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VI.

Unequal Pay Applied to the Teaching Profession.

The Third Report of the Standing Joint Committee on Teachers' Salaries, issued in February, 1927, brought up to date the first two reports and three supplementary reports issued by that body; it also incorporated Lord Burnham's award on teachers' salaries promulgated in April, 1925, and various recommendations, interpretations and decisions appended to or relating to the award. This document in two parts, one dealing with salaries of teachers in public elementary schools and one dealing with salaries of teachers in secondary schools is the one commonly referred to as "The Burnham Scales" or still more shortly as "Burnham".

It is common knowledge that the Burnham Scales are based throughout on unequal pay, but not even teachers themselves realise all the unjust, inequitable and even grotesque results of formulating a salary scale for a large body of workers of varying grades and qualifications, when it is a *sine qua non* that never under any combination of circumstances is a woman teacher with the same qualifications as a man to get the same salary. The Burnham Scale is not a simple document to study. In the first place, as has been indicated, there is a Secondary School Scale and an Elementary School Scale. Teachers in Secondary Schools are divided into Non-Graduates and Graduates, and these two classes are sub-divided into four classes according to whether they teach in the provinces or in the London area. Teachers in the Public Elementary Schools are divided into Uncertificated and Certificated teachers; these two classes have four sub-divisions according to the individual's position as a class

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teacher or head teacher; the eight resultant sub-divisions are each divided into three groups according to the area in which they work, the areas being spoken of as Scale II., Scale III., and Scale IV. areas. Finally, every sub-division in both types of school is once more separated into two groups, male and female.

Therefore, if you are a Secondary School teacher you will be on one of eight Salary Scales. If you teach in a Primary School you will be on one of forty-eight Salary Scales.

Hence it is plain that the Burnham Report is a long and involved document, but partly because of its very complications it holds rich rewards for the Equal Pay enthusiast who wants to expose the ultimate absurdities of unequal pay.

The actual Scales are set out below as briefly as possible with some of the comments that seem appropriate:—

SECONDARY SCHOOL SCALES.

PROVINCIAL SCALE.

Non-Graduates.

MEN.	WOMEN.
£186 to £384 in 18 years.	£174 to £306 in 16 years.

Graduates.

MEN.	WOMEN.
£234 to £480 in 18 years.	£216 to £384 in 15 years.

LONDON SCALE.

Non-Graduates.

MEN.	WOMEN.
£204 to £432 in 20 years.	£192 to £342 in 18 years.

Graduates.

MEN.	WOMEN.
£276 to £528 in 18 years.	£264 to £420 in 14 years.

Here the difference in the minima between men and women varies from £12 (in three cases) to £18 (in one case) while the difference in maxima ranges from £78 to £108. It is specially infamous that in the provinces, the maximum for a woman *graduate* is the same as the maximum for a man *non-graduate* and in London it is less than his maximum. It will be noticed, too, that the length of time taken to reach the maximum alters in the same irresponsible fashion,

for *non-graduates* it can be 16, 18, or 20 years; for graduates 14, 15, or 18 years. It is worthy of notice, too, that it takes the man graduate in the London area only 4 years longer than the woman to reach a salary £108 higher, thus demonstrating forcibly the cumulative effect of lower increments, a factor not always appreciated by the makers of salary-scales.

Turning to the effect of Burnham on the salaries of teachers in Primary Schools we have three groups of teachers to consider:—

1. UNCERTIFICATED TEACHERS.

Scale II. Area.

MEN.	WOMEN.
£102 to £156 (£198)* in 9 years.	£93 to £144 (£156)* in 10 years.

Scale III. Area.

MEN.	WOMEN.
£108 to £174 (£222)* in 10 years.	£99 to £153 (£174)* in 10 years.

Scale IV. Area.

MEN.	WOMEN.
£117 to £192 (£246)* in 11 years.	£108 to £162 (£198)* in 10 years.

It is generally admitted that in building the Burnham Scales, the salary of the Assistant Master in the London area was taken as the key-position, and the scale was constructed round that. The result evolved for the uncertificated women teachers shows the deplorable consequence of scaling down according to district, combined with scaling down according to sex. The great majority of uncertificated women teachers work in the rural districts which means that they are paid on Scale II. Their minimum salary is less than £2 a week, their increment is less than 2/6 a week, they never reach £3 a week and their pensions are less than 30/- a week. They often have to live in lodgings, or at a distance from their schools. It is amazing that on such salaries they should be expected to maintain a standard of living and culture in keeping with the dignity and demands of their profession.

*The figures in brackets are the maxima for Uncertificated Teachers appointed before April 1st, 1914.

2. CERTIFICATED CLASS TEACHERS.

Scale II. Area.

MEN.	WOMEN.
£168 to £330 in 15 years.	£150 to £258 in 13 years.

Scale III. Area.

MEN.	WOMEN.
£180 to £366 in 17 years.	£162 to £288 in 15 years.

Scale IV. Area.

MEN.	WOMEN.
£192 to £408 in 19 years.	£180 to £324 in 17 years.

