called for in the new schedule over a period of four or five years if the minimum is increased gradually by increments less than the annual increase provided by the new schedule. One method of doing this is shown in Table 56. Assume that the old minimum was \$1000, the new minimum is \$1200, and the annual increase \$120. By paying beginning teachers the salaries suggested in the table there would be a gradual transition from the \$1000 to the \$1200 minimum.

5. The introduction of a new salary schedule will often cause a seeming injustice to some of the teachers. Such individual cases

should not be the basis for determining elements in the salary schedule. It is much easier to make special adjustments which will be fair to those individuals and make the salary schedule provisions fit the needs of the majority rather than the individual.

6. If provision is to be made in the schedule for salary increases for attendance at summer school, extension courses, travel and the like, this should be worked out in detail by the superintendent and teachers before the schedule is adopted. Such questions as the desirability of recognizing less than a full summer school attendance or the number of hours of extension work that must be taken before salary increment is given should all be decided before the schedule is adopted. Unless these matters are so discussed and decided, the immediate effect which the new schedule should have in encouraging teachers to increase their preparation will be delayed during the period that these matters are under discussion.

APPENDIX

The subsequent tables present data in addition to that which occurs in connection with the discussion of Chapters I to V.

In the March, 1923, Research Bulletin of the National Education Association, which presented the preliminary tabulations of the city school inquiry, will be found tables resulting from the city school inquiry in addition to those found in this report. The tables in the Research Bulletin will be especially valuable to those who desire detailed distributions of the salaries paid the various classes of teachers and principals provided for in the inquiry (see page 109, columns 2 to 11), segregated by States and by size of city. Three of the tables of the type that are available in the March Research Bulletin are reproduced on pages 88 to 90. These tables concern elementary teachers, senior high school teachers, and supervisory elementary principals found in cities over 100,000 in population. It was impossible to print all of the tables of this type in this report without making it too bulky, and it was unnecessary to reprint them here since they are available in the March Research Bulletin.

State Salary Medians

Tables 57 to 61 present in summarized form by States the median salaries paid teachers and principals in the 964 cities which reported, classified in five population groups.

Columns 2 to 6 in Table 57 give a good in-

dication of the progress that the kindergarten movement has made in the cities of the country. Progressive cities of all sizes are rapidly recognizing the desirability of kindergarten instruction. Out of the 325 cities replying of 2500 to 5000 in population, 90 or 28 per cent reported salaries paid kindergarten teachers. Ninety cities employed 177 "regular kindergarten teachers in full charge of a kindergarten room."

The fact that in the smaller cities the median salaries paid kindergarten teachers are generally higher than those paid elementary teachers is due to the fact that kindergarten instruction has been thus far provided for by but a fraction of the smaller cities of the progressive type which maintain salary schedules somewhat above the average paid in similar sized cities.

Most of the large cities reported salaries paid kindergarten teachers. In the large cities the kindergarten median is slightly below that of elementary teachers. This is probably the result of two factors. In a few cities the kindergarten schedule is below that of elementary teachers, and kindergarten generally have had a shorter period of experience than elementary teachers.

A comparison of the median salaries paid elementary teachers as given in Table 57, columns 7 to 11, with the table given on page 17 of Bulletin One of the Research Division¹ clearly reveals that between 1921-22 and

¹ Bulletin One of the Research Division, National Education Association, *Facts on the Cost of Public Education*.

TABLE 57.—MEDIAN SALARIES PAID KINDERGARTEN AND ELEMENTARY TEACHERS, 1922-23

States	Kindergarten teachers in cities with a population of					Elementary teachers in cities with a population of				
	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000
1	2	3	4	5	6	7	8	9	10	11
United States.....	\$1193	1264	1318	1462	1791	1105	1200	1277	1467	1876
Alabama.....				750		825	816	921	960	1227
Arizona.....		1450	1625			1400	1466	1649		
Arkansas.....						900		1306	1132	
California.....	1366	1450	1350	1644	1594	1433	1507	1739	1833	1923
Colorado.....	1200	1275			2000	1225	1342	1617	1433	1950
Connecticut.....	1125	1150	1284	1610	1515	1166	1144	1394	1642	1568
Delaware.....					1250	1060				1742
District of Columbia.....					1535					1546
Florida.....						740	850			
Georgia.....	883			1185	1150	874	841	907	846	1280
Idaho.....						1179	1394			
Illinois.....	883	1290	1075	1275	2057	940	1016	1129	1336	2505
Indiana.....		1250	1341	1583		1082	1090	1322	1583	2004
Iowa.....		1150	1164	1554		1088	1142	1278	1525	
Kansas.....		1150	1300	1350	1424	1098	1054	1236	1622	1670
Kentucky.....				1150	1387	819	750	832	1100	1298
Louisiana.....					1629	870		972		1621
Maine.....		950	1117	1330		700	937	1058	1423	
Maryland.....					1473			1005		1613
Massachusetts.....		1200	1323	1516		1117	1268	1326	1486	1580
Michigan.....	1233	1239	1317	1404	1804	1227	1234	1248	1443	1780
Minnesota.....	1300	1366	1350	1500	1440	1206	1169	1428	1486	1619
Mississippi.....						982	692	700		
Missouri.....		1600			1655	894	1028	980	1527	1820
Montana.....			1400			1304	1389	1482		
Nebraska.....		1200	1190	1240		1094	1200	1175	1523	1827
Nevada.....						1383				
New Hampshire.....			1100	1162		948	1050	1220	1328	
New Jersey.....	1550	1493	1570	1686	1875	1398	1486	1556	1699	1800
New Mexico.....		1250				1250	1350			
New York.....	1150	1333	1313	1559	2187	1259	1354	1344	1551	2584
North Carolina.....						875	1090	1185	1207	
North Dakota.....		1300				1173	1312	1438		
Ohio.....		1050	2025	1350	1768	1037	1041	1247	1441	1783
Oklahoma.....				1466		985	954	1152	1651	
Oregon.....					1450	1104	1326	1135		1767
Pennsylvania.....		1225		1300	1950	1020	1195	1207	1338	2004
Rhode Island.....			1079	1540	1611	779	973	1234	1624	1627
South Carolina.....						911	855	1162	1153	
South Dakota.....			1438				1222	1414		
Tennessee.....										1052
Texas.....		875		1033	1517	831	952	926	1247	1440
Utah.....					1350					1377
Vermont.....		1250				786	1004	1065		
Virginia.....		1300			1475		796	980	1065	1125
Washington.....	1450				1590	1296	1265	1418	1804	1751
West Virginia.....						1040	1020	1291	1278	
Wisconsin.....	1065	1096	1164	1319	1969	1129	1143	1234	1460	2400
Wyoming.....			1585			1250		1654		

Read Table 57 as follows: \$1193 is the median salary paid kindergarten teachers in the United States in cities with a population of 2500 to 5000. \$1366 is the median salary paid kindergarten teachers in cities of this size in California, etc. Similarly read median salaries paid elementary teachers.

1922-23 there was a decided increase in the salaries actually paid elementary teachers in all sized cities. Table 58 gives median salaries paid Junior and Senior High-School teachers.

It is probable that the Junior High-School teachers' tables are somewhat diluted by the

inclusion of teachers instructing in the upper grades of elementary schools that are Junior High-School in name but not in actual organization and curriculum content.

It is gratifying, however, that so many cities have recognized the desirability of at

TABLE 58.—MEDIAN SALARIES PAID JUNIOR HIGH-SCHOOL AND SENIOR HIGH-SCHOOL TEACHERS IN 1922-23

States	Junior high-school teachers in cities with a population of					Senior high-school teachers in cities with a population of				
	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000
1	2	3	4	5	6	7	8	9	10	11
United States.....	\$1271	1370	1439	1665	2136	1469	1567	1670	1917	2487
Alabama.....			1100			1086	1050	1398	1607	1533
Arizona.....	1525	1325				1836	1938			
Arkansas.....	1450		1029	1544		885		1750	1712	
California.....	1900	1579	1789	2087	2219	2236	2062	2293	2404	2432
Colorado.....	1300	1300	1617		1965	1535	1588	1850	1869	2225
Connecticut.....	1550	1200	1430	1911		1400	1493	1699	2085	2031
Delaware.....					1750	1466				1854
District of Columbia.....					1700					2417
Florida.....		1056				1160	1257			
Georgia.....		850		1066		1356	1254	1400	1700	2051
Idaho.....	1375	1508				1511	1828			
Illinois.....	1148	1289	1100	1567		1527	1473	1580	1833	3080
Indiana.....	1139	1330	1538	1604		1369	1455	1680	2066	2950
Iowa.....	1350	1307	1381	1717		1508	1527	1553	2000	
Kansas.....	1229	1325	1453	1673	1908	1495	1512	1634	1943	2156
Kentucky.....	1017		1077	1135	1625	1225		1288	1545	1804
Louisiana.....						1160		1279		2338
Maine.....			1353			1166	1425	1379	1707	
Maryland.....					1802	1275		1325		2263
Massachusetts.....	1257	1437	1561	1616	1914	1370	1579	1624	1863	2223
Michigan.....	1396	1372	1425	1698	2497	1591	1629	1658	1872	2585
Minnesota.....	1283	1300	1586	1667	1880	1479	1421	1739	1928	2094
Mississippi.....		1150	1275			1188	1238	1366		
Missouri.....	1400	1128	1162		2039	1375	1455	1361	1850	2600
Montana.....	1300	1486	1500			1600	1450	1784		
Nebraska.....	1225	1236	1540	1668		1481	1596	1635	1992	2115
Nevada.....						1650				
New Hampshire.....		1050	1361	1550		1188	1300	1483	1627	
New Jersey.....	1266	1545	1802	1996	1918	1769	1844	2017	2197	2770
New Mexico.....		1350				1625	1670			
New York.....	1416	1621	1442	1550	3236	1522	1645	1628	1880	3517
North Carolina.....		1240	1175			1214	1272	1725	1580	
North Dakota.....		1310				1450	1469	1792		
Ohio.....	1162	1229	2075	1545	2078	1448	1480	1776	2004	2373
Oklahoma.....	1166	1296	1430	1392		1351	1496	1775	1893	
Oregon.....	1166		1154			1319	1636	1431		2117
Pennsylvania.....	1282	1327	1316	1536	2143	1401	1571	1591	1814	3247
Rhode Island.....		1200	1317				1679	1723	1767	2256
South Carolina.....		1393				983	957	1275	1407	
South Dakota.....			1484				1663	1760		
Tennessee.....										1534
Texas.....		1340	1100	1450		1179	1359	1418	1633	1811
Utah.....					1622					1806
Vermont.....		1300	1400			1325	1320	1525		
Virginia.....		1100		1278	1660		1197	1325	1497	1670
Washington.....	1457	1283	1433			1566	1612	1760	2134	2113
West Virginia.....	1329		1418	1348		1518	1578	1902	1806	
Wisconsin.....	1260	1329	1442	1680		1497	1550	1756	1931	2608
Wyoming.....						1460		2050		

Read Table 58 as follows: \$1271 is the median salary paid junior high-school teachers in the United States in cities with a population of 2500 to 5000. \$1525 is the median salary paid junior high-school teachers in cities of this size in Arizona, etc. Similarly read median salaries paid senior high-school teachers.

least beginning the organization of Junior High-Schools and that teachers in this type of school are receiving salaries somewhat in accord with the additional qualifications that have been demanded for this type of work. The salaries paid both Junior and Senior High-Schools are still too low, however, considering the qualifications generally required of teachers in these schools.

Table 59 gives the median salaries paid special class teachers (ungraded, sub-normal,

cardiac and other atypical classes) and school nurses.

Of the 325 cities reporting between 2500 and 5000 in population 89 cities in 26 states reported the employment of 251 special class teachers at a median salary of \$1563, as compared with the median of \$1105 paid elementary teachers in cities of the same size. Similar differences exist in the other population groups. This is due to the higher schedule under which special class teachers

TABLE 59.—MEDIAN SALARIES PAID SPECIAL CLASS TEACHERS AND SCHOOL NURSES IN 1922-23

States	Special class teachers in cities with a population of					School nurses in cities with a population of				
	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000
1	2	3	4	5	6	7	8	9	10	11
United States.....	\$1563	1463	1578	1653	2071	1388	1425	1510	1395	1423
Alabama.....					1575					1250
Arizona.....			2050			2000	1450	1850		
California.....		1570	2036	1866	2020	1550	1550	1850	1550	1581
Colorado.....	1417			1860	2100	1575	1550			1557
Connecticut.....	1183	1517	1550	1792	1650	1350	1250	1683	1339	
Delaware.....	1533				2517					1250
District of Columbia.....					1550					1450
Florida.....							1550			
Georgia.....					1500	—1000				
Illinois.....		1850	1372	1500	2488	1450	1417	1438	1537	
Indiana.....	1314		1475	1711		1550		1525	1531	
Iowa.....	1400	1450	1525	1620		1250	1525	1283	1550	
Kansas.....			1525	1650	1800		1300	1750		1550
Kentucky.....			1350		1360	1250				758
Louisiana.....					1750			1250		1257
Maine.....		1250	1350				1550	1050		
Maryland.....					1916					
Massachusetts.....	1542	1280	1462	1523	1719	1050	1400	1388	1400	1508
Michigan.....	1392	1540	1583	1592	2124	1275	1375	1300	1634	
Minnesota.....	1660	1525	1650	1818	1665	1450	1400	1750	1325	1333
Mississippi.....							1550	1250		
Missouri.....					2062					1475
Montana.....			1550				1550	1500		
Nebraska.....				1700	1550	—1000	1575	1650		1600
New Hampshire.....			1364					1300	1150	
New Jersey.....	1550	1560	1817		2192	1275	1500	1612	1467	1400
New York.....	1550	1266	1525	1617	2631	1500	1600	1400	1367	1414
North Carolina.....		1225	1550					1500		
North Dakota.....							1350	1450		
Ohio.....	1250	1490	2083	1750	1923	1650	1350	1650	1363	1525
Oklahoma.....	1162		1660	1563				1750		
Oregon.....	1650		1500		1870		1250	1350		
Pennsylvania.....	1300	1550	1566	1675	2304		1150	1250	1325	1198
Rhode Island.....			1366		1790		1350	1550		1250
South Carolina.....				1350		1250		1250		
South Dakota.....							1650	2050		
Texas.....					1760			1550	1150	962
Utah.....					1710					
Vermont.....			1350				1300	1750		
Virginia.....			1350	1525	1703			1550	1125	1346
Washington.....			1650	1750	1817	1550		1600	1516	1568
West Virginia.....			1375				1350	1500	1530	
Wisconsin.....		1450	1666	1650	2426	1550	1650	1650		
Wyoming.....			1950					1900		

Read Table 59 as follows: \$1563 is the median salary paid special class teachers in the United States in cities with a population of 2500 to 5000. \$1417 is the median salary paid special class teachers in cities of this size in Colorado, etc. Similarly read median salaries paid school nurses.

are employed in some cities as well as to the fact that only the more progressive cities that generally maintain higher schedules employ special class teachers.

Of the 325 cities 2500 to 5000 in population 64 in 19 states reported the employment of 66 school nurses at a median salary of \$1388. The percentage of cities reporting the em-

ployment of special class teachers and school nurses increases with the size of the city. The special class teacher and the school nurse are coming to be recognized as a necessity by the more progressive city school systems.

