In October I received a Report from the Standing Joint Committee of Representatives of Local Education Authorities and the National Union of Teachers which had come to an agreement as to the adoption of Standard Scales of Salaries for Teachers in Public Elementary Schools.

I have discussed with the Chancellor of the Exchequer the attached reply dealing with the Report generally, and I understand that he raises no objection to its issue. In view however of the Cabinet Resolution, I desire the sanction of the Cabinet to its issue.

It will be seen that in paragraphs 9 and 10 I make certain reservations as to the Committee's recommendations, and these paragraphs are perhaps the most material.

The matter is urgent as my reply has been long delayed, and I am being pressed by the Local Authorities to define my attitude.

H.A.L. Fisher.

22.12.20.
December 1920.

Dear Lord Burnham,

On the 15th October I acknowledged your letter of the 13th enclosing the Report of the 30th September of the Standing Joint Committee upon Standard Scales of Salaries for Teachers in Public Elementary Schools, and reserved such a considered reply as the importance of the matter requires.

I will now ask you to communicate to the Members of the Committee the following observations on their Report and on the situation to which it will give rise.

I do not dissent from the view of the Committee which is emphasised by the representatives of the Local Education Authorities in their letter to their constituents, that it was necessary or at all events very desirable to proceed beyond the point marked by the formulation of the Provisional Minimum Scale, towards the "orderly and progressive solution", of the salary problem in Public Elementary Schools. Their First Report, while securing a 'period of peace' for Authorities which adopted the Provisional Minimum Scale, left it open to the individual Authorities to continue or adopt a higher scale (to which a similar period of peace would attach) by agreement with their teachers: this liberty "as indeed inherent in the idea of a 'provisional minimum'. I understand that, on merits, it was the view of the Committee that just as

Rt. Hon. The Viscount Burnham, C.H.

1.
in many large areas scales much above the Provisional Minimum Scale already existed, so the improvement of salary scales in certain areas was proper and inevitable. On the other hand, the period of peace secured by the adoption of the First Report was in some cases only a short one, and I gather that just as Board had been impressed by the great difference between scale made before the Committee was set up, so the Committee were impressed by the embarrassment which was likely to arise from the multiplication of hap-hazard and possibly precipitate local settlements made without reference to any accepted standards without any guidance from the Standing Joint Committee.

The present Report of the Committee endeavours to afford such guidance and attaches to settlements effected with the approval of the Committee a 'period of peace' prolonged to 31st April 1925. In the interests of education this prolongation is a great advantage. The Report also recommends the adoption of a minimum 'carry over' from old to new scales spread over three financial years.

3. I observe that the Committee undertake within six months of the date of their Report, i.e. before 31st March 1921, to "settle and publish a Schedule showing the Standard "Scale which is, in their opinion, appropriate to each Local "Education Authority, due regard being had to Agreements arri "ved at under Sections 16 and 17 of this Report."

Those Sections contemplate the making, within four months of the date of the Report, i.e. before the 31st January in each area of provisional agreements "as to which Standard S is appropriate to the area", the notification of such local
agreements to the Committee, and the "confirmation of every such provisional agreement or otherwise" after full consideration of the representations of the Local Education Authorities and Teachers concerned.

While the adoption of a Standard Scale is not treated as obligatory before the expiration of the moratorium secured under the arrangements of the First Report, the Authorities' Panel, partly I imagine in order to avoid an interval of controversy, appeal to Authorities generally to adopt Standard Scales without delay, and Standard Scales confirmed by the Committee are to take effect as from a date not later than 1st April 1921.

So far as the Report rests on the general view that progress towards the establishment of the teaching profession on a sound basis is most likely to be achieved, is most likely to command the support of public opinion (on which progress in the last resort depends), and is least likely to provoke reaction, if it is made 'per gradua' and not 'per saltum', it is commanded to be by my own experience of affairs and knowledge of the difficulties of the present situation. While I do not dispute the necessity of admitting some measure of elasticity in the methods of applying the Scales, I am disposed to look at the series of scales, which has now been completed by the formulation of Scale 1., as indicating as a rule the next step which should be taken in the several areas, where any change is necessary.

It is obvious, as you point out, that this Report still leaves the Committee "a considerable part to play in the process of giving effect to the Report and a considerable share of responsibility for its accomplishment", and you express your own opinion, which is entitled to great respect, that the Committee is, through its constitution and the qualities which it has developed, well suited to perform the task which
it still has to face.

I accept this view, both as regards the quality of the Committee and its capacity by a continuance of its work to contribute to the consolidation of the public system of education. I regard the establishment of a Committee or Committees of this kind as a natural development of the system established by the Act of 1902, and as helping to close up the gap between the numerous Local Authorities and the Central Authority.

I therefore am sincerely anxious that the Committee should continue in existence and should continue to operate: and that I feel it my duty to qualify in several respects my general acceptance of the Report, I should greatly regret if I were deprived of the Committee's assistance in the solution of an extremely difficult problem.

