

Irish Free State.

Reports of Committees.

1. Intoxicating liquor, 1925.
2. Post Office, 1925.
3. Inspection of Primary Schools, 1927.

**INTOXICATING
LIQUOR COMMISSION
REPORT.**

**BAILE ATHA CLIATH:
DUBLIN:**

**FOILLSITHE AG OIFIG AN tSOLATHAIR.
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REPORT.

To

*The President and Members
of the Executive Council.*

I.—INTRODUCTION.

(1) TERMS OF REFERENCE.

A Dhaoine Uaisle,

We were appointed by the Executive Council to enquire into and report on the following matters connected with the sale of intoxicating liquor in Saorstát Eireann, viz. :—

“ Whether the existing number of licences for the sale of intoxicating liquor is in excess of reasonable requirements and in the event of such excess being found to exist to make recommendations by which an adequate reduction may be effected on an equitable basis, and generally to review the state of the law regulating the sale and consumption of intoxicating liquors and to make such suggestions thereon as may appear to the Commission to be sound and practicable.”

(2) PROCEDURE.

We have held 17 sittings and have examined 53 witnesses. At our preliminary sitting held on 21st February, we decided that members of the legal profession would be allowed to appear before the Commission on behalf of bodies or individuals interested in the proceedings, to make statements, and to examine or re-examine the witnesses they represented. All other examination was reserved to the Commission. Accordingly the following members of the legal profession appeared before us during our sittings :—

Mr. Walter Callan, B.L. (instructed by Messrs. Hoey and Denning, Solicitors) for D. E. Williams, Limited, and (instructed by Messrs. Arthur Cox and Co., Solicitors) for the Irish Brewers' Association.

Mr. W. G. Shannon, K.C., and Mr. W. A. Redmond, B.L. (instructed by Mr. T. Byron, Solicitor) for the Counties Licensed Grocers' Association.

Mr. Vincent Rice, K.C., and Mr. T. O'Donnell, B.L. (instructed by Mr. T. V. Davy, LL.B., Solicitor) for the Licensed Grocers' and Vintners' Protection Association.

Mr. J. M. Fitzgerald, K.C. and Mr. Brereton Barry, B.L. (instructed by Messrs. B. C. Galvin and Son, Solicitors) for Messrs. J. J. Murphy and Co., Ltd., Cork.

Mr. E. Phelps, K.C. (instructed by Messrs. T. Exham and Sons, Solicitors) on behalf of Messrs. Beamish and Crawford, Ltd., Cork.

Mr. J. A. McCarthy, B.L. (instructed by Mr. Denis Boudren, Solicitor) for the Cork Tied House and Retail Vintners' Association.

Mr. William Murphy, Solicitor, for the Cork and Munster Licensed Trade Protection Association.

We are indebted to all these gentlemen for their courteous assistance during our proceedings and particularly to Mr. Walter Callan, B.L., who prepared and submitted a valuable memorandum as to methods of compensation in England and Northern Ireland, and to Mr. Vincent Rice, K.C., who, on several occasions, placed his expert knowledge of licensing law at our service.

Many witnesses stressed the fact that drunkenness in this country was mainly due to the strength of the liquor consumed. Heavy stouts and spirits formed the staple drink of the nation. Something might be done to change the habits of the people and to encourage them to substitute light wines and beers for the drinks at present consumed if taxation were suitably adjusted. We have no figures which would enable us to make definite recommendations on this subject but we commend the suggestion to the consideration of the Revenue Authorities.

(5) THE TEMPERANCE POSITION.

The evidence which we received from temperance societies was substantially the same. Their proposals included complete Sunday closing; the reduction by one half of the number of licensed premises in An Saorstát; the abolition of mixed trading; the suppression of wine licences and the further restriction of registered clubs. We found that some of the witnesses unfortunately had little practical knowledge of the problems with which they were dealing. In putting forward their proposals they did not seem to have asked themselves the vital questions "What restrictions will the ordinary citizen accept as reasonable and what results will these restrictions produce?" We were disappointed that we received from these witnesses little assistance on what appeared to us the most important question of all, namely, the hours of opening. In practically every case they admitted that they had not studied the question.

II.—RECOMMENDATIONS.

(1) CODIFICATION OF THE LAW.

The complexity of the present licensing law and the difficulty of its administration is greatly increased by the number of statutes in which it is embodied.

The first licensing statute for Ireland was passed in the year 1634 and since that time the law has been constantly altered, amended and repealed by various Acts with the result that the licensing law has now become a veritable legal jungle in which none but the most intrepid and skilful explorer can find his way. We, therefore, recommend that the codification and consolidation of the existing law should be undertaken without delay. The Courts of Justice Act, 1924, makes the District Court the licensing authority, save as regards the applications for new licences, and when codification is undertaken the procedure for renewal and transfer of licences might be revised to suit the new situation.

(2) CLASSIFICATION OF LICENCES.

The complexity we have referred to is further increased by the variety of licences in existence. These licences are not based on present conditions of trade, but on those which existed at the time of their creation.

The principal licences for the sale of intoxicating liquor now existing are as follows:—

- (1) Publichouse "on" and "off" retail divided into the following classes:—
 - (a) Seven Day,
 - (b) Six day,
 - (c) Early closing,
 - (d) Six day and early closing.
- (2) Occasional "on" retail.
- (3) Beer "off" retail.
- (4) Beer retailers "on."
- (5) Beer dealers "off" wholesale.
- (6) Spirit grocers "off" retail.
- (7) Spirit dealers "off" wholesale.

- (8) Spirit dealers foreign liqueur "off" retail.
- (9) Wine dealers foreign wine "off" wholesale and retail.
- (10) Shopkeepers foreign wine "off" retail.
- (11) Wine retailers "on."
- (12) Sweet dealers "off" wholesale.
- (13) Sweet dealers "on."
- (14) Theatre "on" retail.
- (15) Packet Boat "on" retail.

Of these licences the first six are granted by the Revenue Department upon a certificate from a Justice of the District Court after application in public court (except in the case of an occasional licence where the consent may be given privately) and the rest are granted by the Revenue Department without any such certificate. It is, we submit, obvious that the above classification shows a lack of discrimination by the law between the different classes of places where drink is sold, and unfair discrimination as to procedure for obtaining licences, and an unnecessary multiplication of licences, many of which overlap and fulfil no practical purpose. It will be noticed that one result is that the hotel where people sleep, reside and eat, is placed on the same basis as the bar where they merely drink. We, therefore, recommend that no licence of any kind for the retail sale of intoxicating liquor should be granted without a certificate from the District Court, annually renewed.

We consider that the licences for the retail sale of intoxicating liquor should be classified as follows:—

- (a) Hotel licences,
- (b) Restaurant licences,
- (c) Bar licences,
- (d) "Off" sale licences.

(a) *Hotel Licence.*

For the purpose of this licence we would define an hotel as any licensed premises structurally adapted for use as, and mainly used for the reception of guests and travellers desirous of dwelling therein and containing at least ten apartments set apart and used exclusively for sleeping accommodation by travellers. The valuation of the premises where the premises are at present licensed and used as an hotel should not be less than £35. It should be necessary where a renewal is sought that it be proved that the receipts from intoxicating liquor in the preceding year were less than half of the total receipts of business of all descriptions carried on by the licence holder of the premises.

Where an application is made for a new hotel licence (and we recommend that the exemption contained in the Licensing (Ireland) Act, 1902, in this respect should be continued) it should be necessary for the premises to be of more than £50 valuation. The licence should carry with it the following rights and privileges:—

- (1) The right to serve a guest stopping in the hotel with intoxicating liquor at all times.
- (2) The right to serve intoxicating liquor to anyone in the living rooms of the hotel during the permitted hours for a bar licence.
- (3) The right to serve intoxicating liquor to all comers with a substantial meal in the dining room on Sundays between the hours of 1 p.m. and 3 p.m. and 6 p.m. to 9 p.m.
- (4) The right to keep the premises open at all times for ordinary hotel business.

We deal more fully with the subject of hotels generally under its appropriate heading.

(b) *Restaurant Licences.*

A restaurant licence should permit drink to be sold with a substantial meal but not otherwise. Provision will require to be made for existing licensed restaurants

which will need a bar licence as well. We recommend that no new restaurant licence be granted unless it is conclusively proved to the Circuit Court that by reason of the growth of a town or village as a tourist resort facilities to supply meals to visitors are urgently required. The licence should only be granted to suitable premises with a high valuation.

There are in existence wine retailer's "on" licences which authorise the sale of wine for consumption on premises licensed as refreshment houses. No Justice's certificate is required, but notice must be served on the police who may object to the granting of the licence. There are twenty-two establishments so licensed in the Saorstát. We feel that the existence of such licences is undesirable from the point of view of uniformity, yet we hesitate to recommend their suppression. We had no evidence that the drinking of wine is in any way a serious cause of intemperance in this country. The evidence was, in fact, quite to the contrary effect, namely, that the drinking of spirits was the most potent factor in causing drunkenness. We are of opinion, therefore, that this licence should be allowed to remain, but should be classified as a restaurant wine licence with the right of serving wine apart from a meal. The procedure by which these licences are granted and renewed is, however, quite unsuitable and we consider that they should be granted, transferred, and renewed in the same manner and subject to the same conditions as a publican's licence.

(c) *Bar Licence.*

The bar licence should include the present publican's six-day and early closing licences and the beer retailer's "on" licence. While we considered that from the point of view of simplicity it might be desirable to abolish those restricted licences and grant to the owners full bar licences, we felt that on the whole it would be unwise to increase the facilities for drinking and to enhance the value of such properties at the expense of neighbouring competitors. We recommend accordingly that no extra privilege should be granted to the holders of the present early closing six-day and beer retailer's "on" licences.

(d) *Off Licences.*

The typical "off" sale house is licensed under a Spirit Grocer's licence which authorises the sale of spirits in quantities not exceeding two quarts at a time for consumption off the premises. In the majority of cases the holder is also in possession of beer and wine retailer's "off" licences. The result is that three separate licence duties are paid for what is really one type of business. As an instance of the absurdities which exist, it may be mentioned that before a Spirit Grocer's licence can be granted, it must be shown that the applicant is dealing in coffee, tea, cocoa, nuts, chocolate or pepper, and that it is not possible to obtain a beer retailer's "off" licence until after a beer retailer's (wholesale) licence has been received.

We recommend accordingly that a new "off" sale licence be established which will carry with it the right to sell intoxicating liquor by retail without restriction as to type. The present limits as to quantities—2 quarts in the case of spirits, 2 gallons for wines, and 4½ gallons for beer—seem to be reasonable.

Wholesale Licences.

We did not receive any evidence on the question of wholesale licences, but we feel that these might similarly be simplified, and a wholesale liquor licence granted which would authorise the sale of any type of intoxicating liquor. This licence would, therefore, include the present spirit dealer's, beer dealer's, wine dealer's, and foreign liqueur "off" licences. There is no limit to the quantity of wine which can be sold at present under a wine dealer's licence, and we have no information which would justify us in suggesting that one should now be imposed. Apart from this, the minimum quantities which might be sold would, we suggest, be the same as heretofore, namely, 2 gallons for spirits, 4½ gallons for beer, and 1 quart for foreign liqueurs (not sold in the bottle in which they were imported).

Wine Retailer's "off" and Sweet Licences.

