1940

Comparison of the Teaching Profession in England and the United States

Mildred Eisaman

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COMPARISON OF THE TEACHING PROFESSION
IN ENGLAND AND THE UNITED STATES

By
Mildred Eisaman

A Thesis Submitted in Partial Fulfillment
of the Requirements for the Degree of
Master of Science

COLLEGE OF EDUCATION
BUTLER UNIVERSITY
INDIANAPOLIS
1940
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## ACKNOWLEDGEMENTS

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A comparison of teaching as a profession in the United States with teaching as a profession in England will constitute the subject matter of this dissertation. The seven points given as criteria for measuring a profession in *Teaching as a Profession; Its Ethical Standards*, by M. J. Walsh, Henry Holt and Company, N. Y., 1926, were used as the basis of comparison. These points are: 1. social service rendered; 2. tenure; 3. provision for retirement; 4. training of members of the profession; 5. compensation for service; 6. ethics; 7. social standing of members.

Analysis was made of books, papers, pamphlets, bulletins, state laws, and magazines. All available material in the public libraries of Indianapolis, Indiana; Fort Wayne, Indiana; Columbia City, Indiana; the libraries of Butler University and Northwestern University; and also of the British Library of Information, 270 Madison Avenue, New York City was used. It will be observed by the footnotes that many of the articles in papers, pamphlets and bulletins issued by the National
Education Association have no authors' names. They were compiled by committees and have been taken as authentic when the organizations of those committees were official. The same is true of material from His Majesty's Stationary Office in London and the Times Educational Supplement. Both are official organs of the Board of Education in England.

All available material was used from three sources other than the above-mentioned libraries, namely, The Wisconsin Education Association, Insurance Building, Madison, Wisconsin (which does outstanding investigations of salaries throughout the United States), His Majesty's Stationary Office, York House, Kingsway, London, W. C. 2 (which has all official reports of the Board of Education), and the National Education Association of the United States, 1201 Sixteenth Street, N. W., Washington, D. C.

In addition to this analysis of published sources, interviews with the following six exchange teachers are included in the study: Mr. McLochlon of Scotland taught Physics in Shortridge High School, Indianapolis, Indiana, in 1938-39; Mrs. Link of Marion, Indiana, taught Art at Ramsgate, England in 1935-36. Ramsgate is a city of 45,000. Miss Kathleen Stevenson of Ramsgate made the exchange with Mrs. Link in 1935-36, and was interviewed at that time. Mrs. Kraft of Indianapolis, Indiana, taught Latin in a day school in London in 1931-32. There were 400 students and 20 teachers in the London school. Miss Failing made an exchange in Art with a teacher from Farnum Surrey. That school had 200 pupils and 11 teachers. Miss Kathryn Rothenberger from North Side High School in Fort
Wayne, Indiana, taught in Burnley, Lancashire, in 1931–32. She taught History in a day school of 400 pupils.

An interest in, and a background for, this study developed when an exchange was arranged for the author in 1935. The exchange was cancelled in the spring of that year, but a trip was made to England. A car was rented and driven around the British Isles for three months. Since that time, a correspondence has been in progress with many friends made during that trip.

A further background was received from the course in Comparative Education under Dr. Albert Mock at Butler University in the summer of 1937.

When sources of information did not agree, the most authentic were used. Statements made by teachers interviewed were not used if more than two of the six were in disagreement.
The business man says, "He profits most who serves most." The teacher says, "He lives most who serves best." There is a joy in doing for others. In teaching, this joy is immediate and intimate. Every teacher in his later years regards with satisfaction the success of men and women whose lives he has helped to build. Teaching is the most fruitful of patriotic services. The government in both England and the United States has recognized this. In the last fifty years large sums of money have been allowed for education because education is a potent factor in developing better citizens. In nations dedicated to democracy, intelligent cooperation is increasingly necessary in home, school, industry, and business. The teacher holds the most sacred trust within the gift of society and can do much to improve mankind.

Teaching is the largest of professions. The teaching staff in the United States at the present time numbers more than a million.

The school system in both the United States and England aims to prepare the child to take his place in a democracy, and live his life to the fullest. As William Kilpatrick states, "The work of the school
is to build before adulthood useful social ideals, habits of democratic study and action, and actual social intelligence.\(^1\) It is only through well-trained, well-adjusted, and happy teachers that this can be accomplished. A teacher has an intimate association with the child's development, individually and also his social development. She holds the controlling threads that determine the child's growth.

Professionally, teachers also have a service to render in the community life in which they live. They are well prepared in knowledge and leadership, and owe it to the community to serve in the capacity of leaders.

Social service rendered in England differs from that in the United States. England segregates pupils into groups according to their mental abilities. Members of these groups are trained for the life that they will live. The intellectually elite become university graduates, and enter professional or diplomatic service. This group attains a higher standard of attainment than our university graduates since education through the universities in the United States is open to all intellectual classes. The social service in England is therefore more closely allied with actual school activities. Communities as a whole do not demand the service of its teachers that they do in the United States.

In the United States, with few exceptions, all children under the compulsory school age attend the same schools. This tends to lower

the standards in our elementary and our secondary schools. In England, children attend an elementary school until they become eleven or twelve. They are then segregated. The upper intellectuals attend a secondary school and the less talented attend a central school where they are given training for trades, taught home craft, gardening, etc. The demands on the teacher in the United States are placed by a larger variety of parents. Therefore the parents in the community demand participation in a much larger variety of activities in the United States such as churches, clubs, discussion groups, and organizations for sports, community welfare, and entertainment.

Conclusions

The amount of social service rendered in school does compare very closely in the two countries. The exchange teachers which the author interviewed agree that service rendered by the teaching profession to the community is greater in the United States than it is in England. The demand by the community for leadership is less in England.
In the United States

In order to attract the teachers most capable of rendering the social service discussed in the last chapter, tenure is necessary in the teaching profession. It enables the profession to attract the competent, independent thinker by offering a feeling of security in his position. It raises the morale of the worker above fear and encourages him to grow to the full practice of his profession. A probationary period is necessary so that incompetent, dishonest, or undesirable people may be excluded.

Reasons for tenure, as reported by the Committee on Tenure, 1935, of the National Education Association, are as follows:

1. To prevent political control of school and teachers.
2. To permit and encourage teachers to devote themselves to the practice of their profession without fear or favor.
3. To encourage competent, public-spirited teachers to remain in the schools.
4. To discourage school management based on fear and intimidation.
5. To protect teachers in their efforts to secure well-financed and adequate education for the children in their charge.¹

States having provisions where there is a uniform legal status of tenure throughout the state, fall into these six classes:²

a. No legislation on the contract period.
b. The annual election plan.
c. Legislation permitting contracts for more than one year.
d. Continuing contract plan.
e. Permanent tenure after probationary period.
f. Permanent tenure without probationary period.

In the United States, fourteen states have separate tenure provisions for different areas. The six types of varied tenure provisions for different classes of school districts are:

a. Permanent tenure in some districts, continuing contracts in other areas.
b. Permanent tenure compulsory in some districts, optional in others.


c. Permanent tenure in certain districts, contracts permitted for more than one year in other districts.

d. Permanent tenure after probationary period in certain districts, with either no provision or annual election in others.

e. Contracts permitted for more than one year in some districts with either or no legal provision or annual election in others.

f. Permissive legislation makes tenure optional, depending on local action.

Each of these classifications will be discussed in order.

a. **No legislation on the contract period.** Sixteen states have no legislation covering the length of time for which teachers may be employed. These states are as follows: Alabama, Arkansas, Connecticut, Georgia, Idaho, Maine, New Hampshire, New Mexico, North Carolina, Rhode Island, South Dakota, Tennessee, Utah, Vermont, Virginia, Wyoming.

In these states, the statutes are silent on the matter of length of contract, thus permitting local school authorities to designate the term of employment. However, in most of these states, it is the practice to limit the period of a teacher's contract to one year. In Alabama, the State Department of Education reports that with but few exceptions the practice is to limit the contract to the school term. However, in Rhode Island since the statutes are silent, the practice of establishing tenure
has developed steadily. A teacher has little reason to believe, after a
probationary period, that employment will not be continuous. In most
places a teacher is placed on the permanent list after one or two years.
These are the two extremes of interpretation.

b. Annual election plan. Six states have adopted the plan of
limiting the contract to one year. These states are: Arizona, Iowa,
Kentucky, Missouri, Washington, and West Virginia.

c. Legislation permitting contracts for more than one year.
In Ohio, in village and rural schools, the period of contract is limited
to three years. In more populous districts the limit is placed at four
years.

d. The continuing contract plan. In five states — Delaware,
Montana, Nebraska, Nevada, and South Carolina — the term "continuing
contract" describes a plan whereby the teachers may hold their positions
without the necessity of annual applications, elections, and contracts.
If neither the school board nor the teacher notifies the other party of
intention either to dismiss or resign, the teacher is assumed to be re-
employed for the coming year. Each state has set a date, usually early
in the spring, before which the notification of resignation or dismissal
must be given. In Nevada, for example, the date is given as May fifteenth.\(^3\)
In Montana, the continuing contract does not go into effect until after a
two-year probationary period.