The group of certificated class teachers in Public Elementary Schools is very much the largest group covered by the Burnham Scales, and since only a very small proportion of its members can obtain promotion to a headship, it is the group in which the majority of teachers spend the whole of their professional lives; it is therefore the Scale under which the majority of teachers work and the Scale on which most teachers' pensions are based. It is worth while, then, to examine in some detail the inequalities and absurdities of this particular scale.

The justification for dividing the country into Scale areas at all is said to be the difference in the cost of living. If that be so, why does the woman under Scale IV. get the same minimum as the man under Scale III., while the woman under Scale III. gets less than the man under Scale II? What possible justification can there be, if the Area Scales are justifiable at all, for the woman's maximum under Scale IV. being less than the man's maximum under Scale II. If the reason for giving unequal pay is that the man has responsibilities, why is the cost of meeting those responsibilities rated at £18* under Scales II. and III., where living is supposed to be cheaper and only at £12* in Scale IV? The woman teacher at her maximum in the Scale II. area gets £72 a year less than her man colleague in the same position, this is 27s. 8d. a week less! In the Scale IV. area the woman is penalised to the extent of 32 s. 1d. a week. One other point needs to be emphasised, under this division of the Scale, as under all other divisions, the unfairness of the salary position is exactly reflected in the pension position.

*Difference between men's and women's minima.

The man in the Scale IV. area can get a pension of £204 a year; his woman colleague in the same area cannot get more than £162 a year; while his woman colleague in the Scale II. area cannot possibly get more than £129 a year.

3. CERTIFICATED HEAD TEACHERS.

	Grade O. (Not over 40)	Grade I. (Not over 100)	Grade II. (101-200)	Grade III. (201-350)	Grade IV. (351-500)	Grade V. over 500
<i>Scale II.</i>						
Men	£345	£360	£393	£426	£459	£492
Women	£275	£288	£315	£342	£369	£396
<i>Scale III.</i>						
Men	£381	£402	£438	£474	£510	£546
Women	£303	£318	£348	£378	£408	£438
<i>Scale IV.</i>						
Men	£423	£450	£489	£528	£567	£606
Women	£339	£360	£390	£423	£456	£486

The amounts given above are in each case the maximum salary for the Grade. There is no minimum salary for head teachers. The teacher on the incremental scale appointed to a headship has for commencing salary that which he or she was receiving before promotion plus a promotion increment for each Grade (£24 for a man, £18 for a woman under Scales III. and IV., £18 for a man, and £13 10s. for a woman under Scale II.). The annual increment for head teachers is the same as for class teachers. This salary-scale for head teachers is actually paid to a very small proportion of the teaching profession, and on that ground may not be considered to be worth much detailed analysis; on the other hand, it is important as representing the best salaries which any teachers can hope to receive (under the present scales) and also because its absurdities are perhaps more blatant than in any of the other scales.

Take first the case of mixed schools. There is a very large number of such schools, and the number is increasing. The headship of such schools always should be, and sometimes is, open to men and women alike. A woman head teacher may succeed a man, or vice versa. What happens? The woman gets anything from £70 (Grade O, Scale II.) to £120 (Grade V., Scale IV.) less for commencing on Monday morning the *identical* job which the man relinquished on Friday night.

Look at the salaries for the various grades in Scale III. areas, and remember that the grading is purely a matter of the average attendance for the last 3 years, the placing of a school in one grade or another is merely a matter of numbers, and the reason given for assigning higher salaries to the higher grades is always the added responsibility of dealing with larger numbers of children and staff. What possible reason then can be brought forward in support of giving the woman who manages a school of more than 500 the same salary (£438) as the man who manages a school between 100 and 200? The same kind of thing appears even more flagrantly in the Scale IV. areas, where the head master gets the same salary (£423) if his school is not over 40, as the head mistress does where the average attendance is 350. One more point, it is an injustice common to all three scale areas that a woman head teacher must be in charge of a Grade III. school before she gets more than any man class teacher at his maximum in the area, which means that always in Grade O, Grade I., or Grade II. and sometimes in Grade III. schools any men assistants on the staff at their maximum will be getting higher salaries than the woman head teacher. It is absurd, and as intolerable as it is absurd, to those who care for bare justice.

The foregoing survey omits much that could be said of the self-evident injustice of the Burnham Scales; particularly, that at no point on the Scale and in no respect is there equality of remuneration for the man and woman teacher. Attention has been concentrated rather on the absurd anomalies and the glaring contradictions which are bound to occur, when a salary-scale is drawn up for a very large group of workers divided into many smaller groups by reason of qualification and duties, if that salary scale is designed to establish different rates of pay for people having the same qualifications and duties. It is hoped that teachers and others will use the Burnham Scales to demonstrate to the general public and to the Government the absurdity as well as the injustice of unequal pay, and thus hasten the adoption in all trades and professions of the only just and logical basis for salary scales, *viz.*, payment for work done regardless of the sex of the worker.

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