The present wine retailers' "off" licences, of which there are 714 in An Saorstát (including approximately 300 held in conjunction with Spirit Grocer's licence), should, we think, be abolished. There is no effective official supervision of the granting of these licences nor limit to their number, and we believe that if our recommendations for the reduction of publichouse licences are carried into effect, these licences will probably increase in number and lead to considerable abuse. In our opinion there is no property in such licences, and the question of compensation does not, therefore, arise. They are granted to any shopkeeper on application to the excise authorities. The Licensing (Ireland) Act, 1902, does not apply to them. Accordingly, we believe that an increased amount is not paid for any premises by reason of the fact that a wine retailer's "off" licence is attached to it.

Similarly, sweet dealer's and sweet retailer's "off" licences do not seem to be required under modern conditions. There is but one of the former and five of the latter left, and we think that they should be finally extinguished.

Scale of Licence Duties.

If our recommendations are carried into effect, the scale of licence duties can, of course, be adjusted to meet the altered situation, and so secure the same revenue return as at present.

Number and Description of Licences.

The First Schedule to this Report shows the number and description of licences for the sale of intoxicating liquor in force in An Saorstát on January 1st, 1925.

(3). NECESSITY FOR REDUCTION IN THE NUMBER OF LICENSED PREMISES.

The major question mentioned in the terms of reference was to ascertain whether the number of licensed premises in An Saorstát was in excess of requirements, and if so, to suggest methods for the removal of the excess. Two questions seem to us to be involved: (1) whether more publichouses exist than are actually required, and (2) if so, do any evil consequences flow from such excess? Temperance advocates and the police reply as regards the first question that in An Saorstát we have one publichouse to every 230 of the population, while in Scotland, where conditions are somewhat similar, 1 to 695 is found to be sufficient. It was pointed out to us on the other side that the number of distributors of every class in An Saorstát is excessive. In Dublin we have but one publichouse to 700 inhabitants, and if the number of cities equal in size to Dublin in An Saorstát were increased, the ratio of publichouses to the inhabitants would be considerably reduced. We had before us a list of villages and towns in An Saorstát in which the number of publichouses seemed to be excessive. This list is fully set out in Schedule 2 to this Report. We cannot regard these figures as anything but excessive, and we feel that the first proposition must be taken as proved. With the second we had more difficulty. The arguments produced to show that benefits would follow a reduction may be set out as follows:— (1) that the consumption of intoxicating liquor would be reduced; (2) that drunkenness would be reduced; (3) that the difficulties of police supervision would be diminished; (4) that houses with bad records and in unsuitable localities would be extinguished; (5) that it is economically unsound that so many persons should make their living from distributing a single article; (6) and (this we considered the most important) that the extinguishing of a large number of licences would so enhance the value of those that remained that the surviving owners would be freed from any temptation to illegality. It was insisted strongly that a prosperous publican paying his own way would not be likely to risk his licence for the sake of an occasional customer.

On the other hand, it was maintained that while drinking would be reduced, no effect would be produced on drunkenness which was the main object we had in view, that supervision was in itself desirable but was not sufficient reason for insisting that no licensed premises should be allowed to exist save in conjunction with police

barracks. The economic argument was met by the statement that the publicans of Ireland were unfit for any trade other than that of distributors, that the number of distributors of commodities other than liquor was already excessive in Ireland, and that it was no solution of a general problem to transfer the excess distributors of one article into an already overcrowded body of distributors of another article.

It was, however, frankly admitted, even by the witnesses for the licensed trade, that the majority of houses in what we may call the "congested districts" did no appreciable trade in drink, save on market days, and that many of them could not exist at all without carrying on other business as well, and we were convinced that excessive competition resulted in illegal trading. We have, therefore, no hesitation in finding that the existing number of licences for the sale of intoxicating liquor in An Saorstát is in excess of reasonable requirements, and that their reduction is essential to the proper control of the sale of intoxicating liquor. The exact extent of this excess is a very difficult question to answer. It has been urged upon us by various temperance witnesses that the licences in An Saorstát should be reduced by fifty per cent., but we have been unable to ascertain from any of these witnesses on what basis this demand is made. We fear that it is only an expression of a pious hope or the application of a platform demand which has not any statistical basis or real justification. In our opinion it is impossible to decide the exact reduction which should take place without making a regional survey of An Saorstát and an exhaustive inquiry into the social and other conditions prevailing in each district. It is in fact a case where "every herring must hang by its own tail." This task is clearly beyond our powers, nor is it contemplated by our terms of reference. We can only answer the question submitted to us in a general way and indicate the methods by which it may be settled in detail. We believe it is clear that in many districts the existing licences might be reduced by far more than fifty per cent. with benefit to the community and the administration of the law, whilst in other districts no reduction whatever is necessary. For instance, in the City of Dublin, we are satisfied that, with the possible exception of some slum areas, no reduction of licences is necessary; whilst in the City of Cork the evidence both of the brewers and the licensed trade themselves indicate an exactly contrary state of affairs. Subject to these general conclusions, it seems to us that not more than one licensed house for every four hundred inhabitants is necessary in any district, and in many districts even this figure would be excessive. Special reference has been made by several witnesses to the necessity for abolishing all isolated country publichouses, which are generally referred to as "cross-road houses." The evidence was in fact very strongly to the effect that there are many small houses, particularly in the immediate vicinity of towns, which serve no useful purpose and are often a serious menace to public order and a grievous temptation to men returning from market. We feel, therefore, that before any licence for an isolated country publichouse is renewed, every precaution should be taken by the court to ensure that the house in question is a desirable one, and we consider that no licence for such a house should be allowed to exist unless it can be conclusively proved that the house is well managed and so situated as to serve a scattered population with no other place of refreshment available.

We, therefore, recommend that the reduction of licences should be based upon the number of licensed premises, the population, and the character of the locality, and as regards the individual licence, upon the record, takings and accommodation. The latter, although generally overlooked, is in our opinion a most material matter, particularly in this country where the standard of comfort and cleanliness prevailing in publichouses is, unfortunately, amongst the lowest in Europe.

We believe that as systematic reduction proceeds, the remaining licences will increase considerably in value, and the owners will be more careful to avoid the risk of forfeiture by breaches of the law.

(4) METHOD OF REDUCTION.

At present the grounds of objection to the renewal or transfer of a licence are limited to two, namely, the character of the applicant and the manner in which the house has been conducted. On proof that his character is bad or that his house has been conducted in a disorderly manner the District Court may refuse to renew or

transfer the licence without any question of compensation arising. Objection may be made by any member of the community or the *Gárda Síochána*.

We recommend that the District Court shall have, on the application of any member of the community or the *Gárda Síochána*, power to refer the question of renewing any licence (not objected to on grounds of character or conduct) to a body to be called the Compensation Authority, and to report to that authority its ground for having done so. When the reason put forward for asking that a licence should not be renewed is the redundancy of licences we recommend that the area to be taken into account should be that of the District Court in which the premises are situated. We also recommend that all licensees should be entitled voluntarily to surrender their licences and that upon their signifying their intention to do so the Compensation Authority should have power to fix compensation on the same basis as in other cases. The licence objected to or offered for surrender under such conditions should remain in existence until the compensation is paid.

(5) COMPENSATION AUTHORITY.

We recommend that there shall be a separate Compensation Authority for each County and City consisting of the following persons:—

- (1) The local Circuit Court Judge.
- (2) A chartered accountant or an auctioneer nominated by the Minister for Finance who shall act as assessor.

We recommend that the report of the District Court concerning the renewal of any licence should be considered by the Compensation Authority and that evidence on oath should be submitted to it by the interested parties. There should be some evidence differentiating the house objected to from others in the district. Evidence of the record, accommodation and takings, should, as we have already indicated, be sufficient. If, after hearing, a renewal or transfer is refused by the Compensation Authority they should after an interval proceed to fix compensation. Compensation should be paid in cash. The expenses of the Compensation Authority should be paid by the State.

(6) BASIS OF COMPENSATION.

We recommend that the compensation to be paid should be a sum equal to the difference between the value of the licensed premises as such and the value of the premises if not licensed and that this amount should be paid as compensation to the persons interested in the licensed premises. The value of the premises should be taken as the amount which they ought fairly be expected to fetch in the open market. The amount payable as compensation should be divided amongst the parties interested in the premises in such shares as may be determined by the Compensation Authority, and in the case of the holder of the licence, regard should be had not only to his legal interest in the premises or trade fixtures, but also to his conduct and the length of time during which he had been the holder of the licence. If a tenant he should in no case receive a less amount than he would be entitled to as tenant from year to year of the licensed premises. Where a licence arising out of a leasehold premises is extinguished the lessee should be given the statutory right to surrender the lease.

We may mention that a proposal was put forward by the licensed trade that portion of the compensation to be awarded to traders who relinquished or were deprived of their licences should be calculated on the basis of the profits derived from the business extending over an average of several years. To this proposal we could not assent.

As an example of the difficulty that would be experienced in pursuing a calculation based on such a proposal the case of bottled stout sold for consumption on the premises may be cited. In the greater part of An Saorstát the price charged for a bottle of stout containing half a pint is 6d. whereas in the Dublin Metropolitan Area and even outside it, the usual price is 8d. when consumed on the premises. A barrel of stout contains 32 gallons and costs the licensed trade £7 15s. 9d., less

1¼ per cent. discount, say £7 14s. The barrel of stout yields 40 dozen or 480 half pint bottles which allows two gallons for wastage in bottling—

480 bottles at	8d.	produces	£16	
480	„	7d.	„	£14
480	„	6d.	„	£12

Thus it will be seen that the gross profit to the retailer who charges 8d. is £8 6s. per barrel while those who sell at 6d. have a gross profit of £4 6s. At a distance from Dublin the cost of carriage has to be deducted from the gross profit.

We were precluded by our terms of reference from inquiring further into the profits made from the sale of stout, but from the facts available we believe that an excessive profit is made by the publicans in Dublin as compared with those throughout the rest of Ireland. For the reason set out above we do not make any recommendations on this subject, but we feel that while the State may not be able to prevent such overcharging yet it would be unwise to sanction such overcharging by allowing it to be the basis of compensation.

(7). PROVISION OF COMPENSATION.

We recommend that compensation should be provided from a levy on all the remaining licence holders, and that each Compensation Authority should have its own fund collected from its own area. A maximum scale of compensation levy should be laid down, and this scale should be higher in urban than in rural districts. No evidence has been submitted which would enable us to lay down the exact figures for such a scale, nor is it necessary to do so at this juncture. We recommend that this levy should be collected from the licence holders at the same time as the licence duties, and that the exact amount thereof should be fixed by each Compensation Authority for its own district but within the maximum allowed. The compensation levy should, of course, be kept entirely separate from the licence duties and paid into the compensation fund of the local compensation authority who should have complete control of the same. It is clear that the proceeds of such a levy will not be sufficient in itself to provide funds for prompt payment of compensation on an extended basis and if a considerable and rapid reduction of licences is found to be necessary, the State must be prepared to advance money to the respective compensation authorities in accordance with their necessities. It was strongly urged by the licensed trade witnesses that the entire compensation, or at least a considerable portion thereof, should be paid by the State inasmuch as the State alone would benefit by the reduction of licences. We are of opinion that this contention is not well grounded. We believe that the reduction of licences, whilst it will reduce the illicit trading now due to uneconomic competition, render police supervision more effective and reduce the area of temptation to excessive drinking, will not lead to any appreciable reduction in the amount of drink legitimately consumed, and therefore, that the reduction of licences will in fact lead to a larger and more respectable trade for the surviving licensed premises which can justly and easily bear the payment of a compensation levy which will be spread out over a number of years and which will not be permanent in character. We are, moreover, confirmed in this opinion by the fact that both in England and Northern Ireland where a similar licensing system is in existence, it was found just and equitable to proceed on this basis.