\(^3\)Nevada. The School Code. Carson City: Department of Public
Instruction, 1935. Special Acts, Section 5998, Nevada Compiled Laws of
1929, p. 115.
n. 

Per;;lanent appointment after a probationary period. Five states — Louisiana, Maryland, Massachusetts, New Jersey, and Wisconsin — have provided for the permanent appointment of teachers after a probationary period. The duration of the contract is then contingent only upon satisfactory service and teachers have a stated legal right to continuous employment during efficient service. In New Jersey, teachers cannot be dismissed except for inefficiency, incapacity, conduct unbecoming to a teacher, or other just cause. Written charges must be preferred, signed by the person making same, and filed with the secretary or clerk of the board of education governing the school wherein the teacher is employed. It is the duty of the board to examine charges. The teacher may be represented by counsel at the hearings and witnesses for either party may be subpoenaed by the board of education.

Plans for contracting with teachers in the other four states having a state-wide employment which is permanent after a probationary period are similar to the law in New Jersey.

f. Permanent tenure without probationary period. Pennsylvania's new tenure law provides for continuous employment from the initial contract until termination by mutual consent or dismissal for stated causes with the right of defense. The law is similar to other tenure laws in prescribing causes for dismissal, procedure for preferring charges, and hearing same. It is the only tenure law which does not provide for a probationary period before permanent tenure is granted.

In fourteen states there are varied provisions for different classes of school districts. These will be discussed in the order that
they are given on pages 8 and 9.

a. Permanent tenure in some districts, continuing contracts in other areas of the state. In Minnesota, first class cities have a permanent tenure position if reappointed after a three-year probationary period.  

b. Permanent tenure compulsory in certain districts and optional in others. California is the only state with this type of tenure provision. In districts having an average daily attendance of 850 or more, permanent tenure is compulsory after a probationary period of three years. In districts having fewer than 850 in average daily attendance, this plan is optional with the employing board. Tenure for permanent employees ceases at the age of sixty-five, but such employees may be reengaged annually at the discretion of the governing body. 

c. Permanent tenure in certain districts; contracts permitted for more than one year in other districts. In Illinois, cities over 500,000 population (Chicago), teachers are placed on permanent tenure after a three-year probationary period. In other cities contract periods may extend for three years after a two-year probationary period. 

d. Permanent tenure after probationary period for certain school units and either (a) annual election or (b) no legal statement

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concerning duration of contract for other units. Six states have the varying types of tenure provisions peculiar to this plan. Each of the six has permanent tenure after a probationary period for certain districts and either the annual election plan or no legal provisions concerning the duration of employment in the other districts.

In Colorado, permanent tenure is in effect after three years probationary period in towns over 20,000. No legal provisions for teachers' contracts have been made in districts having less than 20,000.

In Indiana, statutes provide that a teacher who shall be re-elected after a probationary period of five years "shall thereupon become a permanent teacher" in the school, city, or town corporation with which the contract was made. No tenure is provided for teachers employed by rural districts unless they were under tenure in 1933 when the law was amended to exclude townships. The contract which the teacher signs upon beginning the first year after the probationary period is considered, under the provisions of the law, to be an "indefinite contract" and remains in force until such teacher becomes sixty-six years of age. The indefinite contract binds the teacher as well as the school, city, or town corporation. No permanent teacher is permitted to cancel his contract during the school term, or for a period of thirty days previous to the beginning of a school term, unless there is an agreement to that effect between the teacher and the school corporation, in which case the teacher

may cancel his contract by giving a five-day notice.

In Kansas, the tenure law is for teachers in cities having a population of more than 120,000 (Kansas City). Teachers are on probation during the first three years of consecutive employment. The school board may discharge or demote probationary teachers upon a thirty-day notice for causes listed elsewhere in the law. Among these causes is listed “marriage of women instructors.”

New York State has been divided into “city” and “rural” districts with respect to providing for appointment of teachers. Teachers in city school systems are granted permanent tenure of position after an initial period of service of from one to three years. A new tenure law in 1937 extends tenure protection to teachers in villages of 4,500 or more if a superintendent is employed. The probationary period is three years. No provision is made for rural districts.

In Oregon, teachers’ appointments are made permanent after a probationary period of three years in districts having 20,000 or more (Portland, Salem). No legal provisions are made for districts having less than 20,000.

e. Legislation permitting contracts for more than one year in certain units and either (a) annual election or (b) no legal statement concerning the contract period in other school units. Three states are included in this group.

8 Kansas. Tenure Act of 1937.
9 Assembly Bill No. 2471, passed by 1937 legislation, New York.
In the separate school districts of Mississippi, teachers' contracts may be made for three-year periods, but teachers appointed by the county superintendent in public school districts are elected annually.

The five independent districts of North Dakota may employ teachers for three-year periods, but no legal provisions have been made for length of employment of teachers in common school districts.

In Texas, teachers' contracts may be made for five years in independent districts having 5,000 or more scholastics, and for three years in independent districts having less than 5,000 scholastics. In common school districts, there are no specific legal provisions.

f. Depending on local acceptance, Michigan has provided for tenure after two years of probationary service. Notice of dismissal, which may occur only for specified causes, hearing, and appeal to a state tenure commission, is included in the provisions.

The per cents shown in Table I on page 17 have been worked out using the approximate number of teachers working under the above named provisions. Actually, only 37.4 per cent of the teachers in the United States are working under state tenure laws. This per cent of protected

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10 School Laws of the State of Mississippi. Jackson, Mississippi: State Department of Education, 1930. Section 130 (10), p. 61; Sec. 73, p. 32.


12 Public School Laws. Austin, Texas: State Department of Public Instruction, 1935. Article 2781, p. 51. Also Sec. 2809, p. 79.
teachers is small, especially since the majority of this 37.4 per cent are working in school systems which are large enough that tenure protection is not actually necessary. The large majority of teachers working in small towns and rural communities where political interference is more prevalent have no protection whatever.

In England

In England, the appointment and dismissal of teachers in public elementary schools provided by the local education authorities, i.e., the councils of counties, county boroughs, certain other boroughs, and certain urban districts rest with the authorities. The teachers in voluntary schools, i.e., schools provided by voluntary bodies maintained by the local education authorities, are appointed by the managers of the school, subject to the consent in each case, of the local authorities, which consent must not be withheld except on educational grounds.

In schools which are maintained or aided from public funds, teachers are employed under contract of service terminable on either side at a specified period of notice. Save in special circumstances, a teacher may not be employed after the age of sixty-five.

Teachers may, however, be removed without notice on grounds of misconduct. The consent of the authority is also required for the dismissal of a teacher from a voluntary school unless such dismissal is on grounds connected with the giving of religious instruction.

It would seem at first glance that the teachers in England would feel unprotected. On the contrary, exchange teachers interviewed
<table>
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<tr>
<td>No state legislation</td>
<td>23.8 per cent</td>
</tr>
<tr>
<td>Annual election</td>
<td>14.2 per cent</td>
</tr>
<tr>
<td>State tenure laws</td>
<td>37.4 per cent</td>
</tr>
<tr>
<td>Continuing contracts</td>
<td>5.6 per cent</td>
</tr>
<tr>
<td>All others, and unclassified</td>
<td>19.0 per cent</td>
</tr>
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*The Status of Teaching Tenure. N. E. A. Association (July, 1938), part of table 3, p. 18.*
from the United States, feel that the English teacher seldom even con-
siders the possibility of being dismissed. They feel more security
than teachers in the United States. Several factors in the English
school system contribute to this feeling of security.

The county councils in England are elected, but the members
receive no pay. The members of the council who are to serve on the
education committee of the council must all have had a high degree of
education. In addition to this, a given per cent of the education com-
mittee must have had some experience as teachers. The entire educa-
tional system in England is non-political. This tends to do away with
the petty dismissals experienced in parts of the United States.

Many of the teachers who are educated for the profession in
England are aided by the government. Grants are given for tuition and
maintenance for from one to four years. By withholding grants the sup-
ply of teachers is controlled. It is true there are unemployed teachers
there, but the number is controlled to the extent that the unemployment
situation seldom becomes a major problem in the profession. This fact
alone lends security to a teacher's position. Thousands of teachers in
the United States can testify to the fact that the over-supply of teachers
here is a major difficulty.

