A SURVEY OF SALARY SCHEDULES IN ARIZONA PUBLIC SCHOOLS, 1948-1949

by

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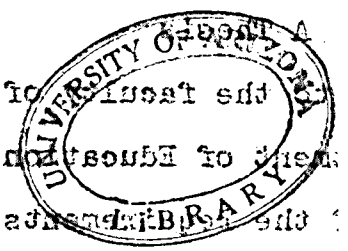
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CHAPTER I

INTRODUCTION

The Importance of the Teacher

Parents and citizens of today realize that an adequate education is a necessity for every child. Each day it is forcibly brought to their attention that the uneducated citizen is severely handicapped in his business, political and social contacts. Consequently, the importance of the school and the teacher is forced upon their attention. Therefore, as our modern society grows in complexity, a greater amount of dependence is placed by society upon the school and the teacher to prepare the youth of the country for effective participation in the economic, cultural, social and political life of the community and state. Society depends on the teacher not only to pass on to the youth of today the cultures of the past, but to reinterpret them into useful tools for a modern world.

The school now assumes the obligation of taking the child at an early age and giving him not only the knowledges and tools for effective participation in life, but also the factors which will develop him into a well-adjusted social individual. Thus the school has taken on many of the obligations of the family, and consequently the importance of

the teacher takes on greater significance. Administrators, supervisors, boards of education, textbooks, school buildings and teaching aids are secondary factors in the school in the effective learning of the pupil. Next to the pupil himself, the classroom teacher is the most important factor influencing the amount and quality of pupil learning. An educational writer has said:

> The center of the converging forces in the educational system is the classroom. It is here that the demands of society, the new philosophy, the revised curriculums, the findings of experimental research, and the best from experience are utilized and realized in and through instruction. It is here that life is real and earnest. The idea and ideals and proposals so often written on paper must be here impressed upon living tissue. Responsibility here is not an abstraction but a living reality.[1]

The war-time exodus of teachers from the profession to the armed forces and to industry because of inadequate salaries in the teaching profession severely jolted the complacency of the general public. In many instances boards of education were obliged to employ just anyone who would accept a teaching position. Because of the ineffectiveness of these emergency-untrained teachers, parents and patrons of school districts became aware of the merits of having well-trained teachers, and a greater respect for the teacher developed. The National Education Association grasped

1. Butler, Frank A. The Improvement of Teaching in Secondary Schools, pp. 8-9.

the opportunity to advertise the importance of teachers to society and the necessity of paying them a professional salary commensurate with their training and experience if an adequate supply was to be assured. Citizens began to appreciate the value of the teacher in developing attitudes, habits, and skills which would give their children peace of mind; tolerance in religion, race and international problems; habits for effective use of leisure time; and the mental and physical health for coping with propaganda and isms in a world of dilemma. Competent teachers were in high demand since about 1946, and salaries skyrocketed.

Because of the short supply of professionally-trained teachers, the current respect the public holds for them, the demand by the public for selected, certified, and competent teachers, and further because of the renewed interest of local and national groups in the improvement of teacher training and professional standards, and the current trend of having teacher representation on salary scheduling committees the teaching profession is now in an excellent position to demand and get satisfactory salaries.

The Influence of Salaries

The income of individuals and families determines very largely their social, economic, and cultural habits. Other factors being equal, a family unit is controlled in the quality and quantity of its choice of food, clothing,

shelter, recreation, and travel in direct proportion to its earnings. Since the amount of salary gauges the comforts and luxuries of the family unit, the adequateness of the salary bears a direct influence upon the type of individual choosing a given profession, as well as on the in-service study, growth, and morale of the individual in the profession. These factors are just as influential in the teaching profession as in other fields.

Young students having character, personality, and intelligence naturally consider the adequateness of the salary and expected life earnings when choosing a career. An adequate salary is important because it means having the necessities of life in an amount sufficient for one's dependents; a reasonable amount for giving to worthy causes; ample opportunity for recreation, for cultural and professional growth; and a chance to make adequate provision for emergencies and for retirement. In this regard teaching has not offered the same attraction as other fields requiring comparable training and experience. Consequently, the most gifted young people have not chosen teaching as a lifetime profession. Young men who have obtained collegiate training for teaching often have been forced into less attractive occupations in order to maintain a decent standard of living. It would seem that unless teacher salaries keep pace with higher standards of teacher certification requirements and can offer attractive living and adequate retirement,

the shortage of adequately-trained, well-adjusted teachers will become a chronic condition, and the type of individual attracted to teaching will not be able to meet the demands of modern education.

Satisfactory salaries very largely determine the in-service improvement and morale of teachers. Salaries which provide the necessities of life with a comfortable margin encourage teachers to participate in extension work and summer school sessions. They make active membership in national and local professional organizations a personal pleasure and satisfaction. Individual study for self-improvement becomes a welcomed challenge. Wholesome active participation and leadership in cultural, charitable, and civic affairs of the community and state are eagerly accepted. The teacher is freed from seeking part-time work to bolster his income; his morale is wholesome; and he has the necessary time for preparation and the personal energy to do a superior job of teaching and individual pupil guidance as well as visiting parents.

It seems apparent that if teaching efficiency is expected, satisfactory salaries must be paid throughout the professional life of a teacher. Teachers must also be able to expect larger salaries commensurate with in-service improvement and efficiency acquired through experience and advanced study.

Values of a Definite Salary Schedule

The values of having a definite schedule for the paying of teachers' salaries are recognized today. The National Education Association reports that almost all of the larger cities and nearly three-fourths of the smaller cities having a population of ten to thirty thousand use a definite salary schedule; when all cities having a population of 2500 and over are considered, 85 percent have a salary schedule.[2]

A definite salary schedule is valuable to school administrators and boards of education in that it facilitates planning the current budget as well as providing the basis for predicting future budgetary needs. Teachers can make definite plans; they can devote time and energy to improving teaching efficiency, since they are relieved of the necessity of courting personal favor of the administration and bargaining individually for a salary raise. Favorable salary schedules tend to raise the caliber of the individual entering the teaching profession, as well as insuring an adequate supply of individuals having character, personality, intelligence, and love for children adequately trained in the art of teaching. The National Education Association asserts:

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2. "Salaries and Salary Schedules of City School Employees, 1948-49." N.E.A. Research Bulletin, 27:65 (April, 1949).

> The cornerstone of any sound salary policy is that it be definite. Minimum and maximum amounts for each salary class in the schedule, with fixed increment steps in advancing from the minimum to the maximum, are essential. These features make it possible for a teacher to plan with confidence. They enable the board of education to estimate budget needs and to adjust finances accordingly. They prevent the sense of injustice that is created when haphazard salary rates prevail ....[3]

Once the schedule has been decided upon, it should be followed except in cases of unusual circumstances. If it is often disregarded without cause, its effectiveness and benefits are lost, and the morale of the teacher and members of the board of education will be depressed.

The Problem of This Study

In the past few years as boards of education have revised existing salary schedules or where schedules have been newly adopted, interested citizens and teachers have commented more and more upon the merits and demerits of their schedule. Recent innovations in the scheduling of teacher salaries have been vigorously discussed. Arizona's teachers, administrators, and citizens have debated teacher salary schedules and the adequacy of current salaries as vigorously as any other group. The problem of this study is to survey salary schedules used in the public elementary

3. Department of Classroom Teachers and Research Division, N.E.A. Salary Scheduling, p. 2.

and secondary schools of Arizona during the 1948-1949 school year. They will be compared with national norms as reported for the same year by the Research Division of the National Education Association in its biennial report of March, 1949, "Salaries and Salary Schedules of City School Employees, 1948-49."

Although the N.E.A. Research Division studied the salaries and salary schedules of all school employees, this present study will deal only with the salaries and salary schedules of full-time elementary and secondary classroom teachers of Arizona's public schools. This limitation is necessary since there are few, if any, salary schedules covering non-teaching school personnel in Arizona.

Sources of Data

Related foundational materials were obtained from the libraries of the University of Arizona and the Arizona State College at Tempe. Many bulletins and reports were secured directly from the National Education Association. The salary schedules used in the study were obtained from the Arizona Education Association which obtained them directly from school administrators throughout the state. The data on teachers' salaries were secured from the Opening of School Notice cards on file in the office of the Superintendent of Public Instruction, Phoenix. Other materials and reports were also secured through that office.

Procedure

A study of periodicals, research bulletins, and other writings was made so that a knowledge of the history, theory, trends, and practices concerning teacher salaries and salary scheduling could be gained. Then a survey of the salaries paid teachers and the salary schedules used in the public elementary and secondary schools of Arizona during the 1948-49 school year was made. The data were treated statistically in order to determine existing conditions and practices. Analyses were made of the range and distribution of teacher salaries; minimum, maximum, and median salaries; comparative value of salaries; prevalence and distribution of salary schedules; types of schedules used; and number, size, and distribution of increments. The data were compared with national norms. It is believed the study provided for generalizations and conclusions from which recommendations were made to those concerned with salary problems in the public schools of Arizona.

Definition

There are three basic classifications of teacher salary schedules based upon position, preparation, or a combination of position and preparation. However, for purposes of this study, schedules conforming to the following minimum definition were accepted: a salary schedule is any written scheme for the systematic paying of teachers' salaries which has been officially adopted by the board of education and

declared to be the salary schedule for the district concerned.

Review of Related Studies

Professional education periodicals have published numerous articles dealing with the problem of teachers' salaries during and since World War II. Many of the articles merely belabored the inadequacy of teacher salaries, while others discussed the salary problem along with the necessity of maintaining and improving professional standards and made definite recommendations for the improvement of both. The National Commission on Teacher Education and Professional Standards under the able leadership of its executive secretary, Dr. Ralph McDonald, accomplished a good deal toward stimulating unity of purpose in the profession by pointing up the salary problem through releasing pertinent statistics, conducting national and regional conferences, and publishing stimulating articles. Since the turn of the century many cities have studied through committees the teacher salary problem and have aided in determining sound philosophy. Some of the better studies were conducted by New York City, Cincinnati, Pittsburgh, and San Francisco.[4]

4. Final Report of the Citizens' Committee on Teachers' Salaries. Teachers' Salaries in New York City.
Report of the Committee. The Study of Salaries in the Cincinnati Public Schools.
Citizens' Committee on Teachers' Salaries in Pittsburgh. Recommended Salary Schedule and Plans for Its Administration.
Hart, F.W. and Peterson, L.H. Teachers' Salaries in San Francisco.

Although published in 1933, a book by Eells on the cost of living and teachers' salaries contains valuable information.[5] The Master's thesis by the late John S. Welch treats the single salary schedule admirably,[6] while perhaps the best single text on teacher salaries is by Elsbree.[7]

The National Education Association through its Research Division has made many studies of the salary problem and has compiled figures biennially since 1923 on teacher salaries and practices; the profession is much indebted for this wealth of material. The N.E.A. Research Bulletins of April, 1949, October, 1947, January, 1936 and March, 1936 are particularly informative on the problem of salaries and salary scheduling.[8] However, for concise philosophy covering problems and principles in the scheduling of teacher salaries, the report of the National Education Association Committee on Salaries in 1940 and a discussion pamphlet released by the Department of Classroom Teachers of the N.E.A.

5. Eells, Walter Crosby. Teachers' Salaries and the Cost of Living.
6. Welch, John S. "An Evaluation of the Single Salary Schedule for Public School Teachers."
7. Elsbree, Willard S. Teachers' Salaries.
8. "Salaries and Salary Schedules of City School Employees, 1948-49." N.E.A. Research Bulletin 27:44-69 (April, 1949). "Analysis of Single Salary Schedules." Ibid., 25:76-109 (October, 1947). "The Preparation of Teachers' Salary Schedules," Part I, Administrative and Fact Finding Procedures. Ibid., 14:1-46 (January, 1936). "The Preparation of Teachers' Salary Schedules," Part II, Drafting the Schedule. Ibid., 14:51-98 (March, 1936).

in 1946 are excellent.[9]

Although individual state surveys of teacher salary schedules are scarce, sufficient related material is available to make a survey of salary schedules in the public elementary and secondary schools of the state a worthwhile contribution to those concerned with the problem in Arizona.

9. N.E.A. Committee on Salaries. Problems and Principles in the Scheduling of Teachers' Salaries.
N.E.A. Department of Classroom Teachers and Research Dividion. Salary Scheduling.

CHAPTER II

PRINCIPLES AND PROBLEMS IN THE SCHEDULING OF SALARIES

There are many principles and problems for the framers of a salary schedule to consider. However, the acceptance of a philosophy against which basic principles and problems can be weighed must receive priority. Surely the only justification for the formulation and adoption of a salary schedule is that it improves child service, which will eventually improve the general welfare of the individual and society. When "improvement of child service" is accepted as a measurement of excellence, then the most important considerations of the salary committee are those involving the attraction of competent, intelligent individuals into teaching, the retention of these persons in the service, and the maintenance of an alert and growing staff through long-term educational policy. Furthermore, the improvement of child service philosophy allows no place for consideration of vested interests of the teachers, taxpayers, or board members.

The remainder of this chapter will be devoted to consideration of minimum professional standards for teachers' salaries and salary schedules, and the following problems and principles: (1) the salary schedule committee, (2) the

type of schedule; (3) equal pay for equal work; (4) efficiency ratings, (5) cost of living adjustments, (6) the minimum salary, (7) experience increments, and (8) the maximum salary.

The Salary Schedule Committee

An important step in setting up a salary schedule is the initial one of deciding who should prepare it. Traditionally, superintendents and board members have prepared and adopted salary schedules without consulting the teaching personnel. However, it would seem that all groups vitally concerned should have a share in preparing the schedule. The National Education Association says:

> There are three groups of individuals in a community that have a vital interest in teachers' salaries: (1) the people, since they pay the bills and since their children receive the services of the teachers; (2) the board of education, whose task is to determine local educational policy; and (3) the teachers, whose success and happiness depend to no small degree upon the adequacy and fairness of the salaries paid.[1]

By attacking the salary problem in a democratic way, allowing all concerned to participate equally, a just and equitable schedule can be expected. The taxpayer will have been protected and the teacher whose welfare, happiness, and efficiency depend so much upon the salary policy will have

1. Report of the N.E.A. Committee on Salaries. Problems and Principles in the Scheduling of Teachers' Salaries.

had a voice in the preparation of the salary schedule. Then, too, the morale of administrators, teachers, and board members will have been improved through their cooperative study and action.

It seems logical, therefore, for teachers, administrators, board members, and lay citizens to work together in formulating salary policies and salary schedules.

The Type of Schedule

According to the basic classification of salaries there are three types of salary schedules recognized. Schedules of the traditional type use school position as the basis of classification. In this type, upper grades and high school teachers are paid more than kindergarten and lower grade teachers. The so-called single-salary schedule recognizes professional preparation as the basis for salary classification. The position-preparation type is a combination in which the basic classes are in terms of position, but differences in preparation are recognized within the classes. The National Education Association defines the three types as follows:

> 1. Position schedules in which the basic groups are established in terms of school positions such as elementary-school teacher, junior high-school teacher, senior high-school teacher. The elementary school teacher receives the elementary school salary, whether he is the graduate of a two-year normal school or the holder of a Doctor's degree. This is the traditional type of schedule, in which salaries are lowest in elementary school and highest in the senior high school.