Tables 60 and 61 show the median salaries paid principals. These tables also give the median salaries school principals

TABLE 60.—MEDIAN SALARIES PAID NON-SUPERVISING ELEMENTARY PRINCIPALS AND SUPERVISING ELEMENTARY PRINCIPALS IN 1922-23

States	All principals in cities with a population of		Non supervising principals in cities with a population of			Supervising elementary principals in cities with a population of				
	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000
1	2	3	4	5	6	7	8	9	10	11
United States.....	\$1358	1505	1590	1867	2160	1850	1900	2008	2344	3126
Alabama.....	966	950	1217	1217	1217	950		1450	1913	2493
Arizona.....	1900	1788	1940			2500	1900	2300		
Arkansas.....	950		1530					2150	2425	
California.....	1675	2123	2075	2057	2256	1850	2050	2475		2912
Colorado.....	1438	1738			2750	1950			2150	2975
Connecticut.....	1450	1470	1671	2338	2115			2062	2338	2579
Delaware.....					1900					2230
Dist. of Columbia.....					1821					1849
Florida.....		975								
Georgia.....	1950	900	1350	1700	1750				1870	2108
Idaho.....	1450	1700				1425				
Illinois.....	1193	1342	1515	1650			1550	1620	2085	5027
Indiana.....	1290	1419	1642	2000				1863	2375	
Iowa.....	1175	1396	1721	1786				1812	2475	
Kansas.....	1350	1450	1582	2270	2034	2550				2150
Kentucky.....	938		1250		1650					1938
Louisiana.....					2150					2553
Maine.....		1350	1150						2250	
Maryland.....			1575							2557
Massachusetts.....	1283	1611	1562	1600	2150		2000	1988	2550	2800
Michigan.....	1525	1430	1688	1829	1950	2050	1683	1625	1966	3220
Minnesota.....	1488	1286	1657		1900	1950			2275	2380
Mississippi.....		1350								
Missouri.....	1058	1490	1337	1184	2317				2175	3496
Montana.....	1750	1766	2050					2238		
Nebraska.....	1312	1458	1650	2088		1350			2250	2620
New Hampshire.....		1150	1342			1250			1970	
New Jersey.....	2050	2079	2225		1950		2162	2616	3031	3280
New Mexico.....		1550								
New York.....	1583	1492	1723	2450	3619	2525	2100	1940	2388	4638
North Carolina.....	1050	1817				1850		2050	2750	
North Dakota.....		1475								
Ohio.....	1250	1262	1468	1862	2364			1875	2304	2816
Oklahoma.....	1288	1515	2050	2450		1325	1500	2050	3009	
Oregon.....	1412	1812	1480		2172			1750		3216
Pennsylvania.....	1400	1502	1549	1744	2206		2000	1850	2236	3497
Rhode Island.....	900	1500	1390	1640	1947					3454
South Carolina.....		950								
South Dakota.....		1550						1925		1766
Tennessee.....					1458					
Texas.....	1000	1375	1457	2025	1875			1612	2012	2533
Utah.....					2150					2450
Vermont.....		1233	1300							
Virginia.....		1180				950		1850		2533
Washington.....	1800	1570	2030	2033	2025	2050	1575	2188	2500	3005
West Virginia.....	1200	1583	1800			1350		2084	2083	
Wisconsin.....	1208	1442	1618	2520	2684			2050	2700	4150
Wyoming.....			2028					2225		

Read Table 60 as follows: \$1358 is the median salary paid non supervising principals in the United States in cities with a population of 2500 to 5000. \$966 is the median salary paid non supervising principals in cities of this size in Alabama, etc. Similarly read median salaries paid supervising elementary principals.

were actually receiving in 1923. The inquiry intended that vice-principals should be reported as teachers, not principals and when ever possible vice-principals were tabulated as teachers rather than principals. It is likely, however, that some vice-principals are included in these tables. For this reason the medians given are probably slightly lower than would

have been the case had it been possible to exclude all vice-principals.

Even keeping this fact in mind, however, these tables indicate that many cities must increase the salaries paid principals in the next few years if they expect to attract and hold men and women of training and capacity for this keystone position in the educational arch.

TABLE 61.—MEDIAN SALARIES PAID JUNIOR HIGH-SCHOOL AND SENIOR HIGH-SCHOOL PRINCIPALS IN 1922-23

States	Junior high-school principals in cities with a population of					Senior high-school principals in cities with a population of				
	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000	2500 to 5000	5000 to 10,000	10,000 to 30,000	30,000 to 100,000	Over 100,000
I	2	3	4	5	6	7	8	9	10	11
United States.....	\$1594	1917	2350	3050	3485	2062	2502	3051	3806	4400
Alabama.....						1350		2700		3150
Arizona.....						3150				
Arkansas.....						1200		3050		
California.....	2500		3025	3225	3200	3100	3275	4025	4300	3628
Colorado.....	1950				3617	2550		3050		4900
Connecticut.....	2050					2400	2475	3050	3950	3300
Delaware.....					2550					3050
District of Columbia.....					2900					3275
Florida.....						1800				
Georgia.....						1150		1975	3300	2850
Idaho.....						2000				
Illinois.....	1400			2450		2150	2450	3050	4050	5048
Indiana.....	1450					2012	2200	3050	3667	4400
Iowa.....	1600			3066		1900	2275	3425		
Kansas.....	2000				3500	2266		3200		3050
Kentucky.....						1866		2250		4100
Louisiana.....						2450		3050		3075
Maine.....						1850		2850		
Maryland.....				3034				2450		4075
Massachusetts.....	2450	2150	2550	3186	3450	2225	2586	3212	4160	4050
Michigan.....	1475			3016	4700	2050	2717	3150	3700	5017
Minnesota.....	1475			3850		2150	2060	3500		4050
Mississippi.....						1750		2450		
Missouri.....	1450				3850	2100	2250	2600	3550	4760
Montana.....	2050					2300		3300		
Nebraska.....	1550					2250	2525	3400		4300
Nevada.....	1750					2550				
New Hampshire.....						2550		3000		
New Jersey.....				4250		2900	2675	3500	4550	5000
New York.....	1950	2000		4633		2100	2400	2950	4100	6500
North Carolina.....						1350	2150	3050		
North Dakota.....	1450					2150		3050		
Ohio.....	1750			2675	3492	2050	2283	2850		4416
Oklahoma.....	1650					2010	2384	3900		
Oregon.....	1550					2062		2600		4033
Pennsylvania.....	1475	1716	1962	2700	4650	1950	2475	2825	3380	5025
Rhode Island.....								3050		4533
South Carolina.....						1300		3050		
South Dakota.....								3950		
Tennessee.....										3050
Texas.....						1825	2084	2275		3150
Utah.....					3200					3900
Vermont.....	1850					2650		3050		
Virginia.....					3150	2050		3050		3550
Washington.....	2050					2233		3050		3960
West Virginia.....	1486					2150		3050		
Wisconsin.....	1550				4500	1950	2725	3500	3950	4883
Wyoming.....						2150		3900		

Read Table 61 as follows: \$1594 is the median salary paid junior high-school principals in the United States in cities with a population of 2500 to 5000. \$2500 is the median salary paid junior high-school principals in cities of this size in California, etc. Similarly read median salaries paid senior high-school principals.

The subsequent three tables are illustrative of the type that are available in the March, 1923 Research Bulletin of the National Education Association for all classes of teachers and principals provided for in the city school inquiry (see page 109, columns 2 to 11), and for the five size groups of cities as indicated on page 104. The tables given here are for elementary teachers (not including kindergarten), senior high school teachers and supervisory elementary principals found in cities over 100,000 in population.

TABLE 62.—DISTRIBUTION OF SALARIES PAID ELEMENTARY TEACHERS
Cities over 100,000 population

States	Median salary	Total No. teachers	Below \$1,100	1100	1200	1300	1400	1500	1600	1700	1800	1900	2000	2100	2200	2300	2400	2500	2600	2700	2800	Over 2899	No cities reporting
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
United States.....	1876	76,039	1414	852	3087	2917	4399	6257	6930	8060	5342	3848	12069	1885	2078	1235	773	3878	1034	631	5909	3411	59
Alabama.....	1227	651	239	51	130	87	60	32	43	8	255	717	1814	6	22	44	5						1
California.....	1923	4893			319	38	39	96	115	29	37	34	81	36	80	168							3
Colorado.....	1950	764			10	67	111	72	147	165	140	245											1
Connecticut.....	1568	1195	179	69	17	25	26	9	25	96													2
Delaware.....	1742	213	17	15																			1
District of Columbia.....	1546	1233						466	329	132	266	40											1
Georgia.....	1286	567		95	238	17	81	106	30														1
Illinois.....	2505	6277		2	40	46	53	62	89	106	89	170	329	215	230	222		3942	350				1
Indiana.....	2004	586			16	32	54	41	50	163													1
Kansas.....	1670	354																					1
Kentucky.....	1298	679				340	130	104	105														1
Louisiana.....	1621	572	3	1	114	83	104	107	112	218	94	32	4										1
Maryland.....	1611	1737			157	200	273	114	957	2	15	4	4	3	9								1
Massachusetts.....	1589	1450	58	38	110	65	48	513	62	349	207	1	700	31	58	129	22	5	15				2
Michigan.....	1789	3511			32	79	273	408	459	628	218	445											2
Minnesota.....	1619	1635	5	9	189	141	204	206	458	58	34	52	329										2
Missouri.....	1829	2887	1		228	205	192	220	219	261	587	715	94	144	15	6							2
Nebraska.....	1827	750			14	16	31	56	129	100	109	115	60	120									1
New Jersey.....	1800	3635	1	10	84	163	356	315	446	443	383	146	373	124	342	245	102	23	7	44	27		5
New York.....	1861	3424	4	9	82	212	158	250	269	588	228	151	1092	91	66	67	22	110	19	7			4
New York City.....	2806	17,857						731	842	854	727	16	1449	920	824	276		738	637	576	5858	3409	1
Ohio.....	1783	6281	85	42	305	324	484	508	673	866	640	421	1382	90	382	39	25	7	3	5			7
Oregon.....	1767	881			20	89	93	80	24	274	337	14											1
Pennsylvania.....	2004	7379	62	174	466	437	480	399	550	368	343	268	3618	50	14	4	110	7	3	24	1		4
Rhode Island.....	1627	702		50	66	45	48	46	185	98	91	25	1										1
Tennessee.....	1052	274	197	51	16	1	3	2															1
Texas.....	1440	1442	148	132	219	190	81	267	56	337	8	4											3
Utah.....	1377	496	126	38	44	52	42	59	46	87	2												1
Virginia.....	1125	514	239	72	63	21	129	257	104	187	60	483	18										1
Washington.....	1751	1387			8																		2
Wisconsin.....	2400	1061			50	42	73	56															1

Read Table 62 as follows: \$1876 (column 2) is the median salary of the 76,039 elementary teachers (column 3) reported employed in the United States in cities over 100,000 in population. Of these teachers 1414 receive salaries below \$1100 (column 4), 852 receive salaries between \$1100 and \$1199 (column 5), etc. A total of 59 cities reported (column 24). Similarly read the data given for each State.

TABLE 63.—DISTRIBUTION OF SALARIES PAID SENIOR HIGH-SCHOOL TEACHERS
Cities 100,000 population and over

States	Median salary	Total No. teachers	Below \$1500	1500	1600	1700	1800	1900	2000	2100	2200	2300	2400	2500	2600	2700	2800	2900	3000	3100	3200	3400	Over \$499	No. cities reporting	
I	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	
United States.....	2487	20,239	493	344	602	684	991	791	1115	1547	1251	935	1572	926	1645	519	816	319	506	234	1472	801	2676	59	
Alabama.....	1533	154	44	27	18	11	12	61	53	135	156	83	443	8	619	24	33	6	41	1	3	.....	6	3	
California.....	2432	2086	1	8	13	1	17	12	5	52	20	12	22	25	8	13	8	1	2	7	5	.....	1	1	
Colorado.....	2225	224	2	5	19	19	25	34	43	29	32	16	10	7	10	6	9	1	.....	.....	.....	.....	2	2	
Connecticut.....	2631	309	29	15	8	4	8	13	7	27	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1	
Delaware.....	1854	82	14	8	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	
District of Columbia.....	2417	438	1	4	41	26	17	25	20	15	16	20	206	11	4	32	.....	.....	.....	.....	.....	.....	.....	1	1
Georgia.....	2051	265	.....	7	.....	28	37	59	42	32	32	44	142	68	180	44	90	73	232	28	95	157	486	1	1
Illinois.....	3080	1623	.....	7	7	1	1	20	32	35	35	7	53	3	.....	32	105	5	1	12	2	.....	.....	1	1
Indiana.....	2950	382	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Kansas.....	2156	89	.....	.....	.....	4	11	4	9	12	8	29	7	2	3	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Kentucky.....	1804	190	29	16	25	24	25	11	18	18	8	3	1	11	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Louisiana.....	2398	147	8	3	1	5	7	1	7	17	12	33	20	5	2	3	.....	.....	.....	.....	.....	.....	.....	1	1
Maine.....	2263	322	18	5	18	6	19	4	4	62	16	.....	61	15	11	24	32	.....	.....	.....	.....	.....	.....	1	1
Massachusetts.....	2223	483	11	15	14	12	92	15	41	32	42	30	36	43	8	43	15	6	3	6	14	2	3	4	4
Michigan.....	2585	914	.....	18	32	25	18	47	24	53	68	39	65	80	237	4	77	2	30	2	85	1	7	.....	.....
Minnesota.....	2094	842	49	38	40	63	66	69	102	62	145	21	37	134	11	.....	.....	.....	.....	.....	.....	.....	.....	2	2
Missouri.....	2600	806	20	7	37	23	35	31	68	24	47	37	42	32	143	59	51	47	29	4	66	4	1	.....	.....
Nebraska.....	2115	280	5	7	17	13	24	15	49	65	21	11	41	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
New Jersey.....	2770	735	5	8	16	31	10	24	40	47	30	18	25	36	35	61	32	10	24	10	79	51	143	5	5
New York.....	2391	1101	7	1	40	116	63	128	50	39	42	71	165	62	92	88	17	11	27	23	25	17	17	4	4
New York City.....	3644	3027	.....	.....	.....	.....	.....	39	39	49	102	102	.....	110	66	.....	112	63	.....	114	97	401	1874	1	1
Ohio.....	2373	1788	35	34	58	52	90	70	96	132	139	245	100	195	71	56	129	59	38	27	69	49	35	7	7
Oregon.....	2117	324	.....	39	65	12	3	21	133	8	10	24	9	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Pennsylvania.....	3247	1736	15	17	9	8	63	82	11	112	38	64	22	28	45	.....	90	6	54	.....	895	102	81	4	4
Rhode Island.....	2256	205	11	7	5	7	7	15	31	10	17	22	17	4	18	8	6	6	7	1	5	.....	.....	1	1
Tennessee.....	1534	63	19	37	65	6	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Texas.....	1811	551	113	27	13	23	18	27	47	36	17	10	16	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	3	3
Utah.....	1816	128	12	8	15	2	1	11	28	12	1	4	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Virginia.....	1670	172	45	8	10	36	89	27	101	7	185	13	4	6	2	.....	.....	.....	.....	.....	.....	.....	.....	1	1
Washington.....	2113	556	.....	6	10	36	89	27	101	7	185	13	4	6	2	.....	.....	.....	.....	.....	.....	.....	.....	2	2
Wisconsin.....	2608	338	.....	.....	.....	.....	.....	14	14	15	17	17	18	23	81	25	.....	26	4	4	6	7	22	1	1

Read Table 63 as follows: \$2487 (column 2) is the median salary of the 20,239 senior high-school teachers (column 3) reported employed in the United States in cities over 100,000 population. Of these teachers 433 receive salaries below \$1,500 (column 4), 344 receive salaries between \$1,500 and \$1,999 (column 5), etc. A total of 59 cities reported (column 25). Similarly read the data given for each State.