Teachers in England are discouraged in applying for positions
in their home towns. Few schools hire teachers from the immediate vicin-
ity and actually encourage applicants from localities of the United
Kingdom and Canada.
One other factor that tends to improve the situation is the fact that a teacher is branded as unethical if that teacher applies for a position before there is a known vacancy. All vacancies are advertised immediately in the Times Educational Supplement and applications are invited.

Another leading factor in England is the nature of the teachers' organizations. These are quite influential and compare to our unions in the United States. The dismissal of a teacher is thoroughly investigated and remonstrances made where necessary. The parties in control seldom overstep their rights in dismissing a teacher without just reasons.

Conclusions

After reviewing official organs in both the United States and England, and after interviewing teachers who have had experience in both countries, the conclusion has been reached that in spite of the total lack of tenure laws in England, the members of the teaching profession there are more secure than in the United States.
CHAPTER IV

RETIREMENT

In the last chapter, tenure was discussed as a necessity if teachers were to feel a needed security in their positions. Just as important is the necessity of the feeling of security given by the knowledge that after a period of years, retirement with a pension is in store.

The National Education Association gives the following reasons why the teaching profession should encourage retirement systems:

1. It protects school children from teachers made incompetent by disability or old age.

2. It attracts capable, far-sighted young people into the teaching profession.

3. It keeps good teachers in the service.

4. Health and efficiency of teachers are improved by removing worry and fear of a destitute old age.

5. The morale in the teaching force is improved by opening paths of promotion and encouraging professional growth.

6. Teachers are treated fairly by giving them protection similar to that given citizens who come under the Social Security Act.
In the United States, assurance and mutual-aid associations date back to 1869. These first associations were supported by funds given voluntarily by the teachers for the assistance of their co-workers and with the assurance of like aid in their own time of need. At first, funds were collected when there was a need; later, in advance of the necessity. Separate mutual assurance associations grew until in 1896 New Jersey established the first statewide plan. These first organizations had been supported by teachers' funds alone. Gradually state funds were established to supplement the teachers' funds.

At the present time, state-wide teacher retirement laws are operating in twenty-nine states, Hawaii, and the District of Columbia. In addition, many cities have their own retirement plans.

Of the twenty-nine state-wide systems, all are joint contributory except those in Arizona, New Mexico, and Rhode Island, where teachers do not contribute, and Michigan where the state does not contribute. In three of the older systems, California, Illinois, and Indiana, a flat amount is set by law for teachers' contributions. In all other state joint-contributory plans, the teacher contributes a percent of her yearly salary to be contributed to the fund. Some

2 Ibid., p. 93.
3 Ibid., p. 98.
4 Ibid., p. 105.
systems set a minimum and a maximum amount; others grade the per cent according to service; still others determine the per cent by the benefits promised.

There are variations in the provisions for state support. In some cases an element of uncertainty may exist where the law merely stipulates that the state shall contribute "such amount as shall be appropriated by the general assembly", or "such amounts as shall be appropriated by the general court." These payments are usually made by the state annually or biennially. However, in several state teacher retirement laws no regular time has been set for payment of the state's contribution.

Service requirements vary from none to forty years. In some states all of the required service must be in the state from which the teacher draws the retirement allowance. In five states, fifteen years is allowed outside the state. In seven states ten years; in one state seven years; in two states, five years; in two states no years are allowed outside the state. In other states, no mention is made.

Sixty years of age is usually set as the date for optional retirement. This age limit may be in addition to the service required, although in five systems teachers may retire at sixty without fulfilling service requirements. Eleven states set seventy as the compulsory retirement age, but Arkansas' law provides for employment after sixty at the discretion of the school board.
Only two systems pay a flat sum to all retired teachers. These are the $600 allowance paid by the Arizona pension system and the $500 paid by the California joint-contributory system. Three other state systems pay a flat benefit rather than an annuity, but in Indiana and Minnesota the flat benefit is graded according to service, and in New Mexico and Utah it is graded according to salary. All other states pay annuities to retired teachers; allowances usually consist of an annuity based on the teachers' deposits and of a pension from the state contributions.

Accidents and illness make it necessary sometimes for teachers to withdraw from active work prior to the time of regular retirement. The practice in a number of state-wide systems is to provide such disabled teachers with (1) an annuity representing the actuarial equivalent of the teachers' accumulated deposits, and (2) a pension from the state to bring the total disability allowance up to an amount proportional to the length of service, but not exceeding the allowance provided for regular superannuation retirement. Other states provide a disability allowance calculated in terms of service but with little relation to the teachers' deposits or the state's payments under the pension plan.

Applicants for disability benefits from state-wide retirement systems are usually required to have given a certain period of service, most often ten or fifteen years. In general, this service must have

5Ibid., p. 105.
been rendered in the state wherein the applicant was teaching at the
time the disability occurred. A few systems require that the teacher
have deposited certain amounts into the retirement fund before he is
eligible for retirement by disability.

Most state-wide systems of retirement make entrance into the
retirement fund compulsory for new teachers and leave entrance optional
to those teachers already in service.

Allowances vary to such a large extent in the various systems,
but in general, the average allowance is about one-third of the present
average salary.

In England

England has had statutory pensions for teachers since 1846.
They have been discontinued and revived since that time. At the end
of the World War, 1918-1922, a non-contributory system was enacted.
This act created a pension system covering all certificated and uncerc-
tificated teachers in grant-aided elementary schools and all full-time
teachers in all other grant-aided elementary schools. 6

Because of financial stringency after the World War, this
system was discontinued. In 1922, a contributory system was enacted
whereby a teacher contributed 5% of her annual salary.

An act passed on August 7, 1925 and amended in 1928, 1933,
1935, and 1937, made arrangements for a majority of teachers not at-

6 "England's State System of Teacher's Pensions." School and
tached to the Universities. Under this act, teachers contributed 5% of their annual salaries and their employers were to contribute a like amount. Employers objected and, as a result, the Board of Education adopted the policy of reimbursing the employers 60% of their annual contributions for elementary teachers' pensions and 50% of their contributions for teachers engaged in higher education. Higher education in England includes all education except elementary. Claims not covered by teachers' and employers' contributions and by certain negligible receipts from miscellaneous local sources are met by state grants. In 1935-36, expenditure for teachers' superannuation benefits in England and Wales, excluding universities and university colleges, amounted to $34,000,000 (6,807,995 pounds). Of the total receipts required to cover this expenditure, approximately 40% was derived from teachers' contributions, 19% from employers' contributions and 41% from Board of Education grants.\(^7\)

The superannuation system introduced by the Teachers' Act 1925 included all grant-aided educational institutions, both elementary and higher, except universities and university colleges. It also empowered the Board of Education to create pension schemes for non-grant-aided schools, including private schools conducted for profit. As originally drafted, the plan was intended to apply primarily to teachers and administrators serving grant-aided institutions under the jurisdiction of the

\(^7\)For detailed report, see Ibid., pp. 518-522.
Board of Education. Gradually other groups were added as follows: In 1930, (1) teachers employed in poor-law schools, recognized nursery schools or in the Royal Air Force teaching service; (2) in 1931, teachers in juvenile unemployment and training centers; (3) in 1934, teachers in remand homes.

Section 11 of the Teachers' Act, 1925, provides that a teacher who interrupts his service in England or Wales in order to accept a position as a full-time teacher in any part of His Majesty's dominions outside of the United Kingdom may have the period of his absence, not exceeding four years, treated as contributory service on the payment of contributions equal to ten per cent of his salary during the period of absence. English teachers exchanging positions with teachers from other countries pay only five per cent as their position is not filled with another pension-contributing teacher but with a teacher whose pension responsibility is with the system from which he came.

The Teachers' Act, 1925, and amendments, provide the following benefits: (1) two types of superannuation allowances, a lump sum paid at the time of retirement and a life pension; (2) the privilege of allocating the entire pension for an actuarially equivalent pension to be paid until the second death of himself and dependent; (3) the privilege of allocating a portion of the pension (not to exceed the actuarial equivalent of one-third) to the spouse or to one other dependent of the

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pensioner, not necessarily a relative; (4) disability allowance; (5) short-service gratuities; (6) death gratuities; (7) repayment to a teacher who leaves the service before becoming eligible for a pension of an amount equal to the sum of his contributions plus three per cent compound interest thereon.