(8). HOURS OF OPENING.

We are satisfied that the hours of opening are of predominant importance as far as drink control is concerned. Under normal conditions all experience goes to show that they are the most decisive factors. Their relation to two other factors, also of great importance, namely, the price of drink and the state of trade, cannot be exactly estimated. Dr. Shadwell in his most interesting and valuable book—“Drink in 1914–1922. A Lesson in Control”—illustrates their importance by the remarkable effect produced by the English Act of 1921, which lengthened the hours in the controlled areas and shortened them in the uncontrolled areas. The following table from the official English Licensing Statistics, 1922, gives the number of con-

victions for drunkenness for controlled and uncontrolled areas in the four months before and the four months after the passing of that Act.

CONVICTIONS FOR DRUNKENNESS—ENGLAND AND WALES.

	May-August	September-December
Greater London	7,993	11,040
Other Controlled Areas	14,056	15,623
Uncontrolled Areas	289	183

It will be seen that a very large increase equal to 39.1 per cent. took place in Greater London, where the hours were most extended, and in particular the permitted closing time was prolonged to 11 p.m. In other controlled areas, in which the closing time remained at 10 p.m., the increase was comparatively slight. Turning to the uncontrolled areas, in which there had been no change from the pre-war hours, we find a contrast too marked to be accidental. Here the Act reduced the hours of sale from sixteen or seventeen to eight, that is to say, it halved them, and instead of a rise we find a fall of 36.6 per cent. The actual figures are small because the population concerned is small, and minute comparisons with the other areas cannot properly be made on the strength of them. But the broad contrast is enough to demonstrate a radical difference, and this can be found only in the corresponding contrast between lengthened and shortened hours.

For these reasons we attach great importance to the following recommendations which are set out under their appropriate headings :—

(a) *Week Days.*

The present hours of opening on week days are as follows :—

Ordinary week days	9 a.m. to 10 p.m.
Saturdays	9 a.m. to 9.30 p.m.

We are satisfied on the evidence before us that the conditions in the country districts and towns are entirely different from those prevailing in the cities, because the country publichouse is quite as much a shop as a publichouse. We are further satisfied that Saturday is the day on which most drunkenness and disorder takes place. In this connection we beg to refer to the returns of drunkenness in An Saorstát for the year ending 31st March, 1925, which are fully given in the Third Schedule to this report, and from which it appears that the average daily offence on a Saturday is 26.5, whilst the average daily offence on a Sunday is 9.7, and on the remaining days of the week 19.0. The average daily offence on a Saturday is, therefore, 16.8 higher than on Sunday, and 7.0 higher than on any other working day.

We tried to get the view of many witnesses as to the value of the system under which publichouses close for a period in the afternoon, but the question did not seem to have been studied. We are convinced that it would be desirable to adopt this plan. We realise the difficulties involved by the mixed trading system, and in fact, this appeared to us one of the strongest reasons against the continuance of the system. It is difficult whilst mixed trading exists to regulate logically the hours during which intoxicating liquor may be sold. For reasons outlined elsewhere, we have not recommended the complete abolition of this system, but we consider that this does not prevent an attempt being made to regulate the hours during which intoxicating liquor may be sold without at the same time further restricting the hours during which mixed trading premises may open for the sale of other commodities, and that, therefore, during portions of the day, mixed traders might be allowed to open for the sale of commodities other than drink. The police at any rate

in the cities and country towns would be able to enter such premises and see that no drink was being served. No doubt evasions will take place, but the majority of the traders will see that it is in their interest to comply with the law. Accordingly, we recommend that in the four exempted cities, the sale of intoxicating liquor should be forbidden between, say, 3 p.m. and 5 p.m. on each week day.

It is undesirable that any individual should be permitted to remain in a public-house for long periods, and where an interval is enforced in many cases the individual will not return to the publichouse. Continuous drinking is one of the worst enemies of public order. The system of afternoon closing seems to work well elsewhere, and we see no reason why it should not work equally well in Irish cities. We feel also that the hour of opening is too early in the cities. No argument was put forward to us to justify drinking at 9 a.m. Where special circumstances, such as markets, require it, provision can be made by means of exemption orders for early morning drinking. Where no such considerations arise, we are of opinion that intoxicating liquor should not be sold before 10 a.m. in the cities and towns. In view of the possible inconvenience to Spirit Grocers and to mixed trading premises, such shops might be allowed to open as heretofore at 9 o'clock, but not for the sale of liquor. This recommendation might, we think, apply to all towns with a population of 5,000 and over. We do not feel that this argument applies with equal force to villages and small towns. Life in such places commences earlier and finishes earlier than in urban districts. We would recommend accordingly that the hours in villages and small towns should be from 9 a.m. to 9 p.m., and both for the town and country all premises should be closed half-an-hour earlier on Saturdays than on week days.

Hardship would, however, result in country districts from the operation of 9 o'clock closing during summer time. Throughout the greater portion of the country summer time is used only in post offices and railway stations. The farmers work by the sun, and we feel that they would have a real grievance if the publichouses were required to close during the summer at what they regard as 8 p.m., or even 7.30 p.m. We recommend, accordingly, that during the summer time period of the year, publichouses outside towns of populations of 5,000 or over should open at 10 a.m. for the sale of liquor, and be allowed to remain open until 10 p.m. on week days, and 9.30 p.m. on Saturdays.

(b) *Sunday Trading.*

The question as to whether the sale of intoxicating liquor should be permitted on Sunday was argued before us at great length, greater in fact than we considered the importance of the matter justified. We felt that Sunday was after all but one day in seven and that it was unreasonable that the advocates of restrictions on the sale of liquor and their opponents should devote nearly one half of their evidence to that particular day. The present position is that in four cities—Dublin, Cork, Limerick and Waterford—publichouses can open for the sale of drink between 2 p.m. and 5 p.m. Outside the exempted cities all houses are closed but the *bona fide* traveller can still be served. The strongest attacks were made on this individual. It was maintained that in practically every case the traveller was not *bona fide*; that he "travelled to obtain drink and did not drink to enable him to travel." It was pointed out that at the time the distances to qualify a man as a "traveller" were fixed, facilities for travelling were very scanty as compared with the present day; that in this day of motor cars and bicycles a three mile or five mile limit was absurd. We were impressed by these arguments and we invited suggestions as to what facilities should be granted for the sale of drink on Sundays were the concession to *bona fide* travellers withdrawn. The suggestion in the majority of cases was that no facilities should be granted. We did not feel prepared to agree to this and invited further suggestions as to whether any middle course was open. We pointed out that in tourist centres, such as Killarney or Glendalough, tourists might feel it a grievance if they were unable to get a drink with their meals. Many of the advocates of Sunday closing were prepared to agree that hotels might serve drink to travellers with a substantial meal. While this might meet portion of the difficulties, we feel that it would not meet them all. It might be urged that legislation on these lines would be class legislation, that it would cater for that class of the community who frequent hotels for meals but that it would not provide facilities for the working man

who might not desire to enter such establishments. These reasons seem to us to be cogent.

As we felt that a case had not been made out for complete closing of licensed premises on Sunday ; that there was no greater harm in drinking on a Sunday than on a week day though possibly in view of the fact that so many people were at leisure on that day there might be a good case for special restrictions to prevent excessive drinking, we considered whether the publichouses might not be allowed to open generally between limited hours as a substitute for the *bona fide* traffic. To this proposal there seemed to be almost universal opposition. Temperance societies regarded the opening of publichouses in the country on Sunday as a retrograde step. The licensed trade as a whole would be prepared to accept limited opening but the representatives of the publicans, who at present serve *bona fide* travellers, demanded such opening hours as seemed to us unreasonable. The police were, in general, in favour of limited opening as a substitute for *bona fide* traffic on the ground that it would be more easily controlled and that their task of supervision would be lighter. This, while a strong argument, was not, however, conclusive. On this point Mr. Williams, who owns twenty-two publichouses in the vicinity of Tullamore, gave us great assistance. He explained that these publichouses are controlled by managers and in view of the risk which would be involved he has forbidden these managers to serve *bona fide* travellers. He made it clear that he had no objection on principle to drinking on a Sunday, but that as a business proposition he felt the risk was too great. It is obvious, therefore, that it would be to his financial interest if limited opening on Sunday were allowed, as such an alteration in the law would place him in as favourable a position as the owners of competing publichouses, who, at present living in the premises, can afford to take the risk of serving travellers. Notwithstanding this he advised strongly against such opening. He stated that in most of the villages where he owned publichouses, groups of young men loitered round the streets on Sunday. Were the publichouses opened they would probably all go in and he felt that no good result would accrue.

On the whole we consider that no satisfactory substitute for the *bona fide* system can be found. It is true that this privilege seems to be abused in many districts. We were convinced that the *bona fide* traveller did not in practice conform with the idea of the person contemplated by the statute, but it is not unusual for a statute to produce a different result from that intended and yet to be good. The fact that the *bona fide* traveller of the present day is not an individual touring the country on foot with a knapsack does not prevent the system of serving travellers from providing a reasonable and proper loophole for the sale of drink on Sundays and at the same time automatically restricting such sale. It occurred to us that it was useful to require that a man in the country should walk three miles before he obtained a drink, that he would not do so unless he was anxious to obtain the drink, and that a man who is anxious to obtain a drink will in the vast majority of cases succeed. Complete closing on Sundays in other countries does not seem to have produced any marked results in the way of diminishing intemperance on that day. We were informed that the main reason is that spirits are stored. We felt that this question of the purchase in advance and storage of liquor did not receive proper attention from the temperance societies. Were the *bona fide* traffic abolished, tourists or travellers would, in many cases, take liquor with them and in such cases, for convenience of storage, spirits would undoubtedly be chosen as the most concentrated form of intoxicating liquor. Where a man might, if allowed to choose his drink at his discretion, take beer, stout or wine, he certainly would not carry with him any of these drinks. It is common knowledge that spirits form a most harmful variety of drink and we cannot believe that any legislation which would encourage their drinking could be beneficial.

We are, therefore, of opinion that the *bona fide* traffic, while not ideal, and while open to abuse, is yet the best system available and we recommend that it should be continued subject to the following limitations. We feel that the limit of three miles in the country and five miles from Dublin is too low and we recommend that six miles in the country and 10 miles from the exempted cities should be substituted therefor. No *bona fide* traffic should be permitted in any of the exempted cities. We further recommend, and this we consider most important, that *bona fide* traffic on

Sundays should be limited to the following hours :-- 1 p.m. to 3 p.m. and 5 p.m. to 7 p.m. We are satisfied that if these recommendations are carried into effect a substantial improvement in the maintenance of public order will be achieved. In this connection we would also refer to our recommendations under numbers 16 and 17.

(c) *St. Patrick's Day.*

We recommend that opening on St. Patrick's Day should be regulated by the same conditions as apply to Sundays. The abuse of our national festival in the past has, unfortunately, been notorious, and we feel that whilst restrictions are necessary and desirable, they should not be so severe as in the case of Good Friday and Christmas Day.