2. Preparation schedules, also known as single salary schedules, in which the basic groups are established in terms of the amount of professional training which the teacher has completed. The college graduate receives the salary scheduled for college graduates, whether a teacher of kindergarten children or of seniors in the high school--the higher the professional qualifications, the higher the salary.

3. Position-preparation schedules, in which the basic groups are in terms of elementary, junior-high, or senior-high teaching, with variations within groups to recognize differing levels of preparation.[2]

Immediately following the first World War, a few schools adopted the preparation schedule. As early as 1920 the National Education Association urged the adoption of the single-salary schedule as sound basic philosophy. In the N.E.A. Research Division's salary survey of 1938-39, only 30.6 percent of the schedules reported were of the preparation type. However, in the 1948-49 report, 94.8 percent were of the single-salary type. Since the single-salary schedule implies many principles which invite professional support and since it is being adopted almost universally, it deserves further consideration.

The adoption of a single-salary schedule implies the acceptance of two basic assumptions: (1) the teaching of young children is as valuable to the community as the teaching of older children and adolescents; and (2) the amount of preparation the individual has for teaching is a valid

2. "The Preparation of Teachers' Salary Schedules," Part I. N.E.A. Research Bulletin 14:55 (January, 1936).

measure of a teacher's service to be used as a basis for salary classification.[3] These assumptions are far-reaching in their implications. Consideration is invited to the following twelve selected statements of facts and opinions, complementary to these basic implications, published in 1926 by the Cincinnati salary committee in supporting its adoption of the single-salary schedule:

> 1. A growing tendency to accept the idea that school years approximate equal importance in the development of school children.
>
> 2. The years spent in the grades are vital because they are years of habit formation; hence if taught by experts, the following years will be more profitable.
>
> 3. Training of the younger child is of equal importance with that of the adolescent child.
>
> 4. All children pass through the lower grades, while all do not reach high school.
>
> 5. In general, the education of the kindergarten teacher should be as broad as that of other teachers. If possible, she should have college training and in addition specialized training of a high order.
>
> 6. No salary schedule should operate to take the finest teachers from any one field to the disadvantage of the pupils in that field.
>
> 7. Higher grades should not be used as incentives for greater compensation. It should be made worth while in the interest of the pupils for the expert to remain in the field of his success.
>
> 8. There is no justification for paying different salaries to two teachers of equal

3. N.E.A. Committee on Salaries. op. cit., p. 11

ability and equal years experience and training because one teacher prefers to teach first-grade children and the other prefers to teach English Composition in high school.

9. It makes possible the preparing, placing, and keeping of good teachers where they can serve best and remain in the field of their choice.

10. It dignifies the position of the elementary teacher.

11. It provides more efficient teaching in every grade.

12. It adds to professional unity.[4]

Equal Pay for Equal Work

Although marked progress has been made toward eliminating salary discriminations between men and women and between white and colored people in civil service and government employ, it is quite possible the committee will be obliged to settle the problem of equal pay for men and women, regardless of race, with the same training and experience. Traditionally, men teachers have been paid more than women teachers for the same work. If there is any justification for this discriminatory practice, it lies solely in being necessary to maintain a desired balance of competent men teachers to the number of women teachers. This practice may at times seem necessary to the committee, since the opportunity is greater for college men than for college

4. Report of the Committee. The Study of Salaries in the Cincinnati Public Schools, pp. 22-23.

women to secure well-paying positions in other fields. Assuming that a committee accepts the principle of equal pay for equal work, it sometimes considers adopting a dependency allowance in order to hold men in the teaching field as their dependents increase. Of course, where an adequate professional salary is provided for in the schedule, the problems of equal pay and dependency allowance are minimized.

Salary discrimination against Negro teachers is perhaps a result of tradition, limited opportunity for Negroes to get into the professions and high salaried positions, lower certification standards, and supply and demand. Surely in a democratic government which respects the rights of the individual and contends that individuals are equal before the law, there is no logical justice in salary discriminations.

Efficiency Ratings

That teachers are not all equally efficient is generally admitted. It is also generally agreed--in industry, for example--that the more efficient worker should be rewarded. However, teachers and administrators generally are opposed to the inclusion of efficiency ratings in the salary schedule. They contend that the total contribution of a teacher to the development of a child cannot be reliably determined. Rating teachers also tends to stimulate competition among a group of individuals whose only hope of successful achievement lies in cooperation. The education of

children, they say, is a group project, not an individual one, and any device or policy which creates a spirit of competition and rivalry is likely to interfere with the total all-round development of the child. The morale of the teaching and administrative staff is improved by good teacher-to-teacher and teacher-to-administrator relationships and understanding. The rating by the administration of a few teachers over others undermines cooperative effort and group morale, and consequently may lower the over-all staff efficiency.

If teachers are to be rated for salary advancements, teachers prefer specific objective requirements. A given amount or kind of additional professional training, satisfactory participation in in-service training projects, or travel may be provided for in the salary schedule as objective requirements for salary advancements. Such requirements definitely up-grade the individual teacher and consequently give growth to the staff as a whole.

Cost of Living Adjustments

When prices go up a fixed salary loses in value, and when prices go down one can buy more without a raise in salary. Traditionally, teacher salaries have been on a fixed basis, so during the war when prices were skyrocketing teachers were hard pressed to make ends meet, and were obliged very often to seek part-time work to bolster their income. The lag in wages and salaries during the war pointed up the desirability of some kind of adjustment in salaries to meet

changes in price levels. Consequently, a salary committee now usually considers some type of cost of living adjustment when revising salary policies.

Boards of education have usually adopted one of three methods when making adjustments in salary to meet increases in cost of living. These adjustments may be made (a) by changing the basic salary schedule when increases or decreases occur in the price level, (b) by adding a fixed cost of living bonus to all salaries to meet rising costs without changing the basic salary schedule, or (c) by providing a continuing policy of adding to or subtracting from the basic schedule an amount that varies from year to year depending on the fluctuations of a specific price index. Since the third method tends to maintain the relative standard of living and eliminates to a degree the lag of wages and salaries to keep abreast of rising prices, the teaching profession favors the inclusion of a provision of this type in the salary schedule.

The Minimum Salary

When a salary committee has determined the basic philosophies and type of salary schedule to adopt, it is faced with the problem of formulating the schedule, the basic problem of which is to set the minimum salary for teachers meeting different levels of professional preparation. Elsbree says that the minimum salary for a beginning teacher should be at least twice the cost of board and room in the

community, while Moehlman contends the minimum salary for a beginning teacher with four years of training should be approximately one and three-fourths times the wages of the unskilled laborer.[5]

The minimum salaries cannot satisfactorily be set, however, by simple formulae or rule of thumb. Therefore, before deciding upon the minimum salary for each classification, the committee will want to study the salary necessary to attract high-caliber individuals into teaching, the minimum salaries paid teachers in similar and neighboring communities, the cost of living in the community and its comparison with other communities, the teaching load, retirement provisions, statutory limitations, the salary paid individuals in other fields who have comparable training, the salary necessary to allow the teacher to live at the minimum comfort standard of living at least, and the ability of the community to pay and, if necessary, additional sources of revenue.

The committee will also want to consider authoritative recommendations by officials representing the teaching profession before establishing minimum salaries. Table I, reproduced on the following page, is an outline of minimum professional standards for teachers' salary schedules taken from a recommendation by the N.E.A. Commission on Teacher

5. Elsbree, Willard W. Teachers' Salaries, p. 95.

TABLE I

MINIMUM PROFESSIONAL SALARY SCHEDULE

	First year*	Second through 14th years	15th year	Years beyond 15th
Bachelor's degree	$2400	Annual increments to add $2400	$4800	Further increases for advanced education and improved usefulness
Master's degree	$2600	Annual increments to add $2600	$5200	Additional annual increments; further increases to $6000 or more
Year beyond Master's	$2800	Annual increments to add $2800	$5600	Further annual increments beyond those at Master's level; top salary beyond $6000
Doctor's degree	$3000	Annual increments to add $3000	$6000	Still further annual increments beyond those at two-year graduate level; top salary substantially beyond $6000**

*For the teacher having full professional preparation as required for standard certification to teach in particular field of instruction in which he is engaged.

**McDonald, Ralph. op. cit., p. 662.

Education and Professional Standards. The recommendations in this table were drawn up in 1946 and were intended to serve as an authoritative working guide in evaluation of salary schedules, development of salary policy in state and local school systems, as well as for negotiations between teachers' associations and boards of education. The Commission has continually pointed out that these recommendations were made in 1946 and should be interpreted in terms of 1946 dollars. Furthermore, it contends the $2400 to $6000 figures should constitute a floor for professional salaries even in periods of deflation.[6]

Annual Increments

It is definitely accepted by teachers that a salary schedule must provide for a definite number of annual increments based upon experience. However, the theory upon which the awarding of salary increments rests is debated. One theory is that the quality of service rendered by the teacher is increased with each year of experience for a period of twelve to fifteen years and should be rewarded with annual salary increases. Others say that teaching is comparable to the practice of law and medicine in that the salary may be low at first but advancing over a period of years to a professional salary. This assumption implies in teaching

6. McDonald, Ralph. "Professional Salaries for Teachers." N.E.A. Journal, 38:662 (January, 1949).

that increments may be regarded as a convenient method of advancing from the minimum to the maximum salary.

Regardless of the theory for annual experience increments, they should be so arranged that they will encourage the individual teacher to further his professional training and to increase his general efficiency. Increments may also be used to stabilize an otherwise transient group.

It seems that from the standpoint of ease of administration and influence upon teacher morale and professional growth, a policy of automatic annual increments for a definite number of years is preferable to a practice of awarding increments on efficiency ratings.

The Maximum Salary

Many writers have set maximum salary standards in general terms such as "appropriate" or "adequate." However, by referring again to Table I (page 23) it will be noted that an adequate maximum salary is determined to be considered at least twice the beginning minimum salary. It seems that it must be approximately $6000 to be acceptable to the leaders in the teaching profession. Then, too, the maximum salary must be attainable within a reasonable length of time, twelve to fifteen years. A high maximum salary loses its challenge if it is attainable for only a brief period before retirement. The National Education Association holds:

> Unless teachers can maintain themselves and their families in dignity, on a plane of living that makes cultural growth possible, the children

> in the schools will be less well taught than they would be if salaries of teachers made a professional standard of living possible.[7]

Professional Standards for Teachers' Salaries

The most pertinent principles and problems of scheduling teachers' salaries have been given brief consideration above. However, in order to include in this chapter a brief yet conclusive frame of reference, an official statement of the National Commission on Teacher Education and Professional Standards, "Professional Standards for Teachers' Salaries," is given in its entirety:

> (1) It is the inherent obligation of teachers to continue their professional growth. Professional salary payments should require, promote, and encourage advanced study and specialization, travel, and participation in the activities of professional associations and in community affairs. The professional teacher should use his daily experiences and all available resources to improve his worth as an individual, to refine his technics and procedures, and to enrich his qualities of leadership.
>
> (2) The best interests of the children, the public, and the teaching profession will be served if every administrative unit establishes a definite, professional salary schedule. The establishment and essential revisions of such a schedule usually will be most satisfactory if arrived at cooperatively by school boards, school administrators, and teachers.
>
> (3) Teachers of comparable preparation and experience should receive comparable salaries, men and women alike, without discrimination between those in urban and rural schools, or

7. N.E.A. Committee on Salaries. op. cit., p. 33.

between those in elementary and secondary or secondary and higher education.

(4) Such a schedule should provide beginning salaries of $2400 or more a year for four-year college graduates without teaching experience but professionally prepared to teach.

(5) To secure and retain competent teachers in service, annual salary increases which meet the following criteria are recommended:

a. Annual salary increases should start with the second year of service.

b. The increases should bring each teacher's salary to a level of at least twice that of the initial salary within 15 years.

c. Increases provided in the schedule for teachers with additional education, successful experience, and proved usefulness to the community should be sufficient to bring the salary level to $6000 or more.

(6) Beginning salaries in schedules should provide for a differential of $200 or more for each additional year of acceptable preparation.

(7) For each additional year of acceptable education, the amount of the annual increment should be increased. It is recommended that the number of annual increments also be increased with each additional year of acceptable education.

(8) The initial position of each teacher on the salary schedule should be determined by his amount of preparation and years of experience, with reasonable credit being given for teaching experience in other school systems, whether in the same state or in other states.

(9) The salary schedule and the teaching load should be brought into satisfactory adjustment, and the application of the schedule should be consistent throughout.

(10) The principles of salary scheduling herein recommended are intended to provide compensation on a professional level.[8]

Summary

In this chapter the principles and problems encountered in formulating a salary schedule for teachers have been examined briefly for the purpose of establishing acceptable criteria for a survey of salary schedules used in the public schools of Arizona. It has been shown: (1) that salary schedules should be formulated in a democratic manner by a committee composed of teachers, administrators, board members, and lay citizens; (2) that the primary principle for scheduling teacher salaries is that educational services to the child be improved, to the end that society be advanced and democracy preserved; (3) that equal pay for equal work, single-salary type of schedule, automatic increments, and cost of living adjustments are sound principles; (4) that beginning minimum salaries must be high enough to attract gifted young people with character, personality, and intelligence; and (5) that maximum salaries must reach a professional level and offer living on a satisfying cultural standard if the objectives of public education are to be achieved.

8. McDonald, Ralph. op. cit., p. 663.

CHAPTER III

ANALYSIS OF THE 1948-49 SALARY SCHEDULES IN THE PUBLIC SCHOOL DISTRICTS OF ARIZONA

Introduction

The chief purpose of this chapter was to provide as much detailed information as possible on the various provisions found in the 1948-49 salary schedules of the public school districts of Arizona. In order to provide this information, the salary schedules operative at that time in the public elementary and secondary schools were secured, and the various provisions were analyzed individually and collectively. When possible, documentary analysis and tabular presentation were used in summarizing the data.

In making the analyses, a salary schedule was considered to be a basic statement of policy of the school board for the payment of school teachers. To be considered satisfactorily comprehensive, a salary schedule should have covered five or six of the subjects ordinarily found in salary schedules and recognized by the Research Division of the N.E.A. For clarity and ease of reference, a topical heading for each division was considered desirable. It was also desirable that the school be completely identified as to name of district, county, city and state, and that pertinent dates be given. If a committee were used in

formulating the schedule, this point was noted.

The schedules were also analyzed as to the various practices and consideration given the following subjects: basic statements of policy, regulations for placing new teachers on the schedule, provisions requisite for progressing on the salary steps, requirements for advancement to the next higher salary class, requirements for further professional study, sick leave policy, regulations for cost of living adjustments, and the method of transition to the new schedule. The basic salary schedules were not considered, since Chapter IV presents an analysis of them. It was intended that the features found in the various schedules should be presented as accurately and completely as possible with little comment by the writer.