The Committee and its constituents will recognize that both present conditions and future prospects afford grounds for grave anxiety as to the financial position of the Country, or at all events for great caution in the acceptance of conclusions the extent of which is not ascertainable. Under the present system of grants in aid of Elementary Education, for which I was responsible, the contributions of the State are related to and determined by the expenditure of the Local Education Authorities. There is now a financial partnership between the State and the Local Authorities of quite a different nature from that which existed when the expansion of local expenditure did not carry with it an expansion of grants.

If the Report of the Committee is acted upon, it will not be possible for anyone to estimate for some time to come, even provisionally, the cost to all the Local Authorities in the aggregate of the adoption of Standard Scales, nor the cost to
If effect is to be given to the financial relations between the Board and the Local Education Authorities contemplated by the Act of 1918, it is essential that arrangements to meet increased expenditure should be consistent with the presentation of proper and reliable estimates to Parliament. It is not possible to contemplate the continuance of a situation which imposes upon the Board the choice between estimates which may prove insufficient through not allowing for the independent and subsequent action of Local Education Authorities, and speculative estimates allowing for the possibility of such action. Apart from the issues raised by this Report, I have been convinced that different arrangements for the submission of estimates by the Local Education Authorities are necessary, so that I may not have to ask the Chancellor of the Exchequer to include in the Board's estimates a sum designed to cover unascertained and unascertainable increase in the expenditure of Local Authorities.

Apart from the question of estimates, I must confess that the "time-table" embodied in the Report appears to me much too hurried. If the Committee are, as I assume is intended, to consider the local provisional agreements as components of a national system and not merely to register them, and are to construct an appropriate Schedule covering every area in the Country, I do not see how they can possibly perform the function of approving "or otherwise" proposed scales and assigning scales where none are proposed, except on a comprehensive review of all the material and of the representations of Local Education Authorities and local bodies of
Teachers. A piecemeal construction of a Schedule seems to me inconsistent with the aims of the Committee. Greater care in assigning appropriate Scales is required as Scales III and IV. are approached, and though the process of assigning Scales I and II. to the areas in which salaries are lowest may be less laborious, a comprehensive review cannot be effected without careful study of all the material circumstances.

Further, I cannot fairly commit the Chancellor of the Exchequer in a matter of such large financial importance without careful consideration of the results of the Committee's labours, and it is therefore essential that time should be left for the Board to study the conclusions of the Committee and to review them as a whole, and to communicate their observations to the Committee, and if necessary to discuss them with the Committee. It is quite possible that by interchange of views at convenient stages the risk of pronounced divergence of views may be minimised, and I should be glad to sanction arrangements for co-operation between the Board's officers and the Committee, if such a course would be agreeable to the Committee.

On certain points affecting the operation of the scales I feel bound to make reservations. I cannot at present commit myself, without further consultation with the Chancellor of the Exchequer, to recognizing for the calculation of grant increased salary expenditure incurred by Local Education Authorities, as from a date as early as 1st April 1921 through the operation of standard scales coupled with so short a carry-over as the Report contemplates, and still less...
can I commit myself to recognition of increased expenditure attributable to any acceleration of the carry-over specified in the Report. On these points I must reserve a decision until, in the result of my review of the Committee's conclusions mentioned in the preceding paragraph, it is possible to form an idea of the financial effect of the adoption of the Committee's recommendations. I have already intimated in reply to a question in the House of Commons that where, since the issue of the Report, improved or standard scales have been adopted locally to take effect before their confirmation by the Committee, I cannot, at all events until they have been considered as components of the comprehensive schedule which is contemplated, commit the Board to pay grant in respect of any additional expenditure incurred; and moreover that I cannot in any case, and whatever the date at which an improved scale was adopted, commit the Board to the payment of grant on the basis of higher expenditure in any area than that involved by the adoption of Scale IV.

As regards the Scales themselves, I do not take exception to the figures, though, as I have said above, I cannot commit myself to the distribution of the Scales among the areas till I have been able to review the Committee's Schedule. I welcome, moreover, the prospect of checking the bewildering variety of local scales. The reduction of the varieties to a reasonable number of Standard Scales will greatly facilitate administration and conduce to the consolidation of the teaching service. I should not feel justified in refusing to recognise existing scales on the ground that they do not conform to Standard Scales, but where a change of a local scale is necessary I think that it should be in the direction of conformity to one or other of the Standard Scales. I will not anticipate the extent to which for the purposes of the Board's administration I may...
In conclusion, let me explain again my sense of the Board's obligation to the Members of the Committee for the time and trouble and labour which they have ungrudgingly given to the public service in this important matter. Their task has been a difficult one; it has made great demands on their persistence and endurance, and they have acted throughout with a full sense of their responsibility. They have the satisfaction of having in a remarkable short time both cleared the ground for the attack on this problem and made a considerable advance in its solution. Whatever the ultimate issue of their pioneer labours may be, their contribution to the development of the public system of education has been substantial.
BOARD OF EDUCATION.