(d) *The Dublin Added Areas.*

In 1900 certain districts, the most important of which are Clontarf, Kilmainham, Glasnevin and Drumcondra, were included in the City of Dublin, and became part of the Dublin Metropolitan Police District. In the Act which empowered the inclusion of these areas in the city, it was expressly provided that such inclusion should not affect the hours during which intoxicating liquors might be sold in these areas. The licence holders in the district considered that they suffered under a grievance, and in 1906 a legislative attempt was made to secure the extension to them of the privileges enjoyed by other Dublin traders. This attempt was, however, held by the courts to have failed, and since then these premises have remained closed on Sundays. The arguments put forward for granting the extension were that these traders paid the city rates and taxes and that they were entitled to the same privileges as other traders in the city; that they paid duty for a seven-day licence, and that they were forbidden to serve *bona fide* travellers, so that they were in a worse position than the publicans in the rest of the city and the publicans outside the city. On the other hand, the points were stressed that it was undesirable to increase facilities for drinking; that the effect of granting this request would be to enhance the value of the premises and to increase the compensation which might have to be paid in the event of the licence being exhausted. The point was made that these publicans never had the right to open between 2 and 5 p.m. on Sundays, and that in practically every case they had bought the premises knowing that they could not so open. There was no evidence before us to show that anything was paid for the off chance that the legislature might at some future date extend to them the privilege.

We were satisfied that the danger of enhanced compensation having to be paid was unlikely to arise. The number of publichouses in this area is small, and it is highly improbable that it will be necessary to extinguish any of them on grounds of redundancy. The other arguments seemed to us to be rather beside the point. We felt that we were not sitting in the interests of the publicans, and that the only phase of the question which we had to consider was whether the granting of this privilege would be in the general interest. It seems to us that as opening is permitted from 2 to 5 p.m. in the rest of Dublin, it would be illogical and absurd to refuse to grant it in Clontarf. No distinction can be made between the habits of the residents of Glasnevin and of Rathmines, yet the position up to the present has been that the residents of Rathmines can be trusted to obtain a drink between 2 and 5 on a Sunday, while the residents of Glasnevin cannot. This seems to us anomalous, and we recommend that the publicans in the added areas be granted the right to open on Sundays during the same hours as traders in the rest of the city. In the event of any of these licences being extinguished as redundant, we consider that the compensation payable should be based on the value without Sunday opening.

(9). MIXED TRADING AND STRUCTURAL ALTERATION.

The question of structural arrangement of premises in which mixed trading is carried on was debated at considerable length when the Intoxicating Liquor (General) Act, 1924, was under discussion in the Oireachtas, and the clause dealing with this vexed question was subsequently deleted by the Dáil. In practically ninety per cent. of the licensed premises outside the cities, the licensed trade is

carried on side by side with other business—usually the grocery business. Any alteration in the present system which enforced permanent structural separation between the drink business and the other business would, therefore, be an expensive operation, and one, moreover, which having regard to the nature of most of these premises, would be virtually impossible. Before recommending the compulsory enforcement of permanent structural separation, we should, therefore, require to be satisfied that the present condition of things in these “mixed houses” leads to grave abuses. We desire to say at once that sufficient evidence of this has not been submitted to us. It is true that it has been suggested by various witnesses that in these mixed trading establishments women and children were familiarised with the drink habit and, therefore, injured, but no convincing evidence to this effect was laid before us. If these mixed trading establishments produce such a result, we would expect to find intemperance amongst women. We are glad to state that the evidence and our own experience prove that the women in our country districts are not given to drunkenness, and we cannot discover any reason for believing that mixed trading has injured them seriously, or that its consequences are such as to justify the demand for its complete suppression. We are of opinion that while no case has been made out for insisting on the immediate structural separation of licensed premises, yet it would be desirable for any possible steps to be taken in that direction which would not cause any serious injury to trade and inconvenience to individuals. We feel that while mixed trading may not cause all the harm it is supposed to do, yet it would be more seemly to have the place in which drink is sold to some extent separated from the place where other commodities are sold. We do not consider that the insistence on the removal of all internal communication can be justified. Additional staff would be required and it cannot be maintained even by the most ardent temperance reformer that the fact that the same person acts as assistant in a grocery business and a publichouse can injure in any way the women or children purchasing their groceries there. Accordingly, we recommend that power should be given to the *Gárda Síochána* to oppose the renewal of a licence on the ground that better arrangements could be made by the owners for the division of the premises. Where such an objection is made, the Justice of the District Court could satisfy himself by inspection either of the plans or of the house itself as to the facts, and make an Order requiring the publican within a stated period to make the improvements which are necessary. The improvements which we contemplate are not complete separation, but merely the setting up, where possible, of a partition between two parts of the shop; the establishment of separate counters for intoxicating liquor and other commodities, and generally, such improvements as can be carried out without undue expense, and may commend themselves to the Justice as reasonable. We contemplate, in fact, such alterations as an owner anxious to keep his property in good order and suitable for its purpose would himself have undertaken. It may be argued that the exercise of these powers by a Justice will result in hardship to those owners whose premises are capable of improvement, that they will be put to expense, while the owners of premises say 15 feet broad will be spared the inconvenience and expense. To this we would reply by referring to that section of our report which deals with the necessity for the reduction of licences. One of the considerations in deciding whether the individual house will or will not be suppressed will be the accommodation. The house which has been altered in accordance with the requirements of the Justice, will, therefore, stand a very much better chance of surviving than the premises which were incapable of improvement.

(10) THE COMPULSORY RECORDING OF CONVICTION ON LICENCES.

The recording of convictions on the licence of a licensed person was first introduced by the Licensing Act of 1872, in connection with the principal offences under that Act. In the case of certain of those offences the direction to record was absolute and the Justices had no discretion in the matter, but the Act of 1874 altered the law and gave complete discretion to the Justices in all cases. The law remained in this state up to the Intoxicating Liquor (General) Act, 1924, which again deprived the Court of all discretion, and enlarged the number of offences to be recorded. On the third recorded conviction the licence is forfeited. Application can, however, be made to the High Court for remission of the forfeiture, and the Court has power, after considering the nature and circumstances of the offences and the character of the applicant, to remit the forfeiture by striking off

the licence one of the convictions. The licensed trade object strongly to these provisions of the 1924 Act on the grounds that they abolish judicial discretion and reduce the District Court to the position of a mere automatic machine once a conviction is proved, that they are likely to give rise to grievous hardship and miscarriage of justice in many cases where the offence is very slight or only technical in nature, and that under such conditions a single conviction would enormously decrease the value of a licence which might well be a penalty out of all proportion to the offence. On the other hand, they admit that where a serious offence is proved without any extenuating circumstances, endorsement should follow as a matter of course. They urged us in considering this question to remember that the Courts of Justice Act, 1924, has abolished the old Petty Sessions Court and substituted therefor the District Court, presided over by a Justice who is a trained lawyer and a stipendiary magistrate appointed by the Governor-General on the advice of the Executive Council, who can only be removed from office on a certificate signed by the Attorney-General and the Chief Justice to the effect that he is unfitted through misconduct, etc., for the discharge of his duties. It is this new Court, the Justices of which should be entirely independent and immune from local influences, which has now to deal with offences against the licensing laws. Mr. Mark B. Cooper, K.C., Senior Justice of the District Court for Dublin, who gave evidence before us, admitted with some reluctance, that he was in favour of allowing a large discretion to the Justice rather than accepting a cast iron principle, and that he did not approve of the compulsory recording sections of the Act of 1924. A similar opinion has been voiced by Mr. Justice O'Shaughnessy in a recent appeal to the High Court on the interpretation of these sections. It was argued that the withholding of judicial discretion in administering a penal law of this class is likely to lead to a serious perversion or miscarriage of justice, and probably to worse abuses than those it seeks to abolish. On the other hand we could not overlook the fact that the District Court has been given a very limited jurisdiction by the legislature, and that it can therefore be properly argued that it should not be called upon finally to decide a question involving a penalty which in its net effect might be equivalent to a fine of hundreds of pounds. We therefore recommend that on appeal from a conviction of the District Court the Circuit Court should have discretion to strike out the record on the licence if satisfied that by reason of the existence of extenuating circumstances the conviction ought not to be recorded. In such event the Circuit Court should specify in its order the extenuating circumstances relied on. If this recommendation is accepted it would, of course, follow that the present appeal to the High Court for remission of forfeiture should cease. The alteration we suggest would restore judicial discretion before a competent Court having knowledge of local conditions, which is a most important matter, and at the same time ensure that the grounds for refusing to record a conviction should be clearly specified.

(11) TIED HOUSES.

The tied house system is not common in An Saorstát, being practically confined to the City and County of Cork where two local brewers own about three hundred licensed houses. There are also some tied houses in Dundalk and neighbourhood, but no complaints have been made by the tenants of these. These houses are let to tenants under an agreement which compels them to sell the drink manufactured by the local brewers. Copies of these agreements were submitted to us and are in the usual legal form used for such documents. Apparently the demand for Dublin porter and stout has increased in Cork during recent years, and the tenants of these houses are now anxious to be relieved of their obligations under these agreements. They gave evidence before us, and contended that the tied house system was illegal, because the brewers sought to restrict the general right or licence given by the State. We do not consider this contention well grounded inasmuch as the premises are the brewers' property, and they are entitled to use them in any way they choose that does not conflict with the law. We cannot see how the administration of the law is in any way affected by the fact that these publicans bind themselves by agreement to sell only certain kinds of drink. Some evidence was given to show that tied houses in Cork City were more disorderly than others, but on analysing it, we are of opinion that it only went to prove that illicit trading in Cork was stimulated by the excessive number of publichouses. No complaint whatever was made concerning the tied houses in Dundalk. In our opinion, no

case was made which would justify us in recommending the cancellation of agreements freely entered into with full knowledge of the obligations imposed, particularly as we believe that such a recommendation would do nothing to improve the administration of the law.

(12). THE MEDIUM.

Alderman H. Beamish, T.D., Managing Director of Messrs. Beamish and Crawford, Limited, Brewers, Cork, gave evidence that it is customary in Cork to sell stout at a reduced price in a special measure known as a "medium," which is supposed to represent four-fifths of a pint. The Dublin trade witnesses stated that this practice was stopped by the authorities in Dublin, and we are of opinion that it is both illegal and undesirable, and should be suppressed.

(13). PROVISION OF FOOD IN PUBLICHOUSES.

The complaint is often made, and has been mentioned during our sittings, that it is impossible to obtain food or non-alcoholic drink at publichouses; but the people who make this complaint always forget that the blame really lies with the customers of the publichouse, who, as a rule, only go there to drink intoxicating liquor. The only occasion when customers at publichouses seem to ask for food is in the early morning hours when licensed premises are opened under an exemption order for people attending fairs, etc. We are satisfied that on those occasions there is a real demand for sandwiches, teas, etc., as well as alcoholic drink, and we recommend that a condition should be inserted in all such orders compelling publicans to supply food and non-alcoholic drinks to such customers as require them. We also recommend that where it is proved to the District Court that the holder of a licence has persistently and unreasonably refused to supply suitable refreshments (other than intoxicating liquor) at a reasonable price, the Court should have power to refuse the licence on the ground that the premises have been ill-conducted. If this recommendation is adopted, it should ensure that where there is real and persistent demand for food and non-alcoholic drinks it cannot be denied.

(14). CLUBS.