EVERY PROPOSAL that strengthens this activity of the Government should have your most careful consideration. The State should continue its policy of liberal appropriations to localities so that the salaries of the school teachers may be maintained at a figure commensurate with the great work that they are doing for the State.—*Alfred S. Smith, Governor of New York, Pennsylvania School Journal, February, 1923 page 268.*

TABLE 64.—DISTRIBUTION OF SALARIES PAID SUPERVISING ELEMENTARY PRINCIPALS

Cities 100,000 population and over

States	Median salary	Total No. principals	Below \$1700	1700	1800	1900	2000	2100	2200	2300	2400	2500	2600	2700	2800	2900	3000	3100	3200	3400	3600	3800	4000	4200	4400	No. cities reporting	
			3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27
United States ..	3126	3181	26	15	51	30	54	111	82	149	127	184	131	139	155	142	174	64	243	204	124	93	219	45	615	54	
Alabama.....	2493	35	7				3	1	5	37	16	15	33	9	24	52	22	13	56	1		8				3	
California.....	2912	290										1	1	3	11	2	6	2	9	5						1	
Colorado.....	2975	43									1	4	1	2	12		1		3	2						1	
Connecticut.....	2579	27					1	3	2	3	2	7	2													1	
Delaware.....	2230	19				1																				1	
D. of C.....	1849	36				1	35																			1	
Georgia.....	2108	43			2	7	11	21			2						6		8			14	11	12	204	1	
Illinois.....	5027	265																								1	
Kansas.....	2150	4																								1	
Kentucky.....	1938	52		12	8	3	8	6	8	7																1	
Louisiana.....	2553	58																								1	
Maryland.....	2557	85																								3	
Massachusetts.....	2800	62				7	1	8	1	3	2	3	3	2	3	4	8	2	14				28	21		2	
Michigan.....	3220	159																	23	1						2	
Minnesota.....	2380	107				1	8	3	8	8	19	8	10	16	8	6	1	5	5							2	
Missouri.....	3496	163																								1	
Nebraska.....	2620	60																								2	
New Jersey.....	3250	160																								5	
New York.....	3522	157																								4	
New York City.....	4683	405																								1	
Ohio.....	2816	327				1		4	8	17	8	27	38	33	21	40	53	11	25	28	1					7	
Oregon.....	3216	38																								1	
Pennsylvania.....	3497	286																								2	
Rhode Island.....	3454	21																								1	
Tennessee.....	1766	14																								3	
Texas.....	2533	76				1	3	5	8	4		14	3	18	2		16									1	
Utah.....	2450	27																								2	
Virginia.....	2533	24																								1	
Washington.....	3003	57																								2	
Wisconsin.....	4150	61																								1	

Read Table 64 as follows: \$3126 (column 2) is the median salary of the 3181 elementary principals (column 3) reported employed in the United States in cities over 100,000 in population. Of these principals 26 receive salaries below \$1700 (column 4), 15 receive salaries between \$1700 and \$1799 (column 5), etc. A total of 54 cities reported (column 27). Similarly read the data given for each State.

Tables 65 and 66 are available as a result of tabulations made by the Research Division using the inquiries sent out by the United States Bureau of Education (on the form

reproduced on page 114). About one-half of the rural superintendents replied reporting for 184,389 rural teachers and 22,701 rural principals.

TABLE 65.—MEDIAN SALARIES PAID RURAL SCHOOL TEACHERS AND PRINCIPALS BY STATES, 1922-23

States	Teachers in					Principals in		
	One-teacher schools	Two-teacher schools	Three or more teacher schools in open country	Consolidated schools	Three or more teacher schools in villages and towns	Elementary schools only	Organized high-schools only	Schools having both elementary and high-school pupils
1	2	3	4	5	6	7	8	9
United States.....	\$765	\$744	\$845	\$1003	\$1121	\$939	\$1325	\$1303
Alabama.....	386	420	485	678	658	487	1500	718
Arizona.....	1244	1374	1294	1591	1396	2125	2367	2450
Arkansas.....	361	461	615	605	669	619	1200	845
California.....	1261	1363	1397	1347	1543	1639	2741	1996
Colorado.....	868	1001	1042	1150	1256	1181	1570	1316
Connecticut.....	1008	1088	1067	1719	1254	2250	2463	1800
Florida.....	374	491	585	1020	723	Under 300	1608	800
Georgia.....	332	401	457	572	635	362	1275	693
Idaho.....	910	1044	1031	1089	1146	1191	1460	1260
Illinois.....	756	914	577	981	985	1264	1629	1882
Indiana.....	862	893	914	1030	1036	1059	1493	1306
Iowa.....	720	821	661	1057	1133	1256	1330	1374
Kansas.....	684	889	1027	998	991	1018	1603	1367
Kentucky.....	498	577	685	682	681	451	1236	1137
Louisiana.....	656	663	847	914	981	956	1032	1104
Maine.....	580	720	933	786	893	986	1290	1625
Maryland.....	743	921	1036	1100	1117	1062	1417	1616
Massachusetts.....	887	1046	1063	1248	1122	1300	1757	1650
Michigan.....	808	918	969	1013	1059	661	1657	1239
Minnesota.....	691	903	1027	1081	1124	1333	1942	1469
Mississippi.....	318	360	375	642	611	695	1087	958
Missouri.....	643	665	685	789	717	942	1125	1035
Montana.....	874	1104	1164	1136	1301	1250	1575	1524
Nebraska.....	767	918	958	1032	1087	1100	1493	1358
New Hampshire.....	739	841	925	971	955	778	1750	1150
New Jersey.....	1037	1165	1231	1215	1414	1819	2550	2001
New Mexico.....	732	869	1283	1091	1036	1631	1550	1070
New York.....	870	1018	1320	1271	1218	1443	1510	1767
North Carolina.....	374	449	588	753	766	584	1525	1039
North Dakota.....	780	974	1328	1138	1133	795	1381	1370
Ohio.....	888	956	1000	1035	1054	1165	1463	1543
Oklahoma.....	835	869	993	948	1020	1025	1350	1355
Oregon.....	881	876	1113	1325	1103	1064	1350	1621
Pennsylvania.....	776	820	880	84	1052	1045	1273	1541
Rhode Island.....	844	936	1125	1083	1009	993	1550	967
South Carolina.....	371	658	681	748	937	903	1073	1055
South Dakota.....	874	1037	1150	1139	1139	922	1517	1545
Tennessee.....	405	450	651	1226	659	375	1182	1197
Texas.....	605	673	714	690	890	52	1481	803
Utah.....	771	756	753	1035	925	1300	1295	1475
Vermont.....	665	713	786	1012	903	1007	1500	2008
Virginia.....	395	477	662	758	791	820	1313	1289
Washington.....	1013	1110	1082	1197	1212	1333	1637	1729
West Virginia.....	687	768	791	875	878	946	1561	2100
Wisconsin.....	851	990	1043	1110	1133	1146	1383	1332
Wyoming.....	842	1050	1161	1274	1165	1067	1700	1370

This table is based upon the distribution of salaries paid the various types of rural teachers obtained from the inquiry reproduced on page 114. The detailed distributions by States are not produced in this Report, except for teachers in one-teacher schools, see Table 66. Similar detailed distributions for the other groups of rural teachers and principals are available at N. E. A. Headquarters and copies may be obtained by those interested for a nominal fee paid for copying.

A comparison of this table with Table 9, page 15, of the June, 1922, Research Bulletin which gives similar figures for 1921-22, the result of data collected for that year under comparable conditions, sheds valuable light upon the trends of teachers' salaries in rural schools. The trend is not the same for all states. For the United States, however, the median salaries for 1921-22 which are comparable with the medians given here are: one-teacher schools, \$774; two-teacher schools, \$877; three-teacher schools in county, \$885; consolidated schools, \$987; and village schools of three or more teachers, \$1010. It will be seen that there was a drop, taking the country as a whole, in the medians for all groups except the village, and consolidated schools. This is not true for all states when studied individually, however.

Distributions for the eight classes of teachers provided for in the inquiry are given in Tables 14 and 15. Tables are also available at N. E. A. Headquarters giving distributions

segregated by States. It was not feasible to print all of these tables, but one of them (that for teachers in one room rural schools), is given below.

TABLE 66.—DISTRIBUTION OF SALARIES PAID IN ONE-TEACHER RURAL SCHOOLS, 1922-23

States	Under \$300	\$300 to \$399	400 to 499	500 to 599	600 to 699	700 to 799	800 to 899	900 to 999	1000 to 1099	1100 to 1199	1200 to 1299	1300 to 1399	1400 to 1499	1500 to 1599	1600 to 1699	1700 to 1799	1800 to 1899	1900 to 1999	Over 1999	Total	Median
I	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
United States	3060	4486	5456	8202	16147	15764	20171	12257	4521	2320	1620	626	178	129	74	31	21	5	12	95080	\$765
Alabama	255	426	319	137	77	20	9	1	1											1245	386
Arizona								1	16	50	54	26	5	2	28	1				184	1244
Arkansas	449	522	253	141	74	61	22	11	1											1534	361
Calif.			1	1				2	38	200	770	254	73	53	12	4	6	1	4	1419	1261
Colorado		1	10	22	114	175	383	331	63	50	10	5		3						1167	868
Conn.						6	49	40	65	20	7	8	3	3						201	1008
Florida	106	147	44	57	38	15	15	1	4	2										429	374
Georgia	440	313	189	73	42	14	3	6												1080	332
Idaho	13	16	1	14	31	79	190	177	112	64	19	6	1							723	910
Illinois	2	54	220	535	1087	1090	1003	495	332	113	51	18	3	1	1	2	2			5009	756
Indiana							2052	243	196	32	13	2	1							2539	862
Iowa		8	103	806	1989	1683	1093	741	62	7			1							6493	720
Kansas		6	240	1117	1569	1017	814	370	178	22	11	2								5346	684
Ky.	106	798	1417	1561	534	73	21	80	4	1				1				2		4598	498
La.	19	1	24	100	87	49	32	25	22	4	1	1								365	656
Maine	1	42	303	332	249	14	87	46	15		1			1			1			1222	580
Md.	4	22	18	120	241	117	138	40	65	57	31	18	12	5	6	5	11			910	747
Mass.						78	116	72	53	30	8		1							358	887
Mich.		2	14	126	513	988	754	722	161	91	19	11	5	3	1					3410	808
Minn.		4	86	279	817	1262	1406	555	224	37	8		1							4679	691
Miss.	472	314	176	39	27	3	9	3	12	4										1059	318
Missouri	58	132	446	403	692	486	233	124	81	4	8	1		1						2669	643
Montana	21	35	69	117	185	226	301	380	177	171	41	14	6	8		1				1752	874
Nebr.	2	6	43	212	894	1131	707	641	130	66		5	1	2						3840	767
N. H.		1		43	125	167	81	41	9		2						9			469	739
N. J.					3	18	56	80	145	41	44	20	5	7	3					422	1037
N. Mex.		9	61	76	247	118	82	256	10	1	1	1								862	732
N. Y.				1		1787	1314	1484	552	124	107	20	15	4	4	4		1		5417	870
N. C.	233	289	157	170	30	4	2	4	3		1									893	374
N. Dak.		4	34	308	731	952	843	507	210	35	46	7								3677	780
Ohio				11			2317	1128	282	223	90	36	11			1				4099	888
Okla.		9	45	135	234	334	413	293	143	104	37	42	12	9	6	2		1	1	1840	835
Oregon		1	2		136	163	328	192	159	95	50	11	1	1						1139	881
Penn.				38	2730	496	2382	382	133	68	28	9	2	4	2	4	1	3	3	6285	776
R. I.					7	13	18	6	5	1										56	844
S. C.	92	28	43	15	15	20		10				1								224	371
S. Dak.				7	258	652	1062	949	213	171	43	21	4	16	3	1				3400	874
Tenn.	307	583	483	244	138	28	11	10	1		3	3		3	6	4				1824	405
Texas	128	273	291	313	351	267	233	89	62	13	12	10	1	4		1				2048	605
Utah			2	7	12	12	10	11	3	1				1						59	771
Vt.		1	5	46	557	160	57	3	1											830	665
Va.	349	383	326	221	86	46	7	5	1											1424	395
Wash.			2	2	23	46	104	243	165	193	50	48	4		2					882	1013
W. Va.	3	54	28	366	421	490	139	72	56	5	3									1637	687
Wisom.				1	730	1094	1141	1224	341	192	143	30	8			1		1		4806	851
Wyom.		2	1	6	53	160	133	161	14	24	2									556	842

Read Table 66 as follows: 3060 teachers in one-room schools in the United States in 1922-23 were reported as receiving lower than \$300 annual salary in 1922-23 by the rural superintendents reporting; 4486 were reported receiving salaries between \$300 and \$399, etc. The median salary for the 95,070 teachers reported in one-room rural schools was \$765. Similarly read table for each State.

The subsequent Tables 64 to 68 give detailed distributions of salaries paid administrative officers in the five size groups of cities. Tables 69 to 73 immediately following give

similar data for directors and supervisors. These tables are the basis of the summary tables showing median salaries paid directors and supervisors given on page 15.

TABLE 67.—DISTRIBUTION OF SALARIES PAID ADMINISTRATIVE OFFICERS 1922-23
Cities 100,000 population and over

Salaries paid	Superintendent of Schools	Associate or Assistant superintendent		Secretary of Board	Business manager	Superintendent of buildings and grounds	Secretary to superintendent	Chief attendance officer	Director of Research	Director of tests and measurements
		Maximum	Minimum							
1	2	3	4	5	6	7	8	9	10	11
Median	\$8000	4900	4226	4156	4309	3650	2162	2560	4133	2550
\$10,000 and over	16				2	1				
9500-9999	1									
9000-9499	2				1	1				
8500-8999		1								
8000-8499	10	1								
7500-7999	4	1		3	1			1		
7000-7499	2	2			1	2			1	
6500-6999	6	1	1	1						
6000-6499	8	7	1	3	2					1
5500-5999	2	4	2						1	
5000-5499	5	7	4	5	6		1	1	3	
4800-4999	1	4		3		2	1	1		
4600-4799		3		2						
4400-4599		5		5		1		3		
4200-4399		1	4	1	1			2	5	
4000-4199	1	3	4	9	1	4	2	1	3	
3800-3999		1	2	1	1	3		1	3	
3600-3799		2	3	2	2	6	2			2
3400-3599		3		2	2	2		2	3	
3200-3399		1	3	1		1	1	1		1
3000-3199		2		5	8	3		1		
2800-2999						1	2	1		
2600-2799			2	1		2	2	3	1	1
2400-2599		1	1	3		7	5	5	3	4
2200-2399				1		1	3	4		1
Under 2199				2		2	32	11	1	2
Total.....	58	52	31	50	29	41	52	38	26	12

Read Table 67 as follows: 16 superintendents of schools were reported receiving salaries \$10,000 and over, 1 a salary between \$9500 and \$9900, etc. (column 2). Of the 80 cities of this size replying 58 reported the salary paid the superintendent. The median paid was \$8000. Similarly read other columns, except that for Assistant Superintendents. The distribution of salaries given for Assistant Superintendents in column 4 is for the highest paid (first assistant superintendent) for 52 cities, and that given in column 5 is for the lowest paid assistant superintendents of 31 cities.