General Considerations

Although Arizona is the fifth largest state in the United States, there are only fourteen counties in the entire state. Each county is divided into an indefinite number of school districts for the purpose of administrating local elementary and secondary education. Each district is authorized to maintain both elementary and secondary schools. However, a group of elementary school districts may unionize into one union high school district which has a separate board of education. It is also possible for a high school district to incorporate the area of an entire county. The elected board of trustees of a school district and the board

of education of a union high school district are empowered to establish the salary policies of the district and to adopt, if desired, a salary schedule for the payment of teachers and other school officials.

Prevalence and Distribution of Salary Schedules

There were 249 elementary and 65 high school districts in Arizona in 1948-49. Salary schedules were received by the Arizona Education Association from 48 of the elementary school districts and 36 of the high school districts. These schedules were loaned to the writer for the purpose of this survey. There were fifty-six individual salary schedules, since twenty-eight of the districts controlled both the elementary school and high school system. There were eight union high school districts in the group. One of the union high school districts and the elementary school located in the same town had a common salary schedule which was adopted by the board of trustees and the board of education of the elementary and high school, respectively.

Table II presents an alphabetical list of the districts used in this study, the county in which the district is located, the number of teachers, and the average daily attendance of pupils of each district.

Salary schedules were received from all cities which had a population of 5000 or more, and from all but six of the cities with a population of 2500-5000. Several of the schedules were from school districts with less than 2500

TABLE II

COUNTY LOCATION, TEACHERS, AND ENROLLMENT IN PUBLIC SCHOOL DISTRICTS OF ARIZONA WHICH HAD SALARY SCHEDULES IN 1948-49

District	County	Elementary schools				High schools			
		Teachers				Teachers			
		Men	Women	Total	A.D.A.**	Men	Women	Total	A.D.A.
Ajo	Pima	3	24	27	1010	7	5	12	224
Alhambra	Maricopa	5	25	30	891				
Amphitheater	Pima	6	54	60	1656	14	9	23	673
Ashfork	Yavapai	1	6	7	129	2	2	4	43
Avondale	Maricopa	6	26	32	946				
Benson	Cochise	1	13	14	329	5	2	7	91*
Bisbee	Cochise	7	45	52	1360	10	17	27	403
Buckeye	Maricopa	3	16	19	516	7	5	12	229*
Casa Grande	Pinal					14	8	22	316*
Chandler	Maricopa	5	27	32	1066	7	12	19	339
Clarkdale	Yavapai	1	10	11	337	4	5	9	91
Clifton	Greenlee	2	17	19	644	7	6	13	191
Creighton	Maricopa	21	54	75	2219				
Douglas	Cochise	7	61	68	2028	18	6	24	547
Duncan	Greenlee	3	8	11	383				
Dysart	Maricopa	4	11	15	492				
Flagstaff	Coconino	10	41	51	1500	10	5	15	376
Flowing Wells	Pima	1	8	9	271				

TABLE II (cont.)

District	County	Elementary schools — Teachers Men	Women	Total	A.D.A.**	High schools — Teachers Men	Women	Total	A.D.A.
Gila Bend	Maricopa	1	8	9	174	3	2	5	42
Glendale	"	8	52	60	1924	20	14	34	810*
Globe	Gila	3	31	34	1363	16	12	28	409
Hayden	"	2	11	13	304	3	3	6	142
Holbrook	Navajo	4	12	16	485	7	3	10	127
Isaac	Maricopa	14	34	48	1577				
Jerome	Yavapi	1	16	17	408	3	3	6	102
Joseph City	Navajo	2	3	5	97				
Litchfield	Maricopa	1	9	10	301	5	4	9	133
Madison	"	7	44	51	1392				
Mesa	"	22	93	115	3505	32	17	49	1077
Miami	Gila	8	63	71	1958	10	8	18	507
Mohave	Mohave					7	10	17	285*
Morenci	Greenlee	2	33	35	1241	12	7	19	262
Nogales	Santa Cruz	0	28	28	1054	12	9	21	287
Osborn	Maricopa	13	68	81	2334				
Peoria	"	2	20	22	614	6	4	10	177
Phoenix	"	57	367	424	10809	159	120	279	7139*
Prescott	Yavapai	16	52	68	1603	13	13	26	581
Ray	Pinal	2	15	17	528	3	10	13	77
Roosevelt	Maricopa	13	51	64	2043				
Safford	Graham	4	25	29	985	11	4	16	348
Scottsdale	Maricopa	5	19	24	680	8	3	11	204

TABLE II (cont.)

District	County	Elementary schools Teachers Men	Women	Total	A.D.A.**	High schools Teachers Men	Women	Total	A.D.A.
Sunnyside	Pima	2	18	20	609				
Superior	Pinal	3	22	25	766	5	4	9	144
Tempe	Maricopa	11	37	48	1207				
Tolleson	"					9	6	15	280*
Tucson	Pima	57	399	456	11582	63	54	117	3360
Williams	Coconino	3	13	16	362	3	4	7	116
Wilson	Maricopa	16	52	68	2099				
Winslow	Navajo	4	34	38	1416	7	14	21	357
Yuma	Yuma	10	57	67	2343	19	16	35	837*

*Indicates Union high school district
**A.D.A. = Average Daily Attendance
Data were secured from office of the Superintendent of Public Instruction, Phoenix.

population. It was interesting to note that since the unit of school administration in Arizona is a district, it was possible for some of the larger cities to include in their boundaries several school districts or portions of school districts, while other districts comprised a large rural area which did not contain a city of any size.

In Table III are given the number of organized public school districts in each county of Arizona in 1948-49, the number in each county which had a salary schedule, and the percent of those with salary schedules. Maricopa County had more school districts with salary schedules than any other county. No elementary school salary schedules were received from two counties. One county was not represented by a high school salary schedule. The number and percent of districts represented by salary schedules varied considerably in each county. The percent of elementary districts in the counties represented by a salary schedule ranged from 8.5 percent in Graham to 50 percent in Greenlee. The average percent for all elementary districts in Arizona which had a salary schedule in 1948-49 was 19.2, or less than one district in five. The percent of high school districts in the counties represented by a salary schedule ranged from 25 in Graham to 100 percent in Coconino and Mohave Counties. The average percent for all high school districts which had a salary schedule in Arizona in 1948-49 was 55.38. The average percent of all elementary and high

TABLE III

COUNTY DISTRIBUTION OF PUBLIC SCHOOL DISTRICTS WITH SALARY SCHEDULES IN ARIZONA 1948-49

County	No. districts in county	No. districts in this study	Percent districts in this study
	Elementary School Districts		
Apache	18	0	0.0
Cochise	25	3	12.0
Coconino	10	2	20.0
Gila	12	3	25.0
Graham	12	1	8.5
Greenlee	6	3	50.0
Maricopa	41	19	46.3
Mohave	11	0	0.0
Navajo	20	3	15.0
Pima	22	5	22.7
Pinal	16	2	12.5
Santa Cruz	10	1	10.0
Yavapai	32	4	12.5
Yuma	14	2	14.3
Total	249	48	19.2
	High School Districts		
Apache	4	0	0.0
Cochise	9	3	33.3
Coconino	3	2	66.7
Gila	3	3	100.0
Graham	4	1	25.0
Greenlee	3	2	66.7
Maricopa	13	10	77.0
Mohave	1	1	100.0
Navajo	3	2	66.7
Pima	4	3	75.0
Pinal	6	3	50.0
Santa Cruz	2	1	50.0
Yavapai	8	4	50.0
Yuma	2	1	50.0
Total	65	36	55.38
Total elementary and high schools	314	84	26.75

schools with salary schedules was 26.75.

Despite the fact that less than one-fifth of the elementary school districts and just slightly more than one-half of the high school districts were included in this study, a rather large percentage of the elementary and high school teachers taught in these schools in 1948-49. The number of teachers teaching in the elementary and high schools in each county, the number of these teachers included in this study, and the percent of teachers included in this study can easily be determined by reference to Table IV. The percent of teachers represented in each county varies considerably. Of the 3439 elementary school teachers in Arizona in 1948-49, about 73 percent were teaching in schools which had salary schedules; for high schools the percent was 83.16. Over 75 percent of the 4603 elementary and high school teachers had salary schedule protection in 1948-49.

A comparison of the average daily attendance (Table V) of the elementary and high school pupils attending school districts included in this study with the A.D.A. of the various counties shows that a large proportion of the students attended schools included in this study. On a state-wide basis, 74.25 percent of all elementary school pupils attended schools included in this study, while 87.88 percent of the high school students attended these schools. The state-wide A.D.A. of the elementary and high school pupils

TABLE IV

COUNTY DISTRIBUTION OF TEACHERS IN PUBLIC SCHOOL DISTRICTS WITH SALARY SCHEDULES IN ARIZONA, 1948-49

County	No. teachers in county	No. teachers in this study	Percent teachers in this study
	Elementary School Districts		
Apache	61	0	0.0
Cochise	203	134	66.0
Coconino	82	67	82.0
Gila	138	118	85.5
Graham	68	29	42.6
Greenlee	70	65	92.8
Maricopa	1507	1227	81.4
Mohave	36	0	0.0
Navajo	100	59	59.0
Pima	620	572	92.2
Pinal	205	42	20.5
Santa Cruz	48	28	58.3
Yavapai	168	103	61.3
Yuma	133	71	53.4
Total	3439	2515	73.13
	High School Districts		
Apache	18	0	0.0
Cochise	88	58	65.9
Coconino	27	22	81.5
Gila	52	52	100.0
Graham	37	16	43.2
Greenlee	39	32	82.1
Maricopa	479	443	92.7
Mohave	17	17	100.0
Navajo	43	31	72.1
Pima	159	152	95.6
Pinal	75	44	58.7
Santa Cruz	25	21	84.0
Yavapai	65	45	69.2
Yuma	40	35	87.5
Total	1164	968	83.16
Total elementary and high schools	4603	3483	75.64

TABLE V

AVERAGE DAILY ATTENDANCE OF PUPILS IN ARIZONA, 1948-49*

County	A.D.A. of pupils in the county	A.D.A. of pupils in this study	Percent of pupils in this study
	Elementary School Districts		
Apache	1588	0	0.0
Cochise	5107	3717	72.8
Coconino	2290	1862	81.3
Gila	3928	3625	92.3
Graham	2226	985	44.3
Greenlee	2354	2268	96.3
Maricopa	43152	33889	78.5
Mohave	1042	0	0.0
Navajo	3019	2998	99.3
Pima	16025	15128	94.4
Pinal	6368	1294	20.3
Santa Cruz	1512	1054	69.7
Yavapai	3780	2477	65.5
Yuma	4171	2402	57.6
Total	96,562	71,699	74.25
	High School Districts		
Apache	323	0	0.0
Cochise	1371	1041	75.9
Coconino	518	492	94.9
Gila	1018	1018	100.0
Graham	629	348	55.3
Greenlee	577	453	78.5
Maricopa	11069	10430	94.2
Mohave	285	285	100.0
Navajo	701	484	69.0
Pima	4307	4257	98.8
Pinal	1098	537	48.9
Santa Cruz	340	287	84.4
Yavapai	1062	817	76.9
Yuma	923	837	90.7
Total	24,221	21,286	87.88
Total elementary and high schools	120,783	92,985	76.98

*Data secured from office of Supt. of Public Instruction, Phoenix.

attending these schools was 76.98 percent.

Although only 26.75 percent of all elementary and high school districts were included in this study, 75.64 percent of all classroom teachers in the elementary and high schools of Arizona were included, and 76.98 percent of all elementary and high school pupils in average daily attendance in 1948-49 were also included.

Type of Salary Schedule

The single-salary or preparation type of schedule was practically non-existent in 1920. However, the N.E.A. Research Bulletin of April, 1949[1] showed that the proportion of single-salary type of schedules had risen from 30.6 percent of the schedules reported in 1938-39 to 94.8 percent in 1948-49. The type of salary schedule found in the elementary and secondary schools of Arizona compares favorably with the national norm, since 93 percent of the schedules studied were single-salary type. Four of the schedules could be classified as the position-preparation type, since they paid high school teachers more than elementary school teachers having equivalent preparation and teaching experience. No schedules provided for larger salaries for men than for women. None of the elementary schedules would pay

1. "Salaries and Salary Schedules of City School Employees, 1948-49." N.E.A. Research Bulletin, 27:66 (April, 1949).

teachers on the basis of grade level taught. Not a single district had a strictly position type of schedule.

Scope and Format of the Salary Schedules

Careful analysis showed that all the salary schedules dealt with the salaries of classroom teachers. One schedule also covered salaries of administrative personnel. It was stated in a few schedules that the board would set the salary of personnel other than teachers. In twenty schedules the boards of education reserved the right to pay above-schedule for extra duties, and in two schedules it was provided that above-schedule could be paid exceptional teachers. In eleven schedules coaches were named as special teachers warranting above-schedule pay. One schedule indicated that salaries of coaches of interscholastic sports were not controlled by the schedule. In another schedule it was declared that married women were not employed as regular teachers, but those now on the staff were paid according to schedule. In ten schedules the board reserved the privilege of withholding the annual salary increment if the teaching service was not considered satisfactory.

Although a few schedules were typewritten, most of them were mimeographed or dittoed for distribution. One was printed. All bore the name of the school but many did not give the name of the town, county, or state. It was impossible from many of the schedules to determine the correct mailing address for many of the schools. It would be

equally difficult to learn the current validity of the schedule, since on two-thirds of the schedules the date of adoption, effective date, or dates of revision were not shown. The absence of such details gave evidence of casual editing or lack of serious attention to what should be regarded as a basic record of school board policy. Regional similarities of various provisions contained in the schedules showed the influence of interschool relations by administrators and boards of education.

Although few of the schedules contained topical headings for the various subjects treated, about 75 percent of the schedules were considered fairly comprehensive in that they treated most of the topics usually considered essential. The remaining 25 percent of the schedules contained fewer than fifty words of explanatory detail; they contained little more than a bare skeleton of the basic salary schedule. In thirty-four the basic salary schedule was listed in columnar form giving the annual salary steps for each salary class from the beginning minimum salary to the final maximum salary.

A single schedule specifically provided that previous teaching experience was required for appointment. Although sabbatical leave is not permitted by law in Arizona, two high school districts would encourage teachers to take time off for advanced study by granting an annual increment for a year's absence for advanced study.

Administration of the Basic Salary Schedule

The purpose of this section was to examine the various schedules for provisions which would clarify or affect the administration of the basic salary schedule. The schedules were analyzed for the inclusion or omission of such provisions as a basic statement of policy, the method of placing newly-appointed teachers on the schedule, provisions for governing progress on successive salary steps, regulations for advancement from one salary class to a higher one, requirements for continued professional study, sick leave policy, cost of living adjustments, and the plan of transition from the former salaries to the new schedule. It was intended that these provisions should be reported as observed. No attempt was made in this section at evaluation of the adequacy or defects of the provisions as written.