The law relating to the control of clubs in Ireland is embodied in the Registration of Clubs (Ireland) Act, 1904, and the Intoxicating Liquor (General) Act, 1924. The Registration of Clubs Act, 1904, provides that a register of Clubs must be kept by the District Court Clerk, that application must be made for registration, and for the grant and renewal of a certificate. It also lays down certain rules which must be adopted by a Club before it can be registered, and sets out the grounds on which objection may be taken to the registration of a Club. Penalties are provided for supplying and keeping exciseable liquor in a non-registered club, and for its sale at prohibited times in a registered club. The Court is given power to cancel a certificate of registration. The Intoxicating Liquor (General) Act, 1924, provides that application for a new certificate must be made to the Circuit Court. It also provides that exciseable liquor shall only be sold in a Club to members between the hours of 9 a.m. and 10 p.m. on ordinary week-days, 9 a.m. to 9.30 p.m. on Saturdays, and 1 p.m. to 10 p.m. on Sundays, save to resident members or on special occasions under authority from a Justice of the District Court. Objection may be made to the granting of a new certificate on the grounds that the number of registered clubs of the character of the club applying for the certificate in the district concerned is adequate or that the Club is likely to be used mainly for the purpose of supplying intoxicating liquor to the members thereof and their visitors. The police are given the right to search clubs.

It has been strongly represented to us by the representatives of the licensed trade that if publichouses are excessively reduced their place will be taken by clubs, which certainly seems to be happening in England. Obviously it is of little use to reduce licensed houses, where full control can be and is generally exercised, if they are to be succeeded by virtually uncontrolled clubs; but we are of opinion that the law as it now exists gives full power to the authorities to control existing clubs, and

prevent the creation of unnecessary clubs, and we are glad to note that full advantage is being taken of the large powers conferred by the Act of 1924. We, therefore, see no reason for recommending any serious alteration of the existing law, but we urge its strict application. We do, however, recommend that the hours of sale in the clubs should be kept the same as in publichouses, and, if our recommendation as to reduced hours of opening in publichouses be acted on, the same conditions should be applied to clubs. We recommend that the hours of opening on Sundays should be the same as in hotels, namely, 1 p.m. to 3 p.m. and 6 p.m. to 9 p.m.

On one point connected with clubs a case seemed to be made for at least further inquiry. Statements were made that certain clubs admitted "honorary members" without notice and on payment of a small fee; that these "honorary members" were entitled to use the bar but enjoyed none of the other privileges of membership. Such a position, if it exists, is obviously undesirable, and if the law as it stands is not sufficiently strong to deal with it, legislation will be required. The Registration of Clubs (Ireland) Act, 1904, requires that in order that a club may be eligible to be registered, the rules of the club must *inter alia* provide:—

"That no persons shall be allowed to become honorary or temporary members of the club, or be relieved of the payment of the regular entrance fee or subscription, except those possessing certain qualifications defined in the rules, and subject to conditions and regulations prescribed therein;"

but it does not seem to be a ground of objection to the granting of the certificate that the qualifications so set out in the rules are loose and would apply to the vast majority of the inhabitants of the country. We consider, therefore, that the Registration of Clubs Act should be so amended as to increase the grounds of objection to the granting or renewal of a club's certificate by including an objection that the rules for the admission of honorary or temporary members are unsuitable.

(15). HOTELS.

We have carefully considered the case put forward on behalf of the various hotel associations, and we need scarcely say that we are anxious to help the tourist industry as far as is reasonably possible having regard to general conditions. We think it is absolutely essential that the law should distinguish clearly between an hotel and a bar, and we, therefore, recommend that a special hotel licence should be created with the rights and privileges already defined under the heading "Classification of Licences." We were not impressed with the argument put forward by some of the hotel proprietors that their guests should be permitted to treat their friends to intoxicating liquor in the hotel living rooms after the ordinary public-house had closed. The injustice of this suggestion and the abuse that might arise therefrom are too obvious to be stressed. Nor do we believe that the withholding of this concession will affect the tourist industry unless, indeed, it be assumed that the majority of tourists only come to this country to treat their friends after hours. The hotel licence should, of course, be subject to the general licensing laws. Separate and substantial duty should be paid for this licence, and it should not be subject to the compensation levy. In hotel premises where a separate bar already exists, this should remain as a separate bar licence, and the bar should be closed at the same time as other bars and publichouses. It should be made perfectly clear that any licensed premises holding an hotel licence could remain open at all times for the ordinary business of an hotel apart from the sale of intoxicating liquor. We recommend that the Hotels and Restaurants (Dublin) Act, 1910, be extended to all the exempted cities, but that no extension of opening hours under same should be permitted in any of these cities beyond 12 midnight. The effect of this recommendation would be to permit service of intoxicating liquor at public functions in hotels and restaurants in the exempted cities up to 12 midnight.

(16). OFFENCES BY THE PUBLIC.

(a) Penalties for Drunkenness.

The principal difficulty in dealing with the drunkard is that the community does not seem seriously to wish to rid itself of this nuisance. He is tolerated rather than condemned, and his condition is often looked upon as his misfortune rather than

his fault. Although the law as it now stands very properly condemns the publican who deliberately serves him when drunk to the loss of one-third of his licence by endorsement of the conviction, it only fines the drunkard himself a few shillings. We are satisfied that if public opinion were prepared to support sterner penalties drunkenness could be almost eliminated from our streets in a short time. As a step in this direction we recommend that where a person is convicted of drunkenness three times in one year, he should, on the third and every subsequent conviction within the year, be sent to gaol for at least one month without the option of a fine. His name and photograph should also be circulated officially to the publicans in the county where he resides, and it should be made an offence punishable by endorsement on the licence to supply him with drink. As the law stands at present such men or women constitute a criminal nuisance with which there is no effective means of dealing. We are satisfied also that the present law concerning inebriates is entirely inadequate and hedged round by so many absurd requirements as to be practically unenforceable. Inebriate homes are at best degrading institutions, and we have not sufficient evidence to justify us in recommending the revival of the State home for inebriates. We think the only effective home for such people is a gaol, and the only suitable occupation plenty of hard labour. The only places where inebriates who have money cannot get drink are the gaol and the asylum.

(b) *Motor Car Driving when Drunk.*

The law as it stands at present provides comparatively light penalties for reckless, dangerous and negligent driving (Motor Car Act, 1903, S.I.), and for being drunk in charge of a carriage (Licensing Act, 1872, S.12), but does not deal specifically with the offence of driving a motor car when drunk. Unfortunately, this is a class of offence which seems to be on the increase, and it is one the danger of which to the entire community cannot be exaggerated. We consider that it should be severely punished, and we therefore recommend that where any person is convicted of driving a motor car when drunk, the Court should have power—in addition to the present power to cancel the licence—to impose imprisonment up to six months without the option of a fine.

(17). PERMITTING DRUNKENNESS.

The law as to permitting drunkenness on licensed premises and as to supplying drink to persons already drunk needs to be strengthened. Men and women are frequently to be seen leaving licensed premises both before and at closing times heavily under the influence of drink. The offences (a) of supplying drink to a person already drunk, and (b) of permitting a person to get drunk on licensed premises are comparatively seldom the subjects of prosecutions. The difficulty of proof under Section 13 of the Licensing Act, 1872, as it at present stands, makes it practically impossible for the police authorities to establish a charge brought under it. Baron Dowse once cited an illustration of circumstantial proof in this matter which is worth repeating here:—"If 'A' be seen emerging from a publichouse wiping his mouth with his handkerchief, one may reasonably infer that he has had a drink on the premises within a minute or two of the actual operation of wiping his mouth, but if the same person be seen lurching from the same publichouse in a drunken condition, the inference that he has been supplied with drink 'on the premises' cannot be availed of as an absolute proof, and if such an inference be drawn by the prosecution, the publican can rebut it by evidence that the man did not appear to be drunk when supplied. Besides the offence must be detected *on the premises*, and not outside the premises in the street." Section 13 of the Act of 1872 reads as follows:—

"13.—If any licensed person permits drunkenness or any violent, quarrelsome or riotous conduct to take place on his premises, or sells any intoxicating liquor to any drunken person, he shall be liable to a penalty not exceeding for the first offence £10, and not exceeding for the second and any subsequent offence, £20."

Under this section as it stands in order to prove that a licensed person "permits drunkenness," it is not sufficient to show that a person was found drunk on the premises, but it must be established in evidence that the publican *permitted* the

drunkenness to take place there. It is not an offence for a licensed person to permit a drunken person to remain in his premises, but if he permits such person to get drunk in his premises, or if he sells him any intoxicating liquor while he is drunk, then the licensed person commits an offence against the section. The commission of the offence and the proof thereof of it by legal evidence are two very different things. There is no legal definition of "drunkenness," and the publican on being charged naturally maintains that in his estimation the person was not drunk, and, more often than not, gets the benefit of the doubt raised. It is true that the section as it stands is wide enough to permit of a conviction for selling to a drunken person, although the fact that the person was drunk was unknown to the publican or his servants when the liquor was supplied, but it will be seen that the section does not cover the case of persons who, having been supplied, leave in a drunken condition or of persons, say, in a country town who are notorious drunkards, being supplied day in and day out with intoxicating liquor. Such cases are, unfortunately, too common, and could be in our opinion prevented if the law made it too risky for publicans to supply such persons. We, therefore, recommend that the following new Section be substituted for Section 13 of the Act of 1872, or enacted in addition thereto:—

"If any licensed person or person employed by him permits any person in an intoxicated condition to enter upon, remain on, or be supplied with intoxicating liquor either directly or indirectly on his licensed premises without taking all reasonable steps for ascertaining that person's condition, and preventing him from entering or remaining on said premises and from being supplied with such liquor, the licensed person or his employee, as the case may be, shall be liable to a penalty not exceeding for the first offence £10, and not exceeding for the second and any subsequent offence, £20."

(18). ADULTERATION.

Many complaints were made to us regarding the adulteration of whiskey, and it was represented that the existing law did not seem to be strong enough to deal with it. It seems clear that the adulteration complained of does not consist merely of mixing water with the whiskey, but that inferior or illicit spirits are blended with good quality whiskey and the product sold, particularly on fair days. We understand that the Foods and Drugs Inspector is powerless to deal with such cases. All he can test is the specific gravity of the liquid, and in the case under discussion, the full percentage of alcohol will be present. We recommend that the question should be further investigated with a view to ascertaining whether it would be possible to appoint or recognise official whiskey-tasters. We believe that such men can be found and their decision could be relied on. If these appointments were made, it would be possible for a Foods and Drugs Inspector, who suspected that illicit spirits had been mixed with the whiskey, to send a sample taken in the ordinary way to the official taster, and a prosecution could be instituted if he decided that illicit or inferior spirits had been blended with the whiskey. We understand that chemical analysis will not show whether illicit spirits are, in fact, present or not.

(19). OCCASIONAL LICENCES.

Occasional licences are granted by the excise authorities on production of the written consent of a Justice to a person who is already licensed. The occasional licence authorises the sale of drink by the licensee at places other than his licensed premises, and they are usually granted in respect of races, fairs, etc. An occasional licence cannot be granted for Sunday, Christmas Day, Good Friday, or any day of public fast or Thanksgiving, nor can it extend to the period between 10 o'clock at night and sunrise, except in the case of a public dinner or ball. Statements were made to us that abuses resulted, and we consider such licences should not be extended beyond midnight. We feel that the provision whereby the consent of the Justice can be given at any place without notice is unsatisfactory, and we recommend that applications should be made in open court.

III.—SUMMARY OF RECOMMENDATIONS.