TABLE 68.—DISTRIBUTION OF SALARIES PAID ADMINISTRATIVE OFFICERS, 1922-1923
Cities 30,000 to 100,000 population

SALARIES PAID	SUPERINTENDENT OF SCHOOLS	ASSOCIATE OR ASSISTANT SUPERINTENDENT	SECRETARY OF BOARD	BUSINESS MANAGER	SUPERINTENDENT OF BUILDINGS AND GROUNDS	SECRETARY TO SUPERINTENDENT	CHIEF ATTENDANCE OFFICER	DIRECTOR OF RESEARCH	DIRECTOR TESTS AND MEASUREMENTS
1	2	3	4	5	6	7	8	9	10
Median.....	\$5861	3333	2457	3050	2543	1500	1900	2575	2150
8000 and over.....	4								
7500-7999.....	4								
7000-7499.....	3								
6500-6999.....	6	2							
6000-6499.....	30								
5500-5999.....	9								
5000-5499.....	21	1							
4800-4999.....	4		1						
4600-4799.....	1								
4400-4599.....	6	1		1	1				
4200-4399.....	2		2	1	1			1	
4000-4199.....	4	4	4	3					
3800-3999.....	1								
3600-3799.....	1	4	6	3					
3400-3599.....	1	5	4		7				
3200-3399.....	1	3	4		1				
3000-3199.....	1	5	3	6	5			2	
2800-2999.....		2		1	3		1	1	1
2600-2799.....		4	4	3	3		1	1	1
2400-2599.....		3		2	7	1	5	4	
2200-2399.....			3	3	5	3	1	1	1
2000-2199.....			5	2	5	5	6		4
1800-1999.....		1	5		5	14	8	1	2
1600-1799.....						9	4		1
Under 1600.....			18		2	54	10		
Total.....	99	36	66	25	46	86	36	11	12

Read Table 68 as follows: 4 Superintendents of schools were reported receiving salaries \$9000 or over, 4 salaries between \$7500 and \$7999, etc. Of the 103 cities of this size replying 99 reported salary paid the superintendent. The median salary paid was \$5861. Similarly read the distribution of salaries paid other Administrative officers.

TABLE 69.—DISTRIBUTION OF SALARIES PAID ADMINISTRATIVE OFFICERS, 1922-23
Cities 10,000 to 30,000 population

SALARY GROUP	SUPERINTENDENT OF SCHOOLS	ASSOCIATE OR ASSISTANT SUPERINTENDENT	SECRETARY OF BOARD	BUSINESS MANAGER	SUPERINTENDENT OF BUILDINGS AND GROUNDS	SECRETARY TO SUPERINTENDENT	CHIEF ATTENDANCE OFFICER	DIRECTOR OF RESEARCH	DIRECTOR OF TESTS AND MEASUREMENTS
1	2	3	4	5	6	7	8	9	10
Median.....	\$4110	3025	811	2520	1930	1225	1434	2600	1850
6000 and over.....	10								
5500-5999.....	6								
5000-5499.....	22								
4800-4999.....	4								
4600-4799.....	5								
4400-4599.....	30								
4200-4399.....	10								
4000-4199.....	41			1					
3800-3999.....	5	1							
3600-3799.....	25								
3400-3599.....	27	1							
3200-3399.....	9			1					
3000-3199.....	9	4	4	2	3			1	
2800-2999.....	1	2	1	1	1				
2600-2799.....	4		1		2			1	
2400-2599.....	3		9	5	4		1	1	1
2200-2399.....		1	1	1	2				1
2000-2199.....			8	1	7	3			
1800-1999.....		1	8	1	10	10	4	1	1
1600-1799.....			8		5	10			2
1400-1599.....			9	1	3	18	3		1
1200-1399.....			10		3	56	2		2
1000-1199.....			4		1	36	2		1
Under 1000.....		1	80		4	47	3		
Total.....	211	11	143	14	45	180	15	4	9

Read Table 69 as follows: 10 Superintendents of schools were reported receiving salaries of \$6000 and over, 6 salaries between \$5500 and \$5999, etc. Of the 215 cities of this size replying 211 reported the salaries paid superintendents of schools. The median salary paid was \$4110. Similarly read the distribution of salaries paid other Administrative officers.

TABLE 70.—DISTRIBUTION OF SALARIES PAID ADMINISTRATIVE OFFICERS, 1922-23
Cities 5000 to 10,000 population

Salary Group	Superintendent of schools	Associate or assistant superintendent	Secretary of board	Business manager	Superintendent of buildings and grounds	Secretary to superintendent	Chief attendance officer	Director of tests and measurements
1	2	3	4	5	6	7	8	9
Median.....	\$3557	2000	400		1700	1032	800	
5500 and over.....	4							
5000-5499.....	7							
4800-4999.....	3							
4600-4799.....	1							
4400-4599.....	11							
4200-4399.....	15							
4000-4199.....	37							
3800-3999.....	8							
3600-3799.....	33							
3400-3599.....	37							
3200-3399.....	22							
3000-3199.....	44	1						
2800-2999.....	9							
2600-2799.....	13	2		1	1			
2400-2599.....	5		2	1				
2200-2399.....	1		1		2	1		
2000-2199.....	2	1	5	1	1	1		
1800-1999.....		1	4		3	3		1
1600-1799.....	1	1	4	1	1	1		
1400-1599.....		1	6		2	11	1	1
1200-1399.....	1	1	4		2	44	3	2
1000-1199.....			4		1	25		1
800-999.....			9			35	1	
600-799.....			21		1	25	2	
Under 600.....			96		1	18	3	
Total.....	254	8	156	4	15	164	10	5

Read Table 70 as follows: 4 Superintendents of schools were reported receiving salaries of \$5500 and over, 7 salaries between \$5000 and \$5499, etc. Of the 261 cities of this size replying 254 reported the salaries paid superintendents of schools. The median salary paid was \$3557. Similarly read the distribution of salaries paid other Administrative officers.

TABLE 71.—DISTRIBUTION OF SALARIES PAID ADMINISTRATIVE OFFICERS, 1922-23
Cities 2500 to 5000 population

Salaries Paid	Superintendent of schools	Associate or assistant superintendent	Secretary to board	Business manager	Superintendent of buildings and grounds	Secretary to superintendent	Chief attendance officer	Director of research	Director of tests and measurements
1	2	3	4	5	6	7	8	9	10
Median.....	\$3082		266		1700	726			
5000 and over.....	6								
4800-4999.....	4								
4600-4799.....									
4400-4599.....	5								
4200-4399.....	5								
4000-4199.....	13								
3800-3999.....	2								
3600-3799.....	25	1							
3400-3599.....	28								
3200-3399.....	30								
3000-3199.....	61		1						
2800-2999.....	17			1					
2600-2799.....	42								
2400-2599.....	40	1	2		3				1
2200-2399.....	13								
2000-2199.....	8	1			2				
1800-1999.....	9		1		2	3			
1600-1799.....			3			6		1	
1400-1599.....			1		2	6			
1200-1399.....			4		1	13			
1000-1199.....			2		1	10			
800-999.....			9		2	16			
600-799.....			11		1	43			
Under 600.....			191			43	3		1
Total.....	308	3	225	1	14	140	3	1	2

Read Table 71 as follows: 6 Superintendents of schools were reported receiving salaries of \$5000 and over, 4 salaries between \$4800 and \$4999, etc. Of the 320 cities of this size replying 308 reported the salaries paid superintendents of schools. The median salary paid was \$3082. Similarly read the distribution of salaries paid other Administrative officers.

TABLE 72.—DISTRIBUTION OF SALARIES PAID DIRECTORS OR SUPERVISORS 1932-33
Cities 100,000 population and over

Salaries paid	Kindergarten	Primary grades	Intermediate	High Schools	Junior High Schools	Continuation schools	Americanization	Vocational education	Manual training	Home economics	Health	Physical education	Art	Music	Penmanship	Attendance officers	
	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	Minimum	Maximum
Median.....	\$2825	2800	3100	.....	.....	3500	3000	3767	3233	2700	3175	3138	2875	2963	2543	1456	1800
\$5000 and over	1	.....	1	2	1	3	1	7	2	2	2	4	1	2	2	.....	.....
4500-4999	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
4000-4499	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3500-3999	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3000-3499	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2500-2999	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
2000-2499	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1500-1999	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
1000-1499	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
500-999	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Under 500	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total.....	31	30	19	4	4	16	18	30	35	40	31	53	54	57	33	31	45

Read Table 72 as follows: One supervisor of kindergarten was receiving a salary of \$5000 or over, 4 salaries between \$4000 and \$4499, etc. (column 2). Of the 60 cities of this size replying, 31 reported a salary paid a kindergarten supervisor. The median was \$2825. Similarly read other columns.

TABLE 73.—DISTRIBUTION OF SALARIES PAID DIRECTORS OR SUPERVISORS, 1922-23. Cities 30,000 to 100,000 population

Salaries Paid	Kindergarten	Primary grades	Intermediate	High schools	Continuation schools	Evening schools	Americanization	Vocational education	Manual training	Home economics	Health	Physical education	Art	Music	Penmanship	Attendance officers
Median	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
5000 and over	2467	2400	2484	.....	2550	600	2060	3040	5619	2110	2300	2479	2055	2292	2060	1583
4800-4999																
4600-4799																
4400-4599																
4200-4399																
4000-4199																
3800-3999																
3600-3799																
3400-3599																
3200-3399																
3000-3199																
2800-2999																
2600-2799																
2400-2599																
2200-2399																
2000-2199																
1800-1999																
1600-1799																
1400-1599																
1200-1399																
1000-1199																
Under 1000																
Total	21	36	15	5	28	17	17	30	49	57	28	67	86	94	43	102

TABLE 74.—DISTRIBUTION OF SALARIES PAID DIRECTORS OR SUPERVISORS, 1922-23. Cities 10,000 to 30,000 population

Salaries Paid	Kindergarten	Primary grades	Intermediate	High schools	Continuation schools	Evening schools	Americanization	Vocational education	Manual training	Home economics	Health	Physical education	Art	Music	Penmanship	Attendance officers
Median	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
3600 and over	1975	1871	2200	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
3400-3599																
3200-3399																
3000-3199																
2800-2999																
2600-2799																
2400-2599																
2200-2399																
2000-2199																
1800-1999																
1600-1799																
1400-1599																
1200-1399																
1000-1199																
Under 1000																
Total	15	39	14	9	26	17	24	21	87	99	25	101	147	172	50	130

TABLE 75.—DISTRIBUTION OF SALARIES PAID DIRECTORS AND SUPERVISORS, 1922-23. Cities 5000 to 10,000 population

SALARIES PAID	KINDERGARTEN	PRIMARY GRADES	INTER-MEDIATE	HIGH-SCHOOLS	CONTINUATION	EVENING SCHOOLS	AMERICANIZATION	VOCATIONAL EDUCATION	MANUAL TRAINING	HOME ECONOMICS	HEALTH	PHYSICAL EDUCATION	ART	MUSIC	PENMANSHIP	ATTENDANCE OFFICERS
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Median.....								\$2500	1978	1511	1400	1889	1565	1594	1457	384
3800-3999.....																
3600-3799.....																
3400-3599.....																
3200-3399.....																
3000-3199.....																
2800-2999.....																
2600-2799.....																
2400-2599.....																
2200-2399.....																
2000-2199.....																
1800-1999.....																
1600-1799.....																
1400-1599.....																
1200-1399.....																
1000-1199.....																
800-999.....																
600-799.....																
400-599.....																
200-399.....																
Under 200.....																
Total.....	5	15	9	7	7	4	7	11	105	106	20	39	124	181	28	83

TABLE 76.—DISTRIBUTION OF SALARIES PAID DIRECTORS AND SUPERVISORS, 1922-23. Cities 2500 to 5000 population

SALARIES PAID	KINDERGARTEN	PRIMARY GRADES	INTER-MEDIATE	HIGH-SCHOOLS	CONTINUATION	EVENING SCHOOLS	AMERICANIZATION	VOCATIONAL EDUCATION	MANUAL TRAINING	HOME ECONOMICS	HEALTH	PHYSICAL EDUCATION	ART	MUSIC	PENMANSHIP	ATTENDANCE OFFICERS
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Median.....									\$1865	1455	1233	1714	1385	1423	1429	335
2600 and over.....																
2400-2599.....																
2200-2399.....																
2000-2199.....																
1800-1999.....																
1600-1799.....																
1400-1599.....																
1200-1399.....																
1000-1199.....																
800-999.....																
600-799.....																
400-599.....																
200-399.....																
Under 200.....																
Total.....	11	7	7	9	4		3	4	61	70	17	66	74	123	24	73

Read Table 76 as follows: 1 Supervisor of Kindergarten was reported receiving a salary between \$2000 and \$2199, 1 a salary between \$1600 and \$1799, etc. A total of 11 Kindergarten Supervisors was reported by the 320 cities of this size that replied. Similarly read the distribution of salaries paid other Directors and Supervisors.

Tables 77 to 79 present the outstanding indications of the rural school inquiry conducted in the spring of 1923 by the National

Education Association using the postcard form reproduced on page 113.