Eligibility for superannuation allowances depends upon the age of the beneficiary and upon the types and length of service ranging from ten to thirty years. Teachers may retire on a pension at sixty years of age but in certain cases may remain active in service up to sixty-five years of age. Service may be either "recognized" or "contributory." "Recognized" service is service performed before the Act of 1925 became effective (i.e., April 1, 1926). "Contributory" service is service performed after the Act of 1925 became effective, which required teachers' contributions.

Upon retirement at sixty years of age or later, a teacher is entitled to: first, a lump sum equal to the lesser of the following two amounts: (a) one thirtieth of his average salary during his last five years of contributory service multiplied by his total number of years of service; or (b) a sum equal to one and one-half times his average salary during the last five years. Second, an annual pension equal to the lesser of the following two amounts: (a) one-eighth of the product of the teacher's average salary during his last five years of service multiplied by his total number of years in service; or (b) one-half of his average
salary during his last five years of service.

In the year 1935-36, the Board of Education awarded pensions to 818 men and 1536 women, making a total of 2,354. The average allowance paid to men was 199 pounds, approximately $995, and to women 136 pounds, approximately $830. The average lump sum paid to men teachers upon retirement was 519 pounds, approximately $2,595, and to women, 327 pounds, approximately $1,635. It is possible that these pensions may seem small to American teachers, but it should be borne in mind, first, that they are averages, and second, that they represent averages of a state-wide system.

Teachers who have completed at least ten years of service and who have become mentally or physically incapacitated are eligible for infirmity allowances. If disability occurs earlier, a teacher is entitled to a short-service gratuity not exceeding one-twelfth of his average salary for each year of service.

Upon the death of a teacher, death gratuities are payable to his legal personal representatives. These gratuities are paid in lump sums. The average value of death gratuities paid in 1935-36 was approximately $2,100 (420 pounds) in the case of deceased men teachers, and $1,285 (257 pounds) in the case of deceased women teachers.

Perhaps the most striking features of the state system of teachers' pensions in England are: First, that they cover institutions

of every type and level; second, that they include teachers not only of
public institutions but of church and private schools, even schools con-
ducted for profit; third, that they are contributory systems; fourth,
that they are now compulsory for teachers employed in state-aided insti-
tutions; fifth, that since they are national in scope, the benefits which
they provide are also state-wide; sixth, that the pensions paid are not
uniform, fixed annuities as in some of our own state systems but are in
every case determined on the basis of years of service and salary received.

There are objections to and points in favor of the English
pension system. Perhaps the most discussed is the method by which the
annuity is determined. There is the possibility of two teachers living
neighbors, the one a former London teacher, the other a former rural
teacher. Their pensions might differ by several hundred dollars al-
though the length of service had been the same. The one would have
paid more, it is true, but the public funds had also paid more, which
does not seem just. A committee of the Board of Education is working
on this particular phase at the present time.

One outstanding feature in the English retirement system is
the fact that a married woman may include a ten-year absence through
marriage in her years for retirement.

Conclusions

In the United States, the retirement systems vary to such

10 "Teachers Pensions and Salary Cuts," Times Educational Sup-
an extent that comparison is difficult. There were six state-wide systems inaugurated between 1908 and 1915, twelve between 1915 and 1925, and eleven since 1925. This points to the fact that retirement systems are in their infancy in this country. Many of them are handled by boards appointed by the governor. This jeopardizes the funds by leaving the funds in political hands. When our systems become mature, they will allow interchange of membership from one state system to another.

During the year 1935-36, in England, there were a total of 2,354 teachers retired at an average annuity of $887. In the United States during the same year, sixteen state and nineteen local organizations reported. These retirement systems reported their average allowances. Massachusetts's average was $916, New Jersey, $1,468, and Pennsylvania, $960. Others ranged as low as Vermont's $341 average, and Wisconsin's $374. Of the nineteen local retirement systems, six were above England's average of $887, while thirteen were below, ranging from Meridian, Mississippi's average of $280. Six local systems reported $500 or less as their average retirement, while New York reported as high an average as $1,942. This does leave something wanted in uniformity in the retirement systems in the United States.

In England, every teacher is protected by the nation-wide retirement system, while in the United States, 60.4 per cent of the teachers are protected by a joint-contributory retirement plan;

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11 National Education Association Research Bulletin, XV: No. 3 (May, 1937), Table 6 and 7, pp. 116, 117.
8 per cent are protected under a non-contributory pension plan; 4.5 per cent are maintaining their own system without public funds; and 34.3 per cent have no protection. 12

In conclusion, the retirement system in England is on a sound financial basis, while many of the systems in the United States are new and not well founded. In England, a teacher may move from school to school in the United Kingdom, and may spend as much as four years abroad without jeopardizing his retirement standing in any way. In the United States, moving out of a state where a state system is in effect, or out of a city where a local retirement system is in effect, with the exception of a few states, loses that teachers' retirement standing. Freedom to move from one location to another with the assurance of retirement benefit is one of the requisites of the establishment of a profession. Teaching in the United States has far to go before this assurance is given.

12 National Education Association Research Bulletin, XV: No. 3, (May, 1937), Figure 1, p. 94.
CHAPTER V

TRAINING

A profession is judged not only by its ability to attract desirable persons because of the profession's security of tenure and retirement, but also by the amount of preparation its members receive.

In the United States

Teacher training in the United States is more and more approaching the level of training for other professions. Medicine, law, dentistry, architecture, business, and journalism almost without exception require from four to seven years. Teaching is approaching the four-year mark. Five states and the District of Columbia require four years of college work.

Benjamin W. Frazier, Senior Specialist in Teacher Training, points out that in 1910 the average teacher had four years of high school work. In 1936 the average teacher had at least two and one-half years training beyond high school.

TABLE II. EDUCATIONAL QUALIFICATIONS REQUIRED OF NEWLY APPOINTED TEACHERS IN 1930-1931.
(As taken from the National Education's Survey of 1500 towns ranging in population from 2500 up.)

<table>
<thead>
<tr>
<th>Number of years training required beyond high school graduation</th>
<th>All cities reporting</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number</td>
</tr>
<tr>
<td><strong>ELEMENTARY</strong></td>
<td></td>
</tr>
<tr>
<td>Less than one year</td>
<td>3</td>
</tr>
<tr>
<td>One year</td>
<td>42</td>
</tr>
<tr>
<td>Two years</td>
<td>1107</td>
</tr>
<tr>
<td>Three years</td>
<td>238</td>
</tr>
<tr>
<td>Four years</td>
<td>90</td>
</tr>
<tr>
<td>Five years</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>1482</td>
</tr>
<tr>
<td><strong>JUNIOR HIGH SCHOOLS</strong></td>
<td></td>
</tr>
<tr>
<td>Less than one year</td>
<td>2</td>
</tr>
<tr>
<td>One year</td>
<td>9</td>
</tr>
<tr>
<td>Two years</td>
<td>291</td>
</tr>
<tr>
<td>Three years</td>
<td>299</td>
</tr>
<tr>
<td>Four years</td>
<td>613</td>
</tr>
<tr>
<td>Five years</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>1221</td>
</tr>
<tr>
<td><strong>SENIOR HIGH SCHOOLS</strong></td>
<td></td>
</tr>
<tr>
<td>Less than one year</td>
<td>1</td>
</tr>
<tr>
<td>One year</td>
<td></td>
</tr>
<tr>
<td>Two years</td>
<td>12</td>
</tr>
<tr>
<td>Three years</td>
<td>13</td>
</tr>
<tr>
<td>Four years</td>
<td>1322</td>
</tr>
<tr>
<td>Five years</td>
<td>48</td>
</tr>
<tr>
<td>Six years</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>1398</td>
</tr>
</tbody>
</table>

In 1930-1931, a survey was taken by the National Education Association of 1500 typical towns ranging from 2500 population up and from which Table II was taken. (Page 33).

This survey is nine years old. None has been taken by the National Education Association since then. It is significant to note from this table that 74.6 per cent of the elementary schools require two years of training beyond high school graduation, while 16.1 per cent require three years. In the junior high schools 50.2 per cent require four years, beyond high school graduation, while 48.3 per cent require two or three years. In senior high schools 94.6 per cent require four years, while 3.4 per cent require five years. It must be remembered, however, that this table does not include rural schools.

In 36 of the states, licensing is carried on by the state. All the other states have only a certain degree of control over the licensing board.

All but 13 states have life certificates or life licenses. These are obtained in a few cases by passing a state examination. In most cases, they are given to people fulfilling given training requirements plus from one to five years of experience.