- (1) The law should be codified and simplified.
- (2) The classification of existing licences should be simplified and the variety of licences reduced in number in accordance with modern conditions. A special hotel licence should be created.
- (3) The number of existing licences is excessive and should be largely reduced. We find it impossible with the information at our disposal to fix the exact reduction which should take place. This must be decided by the circumstances of each locality. Subject to these general conclusions, it seems to us that not more than one licensed house for every 400 inhabitants is necessary in any district.
- (4) The District Court should have power to refer the question of renewing any licence objected to on grounds other than misconduct or character to a Compensation Authority, which should, if it decides that the licence is to be abolished, fix the compensation.
- (5) There should be a Compensation Authority for each county consisting of :—
 1. The Local Circuit Court Judge.
 2. A Chartered Accountant or Auctioneer nominated by the Minister for Finance.
- (6) The basis of compensation should be the difference between the value of the house with the licence and without, and the compensation money should be divided between the parties interested in the premises as the Compensation Authority directs.
- (7) Compensation should be provided by a levy on all remaining licence holders, and each Compensation Authority should have its own fund collected from its own area.
- (8) Hours of opening should be altered as follows :—
 - (a) Week-days.

<i>Exempted Cities.</i>	
Ordinary week-days	... 10 a.m. to 3 p.m. and 5 p.m. to 10 p.m.
Saturdays	... 10 a.m. to 3 p.m. and 5 p.m. to 9.30 p.m.
<i>Towns of Population over 5,000.</i>	
Ordinary week-days	... 10 a.m. to 10 p.m.
Saturdays	... 10 a.m. to 9.30 p.m.
<i>Other Places.</i>	
Ordinary week-days	... 9 a.m. to 9 p.m.
Saturdays	... 9 a.m. to 8.30 p.m.

(Except during the summer period of the year, when the hours will be the same as in towns of a population of over 5,000).
 - (b) Sundays.

Bona-fide traffic limit should be extended to 10 miles in the country from the exempted cities and 6 miles elsewhere.

Bona-fide traffic on Sundays should be forbidden, except between the hours of 1 p.m. to 3 p.m. and 5 p.m. to 7 p.m.

No bona-fide traffic should be permitted in the exempted cities.
 - (c) Added Areas (Dublin).

These areas should be given the same facilities for opening on Sundays as the other Dublin city districts.
 - (d) St. Patrick's Day should be subject to the same conditions as Sunday.
- (9) No evidence has been given of abuses resulting from mixed trading which would justify permanent and compulsory structural separation. The District Court should be given power to enforce partial separation where possible.

- (10) Convictions should not be endorsed on a licence when on appeal the Circuit Court is satisfied that extenuating circumstances exist and specifies them in its order.
- (11) It is not necessary to abolish the tied house system.
- (12) The "medium" as a measure for the sale of drink should be suppressed.
- (13) Exemption orders should contain conditions making the supply of food and non-alcoholic drink compulsory. Persistent and unreasonable refusal to supply refreshment other than alcoholic drink at a reasonable price should be treated as a ground for refusing the renewal of a licence.
- (14) *Clubs.*—We consider that the existing law as regards clubs, if strictly enforced, provides ample safeguards against abuse; but if our recommendations as to changes in hours of opening on week-days are acted on, the same hours should be applied to clubs. The hours for Sundays should be 1 p.m. to 3 p.m. and 6 p.m. to 9 p.m. The rules concerning the admission of honorary members should be made a ground of objection.
- (15) *Hotels.*—The Hotels and Restaurants (Dublin) Act, 1910, should be extended to the exempted cities. No exemption order should extend after 12 midnight.
- (16) Drunkards should be sent to gaol for at least one month without the option of a fine on the third conviction within one year. Driving a motor car when drunk should be punished by cancellation of licence and imprisonment.
- (17) The present law concerning permitting drunkenness on licensed premises should be revised and strengthened.
- (18) Provision should be made for proof of adulteration of spirits by tasting.
- (19) Occasional licences should only be granted in open court and should not extend beyond 12 midnight.

IV.—CONCLUSION.

We cannot conclude this report without placing on record our deep appreciation of the help rendered to us by our courteous and efficient Secretary, Mr. J. E. Duff, B.L., whose expert knowledge and well balanced judgment have been continuously at our service during our proceedings.

In presenting this report we desire to express the hope that its recommendations may illuminate the serious and difficult questions with which they deal. They are the result of most anxious, deliberate and judicial scrutiny of the facts and arguments presented before us. If they are carried into law and prove to be of service to our country we feel that our labours will not have been in vain.

(Signed):—

JOHN J. HORGAN, *Chairman.*
 EIBHLIN, Bean MAC COISDEALBHA,
 JOHN FLANAGAN.
 JAMES CRAIG.
 J. J. McELLIGOTT.
 R. WILSON.
 JOHN O'NEILL.
 SEAMUS E. O MURCHADHA.
 J. T. O'FARRELL.

(Sgd.):—

J. E. DUFF, *Secretary,*

28th August, 1925.

FIRST SCHEDULE.

Statement showing number and description of licences for sale of intoxicating liquor in force in Saorstát Eireann on January 1st, 1925.

SECOND SCHEDULE.

(a) Return showing towns and villages in Saorstát Eireann where the number of publichouses appear excessive.

(b) Comparison with small English towns.

THIRD SCHEDULE.

Return of drunkenness for year ending 31st March, 1925.

FIRST SCHEDULE.

STATEMENT showing number and description of licences for the sale of intoxicating liquor in force in SAORSTÁT EIREANN on 1st January, 1925.

Number Issued	Description
382	Spirit Dealers'
550	Beer Dealers'
237	Wine Dealers'
1	Sweet Dealer
7	Manufacturing Chemists'
12,370	Spirit Retailers' " On " " Publicans " (including Hotels and Restaurants)
298	Spirit Retailers' " Off "
56	Beer Retailers' " On "
295	Beer Retailers' " Off "
22	Wine Retailers' " On "
714	Wine Retailers' " Off "
5	Sweet Retailers' " Off "

NOTE.—In addition to the number of licences shown above there are a number of cases principally Spirit Retailers " On " " Publicans " where the estimated amount of the licence duty has been deposited with the Revenue Commissioners, but pending the settlement of Valuations, charges for Hotels, etc., a formal licence has not been issued.

SECOND SCHEDULE (a).

RETURN SHOWING TOWNS AND VILLAGES WHERE THE NUMBER OF PUBLICHOUSES APPEARS EXCESSIVE.

County.	Police Sub-District.	No. of Licensed Premises in Sub-District.	Observations.
Carlow ...	Myshall ...	6	In Myshall there are 3 publichouses, with the total number of houses 10. In Ballon village there are 3 publichouses, with the total number of houses 14.
Kildare ...	Clane ...	11	Clane, 5 licences, 30 families.
Do. ...	Rathangan ...	8	Prosperous, 4 licences, 20 families. This village consists of about 400 inhabitants; there are 8 publichouses, including 2 six-day licences.
Cavan ...	Finea ...	8	In Kilcogy village there are 3 premises licensed for the sale of intoxicating liquor and 7 private houses.
Do. ...	Kilnaleck ...	17	There are 58 houses in the village of Kilnaleck, of which 15 are licensed.
Do. ...	Blacklion ...	8	There are only 20 houses in the village of Blacklion, and 8 houses have licences to sell intoxicating liquor.
Do. ...	Swanlinbar ...	15	There are only 60 houses in the village, and of this number 15 are licensed.
Do. ...	Glangevlin ...	10	There are 11 houses in the village of Dowra on the Cavan side, of which 8 are licensed.
Do. ...	Ballyconnell ...	11	Total number of licensed premises, 11; total number of houses in village, 63.
Do. ...	Shercock ...	11	There are 56 houses in the village of Shercock, 10 of those hold publichouse licences (seven-day).
Do. ...	Mullagh ...	10	50 houses in village, 10 of these are licensed houses.
Clare ...	Whitegate ...	8	5 licensed premises in Whitegate village, with a total of 20 houses.
Do. ...	Broadford ...	11	In Broadford village there are about 20 houses, 5 of which are licensed to sell intoxicating liquor.
Do. ...	Scariff ...	32	There are 90 houses in Scariff village, of which 27 are licensed. There are 15 houses in Maingranny village, of which 3 are licensed. There are 9 houses in Bodyk village, of which 2 are licensed.
Do. ...	O'Brien's Bridge	15	O'Brien's Bridge, 21 houses, 5 licensed. Bridgetown, 9 houses, 5 licensed. Montpelier, 14 houses, 3 licensed. Clonlara, 6 houses, 2 licensed.
Do. ...	Feakle ...	11	There are 43 houses in Feakle village, 10 of which are licensed houses.
Do. ...	Quilty ...	21	In village of Mullagh there are about 40 houses, 8 of which are licensed.
Do. ...	Labasheeda ...	14	The total number of residences in the village of Labasheeda is 48, of which 8 are licensed premises.
Do. ...	Knock ...	5	There are no other business premises in Knock village except those which are licensed for sale of intoxicating liquor. 13 houses in Knock village, 3 publichouses.
Do. ...	Kildysart ...	28	Total number of houses in Kildysart village, 92, of which 19 are licensed. Number of houses in Ballynacally village, 20, of which 3 are licensed.
Do. ...	Carrigaholt ...	15	52 houses in Carrigaholt; 10 licensed. 12 houses in Cross; 2 licensed. 8 houses in Doonaha; 1 licensed. 2 houses in Kilabha; 2 licensed.
Do. ...	Kilmihill ...	18	There are about 50 houses in the village, 11 being licensed premises.
Do. ...	Kilfenora ...	9	There are 51 houses in Kilfenora village, 9 of which are licensed.

County.	Police Sub-District.	No. of Licensed Premises in Sub-District.	Observations.
Clare	Miltownmalbay	39	There are 220 houses in this town, and of these 36 are licensed.
Do.	Quin ...	12	Out of a total of 35 houses in the village, 7 are licensed.
Do.	Tulla ...	20	There are about 105 houses in the village, and of this number 19 hold licences for the sale of intoxicating liquor.
Do.	Crusheen ...	7	Out of a total of 15 houses in Crusheen village, 4 are licensed.
Cork E.R.	Killavullen ...	13	There are 44 houses in Killavullen village, 9 of which are licensed.
Do.	Glantane ...	9	There are three villages in this sub-district. Glantane, 13 houses; 3 licensed. Beeing, 10 houses; 2 licensed.
Do.	Liscarroll ...	18	Dromahane, 12 houses; 2 licensed. There are 60 houses in Liscarroll, 10 of which are licensed. In Freemount 20 houses, 6 licensed.
Do.	Riverstown ...	15	In Knockraha village there are 2 publichouses. There are only 7 houses in all.
Do.	Carrignavar ...	8	There are 18 houses in Carrignavar village, 3 of which are licensed.
Do.	Kildorrery ...	19	60 houses in Kildorrery, of which 14 are licensed. 15 houses in Shanballymore, of which 1 is licensed. 8 houses in Rockmills, of which 1 is licensed. 1 house in Carrigdewane, which is licensed.
Do.	Dungourney ...	4	Two villages—Clonmult and Dungourney, a mile and a half apart; former consists of 6 houses and 2 licensed premises, the latter of 5 houses and 1 licensed premises.
Do.	Ballymacoda ...	8	There are 4 ordinary publichouses in each of the villages of Ballymacoda and Ladysbridge, and approximately 12 houses in each village.
Do.	Kingwilliamstown	8	The village of Kingwilliamstown is comprised of 28 houses, 4 of these are licensed. The village of Kiskean is comprised of 20 houses, 4 of which are licensed.
Do.	Knocknagree ...	20	60 houses in Knocknagree, 15 of which are licensed. 30 houses in Cullen, of which 5 are licensed.
Do.	Kanturk ...	70	Total number of houses in Kanturk, 350. Total number of licensed premises, 65.
Cork, W.R.	Kealkill ...	5	14 houses in Kealkill village, 3 of them are licensed premises. 2 more in sub-district, one half a mile from the village, and the other two miles.
Do.	Castletownbere ...	32	In the town of Castletownbere there is a total of 40 houses, 24 of which are licensed premises and 2 hotels. The British Navy used to call at this harbour, and a large fishing fleet also frequented it. As a consequence, a large amount of licensed premises were opened prior to 1902 to meet the requirements of the crews. At the present time there is practically no business being done in any of these premises. The police consider that one-eighth of the present number of licensed premises would suffice.
Do.	Durrus ...	6	30 houses in village, 6 licensed houses.
Do.	Allihies ...	8	25 houses in village, 7 of which are licensed.
Do.	Kilcrohane ...	5	In the village of Kilcrohane there are 10 houses, 2 of which are licensed premises. In the village of Ahakesta, which is four miles distant from the village of Kilcrohane there are 6 houses, 2 of which are licensed premises.
Do.	Union Hall ...	19	Glandore, 5 publichouses, 27 houses. Leap, 6 publichouses, 30 houses.
Do.	Goleen ...	8	Union Hall, 8 publichouses, 56 houses. In Goleen village there are 16 occupied houses, 4 of which are publichouses.