Basic Statements of Policy: Relatively few schedules included a basic statement of the aims to be sought and the principles followed in the formation and adoption of the salary schedule. Perhaps if salary schedules were opened with a statement similar to the following selected declaration, they would inspire confidence in the teachers and citizens of the district in the leadership and basic philosophy of the members of the school board and the chief administrator of the school:

> It shall be the declared policy of this system to keep its salary schedule abreast of those in the most advanced systems throughout

the nation which are in situations comparable with this system.

In several schedules it was stated that a salary committee composed of teachers, school officials, and laymen had drafted the schedule, and that the salary committee was authorized to recommend further revision of the schedule. The following opening statement of a selected schedule was, perhaps, the clearest and most democratic statement of policy for the preparation and revision of the schedule:

> The following are the basic elements of the salary schedule in ... adopted by the board of education and the classroom teachers' association in 1940, revised and approved by both groups, April 23, 1948.
>
> All matters relating to salaries of the instructional staff shall be determined by a salary committee composed of the board of education, the superintendent and assistant superintendent of schools, the president of the classroom teachers' association and three other representatives of that organization.

A few schedules provided that all teachers should be paid according to their experience and preparation according to the schedule, circumstances permitting. However, twenty-two of the schedules contained such statements as these:

> The board reserves the right to pay above schedule for extra duties, responsibilities, for particular merit. It also reserves the right during the emergency to pay below schedule for temporary teachers coming into the system.
>
> The board reserves the right to pay salaries in excess of the salary schedule for extra work or outstanding contribution to the greater welfare of the school.

Such provisions, although they convey the idea of recognizing merit, could operate in practice to nullify the salary schedule and cause a return to the principle of individual bargaining.

Placement of New Appointees: Nearly all the schedules made some reference to the placement of newly-appointed teachers so as to give salary credit for prior acceptable experience. Approximately 80 percent of the schedules had a definite plan for granting credit for teaching experience, 20 percent for military service during World War II, and 5 percent for vocational experience related to the teaching assignment. Salary credit for previous experience was usually limited in some fashion. The most prevalent practice was to grant credit for one-half of prior experience up to a specific salary step. Other schedules would grant full credit for five years of experience and one-half credit for experience in excess of five years. Other schedules omitted specific regulations, merely authorizing the superintendent to evaluate prior experience for placement on the salary schedule. Approximately 75 percent of the schedules designated a definite maximum allowance for prior experience, ranging from the third to the tenth salary step. The fifth salary step was designated most often for maximum placement of newly-appointed teachers for experience, being mentioned in thirty-seven schedules. The three following methods for placing new appointees on the schedule were selected as being

most typical:

> To ascertain "years of experience" full credit will be given for years taught in this district and the first five years taught elsewhere; fifty percent will be given for service in other schools in excess of five years.
>
> Outside experience shall be counted as one-half up to ten years (maximum credit allowed for outside experience--five years). This includes credit for military service in World War II.
>
> Years of experience for the teacher will be evaluated by the superintendent.

Progress on Salary Steps: It could be assumed that in all schedules the successive steps of a salary class were reached by annual increments. Only a very few of the schedules contained a specific statement to this effect, however. A fifth of the schedules provided that annual increments could be withheld for unsatisfactory work; for example, "The board reserves the right to withhold the annual increment if a teacher's work does not justify the increase." A few elementary schedules provided that increments were to be withheld from teachers employed who did not have degrees. Such teachers were to remain at their present salary until they were granted a degree. For example:

> Teachers now employed with less than an A.B. degree to receive the minimum or to remain at the present salary, whichever is the greater, until the degree is attained.

Reclassification to a Higher Salary Class: In all but a few schedules there was an absence of any regulation specifically stating the time or method of recalssification of

a teacher to a higher salary class. However, a few schedules contained such statements as this: "These additional payments are determined by the academic standing of the teacher as of September first of the calendar year in which the contract is made." Five schedules required that transcripts of credits may be filed in September for reclassification and advancement to a higher salary class. The filing of transcripts of credit for reclassification was specifically required prior to the close of the previous school term in five schedules. The absence of specific regulation regarding this matter in most of the schedules could be assumed to indicate that the satisfactory working out of such detail was the responsibility of the teacher concerned with the school administrator at as early a date as possible.

It was determined by a study of the salary columns for the different salary classes that a teacher, when advanced to a higher salary class, would receive the usual annual increment in addition to an increase in salary.

Continued Professional Study Requirements: A single schedule would require additional professional study each three years in order for a teacher to remain at his present salary level. The remainder of the schedules would not require additional professional study, travel, or related experience of teachers as requisites for retaining their salary classification or advancing on the salary steps. Since all Arizona teachers, except holders of the Master's

degree, are required to secure additional collegiate training each six years for renewal of teaching certificates, perhaps it was considered unnecessary by salary committees to include a provision in the salary schedule which would require additional professional study by teachers.

Sick Leave Policy: Approximately half of the schedules incorporated a sick leave policy as an integral part of the schedule. An annual allowance of usually five or ten days was provided for in twenty-seven of the fifty-six schedules. In twenty-two the annual sick leave would accumulate, if not used, to ten to ninety days. The most frequent allowance for the maximum accumulation of sick leave was thirty days. A few of the schedules provided that annual and accumulated sick leave could be used during the time of serious illness or death of specified members of the immediate family.

Cost of Living Adjustments: It has been recognized by leading administrators that with the adoption of a salary schedule the salary problem is not ended, but that constant revision is demanded by changing economic conditions. Twenty-seven of the schedules recognized the need for salaries in 1948-49 above those provided for in the basic salary schedule by inclusion of a cost of living adjustment ranging from $200 to $1514. In fourteen schedules this adjustment was an amount arbitrarily set by the board. These amounts ranged from $130 to $800, with an average of $344. In thirteen schedules the salary committees adopted a fluctuating cost

of living adjustment which would constantly hinge the teacher's salary directly to the costs of consumer goods. Thus it was hoped to give salary schedules stability over a longer period of time. In these schedules the cost of living adjustment ranged from $336 to $1514, with an average of $895.

The following was selected as one of the better statements for the cost of living provision:

> There shall be granted in addition to the base salary a cost-of-living increment. This increment shall be computed by multiplying the Bureau of Labor Statistics Index of Consumer Prices by $2200, using the monthly Index dated January 15th immediately preceding the school year in which the increment is to be paid. All certificated personnel shall receive the same dollar amount of cost-of-living increment, and the increment shall vary directly with the above mentioned cost-of-living index.

The distribution of the cost of living factor among the different types of schools was interesting. All of the eight union high school districts had a cost of living adjustment; five were hinged to an index. Only four of the twenty elementary schools which were not affiliated with a high school had a cost of living adjustment; two were hinged to an index. Fifteen of the twenty-eight districts having an elementary and high school had a cost of living adjustment in 1948-49. Six of the fifteen were hinged to a price index. From these data it would seem that leadership in the matter of hinging the salaries of teachers to the cost of living was coming from those districts which had high

schools in 1948-49.

Transition to the New Schedule: Relatively few schedules contained a plan for transferring in-service teachers to the new schedule. One provided that the maximum placement of present teachers was at the fifth salary step of the new schedule. A few others placed a maximum salary increase that could accrue to a teacher transferring to the new schedule. Provisions covering transition, in general, could be termed conspicuous by their absence. In the absence of such provisions in most of the schedules, perhaps it is safe to assume that a sound policy was followed in this matter when the present schedules became effective, i.e., each teacher was moved directly onto the new salary step that bore definite relationship to his former salary and from which normal progress continued.

Summary

The purpose of the chapter was to analyze and record the pertinent information contained in the various provisions of the 1948-49 salary schedules of the public schools of Arizona. It was found that a fifth of the elementary and half of the high schools had salary schedules. In general all schedules covered salaries of classroom teachers only. Approximately 76 percent of the teachers and 77 percent of the pupils attended the 27 percent of the public schools of Arizona having salary schedules in 1948-49. Ninety-three percent of the salary schedules were of the single-salary

type. A few were of the position-preparation type.

The format of about 75 percent of the schedules was satisfactory. However, a number were not properly identified and lacked pertinent dates. Relatively few contained an introductory basic statement of policy, or detailed provisions for the reclassification of a teacher to a higher salary class, continued professional study, and transition to the new schedule. Newly-appointed teachers in four-fifths of the schedules would be given credit for prior acceptable experience according to an established formula . In nearly all schedules the successive salary steps would ordinarily be reached by annual increments. Half of the schedules provided for annual sick leave; a third, for accumulative sick leave. Half of the schedules provided for a cost of living adjustment increment to be added to the scheduled salaries. A fourth of the schedules provided that the cost of living adjustment would fluctuate from year to year as measured by a selected consumer price index.

CHAPTER IV

ANALYSIS OF THE BASIC SALARY SCHEDULES OF THE PUBLIC SCHOOLS OF ARIZONA 1948-49

In the preceding chapter the general form of the schedules and the various regulations governing the application of the salary schedules were analyzed. This chapter treated the data secured by an analysis of the basic salary schedules[1] of the fifty-six public school salary schedules of Arizona used in this study. The three principal parts of the basic salary schedules were analyzed. The number of salary classes and the various levels of preparation on which they were based were observed for the schedules. The minimum and maximum scheduled salaries and certain relationships were tabulated for treatment. The size, number and spacing of increments leading from the minimum to the final maximum salary were studied. Comparisons were made with national norms in a few instances. The salary classes and classification were considered first.

1. Basic Salary Schedule: An array of the salaries specified for regular classroom teachers, showing the title of each salary class and a complete listing for each class of all the salary steps from minimum to maximum.

Salary Classes and Classification

The distinguishing characteristic of the salary classes found in schedules of the public schools of Arizona was that the salary class to which a teacher was assigned was determined on the professional qualifications of the teacher rather than upon the grade level or assignment. As was previously pointed out, four schedules provided that high school teachers of the district were to be paid more than elementary school teachers. Several schedules reserved the right to the board to pay above-schedule to coaches and other special teachers.

Considerable variety was observed in the number and level of salary classes recognized in the schedules. The number of salary classes ranged from one to seven. Table VI gives the number and percent of elementary and high school schedules providing for each of the salary classes. Several interesting observations were made of the various salary classes recognized by each of the elementary and high school schedules. Seventeen, 35.4 percent, of the forty-eight elementary school schedules provided for a salary class based upon less than the Bachelor's degree. The Bachelor's degree salary class was recognized by 100 percent of the elementary and secondary school salary schedules. A salary class based upon approximately a half year's professional preparation beyond the bachelor's degree was recognized by 39.5 percent and 33.3 percent of the elementary and high

TABLE VI

SALARY CLASSES BASED ON LEVEL OF PROFESSIONAL PREPARATION IN PUBLIC SCHOOL DISTRICT SALARY SCHEDULES IN ARIZONA, 1948-49

Salary classes based on amount of preparation	Number and percent of public school districts providing for each salary class			
	Elementary schools		High schools	
	Number	Percent	Number	Percent
Less than Bachelor's degree*	17	35.4	0	00.0
Bachelor's degree	48	100.0	36	100.0
Bachelor's degree plus 1/2 year	19	39.5	12	33.3
Bachelor's degree plus 1 year	15	31.2	14	38.9
Master's degree	44	91.5	36	100.0
Master's degree plus 1/2 year	6	12.5	6	16.7
Master's degree plus 1 year	1	2.1	4	11.1
Total number of schedules	48		36	

*Since 1936, teaching certificates in Arizona have been issued only to holders of a Bachelor's degree and who have a minimum of 24 semester hours of specified courses in education. Consequently, Arizona has relatively few certified teachers with less than four years of preparation. These teachers are those who were certified prior to 1936 who have not met current requirements, teachers given Life Certificates, and those granted War Emergency Permits. All teachers must meet the Bachelor's degree requirement by September 1, 1950.

school schedules, respectively; while 31.2 and 38.9 percent of the elementary and secondary schools, respectively, recognized a salary class of a year's study beyond the Bachelor's degree. This class was recognized as being equivalent to the Master's degree class in the amount of salary in only one schedule. The Master's degree salary class was recognized by all of the high schools and by 91.5 percent of the elementary schools. A few schedules recognized salary classes for a half year's and a year's professional preparation beyond the Master's degree.

The number and percent of elementary and secondary school salary schedules recognizing each one of the seven salary classes as based upon the level of professional training are shown in the first part of Table VII. Only three elementary schools recognized one salary class, the Bachelor's degree class. Two salary classes were recognized in 29.2 percent of the elementary school schedules and 47.2 percent of the high school schedules. All schedules which had only two salary classes were for the Bachelor's and Master's degree salary classes except one. This elementary schedule recognized the no-degree and the Bachelor's degree salary classes. Three salary classes were recognized by 29.2 percent of the elementary schools and by 27.8 percent of the high schools. Four salary classes were recognized by 20.8 and 11.1 percent of the elementary and high school salary schedules, respectively. The number of high school

TABLE VII

NUMBER AND LEVEL OF SALARY CLASSES IN 48 ELEMENTARY AND 36 HIGH SCHOOL SALARY SCHEDULES IN ARIZONA, 1948-49

Schedule provision	Number and percent of schedules having the provision shown			
	Elementary		High school	
	Number	Percent	Number	Percent
1	2	3	4	5
Number of salary classes				
One salary class	3	6.2	0	00.0
Two salary classes	14	29.2	17	47.2
Three salary classes	14	29.2	10	27.8
Four salary classes	10	20.8	4	11.1
Five salary classes	6	12.4	4	11.1
Six salary classes	0	0.0	1	2.8
Seven salary classes	1	2.1	0	0.0
Lowest level of preparation recognized by the schedule				
Certified, without degree	15	31.2	0	00.0
Bachelor's degree	33	68.7	35*	97.2
Highest level of preparation recognized by the schedule				
Bachelor's degree	4	8.3	0	00.0
Master's degree	37	76.2	28	77.8
Master's degree + 1/2 year	6	12.4	4	11.1
Six years	1	2.1	4	11.1

*One high school schedule required the Master's degree for all newly-appointed teachers.

schedules which provided for five and six salary classes was 11.1 and 2.8 percent, respectively. Five salary classes were provided for in 12.4 percent of the elementary school schedules; six, by 2.1 percent.

The second part of Table VII gives the lowest level of professional preparation recognized by the elementary and secondary school salary schedules included in this study. The lowest level of preparation recognized by the forty-eight elementary school salary schedules was either the Bachelor's degree or the no-degree level. The Bachelor's degree was the lowest salary level in 68.7 percent of the schedules. The no-degree salary class was recognized by 31.2 percent of the schedules. All the thirty-six high schools except one recognized the Bachelor's degree as the lowest level of professional preparation a teacher could have to be considered for appointment. One high school system would require newly-appointed teachers to hold the Master's degree; this system provided for a Bachelor's degree salary class for its in-service teachers, however.

The highest level of preparation recognized by a salary class for the elementary and secondary school salary schedules is shown in the third part of Table VII. The highest level of preparation recognized by a salary class ranged from the Bachelor's degree in four elementary schools to six years in one elementary school. The Master's degree was the highest level of preparation recognized by a salary

class in twenty-eight of the thirty-six high school schedules. The Master's degree was also recognized as the highest level of preparation by thirty-seven of the forty-eight elementary schools. In general the union high school districts and the combined elementary and high school districts recognized higher levels of professional preparation by providing appropriate salary classes than did the independent elementary school districts.