There is probably more agitation at the present time over the question of training of teachers than any other one problem in the educational field. Many educators want to do away with the one, two, and three year teachers' colleges. The Cincinnati University

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experiment is being watched with the greatest of interest. Fifteen years ago, Cincinnati introduced a five-year plan of training that has proven to be successful. A student takes a three-year academic course to obtain a solid background of general knowledge. During this time, he is given tests to discover his aptitudes. His level of teaching ability is discovered and he is encouraged to continue on this level. The liberal arts school has cooperated with the teachers' college for this purpose. The last two years are given to a combination of continuation in the major courses of the academic work and teachers' training. Teachers who have graduated have been watched closely and the plan seems to have met with a high degree of success.

Major objectors to the Cincinnati plan contend that five years is too long to spend for the original training of teachers. More benefit is to be derived from four-year training courses. Another year should be taken after several years of experience. More vital interest would be shown in, and a better understanding would be derived from, the fifth year of training after a period of actual teaching experience.

In England

England's teacher training for secondary teachers closely

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3 Prof. L. A. Pechstein, Dean of Teachers' College, University of Cincinnati, "Differentiating the Training of Teachers", School and Society, Vol. 48, (October 1, 1938), p. 417.
follows the Cincinnati plan. In England, a teacher takes regular academic work for three years, and then spends one entire year on professional training. It should be remembered at this point, that after three years of college in England, the student is on an academic level for with our college graduates. The secondary schools in England include work given to our freshmen in college.

The one-year training given to college graduates in England is given by the University Training Department. There were six such departments at the beginning of October, 1938. Some of these departments include practice teaching as our universities do here. Since no secondary school is affiliated with the universities, the students are placed under competent teachers in a secondary school. English universities find this impractical, for it is difficult to correlate lectures with the practice received.

A second plan in England includes Training Departments of a secondary school. A college graduate entered such a Department for one year. The disadvantage in these training departments is in obtaining

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professional lectures. The department either arranges for a visiting professor, or sends the students to a university for the lectures.

There are three schools operating which are affiliated with neither a secondary school or a university. Students are sent out for both practice and lectures to other schools. The disadvantage again is the lack of correlation. The advantage, however, is the personal help given by the schools, for the number of students is small.

The government makes financial provision for secondary schools to train teachers. A pupil is placed under a teacher in his field and receives all of the training from that teacher. The disadvantage is that so much time is spent on one pupil and the pupil misses the companionship of other would-be teachers.

All university training departments give diplomas. Other schools prepare students for the examination given by the University of London or University of Cambridge Teachers' Training Syndicate. These two universities are the only two that allow students from other schools to take the examination for a diploma.

For elementary teachers the requirements are very diversified. Most elementary training schools consist of two years' work. After a year or more of successful teaching they are given a certificate. Many teachers of small children have had no or very little training. They begin after a secondary education as a sort of apprentice to another teacher. If their work is approved by the headmistress, the Local Educational Authority, and the government inspector,
they are allowed to teach as an uncertified teacher. 7

Conclusions

It is generally considered that the average graduate of a university in England has a higher degree of academic training than the average university graduate in the United States. Add a year's professional training to this instead of the average one semester training, taken during the four-year college course, required in the United States and the result is a more highly trained teacher for the secondary schools of England than in the United States. It must not be forgotten that the secondary teacher in England is teaching students who reach a level with our freshmen in college.

The elementary teachers in the United States have a higher degree of training than those in England. Table II, on page 33, shows that 74.7 per cent of the elementary teachers in the United States in urban schools have had two years of training beyond the secondary school. Only 3 per cent of the elementary teachers have less, while 22.3 per cent have more than two years. These figures were compiled for 1930-31. According to the report of the Board of Education in England, in 1936 there were 131,333 certified elementary teachers, 27,447 uncertified, and 5,957 supplementary teachers. 8 These figures show 74.6 per cent certified teachers. Many of these have but one year of training.


CHAPTER VI

COMPENSATIONS

This chapter on compensations follows naturally the last chapter on the training of teachers.

Salaries in the United States

Salaries in the United States vary from $225 per year, paid 1 to negro women teachers in rural elementary schools in Alabama, to administrators' salaries over $15,000.00. 2 Statistics are difficult to obtain for the systems vary so greatly and there are so many different school systems. The National Education Association Salary Committee compiles reports by sending to various state departments and city school heads.

Table III, page 40, shows the number of school replying to a questionnaire on salaries for 1936-37 sent to typical schools of various sizes. Table IV, page 41, shows the result of this study. It gives the median salaries paid to classroom teachers in cities arranged according to the grouping in Table III.

2 Ibid. p. 72.
<table>
<thead>
<tr>
<th>Group Number</th>
<th>Population Range</th>
<th>Number Reporting</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Cities over 100,000 in population</td>
<td>91</td>
</tr>
<tr>
<td>II</td>
<td>30,000 to 100,000</td>
<td>207</td>
</tr>
<tr>
<td>III</td>
<td>10,000 to 30,000</td>
<td>468</td>
</tr>
<tr>
<td>IV</td>
<td>5,000 to 10,000</td>
<td>488</td>
</tr>
<tr>
<td>V</td>
<td>2,500 to 5,000</td>
<td>641</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>1,895</strong></td>
</tr>
</tbody>
</table>

*This table is taken from Table I, p. 61, of "Salaries of School Employees, 1936-37", Research Bulletin of M. E. A., Vol. XV: No. 2, March, 1937. The data given applies to school reports used to compile the information for Table IV.*
**TABLE IV — TABLE SHOWING MEDIAN SALARIES PAID TO CLASSROOM TEACHERS**

<table>
<thead>
<tr>
<th>Type of School</th>
<th>Group I</th>
<th>Group II</th>
<th>Group III</th>
<th>Group IV</th>
<th>Group V</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elementary</td>
<td>$2027</td>
<td>$1501</td>
<td>$1297</td>
<td>$1150</td>
<td>$1008</td>
</tr>
<tr>
<td>Junior High School</td>
<td>2303</td>
<td>1747</td>
<td>1456</td>
<td>1330</td>
<td>1183</td>
</tr>
<tr>
<td>High School</td>
<td>2551</td>
<td>1954</td>
<td>1668</td>
<td>1490</td>
<td>1316</td>
</tr>
</tbody>
</table>


a. Ranging in population according to grouping in Table III.
TABLE V -- SHOWING AVERAGE SALARY OF ALL TEACHERS IN THE UNITED STATES

<table>
<thead>
<tr>
<th>Year</th>
<th>Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1870</td>
<td>$189</td>
</tr>
<tr>
<td>1880</td>
<td>195</td>
</tr>
<tr>
<td>1890</td>
<td>252</td>
</tr>
<tr>
<td>1900</td>
<td>325</td>
</tr>
<tr>
<td>1910</td>
<td>485</td>
</tr>
<tr>
<td>1920</td>
<td>871</td>
</tr>
<tr>
<td>1925</td>
<td>1252</td>
</tr>
<tr>
<td>1930</td>
<td>1420</td>
</tr>
<tr>
<td>1932</td>
<td>1417</td>
</tr>
<tr>
<td>1934</td>
<td>1227</td>
</tr>
<tr>
<td>1935</td>
<td>1283</td>
</tr>
</tbody>
</table>

*All but the last item was taken from "Average Salaries in the United States." Monthly Labor Review. Vol. 43, (December, 1936), p. 1503. The salary for 1935 was taken from N.E.A.'s average salaries.*
In Table V, page 42, are shown the average salaries as given by the Monthly Labor Review up to 1934. The N. E. A. averages as checked for several years agree with these. The N. E. A.'s 1935 average is added to this list. It is impossible to make an accurate comparison in dollars, for the buying values change from year to year.

In view of the fact that many rural districts pay very low salaries, the average is considered livable, as a whole.

Salaries in England

The types of schools in England are so diversified that there was until 1919 practically no correlation in salaries. The only means of regulation was the demand made by qualified teachers.

In 1919 a committee made up of representatives of the Local Educational Authorities (the employers and the teachers — the employed) was appointed to study the salary situation. Since the government pays about fifty per cent of the salaries of all but elementary teachers, and about sixty per cent of the salaries of elementary teachers, they were profoundly interested and encouraging. Many teachers were receiving salaries that were barely livable and allowed for no advancement on the teacher's part. In other localities, salaries were more adequate. The chairmanship of this committee was held by Lord Burnham until his death in 1933. The chairman at the present time is the Earl of Onslow.

The first complete Burnham Scales were issued in 1921. They are operative for a fixed number of years before the end of which they are reviewed. Sundry readjustments in details and amounts have been
made. In 1931, the National Government decreed a 12½ per cent reduction, on the recommendation of the May Committee on National Expenditure. This was modified to ten per cent, half of which was restored in 1934, and all of which has been restored at the present time. The Burnham scales as given are in force at the present time.