REPORT

OF THE

STANDING JOINT COMMITTEE

REPRESENTATIVE OF

THE COUNTY COUNCILS ASSOCIATION, THE MUNICIPAL
CORPORATIONS ASSOCIATION, THE ASSOCIATION OF EDUCATION
COMMITTEES AND THE LONDON COUNTY COUNCIL, AND OF
THE NATIONAL UNION OF TEACHERS

ON

STANDARD SCALES
OF SALARIES FOR TEACHERS IN
PUBLIC ELEMENTARY SCHOOLS.

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1920.

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this Report.
REPORT BY THE STANDING JOINT COMMITTEE ON STANDARD SCALES OF SALARIES FOR TEACHERS IN PUBLIC ELEMENTARY SCHOOLS.

To the

RIGHT HON. THE PRESIDENT OF THE

BOARD OF EDUCATION.

Sir,

1. At the meeting on the 12th August, 1919, of the constituent Committee representing Associations of Local Education Authorities and the National Union of Teachers, it was resolved *inter alia*—

That it is desirable to provide a central organisation, representative of Local Education Authorities and Teachers, to secure the orderly and progressive solution of the salary problem in Public Elementary Schools by agreement, on a national basis, and its correlation with a solution of the salary problem in Secondary Schools;

That for this purpose a Standing Joint Committee of representatives of Local Education Authorities on the one side, and the National Union of Teachers on the other, in equal numbers should be constituted;

That for any resolution of the Committee the consent of both sides of the Committee should be required.

2. In their first report dated 21st November, 1919, the Standing Joint Committee presented for adoption a Provisional Minimum Scale, and later completed this in one particular by a Supplementary Report dated 24th June, 1920, upon the salaries of Teachers of Handicraft.

As the next step in the orderly and progressive solution of the problem the Committee have framed three Standard Scales, II., III. and IV., above the Provisional Minimum Scale. Pending the framing of Standard Scale I. the Provisional Minimum Scale retains its position. Standard Scale I. will be framed by the Committee not later than 1st January 1921. The Scales, together with the conditions governing their application, are set out below.

Scales for Certificated Teachers.

3. (a) Certificated Assistant Teachers, Two Years College Trained:

<table>
<thead>
<tr>
<th>Scales</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Minimum</td>
<td>Annual Increment</td>
</tr>
<tr>
<td>Provisional Minimum Scale (see Committee's Report of 21st November, 1919)</td>
<td>£ 160</td>
<td>£ 10</td>
</tr>
<tr>
<td>Standard Scale II</td>
<td>172 10</td>
<td>12 10</td>
</tr>
<tr>
<td>Standard Scale III</td>
<td>182 10</td>
<td>12 10</td>
</tr>
<tr>
<td>Standard Scale IV</td>
<td>200 0</td>
<td>12 10</td>
</tr>
</tbody>
</table>

(b) There shall be added to the Minimum—

(i) one increment for Certificated Teachers who either have completed a three years' continuous period of training or are graduates of a British University;

(ii) two increments for Certificated Teachers who are graduates of British Universities, and have also completed a four years' continuous period of training.

(c) For other Certificated Assistant Teachers, except as provided in Section 14 of this Report, the Minimum shall be less than that stated in (a) above by the amount of one increment in each case, the maximum remaining unaltered.


Married Teachers—

In cases in which a husband and wife, both being Certificated Teachers, have been appointed or are appointed to posts in the same school or department, and where the requirements of the Board of Education as to staffing can be met by the appointment of an Assistant Teacher who is not Certificated, the salary of the husband (if he be the Assistant Teacher) or of the wife (if she be the Assistant Teacher) shall be that attaching to the status of the Assistant Teacher required.

Scales for Certificated Head Teachers.

4. (a) For the purpose of Head Teachers' Salaries schools shall be graded according to average attendance thus:

<table>
<thead>
<tr>
<th>Grade</th>
<th>Average Attendance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grade I</td>
<td>Not over 100 in average attendance.</td>
</tr>
<tr>
<td>Grade II</td>
<td>Over 100 but not over 200 in average attendance.</td>
</tr>
<tr>
<td>Grade III</td>
<td>200 to 250</td>
</tr>
<tr>
<td>Grade IV</td>
<td>250 to 300</td>
</tr>
<tr>
<td>Grade V</td>
<td>300 to 350</td>
</tr>
</tbody>
</table>

(b) An Assistant Teacher on appointment to a Head Teachership, and a Head Teacher on promotion to a higher grade, shall have his or her existing salary increased by a promotion increment per grade of School as follows:

<table>
<thead>
<tr>
<th>Grade</th>
<th>Provisional Minimum Scale</th>
<th>Standard Scale II</th>
<th>Standard Scale III</th>
<th>Standard Scale IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>Men</td>
<td>£20*</td>
<td>£20</td>
<td>£25</td>
<td>£25</td>
</tr>
<tr>
<td>Women</td>
<td>£15*</td>
<td>£15</td>
<td>£20</td>
<td>£20</td>
</tr>
</tbody>
</table>

(c) Annual Increments for Head Teachers—

<table>
<thead>
<tr>
<th>Scales</th>
<th>Provisional Minimum Scale</th>
<th>£12 to 0</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other Scales</td>
<td>-</td>
<td>£15 0 0</td>
</tr>
</tbody>
</table>

(d) Maxima for Head Teachers—

<table>
<thead>
<tr>
<th>Grade</th>
<th>Provisional Minimum Scale</th>
<th>Standard Scale II</th>
<th>Standard Scale III</th>
<th>Standard Scale IV</th>
</tr>
</thead>
<tbody>
<tr>
<td>Men</td>
<td>£330†</td>
<td>£374</td>
<td>£418</td>
<td>£467</td>
</tr>
<tr>
<td>Women</td>
<td>£204†</td>
<td>£300</td>
<td>£335</td>
<td>£374</td>
</tr>
</tbody>
</table>

* In Schools with an average attendance not exceeding 40 under the Provisional Minimum Scale the Promotion Increment is £10.
† In Schools with an average attendance not exceeding 40 under the Provisional Minimum Scale the maximum is £335 for men and £252 10s. for women respectively.
5. (a) Uncertificated Assistant Teachers—

<table>
<thead>
<tr>
<th>Scales</th>
<th>Men</th>
<th>Women</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Minimum</td>
<td>Annual Increment</td>
</tr>
<tr>
<td>Provisional Minimum Scale</td>
<td>£ 100</td>
<td>0 s.</td>
</tr>
<tr>
<td>Standard Scale II.</td>
<td>£ 103</td>
<td>10 s.</td>
</tr>
<tr>
<td>Standard Scale III.</td>
<td>£ 109</td>
<td>0 s.</td>
</tr>
<tr>
<td>Standard Scale IV.</td>
<td>£ 120</td>
<td>0 s.</td>
</tr>
</tbody>
</table>

(b) Uncertificated Head Teachers—

An Uncertificated Teacher on appointment as a Head Teacher shall receive a promotion increment of £10, and shall proceed by annual increments of £10 to a maximum which shall in Scales II., III. and IV. exceed the maximum for Uncertificated Assistant Teachers by £20 in the case of men and £15 in the case of women.

6. (a) Domestic Science Mistresses holding a diploma or diplomas of a recognised training school covering Cookery, Laundry, and Housewifery, shall be placed on the same Scale as two years College-trained Certificated Assistant Mistresses; teachers already recognised by the Board of Education and holding a diploma of a recognised training school, but who have not qualified in the three subjects, to be placed on the same scale.

(b) Other recognised Domestic Science Mistresses shall be placed on the same Scale as other Certificated Assistant Mistresses.

(c) Teachers of Domestic Subjects holding the Teacher's Certificate of the Board of Education shall be placed on the corresponding Scale for Certificated Assistant Teachers.

(d) A teacher of Handicraft who holds the Elementary School Teacher's Certificate of the Board of Education and a diploma in Handicraft recognised by the Board of Education shall be graded as a Certificated Assistant Teacher, two years College-trained.

(e) A teacher of Handicraft who does not hold the Elementary School Teacher's Certificate of the Board of Education but holds a diploma in Handicraft recognised by the Board of Education;

(i) If appointed before 1st April, 1914, shall be graded as a Certificated Assistant Teacher not College-trained.

(ii) If appointed on or after 1st April, 1914, but before 1st January, 1921, shall, if recognised by the Board as an Uncertificated Teacher or upon obtaining such recognition, be graded as a Certificated Assistant Teacher not College-trained.

(iii) If the case does not fall under either (i) or (ii) of this section shall be graded as an Uncertificated Teacher.

Teachers in Day Special Schools.

7. Assistant Teachers in Day Special Schools, including Blind and Deaf Schools, shall receive one increment more than they would have received in Public Elementary Schools and shall proceed to the same maximum. Head Teachers of such Special
Schools with an average attendance not exceeding 40 shall be placed on the Grade I. scale, of Schools with an average attendance over 40 but not exceeding 100 shall be placed on Grade II. scale, and of Schools with an average attendance over 100 and not exceeding 200 shall be placed on the Grade III. scale, and similarly for other Grades.

Grading and Re-Grading of Schools.