A brief summary of the findings of the salary classes found in the elementary and secondary school salary schedules follows. The salary class to which a teacher was assigned was determined on the professional qualifications of the teacher rather than upon the grade level or assignment. The number of salary classes found in the various schedules ranged from one to seven. All schedules recognized the Bachelor's degree salary class, and nearly all recognized the Master's degree salary class. About 80 percent of all elementary and secondary school salary schedules had either two, three, or four salary classes. The lowest level of preparation recognized by the elementary schools was the no-degree and the Bachelor's degree salary classes; for the high schools, the Bachelor's degree. The most common highest level of preparation recognized in all schedules was the Master's degree.

Minimum and Maximum Scheduled Salaries and Relationships

In this section the range and distribution of the minimum and maximum scheduled salaries as observed in the forty-eight elementary and thirty-six high school district salary schedules of Arizona in 1948-49 were studied. Certain relationships were noted for the different salary classes and also for the different types of school districts represented. Comparisons with national norms were shown when possible.

Table VIII gives the range and distribution of the minimum scheduled salaries for regular full-time teachers in the elementary and high school districts studied at seven different levels of preparation. It also gives the lowest and highest salary observed at each level of preparation, as well as the medians of the minimum salaries.

A wide range was found for the minimum salaries among the various schedules. The minimum salaries for the elementary schools ranged from $2025 for the no-degree salary class to $3460 for the Master's degree. For the high schools the minimum scheduled salaries ranged from $2400 for the Bachelor's degree to $3600 for the Master's degree salary class and to $3611 for the six-year salary class.

The medians of the minimum salaries at the elementary and high school levels showed a general tendency to recognize the value of additional professional preparation. Although the distributions overlapped considerably, the medians

TABLE VIII

MINIMUM SCHEDULED SALARIES FOR CLASSROOM TEACHERS IN PUBLIC SCHOOL DISTRICT SALARY SCHEDULES IN ARIZONA, 1948-49

Salary interval	No degree	A.B.	A.B. plus ½ yr.	A.B. plus 1 yr.	M.A.	M.A. plus ½ yr.	M.A. plus 1 yr.
1	2	3	4	5	6	7	8
Elementary Schools							
$3400-3499					1		
3300-3399				1			
3200-3299			1		1		1
3100-3199		1	1				
3000-3099	1	2		1	7	3	
2900-2999	1		1	1	7	1	
2800-2899		3	3	6	11	2	
2700-2799	4	16	6	4	4		
2600-2699	1	6	1	1	9		
2500-2599		8	3	1	4		
2400-2499	4	12	3				
2300-2399	1						
2200-2299	4						
2100-2199							
2000-2099	1						
Total number schedules	17	48	19	15	44	6	1
Lowest minimum salary	$2025	2400	2450	2500	2500	2892	3200
Median minimum salary	2467	2667	2750	2817	2845	3000	3200
Highest minimum salary	3060	3100	3210	3360	3460	3050	3200
High Schools							
$3700-3799							1
3600-3699					1		1
3500-3599					1		
3400-3499		1			2		
3300-3399		1		1			
3200-3299		1	1		1		1
3100-3199			1		1		
3000-3099		2		1	10	2	
2900-2999		2	1	2	6	1	
2800-2899		7	4	4	9	2	

TABLE VIII (cont.)

Salary interval	No degree	A.B.	A.B. plus ½yr.	A.B. plus 1 yr.	M.A.	M.A. plus ½ yr.	M.A. plus 1 yr.
1	2	3	4	5	6	7	8
$2700-2799		10	3	5	2		
2600-2699		5	1		2	1	1
2500-2599		5		1	1		
2400-2499	—	2	1	—	—	—	—
Total number schedules		36	12	14	36	6	4
Lowest minimum salary		$2400	2450	2500	2574	2634	2694
Median minimum salary		2760	2825	2825	2983	2900	3450
Highest minimum salary		3400	3210	3360	3600	3050	3611

tended to rise with each level of preparation. The medians at the elementary school level for the no-degree, Bachelor's degree, and Master's degree salary classes were $2467, $2667, and $2845, respectively. The medians for the Bachelor's and Master's degree salary levels at the high school level were $2760 and $2983, respectively. The median minimum salaries for the high schools were approximately $100 higher than for the elementary schools at each level of preparation.

Median scheduled salaries for Arizona compared favorably with those of the nation for 1948-49. The median of the minimum scheduled salaries for teachers with four years of preparation for the United States in cities of thirty to 100 thousand population was $2350[2] as compared with $2667 and $2760, respectively, for the elementary and secondary school districts in Arizona. For those teachers with five years of preparation or the Master's degree, the median of minimum salaries for the United States was $2515; for Arizona's elementary schools $2845, high schools $2983.

It should be noted that the quoted figures were for all schools in cities of thirty to one hundred thousand population for the United States. Since teachers' salaries tend to increase in size with an increase in size of city,

2. "Salaries and Salary Schedules of City School Employees, 1948-49," N.E.A. Research Bulletin, 27:66 (April, 1949).

Arizona would compare more favorably if measured with cities of equal size in the United States. Since comparable figures were not given for smaller cities in the biennial report of the N.E.A. Research Bulletin of April, 1949, it is impossible to make comparisons.

The range and distribution of the maximum scheduled salaries in elementary and high school districts at seven different levels of preparation can be determined by reference to Table IX. The table also shows the medians of the maximum salaries, and the lowest and highest of the maximum scheduled salaries observed at each level of preparation. A wide range was found for the maximum salaries among the different schedules. The maximum salaries for the elementary schools ranged from a low salary of $2700 for the no-degree level to a high salary of $4913 for the Master's degree level. For the high schools the range was from $3250 for the Bachelor's to $5490 for the Master's degree level and $5690 for the six-year level.

The medians of the maximum salaries at the elementary and high school level for the no-degree, Bachelor's degree, and Master's degree salary levels were $3700, $3880 and $4250, respectively. The median for the Bachelor's degree group in cities of thirty to one hundred thousand population for the United States was $3800; for the Master's degree

TABLE IX

MAXIMUM SCHEDULED SALARIES FOR CLASSROOM TEACHERS IN PUBLIC SCHOOL DISTRICT SALARY SCHEDULES IN ARIZONA, 1948-49

Salary interval	No degree	A.B.	A.B. plus ½ yr.	A.B. plus 1 yr.	M.A.	M.A. plus ½ yr.	M.A. plus 1 yr.
			Elementary Schools				
$4900-4999					1		
4800-4899			1	1	2		
4700-4799		1		1	1		
4600-4699		2		1	2		
4500-4599		2		2	4	2	
4400-4499		1	2	2	5	2	1
4300-4399		3	2	1	2	1	
4200-4299	1	5			10		
4100-4199	1		1	2	3		
4000-4099		7	3	3	1		
3900-3999	4	2	1		1		
3800-3899	2	5	3		5		
3700-3799		3	2		3	1	
3600-3699	2	9	1	2	2		
3500-3599		3	2				
3400-3499	3	1	1		2		
3300-3399	1	1					
3200-3299		2					
3100-3199	1						
Below 3100	2	1	—	—	—	—	—
Total number schedules	17	48	19	15	44	6	1
Lowest maximum salary	$2700	2800	3450	3600	3450	3750	4400
Median maximum salary	3700	3880	3950	4350	4250	4450	4400
Highest maximum salary	4260	4763	4813	4863	4913	4558	4400

TABLE IX (cont.)

Salary interval	No degree	A.B.	A.B. plus ½ yr.	A.B. plus 1 yr.	M.A.	M.A. plus ½ yr.	M.A. plus 1 yr.
			High Schools				
Over $5300					1		1
$5200-5299		1					1
5100-5199							
5000-5099					1		
4900-4999							
4800-4899					2		
4700-4799		1		1	1		
4600-4699		2		1			
4500-4599		1		1	2	2	
4400-4499			1	2	6	2	1
4300-4399		2	2	1	4	1	
4200-4299		4		1	11		
4100-4199		4		3	1		
4000-4099		5	3	3			
3900-3999		3	1		2		
3800-3899		2	3		2		
3700-3799		2	1			1	1
3600-3699		3		1	1		
3500-3599		3	1				
3400-3499		1			2		
Below $3400		2					
Total number schedules		36	12	14	36	6	4
Lowest maximum salary		$3250	3500	3600	3450	3714	3774
Median maximum salary		4040	4000	4200	4290	4350	4850
Highest maximum salary		4714	4410	4788	5490	4527	5690

class, the median salary was $4081.[3] The median of the maximum salaries for Arizona's high schools at the Bachelor's and Master's degree levels were $4040 and $4290, respectively. At the maximum scheduled salary levels, the Arizona schools included in this study compared favorably with the schools of the nation.

Some interesting facts are shown in Table X concerning the differences in the minimum and maximum scheduled salaries in the three different types of schools of Arizona in 1948-49. Table X gives the distribution of the minimum and maximum scheduled salaries at the Bachelor's and Master's degree salary levels for elementary school districts, combination elementary and high school districts, and union high school districts. Each of these types of districts had an elected board of education which was empowered to formulate and adopt salary policies for the district concerned. The medians of the minimum and maximum scheduled salaries tended to rise for the Bachelor's and Master's degree levels, respectively, for the elementary, elementary and high, and union high school districts. The medians of the minimum salaries for the Bachelor's degree level were $2491, $2744 and $2825, respectively, for the three types of schools. The minimums at the Master's degree level were $2617, $2940 and $3050, respectively. The medians of the maximum scheduled salaries for the Bachelor's level were $3920, $4000 and $4250, respectively, for the three types

3. Loc. cit.

TABLE X

MINIMUM AND MAXIMUM SCHEDULED SALARIES FOR CLASSROOM TEACHERS IN ELEMENTARY, ELEMENTARY AND HIGH SCHOOL, AND UNION HIGH SCHOOL DISTRICTS OF ARIZONA, 1948-49

Salary interval	Elementary school districts		Elementary and high school districts		Union high school districts	
	A.B.	M.A.	A.B.	M.A.	A.B.	M.A.
1	2	3	4	5	6	7
	Minimum Scheduled Salaries					
$3600-3699						1
3500-3599						1
3400-3499				1	1	1
3300-3399						
3200-3299				1	1	
3100-3199	1					
3000-3099			2	9		2
2900-2999		2	2	5		1
2800-2899		2	5	8	2	1
2700-2799	3	1	9	2	1	
2600-2699	1	6	4	2	1	
2500-2599	4	5	4		1	1
2400-2499	11		2			
Total number schedules	20	16	28	28	7	8
Median of minimum salaries	$2491	2617	2744	2940	2825	3050
	Maximum Scheduled Salaries					
$5000 and over					1	2
4900-4999		1				
4800-4899		1		1		1
4700-4799	1			1	1	
4600-4699	1	1	1		1	
4500-4599	1	3	1	1		1
4400-4499	1			5		1
4300-4399	2		1	3	1	1
4200-4299		1	4	10		1
4100-4199		2	3	1	1	
4000-4099	4	1	4		1	
3900-3999			2	2	1	
3800-3899	3	3	2	2		

TABLE X (cont.)

Salary interval	Elementary school districts		Elementary and high school districts		Union high school districts	
	A.B.	M.A.	A.B.	M.A.	A.B.	M.A.
1	2	3	4	5	6	7
$3700-3799	1	1	2			
3600-3699	3	2	3			1
3500-3599	1		2		1	
3400-3499			1	2		
3300-3399	1					
Below 3300	1	—	2	—	—	—
Total number schedules	20	16	28	28	8	8
Median of maximum salaries	$3920	4150	4000	4270	4250	4500

of schools; for the Master's degree, $4150, $4270 and $4500, respectively.

Perhaps the inclusion of a cost of living increment in the various types of school district schedules accounted for the differentials in the minimum and maximum salaries shown in Table X. It was shown in the previous chapter that all of the union high school districts had provided for a cost of living increment in 1948-49; five of these had hinged the increment to fluctuation in the cost of living by use of a consumer price index. Only four of the twenty elementary school districts had provided for a cost of living increment in 1948-49, two of which were hinged to a price index. Fifteen of the twenty-eight combined elementary and high school districts had provided for a cost of living increment, six of which were hinged to a consumer price index. In those schools which had provided that the cost of living increment would be hinged to a price index, the average increment was $895. The cost of living increments in the other schools averaged $344.

In Table XI the salary differentials between two successive levels of preparation were tabulated from the elementary and one from the high school salary schedules. The two levels of preparation that were found in practically all the schedules were the Bachelor's and Master's degree levels. It can be determined by the use of the table that the median differential of these two levels was $218 at the

TABLE XI

SALARY DIFFERENTIALS BETWEEN SALARY CLASSES IN 48 ELEMENTARY AND 36 HIGH SCHOOL DISTRICT SALARY SCHEDULES IN ARIZONA, 1948-49

Salary differential	Amount by which A.B. degree level exceeds non-degree level	Amount by which master's degree level exceeds A.B. degree level	
	Elementary schools		High schools
Differential in Minimum Salary			
$500-599	1		
400-499	1	2	2
300-399	1	6	5
200-299	2	17	20
100-199	7	19	8
0- 99			1
No differential	5		
No. schedules having differential	12	44	36
Lowest differential observed	$0.00	$100.00	$60.00
Median differential	186.00	218.00	245.00
Highest differential observed	500.00	400.00	400.00
Differential in Maximum Salary			
$700 and over	2		
600-699	2	5	5
500-599		1	1
400-499		5	2
300-399	2	3	4
200-299	4	14	18
100-199	5	15	5
0- 99	1		1
No differential	1		
No. schedules having differential	16	44	36
Lowest differential observed	$0.00	$100.00	$ 60.00
Median differential	250.00	243.00	266.00
Highest differential observed	1100.00	672.00	672.00

minimum salary and $243 at the maximum salary for the elementary schools; for the high schools, $245 and $266, respectively. The median differential between the no-degree level and the Bachelor's degree level was $186 at the minimum salary and $250 at the maximum for elementary schools. For cities of the United States having populations between thirty and one hundred thousand, the five-year level of preparation salary exceeded the four-year level by $212 at the minimum and $272 at the maximum.[4] It should be noted that although scheduled salaries' differentials in Arizona compared favorably at the minimum, the differentials at the maximum were less than for the nation.

The range of differentials as shown in Table X was interesting. For example, although the median difference between the Bachelor's degree maximum and the Master's degree maximum was $243 for the elementary schools, there were five schedules out of forty-four in which the differentials were $600 or higher, and sixteen schedules out of forty-four in which the differentials were less than $200. In five schedules at the minimum there was no differential between the no-degree and the Bachelor's degree levels. At the maximum one schedule showed a differential of $1100 between these two levels. The range of differences for the high schools was comparable to those for the elementary schools.