On page 45, Table VI is given the scale for secondary school teachers, both men and women, in the London area and other areas. The salaries in dollars have been inserted in parentheses for convenience. The pound was estimated at $5.00. The scale applied to all secondary schools regardless of size.

The elementary scale varies according to the size of the school. In Table VII, page 46, are given the classifications for schools as to their size.

Table VIII on page 47 gives the scale for certificated teachers with two years college training. If a certificated teacher had three years continuous training, one increment is to be added to the minimum. If four years continuous training are completed, two increments are added to the minimum.

Table IX, page 48, gives the salaries for uncertificated teachers. Uncertificated teachers include teachers with no training or training up to two years beyond the secondary school who have not passed the examinations given for a certificate teacher. Teachers who were appointed before April 1, 1914, have the same minimum, but the maximum is larger in each case. In this way teachers, especially newer teachers,
# TABLE VI — SCALE OF SALARIES FOR TEACHERS IN SECONDARY SCHOOLS

## A. Graduates

<table>
<thead>
<tr>
<th>Areas</th>
<th>MEN</th>
<th></th>
<th></th>
<th>WOMEN</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Minimum</td>
<td>Increment</td>
<td></td>
<td>Minimum</td>
<td>Increment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Annual</td>
<td>Maximum</td>
<td></td>
<td>Annual</td>
<td>Maximum</td>
</tr>
<tr>
<td>England, Wales (exc. London)</td>
<td>234</td>
<td>15</td>
<td>480</td>
<td>216</td>
<td>12</td>
<td>384</td>
</tr>
<tr>
<td></td>
<td>($1170)</td>
<td>($75)</td>
<td>($2400)</td>
<td>($1080)</td>
<td>($60)</td>
<td>($1920)</td>
</tr>
<tr>
<td>London</td>
<td>276</td>
<td>15</td>
<td>528</td>
<td>264</td>
<td>12</td>
<td>420</td>
</tr>
<tr>
<td></td>
<td>($1380)</td>
<td>($75)</td>
<td>($2640)</td>
<td>($1320)</td>
<td>($60)</td>
<td>($2100)</td>
</tr>
</tbody>
</table>

## B. Non-graduates

<table>
<thead>
<tr>
<th>Areas</th>
<th>MEN</th>
<th></th>
<th></th>
<th>WOMEN</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Minimum</td>
<td>Increment</td>
<td></td>
<td>Minimum</td>
<td>Increment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Annual</td>
<td>Maximum</td>
<td></td>
<td>Annual</td>
<td>Maximum</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>England, Wales (exc. London)</td>
<td>186</td>
<td>12</td>
<td>384</td>
<td>174</td>
<td>9</td>
<td>306</td>
</tr>
<tr>
<td></td>
<td>($930)</td>
<td>($60)</td>
<td>($1920)</td>
<td>($870)</td>
<td>($45)</td>
<td>($1530)</td>
</tr>
<tr>
<td>London</td>
<td>204</td>
<td>12</td>
<td>432</td>
<td>192</td>
<td>9</td>
<td>342</td>
</tr>
<tr>
<td></td>
<td>($1020)</td>
<td>($60)</td>
<td>($2160)</td>
<td>($860)</td>
<td>($45)</td>
<td>($1710)</td>
</tr>
</tbody>
</table>

*This table is taken from page 4 of the Second Report of the Standing Joint Committee on Scales of Salaries in Secondary Schools. London: His Majesty's Stationery Office, 1927. This table was accepted by the 1936 Committee.

a. The first annual increment shall accrue after two years of service.

b. A local Education Authority may after consultation with the teachers ask permission of the Standing Joint Committee to be placed on the London scale.

c. For convenience of comparison, the dollars are given on the basis of the approximate value of one pound equal to five dollars.
<table>
<thead>
<tr>
<th>Grade</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Not over 100 in average attendance</td>
</tr>
<tr>
<td>II</td>
<td>Over 100 but not over 200</td>
</tr>
<tr>
<td>III</td>
<td>Over 200 but not over 350</td>
</tr>
<tr>
<td>IV</td>
<td>Over 350 but not over 500</td>
</tr>
<tr>
<td>V</td>
<td>Over 500</td>
</tr>
</tbody>
</table>

* TABLE VII -- GRADES OF SCHOOLS ACCORDING TO AVERAGE ATTENDANCE IN ENGLAND

*Taken from page 6 of *Scales of Salaries for Teachers in Public Elementary Schools* by His Majesty's Stationery Office (October, 1938).
### TABLE VIII — SCALE FOR CERTIFICATED TEACHERS IN ELEMENTARY SCHOOLS

<table>
<thead>
<tr>
<th>Grade</th>
<th>Men</th>
<th></th>
<th></th>
<th></th>
<th>Women</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Minimum</td>
<td>Annual Increment</td>
<td>Maximum</td>
<td></td>
<td>Minimum</td>
<td>Annual Increment</td>
<td>Maximum</td>
<td></td>
<td></td>
</tr>
<tr>
<td>IV</td>
<td>192 ($960)</td>
<td>12 ($60)</td>
<td>408 ($2040)</td>
<td></td>
<td>180 ($900)</td>
<td>9 ($45)</td>
<td>324 ($1620)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>III</td>
<td>180 ($900)</td>
<td>12 ($60)</td>
<td>366 ($1830)</td>
<td></td>
<td>162 ($810)</td>
<td>9 ($45)</td>
<td>288 ($1440)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>II</td>
<td>168 ($840)</td>
<td>12 ($60)</td>
<td>330 ($1650)</td>
<td></td>
<td>150 ($750)</td>
<td>9 ($45)</td>
<td>258 ($1290)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>I</td>
<td>168 ($840)</td>
<td>12 ($60)</td>
<td>312 ($1560)</td>
<td></td>
<td>150 ($750)</td>
<td>9 ($45)</td>
<td>246 ($1230)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

*Ibid., p. 4.

a. Annual increments accrue only on completion of years of service as a certificated teacher. The first annual increment shall accrue after two years' service.

b. For convenience of comparison, the dollars are given on the basis of the approximate value of one pound equal to five dollars.
**TABLE IX — SCALE FOR UNCERTIFICATED TEACHERS IN ELEMENTARY SCHOOLS**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Minimum</th>
<th>Annual Increment</th>
<th>Teachers Appointed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>On or before</td>
<td>April 1, 1914</td>
<td>April 1, 1914</td>
</tr>
<tr>
<td>I</td>
<td>$102 (6510)</td>
<td>$7 10 (37.50)</td>
<td>$156 ($780)</td>
</tr>
<tr>
<td>II</td>
<td>$102 (6510)</td>
<td>$7 10 (37.50)</td>
<td>$156 ($780)</td>
</tr>
<tr>
<td>III</td>
<td>$108 (6540)</td>
<td>$7 10 (37.50)</td>
<td>$174 ($870)</td>
</tr>
<tr>
<td>IV</td>
<td>$117 (6585)</td>
<td>$7 10 (37.50)</td>
<td>$192 ($960)</td>
</tr>
</tbody>
</table>

**WOMEN**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Minimum</th>
<th>Annual Increment</th>
<th>Teachers Appointed</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>On or before</td>
<td>April 1, 1914</td>
<td>April 1, 1914</td>
</tr>
<tr>
<td>I</td>
<td>$93 (465)</td>
<td>$6 (30)</td>
<td>$144 ($720)</td>
</tr>
<tr>
<td>II</td>
<td>$93 (465)</td>
<td>$6 (30)</td>
<td>$144 ($720)</td>
</tr>
<tr>
<td>III</td>
<td>$99 (495)</td>
<td>$6 (30)</td>
<td>$144 (763)</td>
</tr>
<tr>
<td>IV</td>
<td>$108 (540)</td>
<td>$6 (30)</td>
<td>$162 ($810)</td>
</tr>
</tbody>
</table>

*Taken from p. 8 of Scales of Salaries for Teachers in Public Schools. London: His Majesty's Stationery Office. October, 1938.

a. The first annual increment shall accrue after two years' service.
b. For convenience of comparison the dollars are given on the basis of the approximate value of one pound equal to five dollars.
are urged to obtain their certificates and thus the standard is being raised for training. The salaries for elementary teachers is very low.

Compensations other than Salaries in the United States

Compensations other than salaries should include leave of absence for illness or other just causes such as death in the family, religious ordinations, school business, etc. Absence for illness, and death in the family, with pay is practically the only absences recognized generally in the United States. The N. E. A. in 1930-1931 tabulated results from 1486 cities of 2500 population and up. Of these, ninety per cent grant leave on account of personal illness and eighty per cent for death in the immediate family. Of this ninety per cent only 74.9 per cent allow full salary. About fifty per cent of the cities over 30,000 that allow full salary for illness allow only fourteen days. About fifty per cent of cities between 2,500 and 30,000 that pay full salary for illness allow only from five to nine days.