8. All grading and re-grading of existing schools for the purposes of this Report, shall be determined by reference to the average attendance calculated on the average of the preceding three financial years; provided that—

(i) If, owing to causes beyond the control of the existing Head Teacher such average is found to be below the minimum of the grade within which the School would otherwise be placed at the time of the first or subsequent grading under these Scales, the Head Teacher shall not be thereby prejudiced as regards grade salary, increments or maximum.

(ii) If such average is found to be above the maximum of the grade in which the school is so placed, the Local Education Authority may:

(i) Promote the existing Head Teacher to a higher grade; or

(ii) At the request of the existing Head Teacher, continue him in his post at the same emoluments in respect of salary, increments, and maximum, as if the School had not risen in grade; or

(iii) Declare a vacancy in the post of Head Teacher and consider the existing Head Teacher in competition with other applicants for appointment to the post.

Carry-over.

9. All Teachers shall be brought to their correct positions on the Standard Scale adopted by the Authority in the following manner:—

(a) As and from the date of the introduction of the Standard Scale any payment due under previous scales, whether by way of Carry-over or of Increment, shall cease to be due.

(b) The correct position of the Teacher on the Standard Scale adopted shall be the position which that Teacher would have reached on the date of the introduction of such scale by the Authority had that scale been in force throughout his or her term of service, wherever rendered, full allowance being made for any service with the Forces of the Crown.

(c) In the case of Head Teachers, the correct position on the Standard Scale adopted shall be ascertained by adding to the minimum of that scale for Assistant Teachers, for each complete year of service as an Assistant Teacher, one increment on the scale applying to that service, up to the maximum of that scale, plus one scale increment for each complete year of service as Head Teacher, together with the appropriate promotion increment, provided that the maximum salary of the Grade on the scale is not exceeded.

(d) The difference between the correct Scale position and the salary, subject to (a) above, on the existing scale at the date of the introduction of the Standard Scale shall be ascertained, and the minimum "carry-over" shall be as follows:

(i) The said difference shall be divided into Three Parts, viz.: a First Part which shall be one half of the said difference, and Second and Third Parts each of which shall be one quarter of the said difference.

(ii) The First Part shall be paid as part of the salary due on and from the date of the introduction of the Standard Scale.

(iii) The Second and Third Parts shall accrue on the first and second anniversaries respectively of the introduction of the Standard Scale.

(iv) On the date on which annual increments normally accrue under the Authority, an increment shall, subject to any regulations of the Authority, accrue under the Standard Scale adopted, and thereafter annually until the maximum of the scale is reached.
(v) The annual increment is independent of and additional to the increments provided for in (i), (ii) and (iii) of this Subsection, but no increase shall be granted by way of carry-over or of annual increment which will bring a teacher beyond his or her correct position on the Standard Scale.

(e) Nothing in this Report is intended to preclude an Authority from dealing specially, for the purposes of the "Carry-over," with the case of a teacher whose service has been declared to be unsatisfactory and continues to be so regarded, provided always that no teacher shall be penalised in respect of years of satisfactory service.

**GENERAL CONDITIONS.**

**Condition of Increments.**

10. No increment shall be withheld in respect of any year unless the service for that year has been declared unsatisfactory by the Local Education Authority or Education Committee, but the effect of this shall be limited to one year unless the Local Education Authority or the Education Committee otherwise determine.

11. Any bonus paid during the financial year in which a Standard Scale comes into force shall be deemed a payment under the Standard Scale.

**Date of Application.**

12. A Standard Scale adopted for any area shall come into operation on a date to be stated in the Provisional Agreement mentioned in Section 16 below, subject to the confirmation mentioned in Section 17 below, and any increments falling due on or after that date shall in amount be as provided under the Standard Scale.

**Date of Increments.**

13. Each Authority may follow its present procedure as regards the date of payment of annual increments.

**Payments in excess of the Scale.**

14. Nothing in the Standard Scales shall be held to limit the discretion of the Authority to make additional payments (a) for a period of College Training less than two years, (b) for special qualifications, (c) to Women Teachers holding posts of special responsibility in large mixed Schools, or (d) for similar reasons.

**Effect upon the Provisional Minimum Scale.**

15. Nothing in the Standard Scales or in the conditions attaching to them shall affect the provisions of the Report of 21st November, 1919, upon the Provisional Minimum Scale, including the arrangements set out in Section 15 of that Report.

**Allocation of the Standard Scales to the Several Areas.**

16. Every Local Education Authority is invited by the Committee to confer with the Teachers in its area with a view to a Provisional Agreement as to which Standard Scale is appropriate to the area, and on such Provisional Agreement being reached to notify the Standing Joint Committee accordingly. Such notification should be given within four months from the date of the issue of this Report.

17. The Committee shall consider every such Provisional Agreement and confirm it or otherwise, and for that purpose they may have before them representations from the Local Education Authority and the Teachers, and they shall not come to any decision contrary to an Agreement without having asked for and considered such representations.