4. Ibid., p. 67.

Much has been written concerning the proper relationship of the beginning minimum salary for a teacher to his final maximum salary. In Table XII was tabulated an index number relationship found between the minimum salary for the Bachelor's degree salary class and the maximum for the Master's degree salary class for the elementary and high school district salary schedules in Arizona during 1948-49. The index of 100.0 was based upon the minimum salary for the Bachelor's degree salary class. As was pointed out in Chapter II, students of salary schedules have suggested for a number of years that maximum salaries should be at least twice the minimum beginning salary. The schedules studied in Arizona on an average do not approach this standard. The median relationship was 160.0 for the elementary schools and 155.75 for the high schools. The highest differentials observed were 189.58 and 181.85 for the elementary and high schools, respectively. The lowest relationships were 135.02 and 133.82, respectively, for the elementary and high schools. The median relationship for 182 single-salary type of schedules for the nation in 1946-47 was 179.1; the highest differential 260.0, and the lowest 119.2.[5] The relationships in Arizona school district schedules compare favorably with these for the nation. By disregarding the basic 100.0 in

5. "Analysis of Single Salary Schedules." N.E.A. Research Bulletin, 25:86 (October, 1947).

TABLE XII

DISTRIBUTION OF INDEX NUMBERS SHOWING RELATIONSHIPS BETWEEN MAXIMUM FOR M.A. SALARY CLASS TO MINIMUM B.A. SALARY CLASS IN THE PUBLIC SCHOOL SALARY SCHEDULES IN ARIZONA, 1948-49

Index relationship (percent that maximum salary in Master's degree salary class was of Minimum salary in the Bachelor's degree salary class)*	Number of schedules with relationships shown	
	Elem. schools	High schools
1	2	3
Index interval (minimum of Bachelor's degree salary class = 100.0)		
180.0-189.9**	6	2
170.0-179.9	6	3
160.0-169.9	10	10
150.0-159.9	13	9
140.0-149.9	2	7
130.0-139.9	7	5
Highest differential observed	189.58	181.85
Median relationship	160.0	155.75
Lowest differential observed	135.02	133.82
Total number of schedules	44	36

*Supermaximum scheduled salaries were not included in these data.

**The index numbers can be read as percents by disregarding the basic 100.0 in each number. For example, in six schedules the maximum salary in the Master's degree salary class for elementary schools was from 80.0 to 89.9 percent higher than the minimum salary in the Bachelor's degree salary class. The greatest differential was noted in a schedule in which the Master's degree salary class was 89.58 percent higher than the Bachelor's degree minimum; the median differential was 60 percent; and the lowest differential was 35.02 percent.

each number in Table XII and reading the results in percents, one can learn that only six schedules for the elementary schools provided for a maximum salary for the Master's degree level of from 80 to 89.9 percent higher than for the minimum salary for the Bachelor's degree level. In seven schedules similar percents were only 30 to 39.9. Comparable ranges could be observed for the high school scheduled salaries.

Scheduled Salary Increments

The monetary difference between the successive salary steps is known as an increment. The size, number, and uniformity or variety in size of increments in the salary schedules studied were reported in Tables XIII, XIV, and XV. The information was given for the two most prevalent salary levels, the Bachelor's and Master's degree salary classes. Distributions and medians are shown, and a wide range of practice was noted.

The size of increments leading from the minimum salary to the maximum for the Bachelor's and Master's degree salary classes is shown in Table XIII. The size of the increments was tabulated as low, average, and high. The low increment was the smallest observed for a given schedule; the high was the largest observed; and the average was the average of all increments. Where increments were uniform in size, the low, average, and high were the same.

For the elementary schools the medians for the Master's

TABLE XIII

SIZE OF INCREMENTS LEADING FROM MINIMUM TO MAXIMUM SALARY IN THE PUBLIC SCHOOL DISTRICTS IN ARIZONA, 1948-49

Increment interval	Bachelor's degree salary class						Master's degree salary class					
	Low*		Average*		High*		Low*		Average*		High*	
	E	HS	E	HS	E	HS	E	HS	E	HS	E	HS
$200-209	1	1	2	1	4	7	1	1	2	1	4	7
190-199	2	1	3	2	5	3	2	1	3	2	5	3
180-189				1						1		
170-179			1	2		1			1	1		1
160-169	3		6		3		2		4		2	
150-159	3	3	3	3	8	5	3	3	4	3	6	5
140-149		2		4		2			6	2		
130-139				1			2	2	2	4	2	2
120-129	4	2	7	3	7	5	5	2	7	3	10	6
110-119	3	1	5		5				3	1	2	
100-109	19	12	12	9	16	13	16	12	9	8	13	10
90- 99	3	2		1			3	2	4	6		
80- 89			5	5					2			
70- 79	2	1	2	2			4	4	2	2		
60- 69			2	2			1	1	2	2		
50- 59	5	6					5	6				
40- 49	3	5						2				
Total no. schedules	48	36	48	36	48	36	44	36	44	36	44	36
Median increments												
Elem. schools	$105		116		124		106		120		127	
High schools	$103		109		135		103		110		145	

*In over half the schedules the increments were uniform in size, but in others they varied; i.e., 5 at $200, 4 at $125, and 3 at $100. Where the increments were uniform, the same amount was tallied under Low, Average, and High; but where they varied in size, the three columns permitted the accurate recording of the lowest, average, and highest increments scheduled.

degree salary class were $106, $120, and $127 for low, average and high, respectively; for the high schools $103, $110 and $145, respectively. The medians for the Bachelor's degree salary class were slightly lower, being $105, $116 and $124, respectively, for the elementary schools and $103, $109 and $135, respectively, for the high schools. Corresponding national medians for the four-year or Bachelor's degree salary class in cities from thirty to one hundred thousand population were $103, $106 and $109, respectively.[6] The range from low to high for the national norms was much less than in Arizona, and the average increment was slightly more in Arizona. It can easily be determined by a study of Table XIII that the salary increments among the various schools ranged considerably.

In Table XIV was tabulated the number of increments for the Bachelor's and Master's degree salary classes provided for in the elementary and secondary school district schedules. The increments ranged from four to twenty-two but tended to bunch at ten and eleven. Over 50 percent of the schedules would require either ten or eleven years to advance from the minimum to the maximum salary. The median number of increments for the Bachelor's and Master's degree salary levels for the elementary and high schools were approximately the same. The median number of increments for

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6. "Salaries and Salary Schedules of City School Employees, 1948-49." op. cit., p. 68.

TABLE XIV

NUMBER OF INCREMENTS IN THE PUBLIC SCHOOL DISTRICT SALARY SCHEDULES IN ARIZONA, 1948-49

Number of increments	Bachelor's degree salary class		Master's degree salary class	
	Elem. school	High school	Elem. school	High school
16 and over	1	1	1	1
15	1	1	1	2
14	2	3	5	5
13	3	3	3	3
12	4	2	6	4
11	10	4	11	7
10	19	14	13	9
9	4	4	3	4
8		2		
7	3	2	1	1
6, below	1	—	—	—
Total no. schedules	48	36	44	36
Median no. increments	10.8	10.7	11.5	11.8

the Bachelor's degree level was 10.8 and 10.7, respectively, for the elementary and high schools; for the Master's degree 11.5 and 11.8, respectively. The median number of increments for the nation was 13 for the Bachelor's degree salary class in cities of thirty to one hundred thousand population.[7] It would appear that educators in Arizona believe in the principle of advancing teachers from the minimum to the maximum salary in a reasonably short time, since approximately 90 percent of the increments fell between nine and fifteen.

The argument is sometimes heard that salary increments should be larger in the first few years of service in order to get the teacher to a salary sufficient for the maintenance of a family rather quickly. Approximately 30 percent of the elementary schedules and 42 percent of the high school schedules provided for larger increments in the earlier years of service. Over 50 percent of the elementary and 40 percent of the high school schedules provided for uniform increments throughout the period required to advance from the minimum to the maximum salary. In 196 salary schedules in cities of thirty to one hundred thousand population for the Bachelor's degree level, 49.0 percent of increments were uniform and 18.9 percent were larger in earlier years. The increments as provided for in respect

7. Ibid., p. 69.

TABLE XV

UNIFORMITY OR VARIETY IN SIZE OF INCREMENTS IN THE PUBLIC SCHOOL DISTRICT SALARY SCHEDULES IN ARIZONA, 1948-49

Practice	Percent of schedules			
	Bachelor's degree salary class		Master's degree salary class	
	Elem.	High	Elem.	High
Percent of increments uniform throughout period	56.3	44.4	52.3	41.7
Percent of increments uniform throughout period except first or last increment	6.2	2.8	6.8	2.8
Larger increments in early years of service	29.2	41.7	31.8	44.4
Larger increments in later years of service	6.2	5.5	6.8	5.5
Percent varied in other ways	2.1	5.5	2.3	5.5
Total percent	100.0	99.9	100.0	99.9
Total no. of schedules	48	36	44	36

to size, number, and variation in uniformity of size for the public schools of Arizona conform relatively close to norms for the United States.

Summary

The most distinguishing characteristic of the salary classes found in the schedules was that the salary class to which a teacher was assigned was determined on the professional qualifications of the teacher rather than upon the grade level or assignment. The number of salary classes found ranged from one to seven. Either two, three, or four classes were provided for in approximately 80 percent of the schedules. All schedules recognized the Bachelor's degree class. All high school and 91 percent of the elementary school district schedules recognized the Master's degree salary class. Seventeen elementary school districts recognized a no-degree class. The most common highest level of preparation recognized in the schedules was the Master's degree. Relatively few schedules recognized salary classes for preparation beyond the Master's degree.

The minimum and maximum salaries provided for in each salary class varied considerably among the different schedules and also among the different types of school districts. The medians of the minimum and maximum scheduled salaries tended to rise with each salary level. For example, the medians for the minimum scheduled salaries for the no-degree, Bachelor's degree, and Master's degree levels for the

elementary schools were $2467, $2667 and $2845, respectively; for the high schools, $2760 and $2983 for the Bachelor's and Master's degree salary classes, respectively. At the maximum salaries the medians for the Bachelor's and Master's degree salary classes were $3880 and $4250 for the elementary schools, and $4040 and $4090 for the high schools, respectively. All elementary school schedules provided for maximum salaries of less than $5000. Two high school schedules provided for maximum salaries in excess of $5000.

The differential allowed for an additional year of professional preparation would average about $225 at the minimum and $250 at the maximum scheduled salaries. For example, the median amount by which the Master's degree salary class exceeded the Bachelor's degree class at the maximum salaries was $243 for the elementary schools and $266 for the high schools. The percent by which the average maximum salary for the Master's degree salary class exceeded the minimum average salary for the Bachelor's degree salary class was 60 percent for the elementary schools and 55.75 for the high schools. The highest percental difference observed was 89.58; the lowest, 33.82.

The number of increments provided for in the various schedules was 10.7 on an average for the Bachelor's degree and 11.8 at the Master's degree level. The size of the increments leading from the minimum to the maximum salary for the Bachelor's and Master's degree levels averaged $116

and $120 for the elementary schools, and $109 and $110 for the high schools, respectively. Over half of the schedules provided for increments of uniform size throughout the increment period, while about a third of the schedules provided for larger increments in the earlier years of service. The remainder of the schedules either had larger increments in the later years of service, or varied the allowance of increments in some other fashion.

CHAPTER V

CLASSROOM TEACHERS' SALARIES IN ARIZONA

The data and treatment in this chapter were concerned with the salaries actually paid classroom teachers in the public schools of Arizona during the school year 1948-49. Although a study of the salaries paid teachers was not necessarily a part of the survey of salary schedules existing in the public schools of Arizona during 1948-49, it would be difficult to defend or condemn any conclusions or recommendations which seem in order at this point without some local standard for evaluation. Therefore a brief analysis of the range and distribution of salaries paid teachers in the elementary and high schools included in this study was made.

The distributions of the lowest, highest, and average salary paid in the various types of school districts were tabulated and studied. A brief examination was given the question, "Why were high school teachers paid more than the elementary school teachers?" Comparative trends in salaries paid teachers between 1930-31 and 1948-49 were tabulated for Arizona and the various city groups of the United States. An attempt was finally made to determine the adequacy of salaries paid teachers in Arizona through a comparison of the trends of teachers' salaries with the rising cost of

living since 1938-39, and also by application of a suggested measurement for adequacy of minimum and maximum teacher salaries by use of a minimum adequate budget for a self-supporting woman without dependents as a base.

Distribution of Salaries

The distribution of salaries paid men and women teachers in the elementary and high school districts included in this study were tabulated in Table XVI and XVII. Distributions for Phoenix, Tucson, and all other districts, as well as for all districts included in the study were given. The purpose of such a breakdown was to discover salary differences between cities of various sizes in Arizona, and also to make comparisons with cities of relative size in the United States.

Some interesting facts concerning the salaries of elementary school teachers were shown in Table XVI. The salaries ranged from less than $2400 for two teachers to between $4600 and $4699 for fourteen teachers. The average salary for the districts included in this survey was approximately $125 more than the average salary of $3328 for all elementary school teachers in Arizona as reported by the office of the Superintendent of Public Instruction in his 1948-49 salary survey. The median salary for each group except Tucson showed that women teachers were paid a larger salary on the average than men. The median for all men teachers was $3420, and for women $3460. Phoenix elementary teachers were paid an

TABLE XVI

DISTRIBUTION OF SALARIES PAID TEACHERS IN 48 ARIZONA ELEMENTARY SCHOOL DISTRICTS, 1948-49*

Salary interval	All teachers, Arizona		Phoenix		Tucson		All schools except Tucson, Phoenix	
	Men	Women	Men	Women	Men	Women	Men	Women
$4600-4699	3	11			3	11		
4500-4599	11	37	4	27	2	7	5	3
4400-4499	12	87	5	23	1	59	6	5
4300-4399	16	193	8	150	3	12	5	31
4200-4299	7	36	1	4	5	15	1	17
4100-4199	16	58	4	35	4	7	8	16
4000-4099	16	50	1	3	2	4	13	43
3900-3999	12	107	3	23		5	9	79
3800-3899	18	83	5	15	1	3	12	65
3700-3799	17	64	3	2	1	10	13	52
3600-3699	24	182	3	17	2	14	19	151
3500-3599	19	104	1		3	29	15	75
3400-3499	25	145	2	22	6	22	17	101
3300-3399	22	123	2	1	5	24	15	98
3200-3299	33	182	2	14	6	42	25	126
3100-3199	15	102	2			13	13	89
3000-3099	21	139	3	11	3	42	15	86
2900-2999	11	90	1	1	1	16	9	73
2800-2899	22	100	3	7	1	10	18	83
2700-2799	19	59	1		1	6	17	53
2600-2699	10	79		7	3	27	7	45
2500-2599	17	71	2		4	20	11	51
2400-2499	15	38	1	5		1	14	32
Under 2400	1	1	—	—	—	—	1	1
Total teachers	382	2141	57	367	57	399	268	1375
Median salary	3420	3460	3850	4311	3475	3393	3226	3350
Median men-women	3450		4303		3404		3345	

*Data secured from files of Supt. of Public Instruction, Phoenix.

average of about $900 more than Tucson teachers, and Tucson teachers $100 more than the average for all other districts.