In the 1486 cities referred to above, 91.1 per cent give no leave of absence with any remuneration for professional improvement. The so-called sabbatical leave is the exception, but is practiced in but a few of the larger cities.

4 Ibid., p. 56.
5 Ibid., p. 63.
Compensation Other than Salaries in England

The only information available concerning leaves of absence due to illness was obtained through the exchange teachers. A number of cases ranging from a few days to five months of absence due to illness were cited. In each case full salary continued until teaching was resumed.

After five years of successful experience in England, teachers may apply to the Board of Education for a grant. Upon acceptance, the teacher is given a year’s leave of absence with a grant not to exceed 200 pounds (approximately $1,000) for travel or study. In addition to these Board of Education grants, the Board allows the Local Education Authority to give the teachers a three months’ leave of absence with pay to attend courses. If the Local Education Authority desires, he may give a teacher a year’s leave of absence. In such a case, the Board assumes its part of that teacher’s salary for a period of three months.

Conclusions

Actually making a comparison of the English teacher’s salary and that of a teacher in the United States is difficult. It would seem that the elementary teachers as a whole receive better salaries in the United States than in England. It must be borne in mind, however, that the average training for elementary teachers in the United States is longer than in England.

In the case of secondary schools, the salaries would seem to be approximately the same. The interviewed exchange teachers to England feel that it is advisable to rely on one’s own salary when making an exchange, as it compares rather favorably with salaries there.
The English people do not demand the conveniences of central heating, hot water, tiled baths, electric refrigeration, etc., that the American people accept as a necessity. The exchange teachers agreed that the salaries in the two countries allow the teacher the same approximate comforts in both countries.

England does have an advantage in that teachers throughout the country receive the same salary for the same training and work; whereas, in the United States our salary scales vary from one extreme to another.

Teachers interviewed all gave the same opinion on the question of leaves of absence due to illness or for advancement. The English teacher feels more secure in that she has little fear of a long illness. She also appreciates a feeling of cooperation if she desires to continue her training in school or travel.
In the last chapter, a study was made of compensations in both the United States and England. One of the best criterions for measuring the strength of a profession is professional ethics.

In the United States

In 1930, the National Education Association made a study of codes of ethics as taught in teacher training courses and as formulated by the various teacher associations in the United States. As a result, the following code was formulated:

"Relations with Pupils and to the Community"

"The schoolroom is not the proper theatre for religious, political, or personal propaganda. The teacher should exercise his full rights as a citizen but he should avoid controversies which may tend to decrease his value as a teacher.

"The teacher should not permit his educational work to be used for partisan politics, personal gain, or selfish propaganda of any kind.

1 The code may be had in pamphlet form by writing to the National Education Association, 1201 Sixteenth Street, Washington, D. C.
"In instructional, administrative and other relations with pupils, the teacher should be impartial, just, and professional. The teacher should consider the different interests, aptitudes, abilities, and social environments of pupils.

"The professional relations of the teacher with his pupils demand the same scrupulous guarding of confidential and official information as is observed by members of other long-established professions.

Relations to the Profession and to Fellow Workers

"Members of the teaching profession should dignify their calling in every way. The teacher should encourage the ablest to enter it, and discourage from entering those who are merely using the teaching profession as a stepping-stone to some other vocation.

"The teacher should maintain his efficiency and teaching skill by study, and by contact with local, state, and national educational organizations.

"A teacher's own life should show that education does ennoble.

"While not limiting his services by reason of small salary, the teacher should insist upon a salary scale suitable to his place in society."
"The teacher should not exploit his school or himself by personally inspired press notices or advertisements, or by other unprofessional means, and should avoid innuendo and criticism particularly of successors or predecessors.

"The teacher should not apply for another position for the sole purpose of forcing an increase in salary in his present position.

"School officials should not pursue a policy of refusing to give deserved salary increased to their employees until offers from other school systems have forced them to do so.

"The teacher should not act as an agent, or accept a commission, royalty, or other reward, for books or supplies in the selection or purchase of which he can influence or exercise the right of decision; nor should he accept a commission or other compensation for helping another teacher to secure a position.

"A teacher should avoid unfavorable criticism of other teachers except such as is formally presented to a school official in the interests of the school. It is also unprofessional to fail to report to duly constituted authority any matters which involve the best interests of the school.

"A teacher should not interfere between another teacher and a pupil in matters such as discipline or marking.
"There should be cooperation between administrators and classroom teachers, founded upon sympathy for each other's point of view and recognition of the administrator's right to leadership and the teacher's right to selfexpression. Both teachers and administrators should observe professional courtesy by transacting official business with the properly designated person next in rank.

"The teacher should not apply for a specific position unless a vacancy exists. Unless the rules of the school otherwise prescribe, he should apply for a teaching position to the chief executive. He should not knowingly underbid a rival in order to secure a position; neither should he knowingly underbid a salary schedule.

"Qualification should be the sole determining factor in appointment and promotion. School officials should encourage and carefully nurture the professional growth of worthy teachers by recommending promotion, either in their own school or in other schools. For school officials to fail to recommend a worthy teacher for another position because they do not desire to lose his services is unethical.

"Testimonials regarding a teacher should be frank, candid, and confidential.

"A contract, once signed, should be faithfully adhered to until it is dissolved by mutual consent. In case of
emergency, the thoughtful consideration which business sanction demands should be given by both parties to the contract."

The effectiveness of any code of professional ethics depends upon three closely related conditions. The code must be stated clearly and specifically; it must be widely disseminated and thoroughly understood; and it must be accompanied by means of enforcement. The latter is the weakness of our teacher's code. There is no means of enforcement.

A comparison of professional schools that offer in some degree instruction in ethics is found in Table X, page 57.

In the table medicine is the profession that gives the least amount of training in ethics throughout the medical schools. Medicine would probably be at the head of a list if it were possible to list the professions according to the practice of their code of ethics. Medicine is one of the oldest professions and their code of ethics is known by the average citizen. This may account for the lack of teaching in medical schools. A medical student usually serves a year of apprenticeship under another or several doctors. In this way the code is imbedded in the young doctor's mind.

The new professions, i.e., Dentistry, Journalism, and Nursing, apparently feel the need of this training.

Teaching runs a low seventh in these eight professions. This lack of ethical training may be due to any one or all five of the following
#TABLE X -- COMPARISON OF PROFESSIONAL SCHOOLS THAT OFFER INSTRUCTION IN ETHICS

<table>
<thead>
<tr>
<th>Profession</th>
<th>Number of Questionnaires Returned</th>
<th>Number of Schools Giving Instruction</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Teaching</td>
<td>286</td>
<td>231</td>
<td>81</td>
</tr>
<tr>
<td>Architecture</td>
<td>22</td>
<td>21</td>
<td>96</td>
</tr>
<tr>
<td>Business</td>
<td>35</td>
<td>29</td>
<td>83</td>
</tr>
<tr>
<td>Dentistry</td>
<td>38</td>
<td>38</td>
<td>100</td>
</tr>
<tr>
<td>Journalism</td>
<td>16</td>
<td>16</td>
<td>100</td>
</tr>
<tr>
<td>Law</td>
<td>102</td>
<td>93</td>
<td>91</td>
</tr>
<tr>
<td>Medicine</td>
<td>67</td>
<td>54</td>
<td>80</td>
</tr>
<tr>
<td>Nursing</td>
<td>131</td>
<td>123</td>
<td>98</td>
</tr>
<tr>
<td>TOTAL</td>
<td>697</td>
<td>611</td>
<td>88</td>
</tr>
</tbody>
</table>

reasons: 1. the brevity of the teacher training courses; 2. the demand of a wide range of subjects that already crowd the curriculum for teachers; 3. the assumption that the relationships of teachers do not differ from the ordinary relationships of life; 4. the fact that the rank and file of teachers until recently have been slow to realize the truly professional nature of their calling; and, 5. the marked difference of opinion among educators as to the relative values of direct and indirect methods of character education.

In 1931, there were 33 state teachers' associations which had adopted codes of ethics. They range from 73 words to 2,000. Only four of these can be considered real codes, since that is all that provide penalties for unprofessional behavior.

A questionnaire was given to 1627 teachers, principals, supervisors, superintendents, and assistant superintendents, attending Columbia University Teacher's College in the summer of 1928. Table XI, page 59, shows the number of reported violations in each main category.