18. Within six months from the date of issue of this Report the Committee shall settle and publish a Schedule showing the Standard Scale which is, in their
opinion, appropriate to each Local Education Authority, due regard being had to
Agreements arrived at under Sections 16 and 17 of this Report.

EXISTING SCALES.

19. No Scale in operation on the date of the issue of this Report shall be reduced
by reason of anything contained in this Report.

CHANGE OF SCALES.

20. Any Local Education Authority may, at any time, in agreement with its
Teachers, and with the consent of the Standing Joint Committee, proceed from one
Standard Scale to another, provided nevertheless that no Local Education Authority
outside the "London Area" as defined in Section 25 below, shall adopt Scale IV,
unless such adoption is confirmed by the Standing Joint Committee.

21. The Standing Joint Committee, and each Panel of it (i.e., the representatives
of the County Councils Association, the Municipal Corporations Association, the
Association of Education Committees and the London County Council, and the
representatives of the National Union of Teachers respectively), shall exert their
best influence to prevent the adoption or change of a Scale by any Local Education
Authority contrary to the opinion or decision of the Committee, and the Committee
may, if necessary, make representations to the Board of Education concerning such
action by any Local Education Authority.

22. If after 1st April, 1921, the datum figure of the cost of living as certified
by the Board of Trade reaches 170 per cent. over pre-war costs and remains not less
than that for a period of 6 months subsequent to the afore-mentioned date, it shall
be open to the Chairman of the Standing Joint Committee on the application of
either Panel to call the Committee together for the purpose of adjusting the Standard
Scales of Salaries to meet such abnormal economic conditions for such time as the
abnormality has existed or may continue to exist, but any payment under such
adjustment shall not be made before 1st April, 1922.

23. Any disagreement between a Local Education Authority and its Teachers
on the subject of the adoption, change or interpretation of a Salary Scale shall be
referred to the decision of the Standing Joint Committee at the instance either of the
Authority or of the Executive of the National Union of Teachers.

MINIMUM DURATION OF STANDARD SCALES.

24. The provisions of Section 15 of the Committee's Report of the 21st November,
1919, as to the abstention from pressure by Teachers upon Local Education
Authorities shall be extended until the 1st April, 1925, in the case of Authorities
which adopt Standard Scales appropriate to their respective areas to take effect as
and from a date not later than 1st April, 1921; except that the arrangements
already made with the concurrence of the Standing Joint Committee between the
London County Council and the Teachers in their area shall, as agreed, hold good
for three years as from the 1st April, 1920, and that, if a new Scale of salaries be
agreed between the Authorities in the "London Area," as defined below, and their
Teachers, to operate on or after 1st April, 1923; it shall be subject to ratification
by the Committee and shall hold good until 1st April, 1925; provided that a
decision of a majority of representatives of the areas constituting the "London
Area," appointed on a basis and following a procedure to be determined by the
Standing Joint Committee, shall be deemed to be the decision for all such areas.

25. The "London Area" shall be the areas, wholly or partly within the
Metropolitan Police District, of such Local Education Authorities as shall arrive at
a Provisional Agreement (as defined in Section 16 of this Report) with their
Teachers that Standard Scale IV is the appropriate Scale for the whole of their
respective areas; provided that if the Local Education Authority and the Teachers
of any area fail to reach such an agreement within a period of six months from the
date of issue of this Report, the Committee shall settle and publish the Scale which
in their opinion is appropriate to the Local Education Authority concerned.
26. We have unanimously agreed upon this Report and accordingly now present it for adoption by all concerned.

We have the honour to be,

Sir,

Your obedient Servants,

BURNHAM (Chairman).

W. D. BENTLIFF
A. F. CHUDB
E. R. CONWAY
HARRY COWARD
C. W. CROOK
J. E. DOGHERTY
FLORENCE DUNN
ALFRED FLAVELL
W. M. FOLLAND
F. W. GOLDSTONE
E. W. JONES
J. H. LUMBY
EVELINE PHILLIPS
G. H. POWELL
E. J. SAINSBURY
A. A. SCORRER
T. SHEIRINGDON
ARTHUR A. THOMAS
JOHN J. WILKINSON
CHAS. T. WING
J. F. WOOD
J. H. YOXALL

CECEL. E. BOVILL
G. H. GATER
J. L. HOLLAND
J. C. HURLE
P. R. JACKSON
H. MELLISH
T. H. MORRIS
C. G. WATKINS
R. BLAIR
CYRIL S. COBB
J. W. ALSOP
JAMES GRAHAM
R. BEATTIE NICHOLSON
A. C. COFFIN
H. D. STRUTHERS
JAMES WALSH
SHERLEY HEY
F. J. LESLIE
GEO. LUNN
J. OLDERSHAW
W. E. RALEY
PERCIVAL SHARP

Representing the National Union of Teachers.

Representing the County Councils Association.

Representing the London County Council.

Representing the Association of Municipal Corporations.

Representing the Association of Education Committees.