In 1948-49 Phoenix would be classified as a Group II city (see Table XX for group sizes). The elementary teachers in Phoenix, however, were paid about $800 more than the average elementary teacher in Group II cities over the nation. Phoenix paid her elementary teachers about the same as the average paid teachers in Group I cities.[1]

Elementary teachers in Tucson were paid about $400 more than teachers in Group III cities. All elementary teachers in the schools included in this study were paid an average salary that compared favorably with salaries paid teachers in Group III cities. Table XX shows that the salaries for all teachers in Groups III, IV, V, and VI cities across the nation were below the average salary for elementary teachers of all districts included in this study.[2]

The salaries for high school teachers (Table XVII) ranged from $2400 for four teachers to over $5700 for four men teachers. The average salary for the districts in this survey was approximately $100 more than the average high school salary of $3884 reported by the Superintendent of Public Instruction in his 1948-49 salary survey for all high school teachers in Arizona. The median salary for each

1. "Salaries and Salary Schedules of City School Employees, 1948-49," N.E.A. Research Bulletin, 27:49-52 (April, 1949).
2. Loc. cit.

TABLE XVII

DISTRIBUTION OF SALARIES PAID TEACHERS IN 36 ARIZONA HIGH SCHOOL DISTRICTS, 1948-49*

Salary interval	All teachers, Arizona		Phoenix		Tucson		All schools except Tucson, Phoenix	
	Men	Women	Men	Women	Men	Women	Men	Women
Over $5700	4		4					
$5600-5699		1		1				
5500-5599	3	1	3	1				
5400-5499								
5300-5399	3	2	2	2			1	
5200-5299	6	2	5	2	1			
5100-5911	6	3	3	2	3	1		
5000-5099	45	46	43	46	2			
4900-4999	10	6	6	3	2	3	2	
4800-4899	14	12	12	12	1		1	
4700-4799	13	10	9	8	2	2	2	
4600-4699	21	16	11	6	6	10	4	
4500-4599	28	14	20	10	1	1	7	3
4400-4499	12	7	3	2	1	2	8	3
4300-4399	35	38	10	12	5	2	20	24
4200-4299	17	23			5	2	12	21
4100-4199	20	13	5	2		1	15	10
4000-4099	26	21	3	2	2		21	19
3900-3999	29	21	3	1	3	1	23	19
3800-3899	33	25	2	4	2	2	29	19
3700-3799	22	18	1	2		2	21	14
3600-3699	39	13	5		4	5	30	8
3500-3599	23	17	4		3	2	16	15
3400-3499	24	20	2	1	5	8	17	11
3300-3399	27	10	3	1	5	1	19	8
3200-3299	19	20			5	3	14	17
3100-3199	9	17			1	1	8	16
3000-3099	12	7				2	12	5
2900-2999	16	10			1		15	10
2800-2899	11	12			1		10	12

TABLE XVII (cont.)

Salary interval	All teachers, Arizona		Phoenix		Tucson		All schools except Tucson, Phoenix	
	Men	Women	Men	Women	Men	Women	Men	Women
$2700-2799	8	8				1	8	7
2600-2699	4	6			1		3	6
2500-2599	1	5			1	2		3
2400-2499	1	3					1	3
Total teachers	541	427	159	120	63	54	319	253
Median salary	3937	4005	4783	4875	3983	3800	3731	3740
Median men-women	3989		4831		3912		3734	

*Data secured from files of Supt. of Public Instruction, Phoenix.

group except Tucson was larger for women than for men. The average high school woman teacher was paid an average of about $65 more than the average man teacher in 1948-49. The median salary for each increased with the size of the city. The median salary for all districts except Tucson and Phoenix was $3734; Tucson, $3912; and Phoenix, $4831. The median salary of high school teachers in Phoenix was about $900 more than for Tucson, the same as for the elementary schools. Tucson high school teachers were paid nearly $200 more than the average high school teacher in all other districts except Phoenix.

The average high school teacher in Group II cities was paid an average of $3693 which was $1000 less than the average high school teacher in Phoenix and $200 less than in Tucson. In Group I cities the average teacher was paid $200 less than in Phoenix.[3] Tucson paid her average high school teacher about $500 more than was paid teachers in Group III cities. The average salary for high school teachers for all other districts in Arizona was nearly as large as the $3793 average salary for Group III cities.[4]

Other factors being equal, it would appear that public school teachers in Arizona were well paid in 1948-49 in comparison with teachers' salaries for the nation. However,

3. Ibid., pp. 47-49.
4. Loc. cit.

it should be pointed out that just a comparison of salaries between Arizona's teachers and the average teacher in the United States is not sufficient since teachers in Arizona no doubt had considerably more academic preparation than did the average teacher in 1948-49.

Salary Differentials

By carefully reviewing the data contained in Tables XVI and XVII one may ask, "Why were the high school teachers paid more than the elementary school teachers?" Table XVIII further shows the differences in salaries paid teachers in the three types of districts. Perhaps the fact that Phoenix high school was among the union high school districts substantially accounts for the higher average salary for that group. Another fact which aids in explaining why high school teachers were paid more than elementary school teachers was shown in Tables VIII and IX. These tables showed that high school district salary schedules had provided for larger minimum and maximum salaries than were provided for by the elementary school districts. It was previously suggested in Chapter IV that perhaps the more prevalent inclusion of a cost of living increment in high school schedules in 1948-49 was a prime cause for the differential found in elementary and high school salaries.

Perhaps Table XIX contains data rarely examined and used to explain the differences in the elementary and high school salaries. The first section of this table shows

TABLE XVIII

DISTRIBUTION OF THE LOWEST, HIGHEST AND AVERAGE SALARY PAID CLASSROOM TEACHERS IN ELEMENTARY, ELEMENTARY AND HIGH, AND UNION HIGH SCHOOL DISTRICTS IN ARIZONA, 1948-49*

Salary interval	Low			Average			High		
	Elem.	Elem. & high	Union high	Elem.	Elem. & high	Union high	Elem.	Elem. & high	Union high
Over $4700								3	3
$4600-4699						1		2	
4500-4599							2	2	1
4400-4499							2	2	1
4300-4399					1		4	3	
4200-4299							1	5	
4100-4199					1	1		1	
4000-4099				1			2	4	1
3900-3999					2	1			2
3800-3899				1	6		2	2	
3700-3799		1		1	5	2	3		
3600-3699		1			1			1	
3500-3599		1		2	2		2	1	
3400-3499	1			1	2	1	2	1	
3300-3399		3	1		3	1			
3200-3299		1	1	5	1	1			
3100-3199	1	1	1	5	1				
3000-3099		2	1	2	1			1	
2900-2999		4		2	2				
2800-2899	1	3							
2700-2799	3	4	3						
2600-2699	1	2	1						
2500-2599	5	2							
2400-2499	8	2							
Below 2400		1							
Total schools	20	28	8	20	28	8	20	28	8
Low salary	2400	2200	2680	2959	2914	3220	3414	3050	3980
Median "	2540	2900	2900	3220	3720	3750	4050	4260	4500
High "	3400	3750	3314	4000	4365	4685	4570	5300	6314

*State of Arizona, Dept. of Education. "Arizona Salary Survey, School Year 1948-49."

TABLE XIX

PROFESSIONAL TRAINING, EXPERIENCE, AND TENURE OF ELEMENTARY AND HIGH SCHOOL TEACHERS OF ARIZONA, 1948-49*

	Number		Percent	
	Elem. school	High school	Elem. school	High school
College Degrees (number with highest degrees)				
No degree	482	37	12.91	2.77
Bachelor's degree	2762	578	74.00	43.26
Master's degree	486	716	13.01	53.59
Doctor's degree	3	5	.08	.37
Total	3733	1336	100.00	99.99
Total Experience (included school year 1948-49)				
1 year or less	242	89	6.48	6.66
2 years	173	81	4.63	6.06
3 years	139	81	3.73	6.06
4 years	145	63	3.88	4.72
5 years	176	61	4.71	4.57
6 to 10 years	790	225	21.17	16.84
11 years and over	2068	736	55.40	55.09
Total	3733	1336	100.00	100.00
Tenure in Present District or System (consecutive tenure including 1948-49)				
1 yr., less than 2 yrs.	925	288	24.79	21.56
2 years	534	227	14.31	16.99
3 years	437	159	11.71	10.90
4 years	301	113	8.07	8.46
5 years	240	51	6.43	3.82
6 to 10 years	548	163	14.69	12.20
11 years and over	748	335	19.85	25.08
Total	3733	1336	99.85	99.01

*Data secured from office of Supt. of Public Instruction, Phoenix. Data to be included in report for the biennial 1948-49:1949-50.

that over half of the high school teachers had a Master's degree in 1948-49 as against only 13 percent for elementary teachers. It shows also that 482 elementary school teachers did not have a degree of any kind. This was nearly as many elementary teachers without a degree as high school teachers without a Master's degree. From these data it appears that high school teachers on the average had a year more of professional preparation than elementary school teachers in 1948-49.

The second part of Table XIX shows that the total years of experience for elementary and high school teachers was not significantly different to materially affect the situation. The third section, tenure in the present system, shows that a fourth of the high school teachers had taught in the same district for eleven or more years and therefore should be at the maximum salary in most districts, as against a fifth of the elementary school teachers. The other percents of difference shown in this section were not too significant.

By analysis of the data in Tables VIII, IX, X, XI, and XIX it was possible to logically explain the differential of $556 that existed between the average salary for elementary and high school teachers in 1948-49. Table X shows that a differential of about $250 was scheduled at the minimum beginning salary between independent elementary

school districts and districts containing an elementary and high school; for union high school districts the differential was nearly $400. Table XI shows that a differential of approximately $250 was allowed in all schedules for a Master's degree over the Bachelor's degree salary class. These two factors would account for approximately $500 differential. Table XIX showed that more high school teachers, proportionately, had taught in the same district eleven or more years and, consequently, should be at the maximum salary. This factor would mean another differential of at least $250 for these teachers over elementary school teachers. From these data it would seem that the salary differential which existed between elementary school teachers and high school teachers in 1948-49 was caused through the application of sound policy rather than discretionary action on the part of the school boards.

Adequacy of the 1948-49 Teacher Salary

The adequacy of a salary can be measured only in the quantity and quality of essential goods it will purchase on the open market. In the preceding sections the size and distribution of teachers' salaries were examined. In this section the relative value of the salaries paid Arizona teachers in 1948-49 were briefly examined.

Trends in Teachers' Salaries: The average salary paid teachers in Arizona for selected years from 1930-31 to 1948-49 are shown in Table XX. The average salary paid in

TABLE XX

TRENDS IN SALARIES PAID TEACHERS OF ARIZONA AND THE UNITED STATES, 1930-31 to 1948-49***

Arizona teachers, and United States city groups*	Median salaries paid in					Percent increase 1938-39 to 1948-49	Purchasing power of 1948-49 salaries, 1935-39 dollars**
	1930-1931	1938-1939	1940-1941	1946-1947	1948-1949		
1	2	3	4	5	6	7	8
Arizona	$1414	$1482	$1529	$2409	$3469	134.1	$2040
Group I	2492	2787	2708	3580	4242	52.2	2495
" II	2006	1991	2029	2704	3423	71.9	2013
" III	1760	1748	1763	2458	3150	80.2	1852
" IV	1552	1525	1551	2299	2964	94.4	1743
" V	1434	1380	1424	2121	2783	101.7	1637
" VI	1307	1240	1273	2044	2655	114.1	1562

*Each group includes regular kindergarten, elementary, junior-high, and high-school teachers. Group I, cities over 500,000 population; II, 100,000-500,000; III, 30,000-100,000; IV, 10,000-30,000; V, 5,000-10,000; VI, 2,500-5,000.

**Purchasing power of 1948-49 salaries was computed by using Bureau of Labor Statistics Consumer Price Index for Los Angeles for 1948; the index used was 170.0, the actual index was 169.9.

***Data for national groups taken from Salaries and Salary Schedules for City-School Employees, 1948-49, NEA Research Bull., April 1949; Arizona data secured from State Supt. of Public Instruction biennial reports and unpublished data.

corresponding years to teachers in city school systems located in cities of various grouped sizes are also shown. Valuable comparisons can be drawn concerning the salary trends for Arizona teachers by reference to this table.

The 1930-31 and the 1938-39 average teacher's salary in Arizona was approximately that of the nation. In succeeding years the salary paid Arizona teachers gradually gained on the national average until in 1940-41 the average salary for Arizona teachers was approximately that of all teachers in Group IV cities; and in 1948-49, Group II cities. The percent of increase in teacher salaries in Arizona from 1938-39 to 1948-49 was 134.1, which was 20 percent higher than for any city group. It is interesting to note that the percent of increase in teacher salaries from 1938-39 to 1948-49 was larger in the smaller city groups than in the larger city groups.

Purchasing Power of 1948-49 Teacher Salaries: The purchasing power of the 1948-49 average salary in terms of 1935-39 dollars for all teachers in Arizona and for the various city groups of the United States are shown in the last column of Table XX. The method used in computing the purchasing power of the 1948-49 salary was by use of the Consumer Price indices issued monthly by the United States Bureau of Labor Statistics. The basic index of 100.0 percent was for the normal years 1935-39. It was assumed that the 1938-39 teachers' salaries were also normal or

equivalent to the basic index of 100.0. Then by dividing the average teachers' salary for 1948-49 by 170 percent (the consumer price index for Los Angeles for the 1948-49 school year), the purchasing power of the 1948-49 average salary was determined in 1935-39 dollar values. The average teacher in Arizona had $558 more purchasing power (in terms of 1935-39 dollar values) in 1948-49 than in 1938-39. However, this increase was partially consumed by federal income taxes. The average teacher did not pay this tax before 1939, but the average teacher with one dependent in Arizona paid nearly $300 federal income taxes in 1948-49.

From the preceding data it appears that the average teacher in Arizona had more purchasing power in 1948-49 than for any other year within a decade.