TABLE 77.—REPLIES RECEIVED FROM RURAL SCHOOL INQUIRY 1922-23

	Number of county or rural superintendents sent inquiries	Number of county or rural superintendents replying	Per cent of rural superintendents replying	Number of rural teaching positions supervised by superintendents replying	Average number of teachers supervised by each superintendent replying
1	2	3	4	5	6
United States.....	3542	999	28.20	97,640	98
Alabama.....	66	23	34.84	3397	141
Arizona.....	12	2	17.66	62	31
Arkansas.....	78	12	15.38	1122	94
California.....	56	21	37.50	3630	173
Colorado.....	69	18	26.09	1391	77
Connecticut.....	22	7	31.82	211	30
Delaware.....	3				
Florida.....	55	4	7.27	313	78
Georgia.....	148	26	17.57	1415	54
Idaho.....	45	11	24.44	541	49
Illinois.....	107	32	29.90	4868	152
Indiana.....	86	36	41.86	3928	109
Iowa.....	95	50	52.63	5611	112
Kansas.....	112	35	31.25	3439	98
Kentucky.....	118	22	18.64	1492	68
Louisiana.....	63	14	22.22	1412	101
Maine.....	120	48	40.00	1377	29
Maryland.....	21	5	23.81	537	105
Massachusetts.....	63	44	69.84	1233	28
Michigan.....	82	39	47.56	4675	120
Minnesota.....	85	34	40.00	3290	97
Mississippi.....	82	3	3.66	353	118
Missouri.....	102	19	18.62	1897	100
Montana.....	54	11	20.37	737	67
Nebraska.....	83	41	49.39	3178	77
Nevada.....	6	2	33.33	140	70
New Hampshire.....	50	21	42.00	561	26
New Jersey.....	21	6	28.57	555	93
New Mexico.....	29	8	27.59	547	68
New York.....	204	91	44.61	6660	73
North Carolina.....	100	12	12.00	1797	150
North Dakota.....	53	18	33.96	2194	122
Ohio.....	88	34	38.64	6878	202
Oklahoma.....	76	20	26.31	2400	120
Oregon.....	36	13	36.11	1732	133
Pennsylvania.....	65	30	46.15	7896	263
Rhode Island.....	9	3	33.33	13	4
South Carolina.....	46	5	10.87	544	109
South Dakota.....	65	33	50.77	2455	74
Tennessee.....	93	12	12.90	1275	106
Texas.....	310	48	15.48	3347	70
Utah.....	34	10	29.41	696	70
Vermont.....	52	22	42.31	776	35
Virginia.....	84	8	9.52	1232	154
Washington.....	37	10	27.03	1049	105
West Virginia.....	56	14	25.00	2291	164
Wisconsin.....	175	12	6.86	1733	144
Wyoming.....	20	10	50.00	760	76

Table 77 may be used as a basis of judging how representative the reply was from each state to the post card inquiry of the National Education Association Salary Committee. (See page 113.) The replies received to this inquiry are the basis of Tables 78 and 79 given on pages 100 and 102.

TABLE 78.—TRAINING, EXPERIENCE, AND MATURITY, OF TEACHERS IN RURAL SCHOOLS IN 1922-23

State	Number of Rural Teachers with training beyond 8th Grade of					Percentage of Rural Teachers with training beyond 8th grade of					Number of Rural teachers with experience of					Percentage of Rural Teachers with experience of					No Rural teachers under 21 years of age	Percent- age of rural teachers under 21 years of age
	Less than 1 yr.	From 1 to 2 years	From 2 to 4 years	4 yrs. or more	Total	Less than 1 yr.	From 1 to 2 years	From 2 to 4 years	4 yrs. or more	Total	Less than 1 yr.	From 1 to 2 years	From 2 to 3 years	3 yrs. or more	Total	Less than 1 yr.	From 1 to 2 years	From 2 to 3 years	3 yrs. or more	Total		
United States.....	9,439	10,746	14,039	54,723	88,947	11	12	16	61	14,950	16,566	18,498	38,932	89,946	17	19	21	43	22,971	25		
Alabama.....	576	599	598	1429	3202	18	19	18	45	475	622	760	1346	3203	15	20	23	42	650	20.59		
Arizona.....	480	219	253	170	1122	43	19	23	61	246	216	242	418	1122	22	19	22	37	282	25.13		
Arkansas.....	21	33	413	2839	3306	1	1	12	86	333	463	823	1981	3630	10	13	23	54	150	15.34		
California.....	252	116	201	790	1359	18	9	15	58	263	180	188	755	1391	19	12	13	56	191	14.18		
Colorado.....	2	34	8	167	211	1	16	4	79	16	30	32	133	211	8	14	15	63	73	34.93		
Connecticut.....	104	60	34	115	313	33	19	11	37	61	43	54	155	313	19	14	17	50	48	15.34		
Florida.....	335	332	247	321	1235	27	27	20	26	209	247	292	639	1387	15	18	21	46	253	24.77		
Georgia.....	44	40	47	410	541	8	7	9	76	58	102	99	282	541	11	19	18	52	134	24.77		
Idaho.....	406	572	911	2963	4452	9	13	20	58	731	915	895	2274	4815	15	19	19	47	1103	23.61		
Illinois.....	373	756	523	2014	3666	10	20	14	56	640	827	673	1848	3788	17	16	18	49	809	20.88		
Indiana.....	867	398	520	3172	4966	17	8	11	64	1167	1116	1198	3088	4990	23	22	25	30	1806	36.19		
Iowa.....	184	111	280	2609	3243	6	3	9	82	831	766	690	1049	3266	26	24	18	32	1251	36.38		
Kansas.....	360	193	335	1440	2348	27	14	26	33	142	192	275	631	1240	11	16	22	51	381	27.53		
Kentucky.....	222	151	358	574	1305	17	12	27	44	134	172	190	554	1050	13	16	18	53	221	16.30		
Louisiana.....	32	71	94	1180	1377	2	5	7	86	187	127	118	794	1226	15	10	10	65	232	18.99		
Maine.....	13	13	90	434	537	2	2	17	81	42	47	60	388	537	8	9	11	72	71	13.22		
Maryland.....	22	34	195	914	1165	2	3	17	78	135	144	151	668	1068	12	13	14	61	126	13.62		
Massachusetts.....	481	498	501	2512	3992	12	12	13	63	965	943	838	1432	4198	23	22	20	35	1608	36.39		
Michigan.....	92	259	423	2422	3196	3	8	13	76	551	606	665	1169	2991	19	20	22	39	1125	34.19		
Minnesota.....	97	67	153	36	353	28	19	43	10	51	69	101	132	353	14	20	29	37	62	17.56		
Mississippi.....	280	257	272	1088	1897	15	14	14	57	411	443	376	667	1897	22	23	20	35	632	36.51		
Missouri.....	21	4	77	540	642	3	7	12	84	117	58	145	189	505	23	12	28	37	126	25.77		
Montana.....	279	208	317	2077	2881	10	7	11	72	625	661	679	610	2575	24	26	27	23	1249	44.26		
Nebraska.....	68	68	68	68	68	100	21	34	45	21	34	45	40	140	15	24	32	29	16	11.43		

TABLE 78.—TRAINING, EXPERIENCE, AND MATURITY, OF TEACHERS IN RURAL SCHOOLS IN 1922-1923 (Continued)

	2	2	94	414	512	0.5	0.5	18	81	71	97	70	323	561	12	18	12	58	137
New Hampshire.....	2	2	94	414	512	0.5	0.5	18	81	71	97	70	323	561	12	18	12	58	137
New Jersey.....	4	4	44	503	557	1	1	8	90	81	91	91	272	555	20	15	16	40	165
New Mexico.....	2	25	64	256	345	1	7	18	74	72	74	91	310	547	13	14	16	57	60
New York.....	415	535	1165	4325	6447	7	8	18	67	919	939	944	3580	6382	14	15	15	56	1248
North Carolina.....	250	247	327	612	1436	17	17	23	43	153	232	316	861	1562	10	15	20	55	182
North Dakota.....	64	65	149	1791	2072	3	3	7	87	550	382	484	488	1904	29	19	26	26	579
Ohio.....	386	1747	815	3227	6175	6	28	13	53	893	534	1233	2224	5284	17	18	23	42	1853
Oklahoma.....	203	339	435	1156	2138	10	16	20	54	450	424	455	984	2313	19	18	20	43	632
Oregon.....	47	114	282	1125	1563	3	7	18	72	239	382	395	552	1568	15	25	25	35	248
Pennsylvania.....	828	714	1087	4542	7171	12	10	15	63	1012	1504	1790	2381	7187	14	21	25	40	1633
Rhode Island.....	23	116	38	13	13	12	12	25	100	1	1	1	11	13	8	8	8	84	1
South Carolina.....	244	293	600	1193	2300	11	11	26	32	350	414	479	780	2013	11	23	34	32	45
South Dakota.....	240	176	290	595	1217	20	14	24	42	95	267	254	439	1135	17	20	24	39	655
Tennessee.....	411	563	724	1022	2662	16	19	27	38	307	510	673	1358	2848	12	23	22	38	439
Texas.....	54	46	458	558	776	4	6	5	94	86	86	100	420	662	9	13	15	63	95
Utah.....	4	5	38	729	1117	4	16	8	50	187	269	332	394	711	12	11	14	63	137
Vermont.....	81	157	314	565	1117	8	14	28	50	187	269	332	394	711	12	11	14	63	137
Virginia.....	163	110	163	515	960	17	12	17	54	130	154	140	494	918	16	23	28	33	282
Washington.....	514	258	192	974	1938	27	13	10	50	226	286	450	1126	2088	11	14	21	54	144
West Virginia.....	12	162	222	1337	1733	1	9	13	77	271	327	283	852	1733	16	19	16	49	512
Wisconsin.....	107	107	23	454	584	.....	18	4	78	419	192	135	252	728	20	26	19	35	156
Wyoming.....																			

Table 78 is based upon the replies received to the inquiry sent to county and other rural school superintendents in April 1923. The inquiry sent out is reproduced on page 113. By consulting Table 77, page 99, one may judge how representative the reply was from each State. The fact that the total number of teachers as given above in columns 6, 15 and 20 and in column 5 of Table 77 do not always agree is due to the fact that some rural superintendents made partial replies—that is reported on some items of the inquiry and failed to report on others.

The number of teachers reported for in each State is of course but a partial representation of all the rural teachers of the State. Only in so far as the rural teachers reported are representative of all rural teachers may the percentages given be accepted for any State. The superintendents reported on each item of the inquiry in estimated percentages. The percentages reported along with the total number of teachers reported were the basis of the calculations giving the figures in columns 2 to 5, 11 to 15, and 20. From the totals of these columns were calculated the percentages given in columns 7 to 10, 16 to 19, and 21. The figures of this table, therefore, should be looked upon as reasonably indicative rather than wholly complete and exact.

TABLE 70.—SHORTAGE OF TEACHERS IN RURAL SCHOOLS AND SALARY TRENDS IN RURAL SCHOOLS, 1922-23

	Number of county or rural superintendents reporting shortage of teachers in 1922-23	Per cent of county or rural superintendents reporting shortage of teachers in 1922-23	Shortage of properly qualified teachers in 1922-23 in numbers	Number of county or rural superintendents reporting shortage of properly qualified teachers in 1923-24	Per cent of county or rural superintendents reporting shortage of properly qualified teachers in 1923-24	Number of county or rural superintendents reporting outlook for 1923-24 to be		Per cent of county or rural superintendents reporting outlook for 1923-24 to be		Number of new teachers needed annually for growth and replacement	Number of rural teachers to be paid in 1923-24			Per cent of rural teachers to be paid in 1923-24			
						Better	Worse	Better	Worse		Smaller salaries than in 1922-23	Same salaries as in 1922-23	Larger salaries than in 1922-23	Smaller salaries than in 1922-23	Same salaries as in 1922-23	Larger salaries than in 1922-23	
United States.....	419	44	6864	322	34	739	169	81	19	25,374	7342	66,220	11,928	85,490	9	77	14
Alabama.....	19	83	677	15	65	15	7	68	32	809	463	2774	160	3397	82	13	5
Arizona.....	1	50	1	0	0	1	0	100	0	10	0	0	0	0	0	0	0
Arkansas.....	10	83	336	10	83	10	2	83	17	245	124	782	144	1050	12	74	14
California.....	9	43	70	4	20	16	4	80	20	779	31	3243	335	3609	1	90	9
Colorado.....	4	22	102	4	93	14	1	93	7	359	53	1009	121	1183	5	85	10
Connecticut.....	1	14	7	0	0	7	0	100	0	61	0	153	58	211	0	73	27
Florida.....	3	75	20	1	25	3	0	100	0	70	40	214	59	313	13	68	19
Georgia.....	18	60	388	15	62	19	6	76	24	437	190	1035	75	1300	14	80	16
Idaho.....	10	9	10	0	0	0	0	100	0	46	53	363	52	408	11	78	11
Illinois.....	18	58	75	13	45	21	8	72	28	1155	560	3005	814	4499	13	69	18
Indiana.....	5	14	133	5	14	30	3	91	9	748	69	2852	255	3176	2	90	8
Iowa.....	7	16	158	5	10	40	5	89	11	1575	432	4027	276	4735	9	85	6
Kansas.....	9	26	173	8	24	27	4	87	13	931	323	2595	202	3120	11	83	6
Kentucky.....	17	77	139	14	67	9	10	47	53	320	12	414	951	1377	1	30	69
Louisiana.....	7	50	95	1	7	12	8	92	8	416	144	845	233	1222	12	69	19
Maine.....	29	64	229	27	59	33	11	75	25	477	51	917	220	1188	4	77	19
Maryland.....	5	100	73	4	80	5	0	100	0	54	0	411	126	537	0	77	23
Massachusetts.....	19	45	165	16	39	28	9	76	24	335	29	746	363	1138	3	65	32
Michigan.....	15	39	164	11	28	26	8	76	24	1421	382	2365	663	3410	11	70	19
Minnesota.....	7	21	59	1	3	30	1	97	3	916	671	1558	74	2303	23	68	3

TABLE 79.—SHORTAGE OF TEACHERS IN RURAL SCHOOLS AND SALARY TRENDS IN RURAL SCHOOLS, 1922-1923 (Continued)

Mississippi.....	2	67	55	2	67	2	100	57	203	25	228	89	11
Missouri.....	11	38	166	15	58	17	94	538	1510	245	1837	82	13
Montana.....	16	40	88	2	20	3	70	226	582	35	617	91	6
Nebraska.....	10	26	77	2	22	32	94	1034	2155	217	2781	77	8
Nevada.....	2	100	63	2	100	1	50	99	112	21	140	80	15
New Hampshire.....	17	81	117	17	81	9	50	200	351	186	544	65	34
New Jersey.....	3	75	35	2	33	2	33	161	461	16	555	83	16
New Mexico.....	1	12	10	2	25	3	43	152	250	173	428	59	40
New York.....	30	34	200	22	25	64	76	1645	4527	1932	6660	68	29
North Carolina.....	9	75	272	8	67	10	100	388	1179	232	1437	82	17
North Dakota.....	5	28	150	4	22	16	94	939	642	27	1797	63	1
Ohio.....	16	48	330	8	24	27	87	1436	492	826	5868	78	14
Oklahoma.....	11	58	414	10	53	17	94	513	584	262	2305	63	12
Oregon.....	6	46	114	3	23	10	83	467	104	141	1650	85	9
Pennsylvania.....	20	67	496	17	46	19	66	1612	148	939	6757	84	14
Rhode Island.....	1	33	3	1	33	3	100	7	9	4	13	69	31
South Carolina.....	1	25	.....	1	25	5	100	167	508	26	544	53	5
South Dakota.....	9	27	65	9	28	17	63	969	1748	138	2181	80	6
Tennessee.....	8	73	106	7	58	0	90	301	840	146	1019	33	14
Texas.....	19	40	365	17	36	46	88	957	2697	282	3131	86	9
Utah.....	1	11	4	.....	.....	9	100	174	477	183	662	72	28
Vermont.....	4	50	35	6	27	17	81	230	165	105	697	84	14
Washington.....	6	75	203	4	50	6	86	365	1070	96	1232	87	8
West Virginia.....	1	10	.....	.....	.....	10	100	283	723	58	1814	89	7
Wisconsin.....	7	50	290	5	42	8	73	455	170	100	1519	82	7
Wyoming.....	5	42	71	3	.....	10	91	512	940	180	1346	71	13
.....	4	40	61	.....	30	7	88	304	440	38	460	90	8

Table 79 is based upon the replies received to the inquiry sent to county and other rural school superintendents in April, 1923, which is reproduced on page 113. By consulting Table 77, page 98, one may judge how representative the reply was from each State. The fact that the totals given in this table and in Table 77 do not always agree is the result of some superintendents making partial replies, that is, they replied to some items of the inquiry and failed to report on others.