County.	Police Sub-District.	No. of Licensed Premises in Sub-District.	Observations.
Cork, W.R.	Millstreet ...	37	Millstreet consists of about 200 houses, and has a population of 1,250. There are 36 licensed houses in the town.
Do.	Tarleton ...	12	16 houses in village of Kilmurry, of which 3 are licensed premises.
Do.	Rosscarbery ...	23	92 houses in the village of Rosscarbery, 15 of which are licensed for sale of intoxicating liquors.
Do.	Timoleague ...	10	There are in this village 60 houses, 9 of which are licensed.
Do.	Ballygurteen ...	6	There are 3 publichouses and a total of 9 dwelling-houses.
Do.	Drinagh ...	5	In the village of Drinagh there are 9 houses, 3 of which are licensed.
Donegal	Carrigart ...	10	In Glen village there are 12 houses, 4 of which are licensed.
Do.	Churchill ...	11	There are 11 houses in village, 3 of which are licensed premises.
Do.	Kerrykeel ...	15	4 licensed premises in village of Pacanekill, where there are only 12 houses. 4 licensed premises in Kerrykeel, while there are about 21 houses in village.
Do.	Carndonagh ...	33	There are 159 houses in the town of Carndonagh. 31 of these are licensed.
Do.	Clonmany ...	15	20 houses in village of Clonmany, 8 of which are licensed.
Do.	Donegal ...	26	There are approximately 100 houses in Donegal town, of which 26 are licensed.
Do.	Killybegs ...	10	62 houses in town—10 licensed.
Do.	Burtonport ...	15	Burtonport village consists of about 20 houses. There are 2 seven-day licences, 1 six-day, and 2 spirit grocers'. In the vicinity of Burtonport village there are 2 other seven-day licences. In Kincasslagh village (5 miles from Burtonport) there are 1 seven-day licence in the village and 1 seven- and 1 six-day in the vicinity. In Arranmore Island there are 2 seven-day licences, 1 six-day and 2 spirit grocers' licences.
Do.	Glenties ...	11	There are about 60 houses in the village, and of those 11 hold licences.
Wicklow	Blessington ...	8	Total number of houses, 55; licensed, 8.
Do.	Kiltegen ...	6	Total number of houses, 45; licensed, 6.
Galway	Moycullen ...	4	There are 10 houses in the village of Moycullen, 3 of which are licensed.
Do.	Monivea ...	6	19 houses in the town of Monivea, of which 5 are licensed.
Do.	Moylough ...	21	In the town of Mountbellew there are 40 houses, of which 14 are licensed. In the village of Moylough there are 25 houses, of which 6 are licensed. In the rural area of Lough Moylough there is 1 licensed house.
Do.	Ballygar ...	19	72 houses in Ballygar village, of which 16 are licensed.
Do.	Ballymoe ...	4	There are 26 houses in the village, of which 4 are licensed.
Do.	Castleblakney ...	6	14 houses in Caltra village, and 3 are licensed premises. 20 houses in Castleblakney village, and 3 are licensed premises.
Do.	Glenamaddy ...	19	13 out of 35 houses in the village of Glenamaddy are licensed. 5 out of 11 houses in the village of Kilkieran are licensed.
Do.	Kilconnell ...	7	There are 28 houses in the town of Kilconnell, 5 of which are licensed premises.
Do.	Williamstown ...	6	There are only 20 houses in the village, and of these 6 are licensed.
Do.	Letterfrack ...	14	In the village of Letterfrack there are 3 licensed houses. Total number of houses in the village 6. In the village of Tully there are in all 9 houses, and 2 are licensed premises.

County.	Police Sub-Districts.	No. of Licensed Premises in Sub-District.	Observations.
Galway	Roundstone	12	11 publichouses in Roundstone, and only about 77 houses in the town.
Do.	Kinvara	15	In Kinvara town there are 54 houses, of which 15 are licensed.
Do.	Laurencetown	4	There are not more than 10 private houses in the village. The sub-district is poor and thinly populated. 2 of the 4 publichouses are practically selling no drink.
Do.	Clonbur	6	Clonbur total houses, 25; licensed houses, 6.
Do.	Maam	9	In the village of Leenane there are 12 houses, 4 of which are licensed.
Do.	Milltown	8	Out of a total of 20 houses in Milltown village, 7 are licensed premises.
Kerry	Causeway	6	This is a little village with a small population; 2 of the 6 licensed premises are practically closed down and make only a few sales throughout the year.
Do.	Ballybunion	19	There are about 65 houses in Ballybunion, 15 of which are licensed. This is a seaside resort.
Do.	Tarbert	12	The majority of the licensed premises have grocery attached. Total number of houses, 70; total number of publichouses, 12.
Do.	Listowel	71	Population of town about 4,000. There are no publichouses in the sub-district, which is large and populous, comprising 7 electoral divisions.
Do.	Camp	4	5 houses in village, 2 licensed.
Do.	Ballyferriter	12	In the village of Ballyferriter there are 8 houses, 4 of which are licensed premises.
Do.	Annascaul	12	The village contains about 40 houses.
Do.	Dingle	59	There are 292 unlicensed houses in Dingle, 58 licensed houses and 1 registered club.
Do.	Scartaglen	3	3 licensed premises, 11 houses.
Do.	Milltown	15	In Milltown sub-district there are 15 licensed premises, 7 ordinary licences in Milltown village (seven-day); population about 300. In Castlemaine, 4 seven-day licences, 2 six-day licences. Population of Castlemaine 150. In village of Boolteens there is 1 hotel licence and 1 ordinary seven-day licence.
Do.	Castleisland	47	In Castleisland town there are 270 inhabited houses, 45 are licensed premises.
Do.	Killorglin	36	There are 112 houses in this town, 35 of which are licensed premises.
Do.	Sneem	10	There are about 40 houses altogether in this village, and 9 of these are publichouses.
Do.	Cahiriveen	54	There are 211 houses in the town and of these, 54 are licensed.
Offaly	Clara	18	In village (Ballycumber) there are about 25 houses (half of them labourers' cottages), and of those, 5 are licensed premises.
Do.	Shannonbridge	4	4 ordinary publichouses in sub-district, each having an ordinary seven day "on" licence. There are roughly 20 houses in the village, 4 of them being licensed.
Do.	Cloghan	11	In Cloghan village there are 6 licensed premises and a total of 43 houses. In Shannon Harbour there are 3 licensed houses and a total of 15 houses.
Do.	Moneygall	5	In the village of Belmont there are 2 licensed premises and a total of 8 houses.
Do.	Moneygall	5	1 seven-day ordinary in village of Moneygall. Population about 300. 2 seven-day ordinary licences in village of Dunkerrin, containing 6 houses.
Limerick	Pallas	18	As regards the number in villages (16), 8 of these are situated in New Pallas, where the total number of houses is 27, and 7 are situated in Old Pallas, where the number of houses is 25.
Do.	Caheroonlish	14	The village of Boher consists of 4 houses, of which all are licensed.

County.	Police Sub-District.	No. of Licensed Premises in Sub-District.	Observations.
Limerick ...	Ballyneety ...	5	There are only 10 houses in the village of Ballyneety.
Do. ...	Kilmallock ...	32	There are 25 publichouses in the town of Kilmallock. The population is 1,200. There are 75 business houses, including publichouses, garages, sweet shops and other businesses. Thus, 1 in every 3 is a publichouse.
Do. ...	Ardagh ...	10	In the village of Ardagh there are 36 houses, and of these 6 are licensed for the sale of intoxicants.
Do. ...	Abbeyfeale ...	41	There are 38 licensed premises in the town. There are about 150 houses there.
Do. ...	Athea ...	13	There are 54 houses in the village, and 13 are licensed.
Do. ...	Drumcollogher ...	26	In Drumcollogher, 124 occupied houses include 19 licences. Broadford, 40 occupied houses include 7 licences.
Westmeath ...	Killucan ...	11	In Killucan village there are 26 houses, of which 5 are licensed.
Do. ...	Delvin ...	9	In the village of Delvin there are only 42 houses, of which 7 are licensed.
Do. ...	Kilbeggan ...	17	There are 140 houses in the town of Kilbeggan, of which 14 are licensed. In the village of Horse-leap there are 9 houses, 2 of which are licensed; and in the village of Ballinagore 15 houses, 1 of which is licensed.
Longford ...	Killashee ...	5	There are 17 houses in Clondra village, which is in the sub-district, 3 of which are licensed.
Do. ...	Ballymahon ...	23	Population about 800; the neighbouring district is thinly populated, and the police consider that 10 licensed premises are ample for Ballymahon and Barry.
Do. ...	Ballinamuck ...	3	There are 9 houses, 3 of which are licensed for the sale of intoxicating liquor.
Meath ...	Ballinabrackey ...	3	2 publichouses in village of Clonard. Total number of houses—10.
Do. ...	Dunboyne ...	11	4 licensed houses, Dunboyne village, to 43 private houses; 5 licensed houses, Clonee village to 17 private houses.
Do. ...	Ashbourne ...	10	In Ashbourne village there are 4 ordinary seven-day publichouses. The total number of houses in the village being 20. The total number of houses in Ratoath village is 40, of which 4 are licensed as follows:—3 ordinary seven-day publichouses, 1 ordinary six-day publichouse.
Do. ...	Trim ...	26	There are only 2 houses in Dunderry village, both of which are licensed premises.
Mayo ...	Ballindine ...	17	In Ballindine there are 44 houses, 11 of which are licensed premises. In Irishtown there are 16 houses, 5 of which are licensed premises.
Do. ...	Ballyhaunis ...	56	230 houses in Ballyhaunis town, 56 licensed.
Do. ...	Ballinrobe ...	52	There are approximately 380 houses in Ballinrobe town and Neale village, of which 52 are licensed.
Do. ...	Claremorris ...	53	There are at least 260 houses in this town.
Do. ...	Ballyvary ...	10	There are 2 licensed houses in Turlough, and 9 houses altogether. There are 3 licensed premises within one mile of Ballyvary village, where there are 3 seven-day licences. The total number of houses in the village is 20.
Do. ...	Balla ...	17	36 houses in village, of which 13 are licensed.
Do. ...	Belmullet ...	26	There are 115 houses in the town of Belmullet, of which 24 are licensed premises.
Do. ...	Geesala ...	4	There are 14 houses in the village of Geesala; and of which 3 are licensed.
Do. ...	Bangor Erris ...	7	The village comprises 24 houses, of which 7 are licensed premises.
Do. ...	Bonniconlon ...	8	18 houses in village, including publichouses.
Do. ...	Ballycastle ...	14	The number of houses in the village of Ballycastle is approximately 51, while the number of houses licensed for the sale of intoxicating liquor is 14.