F. J. LESLIE
J. H. YOXALL

Joint Hon. Secretaries.

30th September, 1920.

LETTER ADDRESSED TO LOCAL EDUCATION AUTHORITIES BY THEIR REPRESENTATIVES UPON THE STANDING JOINT COMMITTEE.

DEAR SIR,

Herewith we send you a copy of the Report of the Standing Joint Committee on Standard Scales of Salaries for Teachers in Public Elementary Schools. On behalf of the representatives of the Local Education Authorities on the Committee we desire to draw your attention to the following considerations which influenced them in joining in the preparation and issue of this Report.

The task remitted to the Committee by the President of the Board of Education was to secure "the orderly and progressive solution of the salary problem" by agreement, on a national basis.

The issue of the Report dated 21st November, 1919, recommending a Provisional Minimum Scale was only the first step towards the fulfillment of our task.

Your representatives are glad to learn that every Local Education Authority in England and Wales whose Scale was previously below the Provisional Minimum Scale has now raised its Scale to at least the level of that Scale.

The Panel representing your interests on the Committee is, however, convinced that so many Authorities have set up varying Scales above the Provisional Minimum Scale, and so many others are negotiating new Scales, all tending to foster the spirit of competition between Local Education Authorities, that a series of Standard Scales is imperatively necessary, and this Report is the result of their negotiations to that end with the Teachers' representatives.

Your representatives, recognizing the altered economic conditions now prevailing as compared with those existing in the Autumn of 1919 when the Provisional Minimum Scale Report was prepared, have agreed to join in preparing by the
1st January, 1921, a Standard Scale I. to take effect from a date not later than 1st April, 1921.

They therefore strongly urge Local Education Authorities to adopt, in agreement with their Teachers, such one of the Standard Scales as is appropriate to their respective areas, to take effect from a date not later than the 1st April, 1921.

Nothing in the present Report alters the protection given to Education Authorities which have adopted the Provisional Minimum Scale or a better Scale, but the adoption of an appropriate Standard Scale, to take effect as and from the 1st April, 1921, will extend the "period of peace" previously secured until 1st April, 1925.

Your representatives on the Standing Joint Committee commend this Report on Standard Scales to your favourable consideration, and will be glad to give any such further assistance or advice as may be desired.

Yours faithfully,

GEORGE LUNN (Chairman).

FRANK J. LESLIE (Hon. Secretary).

(Local Education Authorities' Panel of the Standing Joint Committee).

LETTER ADDRESSED BY THE CHAIRMAN OF THE STANDING JOINT COMMITTEE TO THE PRESIDENT OF THE BOARD OF EDUCATION.

13, Bryanston Square, W.,

Dear Mr. Fisher,

In November last I was able to inform you that the Standing Joint Committee representing Associations of Local Education Authorities and the National Union of Teachers, which was constituted at your instance and met in September last year "to secure the orderly and progressive solution of the salary problem in public elementary schools, by agreement, on a national basis," had completed the first stage of their work by agreeing upon a Provisional Minimum Scale of Salaries for Teachers in Public Elementary Schools.

The Report which they then "presented for adoption by all concerned" met with general acceptance among those Local Education Authorities whose scales of salary had not yet been adjusted to the conditions of the time. I am informed that at this moment there is no Authority in whose area the rates of pay are not at least equivalent to those recommended by the Standing Joint Committee as a "provisional minimum."

The Report resulted, I am sure, in much benefit to the public service of education, not only in improving the position of existing teachers and the prospects offered to candidates for the profession, but also because it marked the first approach towards a common basis for the treatment of the salary problem. It also led to the attainment of some degree of regularity in conditions of service in a large number of areas the differences of which in this respect were embarrassing and vexatious and stood in the way of the consolidation of the profession.

In February of this year the Committee considered whether they ought not at once to carry their work a stage further by furnishing Local Education Authorities with guidance in the construction and application of Standard Scales of salary, which might, even if finality were unattainable, secure a fair settlement for a substantial period of peace.

In some areas scales of salary considerably above the "provisional minimum" had been adopted by agreement between the Authorities and their Teachers, or were contemplated. In other areas it was recognised that scales above the minimum were justifiable and appropriate, but no accepted standards, other than standards mainly competitive, were available by reference to which negotiations might be conducted, and the parties appeared to be embarrassed by uncertainty and the fear that they might accept less or concede more than a further review by the Committee of the material circumstances from the general standpoint would justify. It was indeed, in my own opinion, most undesirable that the "orderly and progressive solution" of the salary problem should be prejudiced by the multiplication of haphazard local settlements.

The application of a single Standard Scale to all areas, whatever their geographical position, urban or rural character and local economic conditions, was considered impracticable. The Committee accordingly addressed themselves to the...
task of formulating Standard Scales, a task of great inherent difficulty, which was
certainly not lessened by the necessity of dealing expeditiously with a very difficult
situation which had arisen in London.