GENERAL EXPLANATION OF TABLES

POPULATION GROUPS: The cities replying to the salary inquiry were divided into five population groups as follows:

- I. Cities 100,000 and over.
- II. Cities 30,000 to 99,999.
- III. Cities 10,000 to 29,999.
- IV. Cities 5,000 to 9,999.
- V. Cities 2,500 to 4,999.

SALARY GROUPS: Salaries were distributed in \$100 groups. For example, the teachers included in the \$1200 salary group receive salaries somewhere between \$1200 and \$1299 inclusive; those grouped under \$1300 receive salaries between \$1300 and \$1399 inclusive, etc. Salaries over \$3399 are combined in \$200 groups. For example, teachers included in the \$3400 salary group receive salaries somewhere between \$3400 and \$3599, etc.

MEDIAN SALARIES: The best paid fifty per cent of a group of teachers receive salaries equal to or exceeding the "median" salary, and the poorest paid fifty per cent of a group of teachers receive salaries that are equal to or less than the median salary. A median salary for practical purposes is practically the same as an "average" salary. In some of the tables the medians given are based on a report of too small a number of teachers'

salaries to be representative. Since both the number of cities reporting and the number of teachers reported are given in connection with each median, however, it is possible to judge as to how representative the figure is.

COMPUTATION OF MEDIANS: For purposes of computing medians and quartiles in this study the plan was adopted of making the steps take their names from the beginning of the steps. Thus, salary group \$1200 extends from \$1200 to \$1299. This arrangement of the steps tends to make all medians a little higher than they are in reality, because of the prevailing custom of granting salaries, increases, etc., in round numbers. Thus, in the \$1200 salary group there will be more teachers receiving an even \$1200 than will be distributed between \$1200 and \$1299. It was considered that this "padding of salaries" was less harmful than the lack of uniformity, or than the additional work and chances of error involved in other methods. In all statements and computations involving salaries and other items the results have been computed to the nearest dollar or to the nearest unit. A few exceptions to this are necessary where several medians are so close that the fractions are necessary in order to make comparisons.

Cities Replying to Salary Inquiries

The cities which replied to the salary inquiry in time for their data to be included in the tabulations are listed below according to population groups. A number of cities which sent in replies

too late to be used are not included.

A few cities made partial replies reporting maxima and minima, but did not give distributions of salaries being paid. These are not listed here.

60 Cities Over 100,000 Population

ALABAMA:
Birmingham.

CALIFORNIA:
Los Angeles,
Oakland,
San Francisco.

COLORADO:
Denver.

CONNECTICUT:
Bridgeport,
New Haven.

DELAWARE:
Wilmington.

DISTRICT OF COLUMBIA:
Washington.

GEORGIA:
Atlanta.

ILLINOIS:
Chicago.

INDIANA:
Indianapolis.

KANSAS:
Kansas City.

KENTUCKY:
Louisville.

LOUISIANA:
New Orleans.

MARYLAND:
Baltimore.

MASSACHUSETTS:
Cambridge,
Fall River,
New Bedford,
Springfield,
Worcester.

MICHIGAN:
Detroit,
Grand Rapids.

MINNESOTA:
Minneapolis,
St. Paul.

MISSOURI:
Kansas City,
St. Louis.

NEBRASKA:
Omaha.

NEW JERSEY:
Camden,
Jersey City,
Newark,
Paterson,
Trenton.

NEW YORK:
Buffalo,
New York City,
Rochester,
Syracuse,
Yonkers.

OHIO:
Akron,
Cincinnati,
Cleveland,
Columbus,
Dayton,
Toledo,
Youngstown.

OREGON:
Portland.

PENNSYLVANIA:
Philadelphia,
Pittsburgh,
Reading,
Scranton.

RHODE ISLAND:
Providence.

TENNESSEE:
Nashville.

TEXAS:
Dallas,
Fort Worth,
San Antonio.

UTAH:
Salt Lake City.

VIRGINIA:
Richmond.

WASHINGTON:
Seattle,
Spokane.

WISCONSIN:
Milwaukee.

102 Cities with Population of 30,000 to 100,000

ALABAMA:
Mobile.

ARKANSAS:
Little Rock.

CALIFORNIA:
Berkeley,
Fresno,
Long Beach,
San Diego,
San Jose.

COLORADO:
Pueblo.

CONNECTICUT:
Meriden,
New Britain,
Stanford,
Waterbury.

GEORGIA:
Augusta,
Savannah.

ILLINOIS:
Aurora,
East St. Louis,
Moline,
Quincy,
Rockford,
Rock Island,
Springfield.

INDIANA:
East Chicago,

Fort Wayne,
Gary,
South Bend,
Terre Haute.

IOWA:
Davenport,
Dubuque,
Sioux City,
Waterloo.

KANSAS:
Topeka,
Wichita.
KENTUCKY:
Covington.

MAINE:
Lewiston,
Portland.

MASSACHUSETTS:
Brockton,
Brookline,
Chelsea,
Chicopee,
Haverhill,
Holyoke,
Lynn,
Malden,
Medford,
Newton,
Somerville.

MICHIGAN:
Battle Creek,
Flint,
Highland Park,

Jackson,
Lansing,
Muskegon,
Pontiac,
Saginaw.

MINNESOTA:
Duluth.

MISSOURI:
St. Joseph.

NEBRASKA:
Lincoln.

NEW HAMPSHIRE:
Manchester.

NEW JERSEY:
Bayonne,
East Orange,
Elizabeth,
Passaic,
West Hoboken.

NEW YORK:
Binghamton,
Mount Vernon,
Newburgh,

Niagara Falls,
Schenectady,
Utica,
Watertown.

NORTH CAROLINA:
Winston-Salem.

OHIO:
Canton,
Portsmouth,
Springfield.

OKLAHOMA:
Muskegee,
Tulsa.

PENNSYLVANIA:
Allentown,
Altoona,
Chester,
Erie,
Harrisburg,
Hazelton,
Lancaster,
McKeesport,
New Castle,

Norristown,
Wilkes-Barre.
RHODE ISLAND:
Newport,
Woonsocket.

TEXAS:
Beaumont,
El Paso,
Waco.

VIRGINIA:
Newport News,
Portsmouth,
Roanoke.

WASHINGTON:
Tacoma.

WEST VIRGINIA:
Charleston,
Wheeling.

WISCONSIN:
La Crosse,
Racine,
Sheboygan,
Superior.

216 Cities with Population of 10,000 to 30,000

ALABAMA:
Anniston,
Bessemer,
Gadsden,
Selma.

ARIZONA:
Phoenix.

ARKANSAS:
Fort Smith,
North Little Rock.

CALIFORNIA:
Alameda,
Eureka,
Glendale,
Richmond,
Riverside,
Santa Ana,
Santa Barbara,
Santa Monica.

COLORADO:
Greeley.

CONNECTICUT:
Ansonia,
East Hartford,
Enfield,
South Manchester,
Middletown,
Milford,
Naugatuck,
Norwalk,
Stratford,
Torrington,
Wallingford,
Willimantic.

GEORGIA:
Albany,
Athens,
Rome.

ILLINOIS:
Berwyn,
Blue Island,
Canton,
Chicago Heights,
Elgin,
Freeport,
Galesburg,
Jacksonville,
Kewanee,

Lincoln,
Mattoon,
Murphysboro,
Ottawa,
Streator,
Urbana.

INDIANA:
Crawfordsville,
Elwood,
Forest Park,
Huntington,
Mishawaka,
Richmond,
Whiting.

IOWA:
Keokuk,
Fort Dodge,
Iowa City,
Marshalltown,
Mason City,
Ottumwa.

KANSAS:
Arkansas City,
Coffeyville,
Laurence,
Leavenworth,
Salina.

KENTUCKY:
Owensboro,
Paducah.

LOUISIANA:
Lake Charles.

MAINE:
Auburn,
Bath,
Biddeford.

MARYLAND:
Hagerstown.

MASSACHUSETTS:
Amesbury,
Belmont,
Beverly,
Braintree,
Clinton,
Danvers,
Easthampton,
Gardner,
Gloucester,

Greenfield,
Leominster,
Methuen,
Newburyport,
North Adams,
Northbridge,
Norwood,
Peabody,
Plymouth,
Wartown,
Weymouth,
Winchester.

MICHIGAN:
Escanaba,
Ironwood,
Marquette,
Monroe,
Traverse City.

MINNESOTA:
St. Cloud,
Virginia,
Winona.

MISSISSIPPI:
Greenville.

MISSOURI:
Carthage,
Columbia,
Hannibal,
Joplin,
Moberly.

MONTANA:
Anaconda,
Great Falls,
Missoula.

NEBRASKA:
Grand Island,
Hastings.

NEW HAMPSHIRE:
Berlin,
Dover,
Laconia,
Nashua.

NEW JERSEY:
Asbury Park,
Belleville,
Englewood,
Hackensack,
Long Branch,

North Bergen,
Plainfield,
Weehawken,
West New York,
West Orange,
Summit.

NEW YORK:
Beacon,
Corning,
Cortland,
Dunkirk,
Gloversville,
Herkimer,
Hornell,
Ilion,
Middletown,
North Tonawanda,
Olean,
Plattsburg,
Saratoga Springs.

NORTH CAROLINA:
Durham,
Goldsboro,
Rocky Mount.

NORTH DAKOTA:
Grand Forks.

OHIO:
Barberton,
Chillicothe,
Cleveland Heights,
Coshocton,
Elyria,
Findlay,
Hillsboro,
Norwood,
Piqua,
Salem,
Zanesville.

OKLAHOMA:
Okmulgee,
Sapulpa,
Shawnee.

OREGON:
Astoria,
Salem.

PENNSYLVANIA:
Ambridge,
Berwick,

Braddock,
Bradford,
Butler,
Canonsburg,
Carbondale,
Charleroi,
Coatesville,
Dubois,
Farrell,
Greensburg,
Jeannette,
Lebanon,
Mahanoy City,
Mount Carmel,
Nanticocke,
North Bellevernon,
New Kensington,

Portsville,
Punxutawney,
Sharon,
Washington,
West Chester,
Woodlawn.
RHODE ISLAND:
Central Falls,
Cranston,
Pawtucket,
West Warwick.
SOUTH CAROLINA:
Spartanburg.
SOUTH DAKOTA:
Aberdeen,
Sioux Falls.

TEXAS:
Corsicana,
Denison,
Marshall,
Palestine,
Ranger,
Texarkana.
VERMONT:
Burlington,
Rutland.
VIRGINIA:
Danville.
WASHINGTON:
Bellingham,
Everett,
Hoquiam,

Walla Walla,
Yakima.
WEST VIRGINIA:
Fairmont,
Morgantown,
Parkersburg.
WISCONSIN:
Appleton,
Beloit,
Eau Claire,
Stevens Point,
Wausau,
West Allis.
WYOMING:
Casper,
Cheyenne.

261 Cities with Population of 5,000 to 10,000

ALABAMA:
Alabama City,
Talladega.
ARIZONA:
Bisbee,
Douglas,
Globe,
Nogales.
CALIFORNIA:
Brawley,
Chico,
El Centro,
Memoria,
Monterey,
Ontario,
Redlands,
San Leandro,
San Louis Obispo,
Santa Clara,
Santa Rosa,
Whittier.
COLORADO:
Ft. Collins,
Grand Junction,
Sterling,
Walsenburg.
CONNECTICUT:
Killingly,
Plymouth,
Seymour,
Shelton,
Southington,
Watertown,
Winchester.
FLORIDA:
Orlando,
St. Augustine,
West Palm Beach.
GEORGIA:
Dublin,
Fitzgerald,
Macon.

IDAHO:
Coeur d'Alene,
Idaho Falls.
ILLINOIS:
Beardstown,
Benton,
Carbondale,
Charleston,
Clinton,
Dixon,
Highland Park,
Hillsboro,

Johnston City,
La Grange,
Lawrenceville,
Macomb,
Maywood,
Monmouth,
Mt. Vernon,
Normal,
Pontiac,
West Hammond,
Winnetka.
INDIANA:
Bicknell,
Brazil,
Columbus,
Greensburg,
Lebanon,
Mt. Vernon,
Portland,
Wabash.
IOWA:
Creston,
Cherokee,
Cedar Falls,
Grinnell,
Newton,
Oelwein,
Oskaloosa,
Perry,
Shenandoah.
KANSAS:
Dodge,
Manhattan.
KENTUCKY:
Burlington.

MAINE:
Caribou,
Rockland,
Westbrook.

MASSACHUSETTS:
Agawam,
Bridgewater,
Canton,
Concord,
Dartmouth,
Easton,
Grafton,
Ipswich,
Ludlow,
Marblehead,
Milton,
Montague,
North Andover,
North Attleboro,

Rockland,
South Hadley,
Spencer,
Stoneham,
Uxbridge,
Walpole,
Ware,
Wellesley,
Whitman.
MICHIGAN:
Albion,
Alman,
Cadillac,
Charlotte,
Coldwater,
Dowagiac,
Grand Haven,
Hastings,
Hillsdale,
Manistee,
Midland,
Mt. Clemens,
Negaunee,
River Rouge,
St. Joseph,
Ypsilanti.
MINNESOTA:
Cloquet,
Moorhead,
New Ulm,
South St. Paul,
Stillwater,
Willmar.

MISSISSIPPI:
Yazoo City.
MISSOURI:
Clinton,
Marshall,
Mexico,
Poplar Bluff,
St. Charles,
University City.

MONTANA:
Bozeman,
Havre,
Kalispell,
Lewistown,
Livingston.

NEBRASKA:
Beatrice,
Columbus,
Kearney,
Norfolk,
York.

NEW HAMPSHIRE:
Derry.
NEW JERSEY:
Boonton,
Cliffside,
East Rutherford,
Fort Lee,
Nutley,
Princeton,
Red Bank,
Ridgefield Park,
Rutherford,
Salem,
Secaucus,
Somerville,
South River,
West Field.

NEW MEXICO:
Raton.

NEW YORK:
Canandaigua,
Endicott,
Johnson City,
Massena,
Mechanicsville,
North Tarrytown,
Rockville Center,
Salamanca,
Saranac Lake,
Solvay,
Wellsville.

NORTH CAROLINA:
Greenville,
Kinston,
Monroe,
Reidsville,
Thomasville.

NORTH DAKOTA:
Bismarck,
Devils Lake.

OHIO:
Athens,
Bellefontaine,
Bowling Green,
Circleville,
Galion,
Gallipolis,
Greenville,
Nelsonville,
Mount Vernon,
Shelby,
Sidney,
Wellsville.