Chart 1 pictures the trend of the cost of living and the average teachers' salary in Arizona from 1938-39 to 1948-49. The cost of living and the average salary paid teachers were practically the same from 1938-39 to 1940-41. The cost of living rose rapidly at this point, and was approximately twelve points above the average teacher salary during 1941-42 and 1942-43. The salaries paid teachers again equalled the cost of living in 1943-44, and in 1944-45 were five points above the cost of living index. This differential persisted through 1946-47. The upsurge in teachers' salaries began with the 1947-48 contracts and continued with the 1948-49 contracts. In 1948-49 the average salary

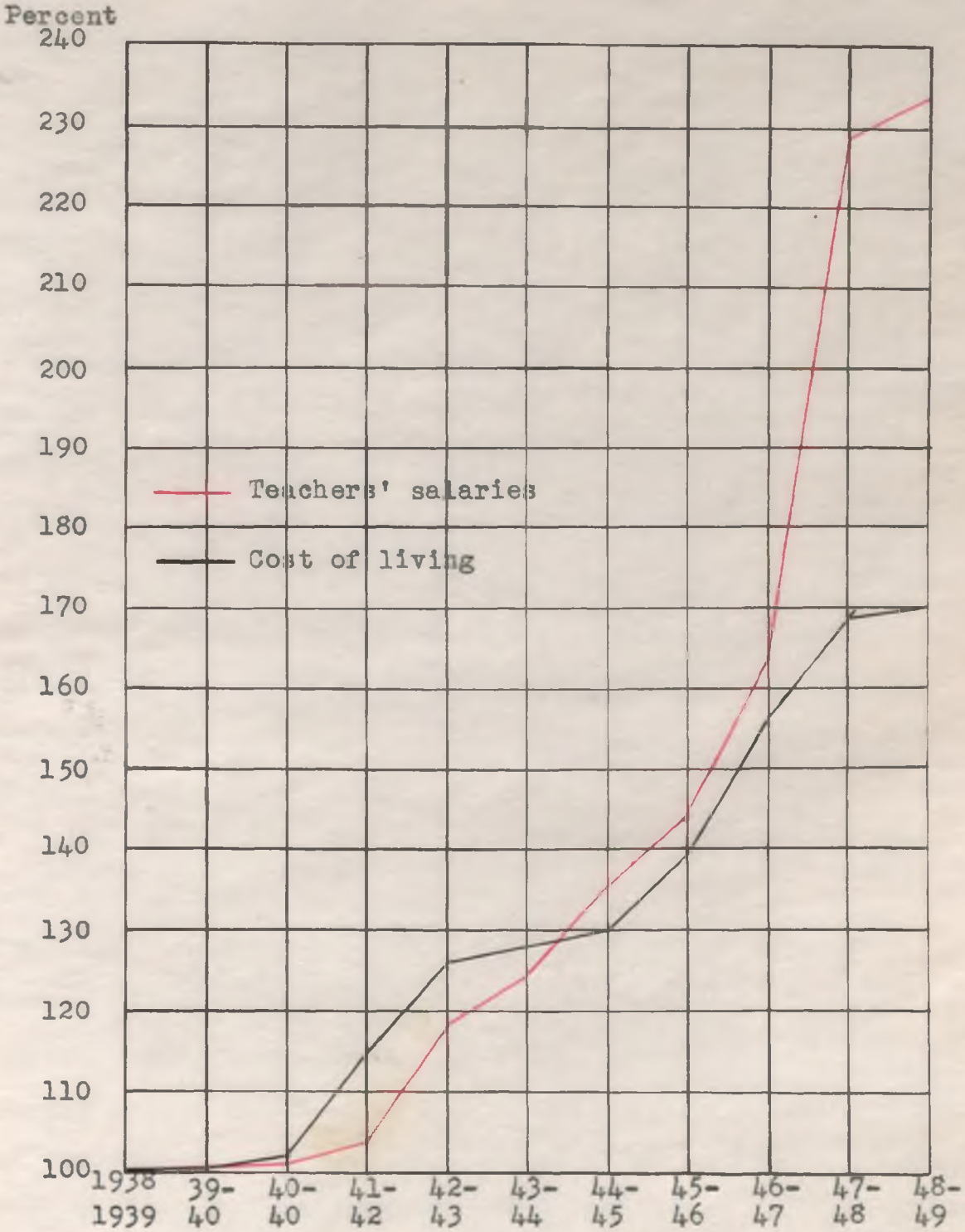

Chart 1. Classroom Teachers' Salaries in Arizona and Cost of Living, 1938-39 to 1948-49*

*Bureau of Labor Statistics Index of 1935-39 = 100.0

for teachers in Arizona had risen to a position of sixty-four points above the cost of living.

Application of Cost of Living Theory: The annual cost of a minimum adequate budget for a self-supporting woman without dependents was recommended by Elsbree[5] as a basis for establishing the minimum beginning salary for a teacher. It was recommended that the minimum beginning salary for a teacher should be at least twice the annual cost of board and room for the employed woman without dependents living away from home. Table XXI gives the annual cost of a minimum adequate budget for a self-supporting woman without dependents in Arizona for March, 1947. These costs were adjusted upward by 11 percent, the differential in the Consumer Price Index between March, 1947 and the index for the 1948-49 school year.

The sum of housing and food as shown in Table XXI was $1083 for 1948-49. Twice this amount equals $2166. However, since Elsbree made his recommendation in 1931, the item of federal income tax has been added to the budget of the self-supporting woman. The budget amount for this item was $265.25. When this amount is added to $2166, the minimum beginning salary for a beginning teacher would be $2421. Since the median of the minimum scheduled salaries for the Bachelor's degree salary class for the elementary schools

5. Elsbree, Willard S. Teachers' Salaries, p. 94.

TABLE XXI

ANNUAL COST OF A MINIMUM ADEQUATE BUDGET FOR A SELF SUPPORTING WOMAN WITHOUT DEPENDENTS IN ARIZONA, 1947, ADJUSTED, 1948-49**

Commodities and services				Private insurance and savings	Taxes	Total budget
Housing	Food	Clothing	Other living essentials			
$234	$651	$276	$402	$42.82	$247.53	$1,853.35*
260	823	306	446	47.53	265.25	2,057.20**

*Hazel Kefauver. State Budgets for Single Women Workers, p. 53.

**Adjusted by use of Bureau of Labor Statistics Consumer Price Indices of March, 1947 and of the 1948-49 index based upon a school year. The index differential was 11 percent

was $2667 and $2760 for the high school schedules, and also since only two teachers included in schools of this study were paid less than $2400, the minimum salary for teachers in Arizona seems to be quite satisfactory as measured by this formula. However, by adding the cost of living differential to the minimum adequate professional salaries recommended by the N.E.A. in 1946 (see Table I, page 23), the minimum salary for the beginning teacher should be at least $2664. This figure is approximately that of the median scheduled minimum salaries for the elementary school districts.

That the maximum salary for teachers should be at least twice the minimum beginning salary is usually accepted as a satisfactory standard. By application of the preceding data, the maximum salary for 1948-49 would have been somewhere between $4842 and $5332. By reference to Table VIII it is found that the median scheduled maximum salary for the Master's degree salary class was $4250 for the elementary schools and $4350 for the high schools, approximately $600 less than the minimum suggested maximum salary above. Table IX shows that only three elementary and four high school districts had scheduled maximum salaries for the Master's degree salary class of $4800 or more. Table XVI reveals that no elementary school teachers were paid more than $4700; while Table XVII shows that 164, about 17 percent, of the high school teachers were paid more than $4800

in 1948-49. From these data it would appear that the maximum salaries of public school teachers in Arizona were not sufficiently high in 1948-49, especially in the elementary school districts, to meet the standard of being at least twice the minimum salary.

Summary

Salaries paid elementary and secondary school teachers who taught in districts included in this study were an average of approximately $100 more than those paid teachers in the other districts of Arizona. Women teachers were paid an average of about $100 more than men teachers in 1948-49. The median salaries for all elementary school teachers were $3450; for high school teachers, $3989. Median salaries in the various groups varied with the size of the city. The median salaries for Phoenix, Tucson, and all other districts were above the national average for cities of equal size.

Teachers' salaries in Arizona increased 134.1 percent in the preceding decade, 20 percent more than any city group for the United States. Arizona teachers were able to purchase more consumer goods on the open market in 1948-49 than in any year during the preceding decade. On the basis of professional preparation, tenure, and scheduled differentials in elementary and high school district schedules, high school were justifiably paid $556 more than elementary school teachers in 1948-49.

The minimum scheduled salaries and the actual salaries paid Arizona teachers were generally satisfactory as measured by recommended standards for professional minimum salaries by the National Education Association in 1946, and also as measured by a suggested formula. Maximum scheduled salaries and real salaries for teachers in Arizona in 1948-49 were not satisfactorily high to meet the recommended standards.

CHAPTER VI

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

The purpose of this study was to survey the salary schedules used in the Public elementary and secondary schools of Arizona during the 1948-49 school year.

A general study of writings on the subject revealed that one of the most important influences in securing excellent teachers and incidentally improving child service was to adopt a satisfactory salary plan for the payment of teachers. A definite salary schedule makes it possible for teachers to plan for the future with confidence, knowing what salary to expect from year to year. Salary schedules encourage teachers to acquire additional training and to participate in local and national affairs. A definite salary plan aids the administration in planning the budget.

It was found that principles and problems involved in formulating and revising the salary schedule can most satisfactorily be handled through a committee composed of representatives of teachers, school officials, and citizens of the community. The chief problems in salary scheduling were found to be selecting the committee, adopting the type of schedule, setting a minimum salary which would attract the

type of teacher desired, establishing a satisfactory maximum salary which will retain teachers in the system, providing satisfactory increments by which the teacher progresses from the minimum to the maximum salary in a reasonable length of time, and providing for revision of the schedule in order to keep it abreast of economic conditions or adopting a cost of living adjustment plan.

When the 1948-49 salary schedules of the public schools of Arizona were analyzed, it was found that a fifth of the elementary and half of the high school districts had salary schedules. However, three out of four teachers and an equal proportion of the elementary school pupils and high school students attended these schools. The single-salary type of schedule was used in 93 percent of the districts.

The format, general make-up, of the schedules varied. However, about 75 percent of the schedules were quite satisfactory. Several schedules lacked minor details such as pertinent dates and adequate identification of the school district.

Certain provisions of the various schedules were analyzed in order to determine the most common practice. In four-fifths of the schedules adequate provision was made, by application of a definite formula, for the placement of newly-appointed teachers in order to give credit for prior experience. Ordinarily the maximum placement for new teachers with experience was limited to the fifth step on

the salary schedule. The successive salary steps were ordinarily reached by annual increments. A system for granting annual sick leave was practiced in half the districts. A third of the schedules provided for cumulative sick leave. Many provided that a stated allowance was to be added to the 1948-49 salaries. A fourth of the schedules had adopted a plan which would automatically adjust the teacher's annual salary to the cost of living by use of a selected consumer price index.

The basic salary schedule was given in columnar form for each salary class in most of the schedules. Each column listed the salary for each salary step from the minimum to the maximum salary. Most of the schedules provided for salary classes at the Bachelor's and Master's degree levels. The number of salary classes varied from one to seven. The highest level recognized in most of the schedules was the Master's degree salary class.

The minimum and maximum salaries provided for varied considerably among the schedules. In all schedules the median salary tended to rise about $225 with each salary level based upon an advanced degree. The median of the minimum salaries for the Bachelor's degree was $2667 for the elementary schools and $2760 for the high schools. The median of the maximum salaries for the Master's degree was $4250 for the elementary schools and $4290 for the high schools. The percent by which the average maximum salary

for the Master's degree exceeded the minimum salary for the Bachelor's degree was 60 percent for the elementary schools and 55.75 for the high schools.

The median number of increments leading from the minimum to the maximum salary was 10.7 for the Bachelor's degree and 11.8 for the Master's degree salary level. The average annual increment was approximately $115. Over half of the schedules provided for annual increments of uniform size. A third of the schedules provided for larger increments in the earlier years of service, and the remainder provided for increments which varied in other ways.

The salaries paid Arizona's teachers in 1948-49 in general varied with the size of the city. High school teachers were justifiably paid more than elementary school teachers on the basis of training, tenure in the district, and higher scheduled salaries in high school schedules. The median salary for the elementary school teachers was $3450 and for the high school teachers $3989. The minimum salaries paid teachers were found to be satisfactorily high when compared with suggested standards. The maximum salaries did not meet the standard of being twice as large as the minimum salaries. Real salaries paid teachers in Arizona, as well as scheduled salaries, were larger than for cities of corresponding size in the United States.

The average teacher's salary in Arizona increased 134.1 percent during the decade 1938-39 to 1948-49, which

was 20 percent more than any city group for the United States. The average teacher in 1948-49 in Arizona had $558 more purchasing power in terms of 1935-39 dollars than in 1938-39. Although the payment of federal income taxes wiped out a portion of the gain, teachers could purchase more consumer goods on the open market in 1948-49 than in any year during the previous decade.

Conclusions

The outstanding conclusion the writer obtained from the study was that school boards, administrators, and salary committees of the various districts were entitled to deepest respect and sincere congratulations by the teachers and patrons of the schools included in this study, since they furnished the leadership in advancing the salaries of Arizona's teachers from just the national average in 1938-39 to one of the foremost positions in 1948-49. Since teachers in Arizona were relatively well paid, one can also conclude that they were happy, that they took a sincere interest and pride in their work in the school and community, and consequently the methods and techniques in teaching and giving service to the child were improved toward a goal of excellence. With this marked improvement in teacher salaries and salary policies, surely many gifted young college students would choose teaching for a life's work.

Some specific conclusions gleaned from the study were:

1. The basic salary schedule was well planned and in good form in most schedules.

2. The minimum salary provided for in most schedules was quite satisfactory, but the adequacy of the maximum scheduled salary was doubtful.

3. An unnecessary differential existed between the salaries of the elementary school districts and those of the districts in which there was an elementary school and a high school.

4. Teachers in Arizona were paid on the single-salary philosophy in general. There were no apparent discriminations in salaries paid any group.

5. High school teachers were justifiably paid larger salaries than elementary school teachers on the basis of preparation, length of tenure in the system, and higher scheduled salaries in the high school districts.

6. A few schools had adopted a commendable feature as an essential part of the salary schedule which hinged the salary of the teacher to the fluctuations in the cost of living.

7. Many of the schedules were poorly arranged, and the amount of explanatory detail was insufficient and failed to set up provisions in an easily understood manner.

8. Many schedules contained arbitrary provisions which might destroy the effective application of the single-salary feature of the schedule and encourage teachers to

bargain individually with the administration for salary favors.

9. Most schedules did not contain a basic statement of policy, and apparently did not provide for a salary committee or a method for future study and revision of the schedule and salary policies.

Recommendations

On the basis of the findings of this study, the following recommendations are made respecting practices in salary scheduling:

1. Cooperative planning involving teachers, administrators, and the general public is essential in constructing salary schedules if they are to be equitable and satisfactory to all parties concerned. Therefore, those school districts which have not appointed a salary committee are encouraged to do so at once. The newly-appointed committee should study the present salary schedule. If necessary the schedule should be rewritten in good form, revised, and finally approved by the committee and adopted by the board of education. In order to revise policies and review salary problems, it is essential that the salary committee have continuous life.

2. The amount of salary to be paid teachers must be equivalent to incomes in comparable occupations, if schools are to attract and hold competent individuals. Therefore,

the maximum salaries provided for in many of the schedules should be given immediate study.

3. It is recommended that salaries should be related to a reliable cost of living index as a sound method of adjusting salaries annually to this important factor.

4. A sick leave policy should be an essential part of the salary schedule.

5. Increments should be awarded automatically to all competent, faithful teachers annually until the maximum salary is reached.

6. All teachers should be on the salary schedule and on the salary step which bears greatest relationship to their professional qualifications and experience.

7. Salary classification should be established in terms of increasingly higher preparation and should extend upward to the Doctor's degree, since such classification encourages further training and study.

8. It is further recommended that the Research Division of the National Education Association continue its biennial report on teacher salaries and salary schedules; that the Arizona Education Association continue its interest in teachers' salaries; and that local organizations and salary committees continue to inform the public of the necessity of paying excellent teachers satisfactory salaries.

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