After thirteen meetings of the full Committee (since the adoption of the
First Report) and numerous meetings of Sub-Committees, the Report which I now
submit to you was unanimously adopted. Owing to the nature of the subject
matter it is necessarily more complex than the First Report. If, as I sincerely
hope will be the case, the Report is generally accepted by the Teachers and the
Authorities, it still leaves to the Standing Joint Committee a considerable part to
play in the process of giving effect to the Report and a considerable share of
responsibility for its accomplishment. I do not myself regard this as a defect.
I am sure that no Committee, unless it together with its constituents were endowed
with supernatural wisdom, could have devised a report on such a subject which
would leave it nothing more to do nor any " loose ends " to be gathered up in the
process of dealing with concrete individual cases. And, indeed, I am so much
impressed by the industry, fairness, and public spirit of the Committee and its
capacity for practical affairs, that it would in my opinion be unfortunate if it did
not remain intimately concerned with the application of the recommendations
which it has made.

There is, I think, general agreement that it has already succeeded in creating
in the country, at large a much clearer atmosphere and better temper, and has
largely neutralised, in the province of public education, tendencies which at one
time threatened not only to impair the efficiency of that service but to weaken its
stabilising influence in the critical period of national reconstruction. But on the
men and women who form the Committee itself the constant interchange of
divergent or conflicting views and their reconciliation have naturally had a
consolidating effect far greater than can be reflected in the constituencies which
they represent. I have watched the development of the Committee with great
interest and some knowledge of the character and methods of similar bodies. It
was a good body to start with, but it is a much better body now, and I venture
to think that it has grown up into an organisation on whose public spirit and
statesmanlike quality you can confidently rely and which is both willing and com­
petent to help you in that development of the public system of education to which
you have set your hand and for which you are responsible.

I am sure the members of the National Union of Teachers will not misunder­
stand me if I refer particularly to the self-sacrificing and ungrudging spirit in which
the representatives of the Local Education Authorities have devoted themselves
to the arduous work of the Committee. These busy people, already carrying a
heavy burden of responsible public work, have come to London time after time,
many from long distances, determined to " put the business through." If ever
a body of representatives has laboured unremittingly and exhaustingly in the
discharge of its commission it is the Local Authorities' Panel of the Joint Committee.
I am afraid that if similar Panels are to be formed for the consideration of the
salary problem in branches of education not yet touched, they will have to include
a good deal of fresh blood, as some members of the present Panel cannot fairly be
asked to do more. As for the representatives of the Teachers, I will only say that
whilst both in qualities of character and in ability they have worthily maintained
the credit of their profession, they have shown themselves excellent men and
women of business.

To Sir G. Lunn as Chairman and spokesman of the Authorities' Panel, and
to Sir J. Yoxall who doubled the parts of spokesman and Secretary of the Teachers'
Panel, much of the credit of the Committee's work is due. Their qualities of
leadership and good humour and experience as men of affairs have been invaluable.
Mr. Leslie, as Secretary of the Authorities' Panel and as their spokesman on the
Reference Committee, has had both hands full. He has personally conducted a
large mass of correspondence and has thereby " kept the decks clear " for the
Committee and enabled it to concentrate on its main business.

I enclose herewith a copy of a letter which the Local Authorities' Panel are
addressing to their constituents, and I hope you will see your way to give early
publicity to the Report in such manner as you may think most convenient.

I am,
Yours sincerely,

THE Rt. HON. H. A. L. FISHER, M.P.,
Board of Education,
Whitehall, S.W.1.
LETTER FROM THE PRESIDENT OF THE BOARD OF EDUCATION
TO THE CHAIRMAN OF THE STANDING JOINT COMMITTEE.

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Board of Education,
Whitehall, S.W.1.

15th October, 1920.

DEAR LORD BURNHAM,

I have received your letter of the 13th October, enclosing the Report of the Standing Joint Committee upon Standard Scales of Salaries for Teachers in Public Elementary Schools. I understand that the immediate publication of the Report is desired, and in order that it may not be delayed I will not now attempt such a considered reply as the importance of the matter requires.

It would, however, be ungracious if I did not at once express my cordial recognition of the spirit in which the Committee has worked. What you say of it will be most gratifying to all the friends of Education. I both know and appreciate what real sacrifices of time and, I am afraid, sometimes of health their work has entailed upon the members and on their spokesmen and Secretaries. I am very grateful to them. To yourself, as Chairman, I desire to express my warmest thanks for your services. There are many demands on your time and energy. You spend them generously on public work. In the present case I learn from many quarters how much your good judgment, tact, and patience, together with your sincere interest in the subject matter, have furthered the work of the Joint Committee. I am sure your time has not been wasted in endeavouring to promote the welfare of one of the most important branches of the public service.

Yours sincerely,

H. A. L. FISHER.