Wilmington, Xenia.	Dormont, Ellwood, Hanover, Jersey Shore, Johnsburg, Kane, Kittanning, Latrobe, Lewistown, Midland, Minersville, Munhall, Palmerton, Pitcairn, Ridgway, Rochester, Tarentum, Taylor, Titusville, Tyrone, Waynesboro, Wilmerding.	RHODE ISLAND: Johnston, Westerly.	Washington, Woodstock.
OKLAHOMA: Ada, Blackwell, Miami, Pawhuska, Ponca City.		SOUTH CAROLINA: Gaffney.	VIRGINIA: Bristol, Clifton Forge, Harrisonburg.
OREGON: Medford, Oregon City, Pendleton, The Dalles.		SOUTH DAKOTA: Mitchell.	WASHINGTON: Anacortes, Wenatchee.
PENNSYLVANIA: Bellvue, Bloomsburg, Clearfield, Coaldale, Carey, Crafton, Darby,		TEXAS: Bonham, Bryan, Burkburnett, Cisco, Eastland, Gainesville, Mineral Wells, Navasota, Sulphur Springs, Vernon.	WEST VIRGINIA: Grafton.
		VERMONT: Bennington, Springfield,	WISCONSIN: Antigo, Chippewa Falls, Kaukauna, Marshfield, Menomonie, Neenah, South Milwaukee, Two Rivers, Wisconsin Rapids.

325 Cities with Population of 2500 to 5000

ALABAMA: Andalusia, Attalia, Brighton, Eufaula, Tuscumbia.	Columbus, Statesboro, Waynesboro.	Augusta, Fredonia, Girard, Hays, Hiawatha, Horton, McPherson, Paola.	Iron River, Kingston, Lapeer, St. Johns.
ARIZONA: Glendale, Jerome, Mesa.	IDAHO: Blackfoot, Montpelier, Noscov, Preston.	KENTUCKY: Cynthiana, Fulton, Harlan, Ludlow, Morganfield, Russellville, Shelbyville, Somerset.	MINNESOTA: Alexandria, Aurora, Columbia Hts. Crosby, Detroit, Ely, Fairmont, Gilbert, Grand Rapids, Hutchinson, Lake City, Luverne, Melrose, St. James, Sauk Center, Thief River Falls, Two Harbors, Waseca.
ARKANSAS: Conway, Mena, Stuttgart.	ILLINOIS: Anna, Bushnell, Galva, Geneseo, Georgetown, Glen Ellyn, Madison, Mendota, Naperville, Paxton, Princeton, Robinson, Rochelle, Rock Falls, Sesser, Westville.	LOUISIANA: Jeanerette, Mansfield.	MISSISSIPPI: Canton, Grenada.
CALIFORNIA: E. San Diego, Fullerton, Oroville, Piedmont, Red Bluff, Santa Maria, Watts City, Woodland.	INDIANA: Alexandria, Aurora, Boonville, Columbia City, Dunkirk, Franklin, Greenfield, Lawrenceburg, Martinsville, Mitchell, Noblesville, N. Vernon, Union City, W. Lafayette, Winchester.	MAINE: Bridgton, Camden, Lubec, Paris.	MISSOURI: Bonne Terre, Kirkwood, Lexington, Monett, Richmond, W. Plains.
COLORADO: Canon City, Florence, Ft. Morgan, Lamar, Montrose, Rocky Ford.		MASSACHUSETTS: Auburn, Ayer, Dalton, Holden, Hampden, Hopedale, Lee, Medfield, Rockport, Rutland, Somerset, Sutton, Wareham, Williamstown.	MONTANA: Red Ledge, Whitefish.
CONNECTICUT: Berlin, Bethel, Darien, E. Windsor, Guilford, Litchfield, Sprague, Suffield, Thomaston, Wethersfield.		MICHIGAN: Allegan, Big Rapids, Birmingham, Boyer City, Crystal Falls, Durand, Ferndale, Grand Ledge,	NEBRASKA: Broken Bow, Chadron, Gering, Superior, University Place.
DELAWARE: Dover, Milford.	IOWA: Anamosa, Cresco, Le Mars, Maquoketa, Osage.		NEVADA: Sparks.
FLORIDA: Ocala.	KANSAS: Abilene,		NEW HAMPSHIRE: Littleton, Milford, Northumberland.
GEORGIA: Carrollton, Cedartown,			

NEW JERSEY:	Lincolnton,	Barrington,	Mercedes,
Bergenfield,	Morehead City.	Beaver,	Mission,
Bordentown,	NORTH DAKOTA:	Bellefonte,	Quannah,
Fairview,	Wahpeton,	Bellwood,	Pittsburg,
Flemington,	Williston.	Birdsboro,	Teague.
Freehold,	OHIO:	Boyertown,	VERMONT:
Glen Ridge,	Barnesville,	Brackenridge,	Middleburg,
Hightstown,	Bedford,	Catasauqua,	Richford.
Merchantville,	Berea,	Coudersport,	WASHINGTON:
Metuchen,	Bryan,	Copley,	Chehalis,
Ocean City,	Celina,	Downington,	Ellensburg,
Prospect Park,	Crestline,	Doylestown,	Pasco,
Westwood,	Crooksville,	E. Stroudsburg,	Port Townsend
Wildwood.	Fairport,	Elizabeth,	Renton,
NEW MEXICO:	Greenfield,	Elizabethtown,	Roslyn,
E. Las Vegas.	Medina,	Ellsworth,	Sedro-Wooley,
NEW YORK:	Maumee,	Freedom,	Toppenish.
Avon,	Montpelier,	Galeton,	WEST VIRGINIA:
Baldwinsville,	Orrville,	Grove City,	Richwood,
Bronxville,	Salineville,	Hamburg,	St. Albans,
Canastota,	Shadyside,	Hellertown,	Salem,
Canton,	Willard.	Honesdale,	Sistersville,
Dobbs Ferry,	OKLAHOMA:	Ingram,	South Charleston,
Frankfort,	Claremore,	Jenkintown,	Welch,
Gowanda,	Cleveland,	Mechanicsburg,	Wellsburg.
Hamburg,	Commerce,	Monaca,	WISCONSIN:
Kenmore,	Elk City,	Mount Union,	Berlin,
Le Roy,	Frederick,	Nazareth,	Burlington,
Lyons,	Mangum,	Northumberland,	Clintonville,
Mount Kisco,	Perry,	Oakmont,	Edgerton,
Oswego,	Poteau,	Parnassus,	Hurley,
Patchogue,	Purcell,	Portage,	New London,
Penn Yan,	Sand Springs,	Reynoldsville,	Oconomowoc,
Sag Harbor,	Stillwater,	Shippensburg,	Plymouth,
Scotia,	Wynona.	S. W. Greensburg.	Reedsburg,
Spring Valley,	OREGON:	RHODE ISLAND:	Richland Center,
Suffern,	Albany,	Tiverton.	Ripon,
Waterford,	Hood River,	SOUTH CAROLINA:	Sturgeon Bay,
Walton, *	Marshfield,	Alberville,	Tomahawk,
Westfield,	McMinnville,	Beaufort,	Waupaca,
Whitesboro.	Roseburg.	Summerville.	Waupun.
NORTH CAROLINA:	PENNSYLVANIA:	TEXAS:	WYOMING:
Hendersonville,	Ambler,	Honey Grove,	Evanston.
	Athens,		

THE TIME was when few fields were open to women for remunerative service. Teaching was the one great, and about the only, opportunity for women to earn an independent livelihood. The condition is different now. Less than eight per cent of the 8,549,000 women listed by the last Census as gainfully employed were teachers. Against the 658,000 in teaching we find 400,000 in other forms of "professional service," 900,000 in trade and transportation, 1,000,000 in agricultural and animal husbandry, 1,400,000 in clerical occupations and 2,000,000 in manufacturing and mechanical industries. Opportunities aplenty at good compensation are available for capable women today which involve a much less rigorous training than the better-paid teachers of today must undergo. Since over eighty-six per cent of all teachers are women, and the percentage is increasing, it is apparent the teaching profession now suffers keen competition from other fields. No longer can the Nation trade upon the fact that the teaching profession is the only remunerative opportunity open to women.—*Better Salaries—Better Citizens, The Journal of the National Education Association, May, 1923, p. 207.*

Forms Used in Collecting Data

On the subsequent pages are reproduced the three forms used in collecting the data on which this report is based. The city school inquiry consisted of four pages as given on pages 109 to 112. The other two inquiries of one page each are on pages 113 and 114.

NATIONAL EDUCATION ASSOCIATION

1201 SIXTEENTH STREET

WASHINGTON, D. C.

Inquiry of Salary Committee, E. S. Evenden, *Chairman*

To Superintendents of Schools:

It is the belief of many school administrators that the next two years are to be critical in determining salary policies for the country. In order that these policies may be intelligently determined it is necessary to know what the salary situation actually is at the present time. It is also desirable to know what efforts are being made (a) to make all teaching salaries adequate, (b) to secure better trained teachers, (c) to encourage teachers in self improvement, and (d) to reward exceptional service.

The National Education Association has consistently stood and worked for adequate compensation of teachers and other school officials. Under its auspices the following studies of teachers salaries have been made:

1. Report of Committee on Salaries, Tenure, and Pensions, 1905.
2. Tangible Rewards of Teaching 1914—Boykin and King.
3. Teachers Salaries and Cost of Living in 1918.
4. Teachers Salaries and Salary Schedules in 1918-19—E. S. Evenden.
5. Salary Schedules 1920-21, Cities Over 100,000 Population—F. W. Ballou.
6. Research Division, Bulletin One, 1922.

The information requested herein will be the basis of a report covering the salary situation in 1922-1923. If current salary information is to be made available to school administrators in time to be of service in making and passing the salary budget for next year, this inquiry must be answered and returned to the National Education Association, Research Division, 1201 Sixteenth Street N. W., Washington, D. C. by March 24, 1923.

A preliminary report giving the most essential facts will be sent promptly to all superintendents who reply to this inquiry in time to have their answers used. The complete report will be issued as a bulletin of the National Education Association at a later date.

May we have your prompt attention to this matter?

National Education Association Salary Committee

E. S. Evenden, *Chairman*
Miss Myra L. Snow
Miss Florence M. Hale
Miss Annie L. Griffey
Charles E. Rugh
E. C. Fisher

*Return one copy of this inquiry to Research Division, National Education Association,
1201 Sixteenth Street, N. W., Washington, D. C., by March 24th, 1923.*

The extra copy of the inquiry may be retained for your files

Part I.—SALARIES PAID, 1922-23

Name of City _____ State _____

Date _____ Name of Superintendent _____

NOTE 1. In answering this inquiry give figures ONLY for individuals employed for FULL TIME.

NOTE 2. If you have a printed or mimeographed SALARY SCHEDULE and other pamphlets dealing with any of the subjects covered in this inquiry please INCLUDE COPIES WITH REPLY.

SALARY GROUPS	REGULAR CLASSROOM TEACHERS				Special class teachers(b)	School nurses	Building principals			
	Kindergarten (a)	Elementary	Junior high school	High school			Elementary	Junior high school	High school	
	Regular Kindergarten teachers. Number of teachers whose salaries fall in each of the salary groups below	Grades 1, 2, 3, 4, 5, 6 and where separate junior high schools are not maintained grades 7 and 8 also. Number of teachers whose salaries fall in each of the salary groups below	Grades 7 and 8, or 7, 8 and 9 when maintained as a separate school organization. Number of teachers whose salaries fall in each of the salary groups below	Grades 10, 11, 12 where junior high school is maintained otherwise grades 9, 10, 11 and 12. Number of teachers whose salaries fall in each of the salary groups below	Number of teachers of special classes and atypical classes whose salaries fall in each of the salary groups below	Number of school nurses whose salaries fall in each of the salary groups below	Number of elementary school principals whose salaries fall in each of the salary groups below	Number of junior high school principals whose salaries fall in each of the salary groups below	Number of high school principals whose salaries fall in each of the salary groups below	
							Principals doing some regular classroom teaching	Principals giving full time to administration and supervision		
1	2	3	4	5	6	7	8	9	10	11
Below \$500.....										
\$ 600- 699.....										
700- 799.....										
800- 899.....										
900- 999.....										
1000-1099.....										
1100-1199.....										
1200-1299.....										
1300-1399.....										
1400-1499.....										
1500-1599.....										
1600-1699.....										
1700-1799.....										
1800-1899.....										
1900-1999.....										
2000-2099.....										
2100-2199.....										
2200-2299.....										
2300-2399.....										
2400-2499.....										
2500-2599.....										
2600-2699.....										
2700-2799.....										
2800-2899.....										
2900-2999.....										
3000-3099.....										
3100-3199.....										
3200-3299.....										
3400-3499.....										
3600-3799.....										
3800-3999.....										
4000-4199.....										
4200-4399.....										
4400-4599.....										
4600-4799.....										
4800-4999.....										
5000 and over.....										

(a) Include regular and kindergarten teachers in full charge of a kindergarten room. If kindergarten teachers teach a section of the first grade in addition to the kindergarten class include them in this column.

(b) This group should include teachers of ungraded rooms, open air classes, sub-normal groups, cardiac classes and other special or atypical groups in charge of a single teacher.

Part I.—SALARIES PAID, 1922-23.—Continued
Salaries of other Administrative and Supervisory Officers, 1922-23

DIRECTIONS: (Do not include any individual in this list who has been tabulated in the distribution on page 1, opposite. Do not include any one official more than once.

What is the salary of the superintendent of schools?

What is the salary of the secretary of the Board of Education?

What is the salary of the secretary to the superintendent?

Officer	Number employed	Salaries paid officers (2)							
1. ASSOCIATE, ASST. OR DEPUTY SUPERINTENDENTS.....									
2. BUSINESS MANAGER.....									
3. SUPERINTENDENT OF BUILDINGS AND GROUNDS.....									
4. DIRECTOR OF ATTENDANCE.....									
5. ATTENDANCE OFFICERS.....									
6. DIRECTOR OF RESEARCH.....									
7. DIRECTOR OF TESTS AND MEASUREMENTS.....									
8. DIRECTOR OF VOCATIONAL EDUCATION.....									
9. DIRECTOR OF PHYSICAL EDUCATION.....									
10. DIRECTOR OF HEALTH.....									
11. DIRECTOR OF CONTINUATION SCHOOLS.....									
12. DIRECTOR OF EVENING SCHOOLS.....									
13. DIRECTOR OF AMERICANIZATION CLASSES.....									
14. SUPERVISOR OF ART.....									
15. SUPERVISOR OF MUSIC.....									
16. SUPERVISOR OF PENMANSHIP.....									
17. SUPERVISOR OF MANUAL TRAINING.....									
18. SUPERVISOR OF HOME ECONOMICS.....									
19. SUPERVISOR OF KINDERGARTEN.....									
20. SUPERVISOR OF PRIMARY GRADES.....									
21. SUPERVISOR OF INTERMEDIATE AND GRAMMAR GRADES.....									
22. SUPERVISOR OF JUNIOR HIGH SCHOOL.....									
23. SUPERVISOR OF SENIOR HIGH SCHOOL (1).....									
24. DEANS FOR GIRLS, HIGH SCHOOL.....									
25.									
26.									

(1) If any administrative or supervisory officers employed in your system are not listed, please write in their titles and give data requested.

(2) Give one salary for each officer listed under "number employed." Do not combine salaries of several employees in one figure.