The high frequency of mention concerning the relationships of professional associates may mean that teachers are inclined to resent or disapprove that particular act more than others, or it may mean merely that they are more accustomed to think of that particular act as a violation of professional ethics. Teachers are inclined to

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## TABLE XI — VIOLATIONS OF THE CODE OF ETHICS

<table>
<thead>
<tr>
<th>Nature of Violations</th>
<th>Frequency of Mention</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. In relations with pupils</td>
<td>108</td>
</tr>
<tr>
<td>2. In relations with parents</td>
<td>2</td>
</tr>
<tr>
<td>3. In relations with community</td>
<td>70</td>
</tr>
<tr>
<td>4. In relations with associates</td>
<td>1185</td>
</tr>
<tr>
<td>5. In relations to profession</td>
<td>23</td>
</tr>
<tr>
<td>6. In connection with applications, recommendations, contracts, termination of employment</td>
<td>205</td>
</tr>
<tr>
<td>7. In relation with teachers' agencies and publishing houses</td>
<td>13</td>
</tr>
<tr>
<td>8. Miscellaneous — vague and indefinite</td>
<td>21</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1627</strong></td>
</tr>
</tbody>
</table>

trample on their fellow workers to get ahead. Much of this could be and is being eliminated by the single salary scales that are being enforced in many larger cities.

The standards of personal and social conduct for the teaching profession are very similar to the standards of other professions. However, factors operate in the case of teachers which do not apply with equal directness to other professions. One of the definite responsibilities of every teacher is the development of an ethical character of his pupils. He works directly with boys and girls at an age when example is stronger than precept. His efficiency depends in large measure upon his personal influence on his pupils, and this in turn depends not only upon his expertness in the art of instruction but also upon his conduct and reputation outside as well as inside the classroom.

In England

The code of ethics that is taught in the teacher training schools and departments of the universities in England is very similar to the code in the United States. In practice, however, the code is more closely adhered to in England than in the United States. Teachers in England enter the teaching profession as a career, especially in the secondary schools. Their training is a teacher training

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3 Mr. McLauchlon, the exchange teacher from Scotland, who was at Technical High School, Indianapolis, Indiana, is the authority for this statement. Other exchange teachers agreed unanimously.
and would be of little use in any other profession. In the majority of cases, the students who are expecting to become teachers have accepted a grant from either the national or local government. In return they sign a pledge which states that they intend to enter the teaching profession. Temptation to use these grants for training to be used later in other fields is removed from the start.

Seven of the first fifteen unethical practices reported by teachers and administrators in the study by the National Education Association's survey in 1929⁴ deals with applications for positions, i. e., underbidding, pulling strings, etc. In England, the number of cases of this practice would be negligible. When a vacancy in England occurs, it must be immediately advertised in the Educational Supplement of the Times, to which every teacher in the United Kingdom has access. In the advertisement are stated the qualifications necessary, the type of school in which the vacancy occurs, the address to which the application is to be sent, the school's ranking as to salary schedule, etc. The possibility of underbidding is removed, for there is a national salary schedule. As has been pointed out in the chapter on Tenure, the unemployment situation is controlled by the number of grants offered, and therefore the seeking of one position by a great number of applicants is not frequent.

In the N.E.A.'s survey, the first ranking unethical practice is "gossiping about and criticising other teachers." Teachers interviewed for this thesis agreed, without exception, that the teacher-teacher relationship was extraordinary in England. A teacher is treated with deference according to her years of experience. The older teachers offer helpful suggestions, advise, and oversee a new teacher. In turn, the new teacher feels free to ask advice of the superiors in her field. A like practice would not be entirely appreciated in this country, for an American teacher does not make public her years of experience or her age. In England, a teacher considers her teaching as her career and her life. Many of the teachers in England at the present time have no prospects of marriage, for their sweethearts were lost in the war. Thus the situation may change as new blood enters the profession.

Conclusions

The code of ethics taught to teachers in both countries is approximately the same. In practice, the English teachers adhere much more closely to the code than the teachers in the United States. This is due to circumstances as pointed out. The English teachers have a strong centralized control, while in the United States the control is with small groups.
CHAPTER VIII

SOCIAL STANDING

The comparison made in this chapter is based entirely on interviews with teachers who have taught in both the United States and England.

Three of the five teachers interviewed personally for this paper felt without a question that the social life enjoyed by a teacher was higher and fuller in the United States than in England. One of these three was a teacher from Scotland, who taught a year in this country.

The other two felt that the fact that they were teachers had no influence in either country in their social standing.

One of the first three teachers mentioned gave an interesting example of the social standing of a teacher in England. While there, she became a very good friend of an English teacher whose family was in the higher class socially. She was entertained many times in the home, but at no time was she ever introduced to any of the so-called blue bloods. She explained that a teacher was treated as a public servant. A few years later she returned to England for a

(63)
summer's visit. As a guest in this same home she was not only introduced to the family's friends, but was given so many invitations that she could not possibly accept them all. This time she was a friend and not a teacher.

R. Heathcote Heindel sent questionnaires in October, 1936, to 36 scholarship holders, who were in the United States from one to two months, and to 35 teacher exchanges. They almost unanimously agreed on three points.

1. That England had an absolute value of British culture higher than in the United States.

2. England's intellectual attainment was far higher.

3. The social life of a teacher in the United States was much fuller than in England.

Knudson and McAfee in their "An Introduction to Teaching", say, "Certainly no one can argue seriously that the teacher and the teaching profession are universally held in high esteem." And then again, "In small places he (the teacher) mingle with the 'best society.' In larger places he may not be one of the socially elite, but he mingle freely with persons who are educated, refined, and responsible."

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3 Ibid. p. 11.
The social status of a teacher in the United States depends upon his personal worth and his choice.
CHAPTER IX

CONCLUSIONS

The teaching profession renders a higher degree of social service in the United States than in England. This is probably a matter of precedent. In England, the teacher for centuries has been more highly trained academically. In the United States the teacher receives training for leadership, as well as academic training. When America was being settled the teacher was a prominent member of the small community. His schooling was often meager, but his ability for leadership and his ability for training the children for more or less isolated community life was his most potent factor. Gradually Americans are demanding a higher and higher degree of schooling, while in England more demand is being placed on the teacher to take his place in community leadership.

As just cited, America has grown so rapidly and so democratically that tenure and retirement laws have had a difficult time keeping pace. Democracy does not advocate a centralized control in any field. Each state has developed tenure and retirement laws as it sees fit. Some are weak and some are strong, and all are in their infancy. The weak point of the retirement laws now in force in the United States is that in many states the funds are controlled by a
political faction which jeopardizes their efficiency and stability.

Only 37.4 per cent of the teachers in the United States are protected by adequate tenure laws and only 64.9 per cent are protected by retirement laws. In England, 100 per cent are under protection of both tenure and retirement. Teachers in England do have more adequate protection than teachers in the United States.

Teachers for secondary schools in England have received more training than secondary teachers in the United States. It must be remembered that the secondary teacher in England teaches students who compare with our freshmen college student academically. However, in the United States, 74.7 per cent of our elementary teachers have had two years beyond the secondary school while in England only 74.6 per cent are certified teachers, many of whom have had but one year of training. One year in England beyond the secondary school is equivalent to two years in the United States, since, as mentioned above, the secondary school in England includes work that compares to our freshman year in college.

Salaries in the two countries as a whole place the teachers in both countries on approximately the same economic basis. In the United States, we have extremes in low and high. In England, the single salary schedule affects every teacher and does make for uniformity.

Ethics, as practiced in the profession, is far more superior in England than in the United States. There is not the feeling of competition between the teachers in England that is felt here. This is
due to the uniform salaries, tenure and retirement schedules found there.

In the United States, there are no distinct social classes. In other words, an individual can place himself in any social strata he wishes. In England, social strata are in evidence; an individual, except in rare cases, remains in the class in which he was born. Therefore, a teacher in the United States leads a much fuller social life than in England.

With the United States democratic ideals it is not recommended that we have a centralized control in Washington. If the teachers federations could gain enough strength that they could keep the profession from political control and yet demand that every branch federation give training, an ideal situation would be attained.

The purpose of the schools in both countries is primarily the same; to train individuals to take their place as citizens in community life. In America, we try to train every citizen to become the best citizen possible, and hope that our leaders will come to the top. In England, they train all pupils to a certain level and then concentrate on the upper intellectuals who do become the leaders.

In the last decade much interest has been shown by the United States and England for each other's schools. As a result the best points in each school system is gradually being assimilated by the other.

*This is proven by studies made of both systems and by the exchange of teachers, professors, and students.
A higher degree of training is being demanded in both countries. The tenure and retirement laws are being improved both in England and the United States. Salaries are being improved and ethical standards are being raised. As a whole, the prospects of raising the standards of teaching as a profession is bright in both countries.
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