Part II.—SALARY SCHEDULES AND SALARY SCHEDULE FEATURES, 1922-23

SALARY SCHEDULE PROVISIONS		REGULAR CLASSROOM TEACHERS				SPECIAL TEACHERS	NURSES	BUILDING PRINCIPALS (a)			
		Regular kindergarten teachers (See note (a) page 2)	Elementary teachers Grades 1, 2, 3, 4, 5, 6 and where separate junior high schools are not maintained, grades 7 and 8 also	Junior high school teachers. Grades 7 and 8 or 7, 8 and 9 when maintained as a separate school organi- zation	High school teachers Grades 10, 11, 12 where junior high schools are maintained, otherwise grades 9, 10, 11 and 12	Special class teachers (See note (b) page 2)	School nurses	Elementary school principals			
								Those doing some regular classroom teaching	Those giving full time to administra- tion and supervision	Junior high school principals	High school principals
1	2	3	4	5	6	7	8	9	10	11	
MINIMUM SALARY	Men.....										
	Women.....										
ANNUAL INCREASES	Men.....										
	Women.....										
NUMBER OF INCREASES	Men.....										
	Women.....										
MAXIMUM SALARY	Men.....										
	Women.....										
SUPER- MAXIMUM	Men.....										
	Women.....										

(a) Where the minimum salary, maximum salary, etc., of principals vary with the size of their schools, please include this information in detail.

Part 2.—SALARY SCHEDULES AND SALARY SCHEDULE FEATURES.—Continued

1. Has your city a regular salary schedule?..... When was it last revised?.....
2. Do you pay the same salary to teachers with equal training and experience, regardless of whether they teach in the elementary or high school?.....
3. Do you require experience before election to teach in the elementary school?..... How many years?.....
4. Do you require experience before election to teach in the junior high school?..... How many years?.....
5. Do you require experience before election to teach in the senior high school?..... How many years?.....
6. Do you recognize in your initial salaries, experience obtained in other school systems?..... What is the maximum number of years experience which may be so accepted?.....
7. Do you pay larger salaries to teachers, in similar positions, who have larger amounts of academic and professional training?.....
8. Do you require all newly elected elementary teachers to be graduates of standard normal schools or the equivalent (i. e., four years high school plus two years professional training)?.....
9. Do you require all newly elected junior high school teachers to be standard normal school graduates?.....; graduates of a standard college or university?.....
10. Do you require all newly elected high school teachers to be graduates of a standard university (i. e., four years high school plus four year college)?.....
11. Are your teachers rated as to quality of service rendered?..... Into how many groups are they divided?..... What officers rate the teachers?..... How many individuals rate each teacher?..... Does a teacher's rating directly affect her salary increase for the following year?.....
12. Do you provide any financial allowance to teachers attending summer schools?..... What is the amount of such allowance?..... Is this a permanent salary increase?..... If not, is it given before attendance at summer school or during the year following?..... Must the summer school course be approved?..... By whom?..... How many employees of your school system were in regular attendance at summer schools last summer? (Give these data if they are immediately available).....
13. Do you give salary increases for professional courses taken during the school year?..... Is the payment made on the basis of number of college or university credits earned?.....
14. Are salary increases given for work which does not count for credit in some educational institution?.....
15. Do you grant leaves of absence to teachers for professional study?.....
16. How long must a teacher have served in your school system before she may be allowed such a leave of absence?.....
17. What percentage of her regular salary does a teacher receive during leave granted for professional improvement?.....
18. Do you make any salary recognition for "educative" travel?.....
19. Do you allow teachers sick leave with salary?..... How many days sick leave a year are allowed?..... What percentage of the regular salary is allowed during sick leave?.....
20. Do you have any special regulations concerning the tenure of teachers?..... Is this a state or local regulation?..... Is there a "probationary period"?..... How long?..... Are teachers reelected each year?..... Are teachers automatically reelected unless notified by a given date that their services are unsatisfactory?.....
21. Do you have a teacher retirement (pension) system?..... Is this a state or local system, or both?..... Do the teachers contribute to this fund?..... How is the amount of a teacher's contribution determined?.....
22. Do you expect a change in your present salary schedule in 1923-24?..... Will the present schedule be increased, maintained, or decreased?.....
23. Have you, within the last five years, given a salary "bonus"?..... Has the "bonus" been made permanent?.....
24. Were the regular annual increases provided by your salary schedule allowed in 1922-23?..... If not, what percentage of them was allowed?.....
25. Give average number pupils enrolled per class, elementary schools, 1920-21?..... 1921-22?..... 1922-23?.....

THE NATIONAL EDUCATION ASSOCIATION

MARCH, 1923.

To Superintendents:

The information requested on the attached stamped and addressed post card concerning rural schools is being collected by the Salary Committee of the National Education Association. We will greatly appreciate your coöperation.

SALARY COMMITTEE, NATIONAL EDUCATION ASSOCIATION

E. S. EVENDEN, *Chairman*

MYRA L. SNOW

FLORENCE M. HALE

ANNIE L. GRIFFEY

CHARLES E. RUGH

E. C. FISHER

THE NATIONAL EDUCATION ASSOCIATION RURAL SCHOOL INQUIRY

Post Office	County or District	State
In answering <i>all</i> questions, include information <i>only</i> for teachers in <i>rural</i> schools <i>directly</i> under your supervision. Do not include those serving urban communities.		
Number of teaching positions <i>directly</i> under your supervision in your county.....		
Was there a shortage of <i>properly qualified</i> teachers in your county at the beginning of 1922-23?.....		
If so, how many?.....		
Do you expect a shortage of <i>properly qualified</i> teachers in 1923-24?.....		
Is the outlook for an ample supply of <i>properly qualified</i> teachers better for 1923-24?.....		
Estimate the number of <i>new</i> teachers needed annually in your county or district to provide both for replacements and growth.....		
Estimate the percentage of teachers <i>directly</i> under your supervision who have academic and professional training beyond the 8th grade of: (a) Less than 1 year.....; (b) 1 but less than 2 years.....; (c) 2 but less than 4 years.....; (d) 4 years or more..... (a, b, c, and d combined should make 100 per cent.)		
Estimate the percentage of teaching positions that in 1923-24: (a) will pay a smaller salary than this year.....; (b) the same salary as this year.....; (c) a larger salary than this year..... (a, b, and c combined should make 100 per cent.)		
Estimate the percentage of teachers whose total teaching experience is: (a) less than 1 year.....; (b) 1 year but less than 2 years.....; (c) 2 but less than 3 years.....; (d) 3 years or more..... (a, b, c, and d combined should make 100 per cent.)		
Estimate the percentage of teachers in your county under 21 years of age.....		
Date.....	Signed.....	Superintendent or officer reporting.

NOTE: Please return at earliest possible date

DEPARTMENT OF THE INTERIOR

BUREAU OF EDUCATION

WASHINGTON, D. C., February 15, 1923.

TO THE SUPERINTENDENT OF SCHOOLS:

Because of the importance of the subject, the wide interest shown, and the numerous inquiries constantly being received concerning it, we again ask for your cooperation in securing information about salaries of teachers in rural schools. Our inquiry made one year ago brought satisfactory returns from a majority of the States though the reports from some sections were too few to be of much value. I earnestly request every superintendent of rural schools to furnish the information requested on the accompanying form, returning it to us in the inclosed penalty envelope.

Sincerely yours,

JNO. J. TIGERT, Commissioner.

Salaries of teachers in the rural schools which are directly under the supervision of the county, district or town superintendent.

(Do not include salaries in independent city systems.)

Name of officer reporting _____ Post office _____ State _____

Superintendent of what county? _____ District? _____ Town? _____

ANNUAL SALARIES.	NUMBER OF TEACHERS RECEIVING SALARIES INDICATED IN—					NUMBER OF PRINCIPALS RECEIVING SALARIES INDICATED IN—		
	One-teacher schools.	Two-teacher schools.	Three or more teacher schools in open country. ¹	Consolidated schools.	Three or more teacher schools in villages and towns.	Elementary school only.	Organized high school only. ²	Schools having both elementary and high school pupils.
Less than \$300.								
\$300- \$399								
\$400- \$499								
\$500- \$599								
\$600- \$699								
\$700- \$799								
\$800- \$899								
\$900- \$999								
\$1,000-\$1,099								
\$1,100-\$1,199								
\$1,200-\$1,299								
\$1,300-\$1,399								
\$1,400-\$1,499								
\$1,500-\$1,599								
\$1,600-\$1,699								
\$1,700-\$1,799								
\$1,800-\$1,899								
\$1,900-\$1,999								
\$2,000-\$2,099								
\$2,100-\$2,199								
\$2,200-\$2,299								
\$2,300-\$2,399								
\$2,400-\$2,499								
\$2,500-\$2,599								
\$2,600-\$2,699								
\$2,700-\$2,799								
\$2,800-\$2,899								
\$2,900-\$2,999								
\$3,000 and over								
No. schools in each class.								

Minimum salary schedule for your territory, \$ _____ Maximum, \$ _____ Requirement in order to reach maximum _____

¹ Not consolidated.

² Include both junior and senior high schools.

Selected Bibliography on Salaries

- Teachers and School Executives may obtain current salary information by addressing the Secretary of the National Education Association. See page 21 of this Bulletin under *Special Salary Service*.
- ALEXANDER AND THEISEN. *Campaigns for Teachers' Salaries*. Educational Review, October, 1920, pages 190-204.
- BOARD OF EDUCATION, HIGHLAND PARK, MICHIGAN. *The Merit Plan for Payment and Promotion of Teachers*. February, 1923, 6 pages.
- Briefly describes the main features of the single salary schedule which is the basis of the pay and promotion of Highland Park teachers.
- BONNER, H. R. *Salary Outlook for High-School Teachers*. The School Review, Vol. XXX, No. 6, pages 414-423, June, 1923.
- A good statement of the salary outlook for high-school teachers resulting from a nation-wide study of the salaries paid high-school teachers in 1920-21.
- BOYKIN, JAMES C. AND KING, ROBERTA. *The Tangible Rewards of Teaching*. U. S. Bureau of Education, Bulletin 1914, No. 16.
- BURGESS, W. RANDOLPH. *Trends of School Costs*. Russell Sage Foundation, 130 E. 22nd St., New York, N. Y., 142 pages.
- A comprehensive study of the general trends of school costs since 1840. Changes in teachers' salaries are compared with changes in the cost of living and with salaries of other classes of workers from 1841 to 1920.
- BUTLER, L. A. AND WOODY, CLIFFORD. *Report of Committee on Salaries of the Michigan State Teachers' Association*. Michigan State Teachers' Association Quarterly Review, November, 1922, pages 1 to 40.
- A good example of an unusually complete survey of the salary situation in a single State—Michigan.
- CHICAGO PRINCIPALS' CLUB REPORTER. January, 1923, pages 12-16. *A Proposed Plan for the Adjustment of Salaries of Principals According to Size of School*.
- DULUTH PUBLIC SCHOOLS SALARY SCHEDULES. *An Explanation of the Qualifications, Conditions of Employment and Promotion of Teachers, Principals, and Supervisors*. 17 pages.
- This mimeographed pamphlet describes in detail the purposes and provisions of the single salary schedule adopted by the Board of Education in April, 1923, for the city of Duluth.
- EVENDEN, E. S. *Essential Features of a State Salary Law*. Educational Review, October, 1920, pages 205-215.
- EVENDEN, E. S. *Teachers' Salary Schedules and Falling Prices*. Journal of New York State Teachers' Association, January, 1922.
- EVENDEN, E. S. *Fundamental Principles of Grading Teachers' Salaries*. National Education Association Proceedings, Des Moines, 1921.
- HART, IRVING H. *The Teachers' Wage*. Journal of the National Education Association, Vol. XI, No. 3, page 97, March, 1922.
- A local study in which the salary increases received in one state (Nebraska) are compared with the rise in the cost of living.
- KIMBALL, FLORENCE. *Teacher Rating in the United States*. Minneapolis Grade Teachers' Association, Minneapolis, Minnesota, 1923.
- MADDOCK, WILLIAM. *Teacher Rating*. National League of Teachers' Associations, Year Book 1922-23, p. 36.
- NATIONAL EDUCATION ASSOCIATION. *Report of the Committee on Salaries, Tenure, and Pensions of Public School Teachers in the United States*. July, 1905.
- NATIONAL EDUCATION ASSOCIATION. *Teachers' Salaries and Cost of Living*. Washington, D. C., July, 1918.
- NATIONAL EDUCATION ASSOCIATION. *Teachers' Salaries and Salary Schedules in the United States, 1918-19*. Commission Series No. 6, 1919, 170 pages.
- Material in this study carried on under the direction of E. S. Evenden, will be valuable to the members of salary committees. It is now out of print, but may be obtained from libraries.
- NATIONAL EDUCATION ASSOCIATION. *Salary Schedules, 1920-21; cities of the United States of 100,000 population or over*. Bulletin No. 19. 32 pages.
- A survey of the minima, maxima, and annual increments of the salary schedules of forty-eight of the sixty-eight cities of this class, prepared under the direction of Superintendent Frank W. Ballou.
- NATIONAL EDUCATION ASSOCIATION. *Bulletin One of the Research Division, Facts on the Cost of Public Education and What They Mean*, June, 1922, 66 pages.
- Gives minima and maxima of salary schedules in effect in cities in 1921-22.
- NEWLON, JESSE H. *The Denver Single Salary Schedule a Success in Operation*. American Educational Digest, January, 1923, pages 223-224.
- NORTON, JOHN K. *Have Teachers' Salaries Been Increased?* Journal of the National Education Association, April, 1922, page 72.
- RESEARCH DIVISION, NATIONAL EDUCATION ASSOCIATION. *Better Salaries—Better Citizens*. Journal of the National Education Association, May, 1923, pages 206-207.
- ARDSON, DIO. *Single Salary Schedules*. Journal of the National Education Association, Vol. 11, No. 6, June, 1922.
- A brief statement of the operation of single salary schedules as revealed by answers to questionnaires sent to a number of cities with single salary schedules.
- ROGERS, DON C. *Trends of Teachers' Salaries*. University of Iowa Extension Bulletin, No. 88, April 1, 1923. 29 pages.
- An example of a carefully prepared survey of the salary trends in a State—Iowa.
- STRAYER, GEORGE DRAYTON. *Know and Help Your Schools*. American City Bureau, New York, N. Y., 1920 and 1921.
- This study appears in three parts. No. 1 issued in 1920 gives data concerning salaries and experience of teachers resulting from a nation-wide survey of urban public schools.
- U. S. BUREAU OF EDUCATION, Washington, D. C. City School Leaflet No. 1, April, 1922. *Salaries of Teachers and of Principals in Certain Cities*.
- Gives for the year 1921-22 the minima and maxima salaries paid elementary and junior high school teachers and principals in a number of cities of all sizes.
- U. S. BUREAU OF EDUCATION, Washington, D. C. *Salaries of Administrative Officers and Their Assistants in School Systems of Cities of 25,000 inhabitants or More*. Bulletin, 1921, No. 30. 38 pages.
- WADE, MAY. *Teacher-Rating and the Single Salary Schedule*. National League of Teachers' Associations, Bulletin of the President, April, 1923, pages 17-24.
- Describes features of a single salary schedule worked out by a committee of the Teachers' Association of Berkeley, California, which received the approval of the teaching staff.