County.	Police Sub-District.	Licensed Premises in Sub-District.	Observations.
Mayo	Louisburgh	16	There are only 84 houses in the village, 15 of which are licensed premises; 1 licensed premises in Clare Island.
Do.	Achill Sound	7	30 houses in village, of which 5 are licensed.
Do.	Newport	20	Over 100 houses in town.
Do.	Kilkelly	18	There are 47 houses in town of Kilkelly, of which 15 are licensed.
Do.	Swinford	62	There are 296 houses in Swinford, of which 50 are licensed. Population, 1,500.
Do.	Charlestown	52	In the town of Charlestown there are about 143 houses, of which 47 are licensed premises.
Roscommon	Ballaghadereen	73	219 houses in town, of which 72 are publichouses.
Do.	Castlerea	49	235 houses in town, of which 49 are licensed.
Do.	Ballinlough	15	50 houses in village.
Do.	Frenchpark	15	10 publichouses in Frenchpark, 40 private houses. 4 publichouses in Ballingare, 10 private houses. 1 publichouse. Rural area.
Do.	Croghan	7	Town—Cortober, 20 houses, 2 licensed houses. Village—Croghan, 16 houses, 3 licensed. Rural area—2 publichouses, 7 miles apart.
Do.	Cootehall	6	There are only 6 houses in the village of Cootehall. 3 of them are publichouses.
Do.	Ballyfarnan	17	There are 14 licensed houses in the village, and 50 houses in all.
Do.	Ballinameen	5	2 publichouses in the village of Ballinameen; only 4 houses in the village altogether.
Do.	Knockcroghery	7	In the village of Knockcroghery there are 15 houses, and 4 of those are publichouses.
Do.	Strokestown	31	Of the 135 houses in Strokestown 31 are publichouses.
Do.	Tarmonbarry	8	In the village of Tarmonbarry there are 10 houses. 3 of these are licensed premises.
Do.	Elphin	27	This town contains 150 houses, and 27 of these are licensed premises.
Sligo	Cliffoney	7	There are 20 houses in village of Cliffoney including 4 licensed premises.
Do.	Ballintogher	4	The total number of houses in this village is 19.
Do.	Grange	11	There are 7 licensed publichouses in the village of Grange. The total number of houses in the village is 17.
Do.	Aclare	13	23 houses in village of Aclare.
Do.	Ballinfad	5	There are 10 houses in this village, 3 of which are licensed premises.
Do.	Ballymote	33	There are roughly 200 houses in the town of Ballymote, of which 27 are publichouses.
Do.	Bunninadden	5	There are 17 houses in the village of Bunninadden, and 5 of those are licensed for the sale of intoxicating liquor.
Do.	Gurteen	14	There are 6 licensed houses in Gurteen village, and only 15 private houses and shops.
Do.	Tobercurry	29	There are 156 houses in the town, of which 26 are licensed houses.
Do.	Easkey	16	40 houses in village of Easkey. Eleven publichouses.
Do.	Dromore West	8	There are a total of 8 houses in Dromore West, 4 of these are public houses, 3 seven-day and 1 six-day.
Leitrim	Kinlough	10	There are 44 houses in the village of Kinlough, 5 licensed for the sale of intoxicating liquors. There are 19 houses in Tullaghan (shown as Rural area), of which 5 are licensed for the sale of intoxicating liquors.
Do.	Kiltyclogher	9	There are 38 houses in this village, 7 of which have licences, for the sale of intoxicating liquor. There are 2 licensed premises in the Rural parts.

County.	Police Sub-Districts.	No. of Licensed Premises in Sub-District	Observations.
Leitrim	Drumkeerin	13	There are 54 houses in the village of Drumkeerin, of which 11 are licensed.
Do.	Dowra	12	The total number of houses in Dowra are 18, and out of this number 10 are licensed to sell intoxicating liquors.
Do.	Leitrim	5	There are 30 houses in the village, of which are licensed.
Do.	Drumshambo	18	There are 77 houses in this village, 17 of which are licensed to sell intoxicating liquor.
Do.	Ballinamore	28	Approximately 163 houses in Ballinamore town.
Do.	Cloone	8	In Cloone village there are 22 houses of which 7 are licensed for the sale of intoxicating liquor, each licence being seven-day ordinary.
Do.	Dromod	11	In the village of Dromod there are 30 houses 4 of which are licensed premises. In the village of Georgia there are 8 houses, 3 of which are licensed premises.
Do.	Drumsna	9	In Drumsna village there are 35 houses, 5 of which are licensed; and in Jamestown village there are 15 houses, 4 of which are licensed.
Tipperary	Bansha	14	50 houses in the village, of which 10 are licensed.
Do.	Cappawhite	32	On an average every third house is licensed to sell beer and spirits.
Do.	Emly	22	12 licensed premises in Emly village, and 50 houses, 4 licensed premises in Latten village, and 12 houses.
Do.	Dundrum	10	3 ordinary seven-day publichouses in the village. Seven ordinary seven-day in the rural area. The population of Dundrum village is 90, and there are 16 dwelling-houses in it.
Do.	Thurles	84	There is a publichouse for every 57 members of the population of the town of Thurles, and 1 house out of every 4 is a publichouse in the village of Moyne.
Do.	Roscrea	45	There are 42 licensed publichouses and 1 registered club in the town of Roscrea, the population of which is 2,500 approximately.
Do.	Templemore	54	There are 46 licensed premises in Templemore, about 420 houses and a population of 2,000,
Do.	Holycross	11	4 ordinary publichouses in village of Holycross. Total number of houses in village, including publichouses, 15.
Do.	Killenaule	19	There are 136 houses in the village of Killenaule, which include 10 publichouses and 1 wholesale beer dealer. The population is estimated at 800.
Do.	Killooley	9	There are only 8 houses in Gortnahoe, population 32, licensed premises, 2.
Do.	Newport	26	12 in Newport, 5 in Birdhill, 6 in Ballina. Population of Newport, 540.
Do.	Silvermines	10	Total houses in Dolla village, 5. 3 publichouses.
Do.	Kilcommon	15	Kilcommon village, 15 houses, 3 of which are licensed. Village of Upperchurch, 10 houses, 4 of which are licensed.
Do.	Hollyford	5	5 ordinary publichouse licences exist in the village of Hollyford, and the total number of houses in the village is 16.
Do.	Templederry	5	There are only 6 houses in village, and 3 are licensed premises. Each licensed person carries on grocery business.
Do.	Ballyporeen	18	There are 75 houses in this village, 12 of which are licensed.
Do.	New Inn	5	There are 26 houses in this village, 5 of which are licensed.

County.	Police Sub-District.	No. of Licensed Premises in Sub-District.	Observations.
Tipperary	Coolbawn	6	In the village of Kilbarion there are 2 publichouses. The number of houses in the village is 6, with a population of 20. In Ballinderry village there are 2 publichouses. The number of houses in the village is 10, with a population of 50. In Terryglass village there are 2 publichouses. The number of houses in the village is 11, with a population of 40.
Do.	Portroe	11	In the village of Portroe there are 20 houses, of which 5 are licensed.
Do.	Cloughjordan	13	There are 75 houses in the town, of which 11 are licensed.
Do.	Carrick-on-Suir	68	The Police consider the number of licensed houses in the town too great compared with the total number of houses.
Waterford	Ballyduff	6	There are only 23 houses in the village, of which 5 are publichouses.
Do.	Villierstown	9	There are 9 licensed houses in Villierstown sub-district. All are 7-day ordinary; 5 are situated in Aglish, a little village containing a small population and consisting of less than 20 houses altogether.
Do.	Clashmore	4	In the village there are 20 houses, 4 of which are licensed premises.
Wexford	Clonevan	7	In the village of Ballygarrett, Clonevan, there are only 10 houses, and 2 of them are licensed.
Do.	Oulart	9	Oulart village:—8 houses, 3 of which are licensed; and Clonamolín village, 12 houses, 2 of which are licensed. The Ballagh, 16 houses, 2 of which are licensed.
Do.	Killanne	7	Ballindaggin village, 10 houses, 2 licensed. Killealy village, 8 houses, 2 licensed.

SECOND SCHEDULE—(b)

PUBLIC HOUSES AND POPULATION—VILLAGES AND TOWNS COMPARISON WITH SMALL ENGLISH TOWNS.

	IRELAND			ENGLAND	
	Population	Public-houses	No. of persons for each public-house.		
ENNIS	5,452	96	57	(CROWLAND LINCOLNSHIRE)	
LONGFORD	3,760	56	67	Population ...	2,683
BANDON	3,122	70	44	Publichouses ...	14
CAVAN	3,000	49	61	One to every ...	191 persons
MACROOM	2,717	50	54		
CASTLEBAR	2,698	76	36		
MITCHELSTOWN	2,268	55	41		
BALLAGHADEREEN	1,317	75	18	ASHBURTON (DEVONSHIRE)	
NEWMARKET	1,300	42	31	Population ...	2,362
BALLYHAUNIS	1,149	56	20	Publichouses ...	13
MILLSTREET . . .	1,069	36	30	One to every ...	181 persons
STROKESTOWN	801	31	26		
MOHILL	755	29	26		
DUNLAVIN	450	11	41		

THIRD SCHEDULE.

RETURN OF DRUNKENNESS, YEAR ENDING 31ST MARCH, 1925.

Total No. of offences for year ending 31/3/25.	Offences committed on Saturdays.	Offences committed on Sundays.	Offences committed on remaining days.	Average daily offence.	Average daily offence, Saturday.	Average daily offence, Sunday.	Average daily offence, remaining days.
6,862	1,382	504	4,976	18·8	26·5	9·7	19

COMMISSION OF ENQUIRY INTO THE POST OFFICE.

FINAL REPORT.

2

The Executive Council have received from the Commission of Enquiry into the Post Office a Final Report, signed by a majority of its members, and a Minority Report. The Reports are as follows:—

A.

MAJORITY REPORT.

The Independent Commission appointed to enquire into the Wages and Salaries, Organization of Work and Conditions generally in the Post Office in Ireland resumed its Private Sittings on the 3rd June, 1924.

In consequence of Mr. T. A. Murphy's appointment as Secretary to the Civil Service Commission, Mr. J. McDonnell, Department of Finance, was appointed to act as Secretary.

Letters intimating that they had entered into direct negotiations with the Department of Posts and Telegraphs, and consequently did not desire to be further heard by the Commission, were received from the following Associations:—

Head Postmasters' Association,
Salaried Sub-Postmasters' Association,
Controlling Officers' Association,
Provincial Supervising Officers' Association,
Irish Post Office Engineering Union; and
Telephone Contract Officers' Association.

A communication was also received from the Post Office Workers' Union notifying the amalgamation and absorption of the Irish Postal Union and the Irish Postal Workers' Union, and asking for the early resumption of the Commission's sittings.

It is felt by the majority of the members of the Commission that if the Commission were to resume its Public Sittings the only remaining matters to be considered would be:—

(a) The following outstanding claims submitted on behalf of the classes represented by the Post Office Workers' Union:—

- (1) Reduction of hours from 45 to 42 per week, with a Weekly Half-holiday on Saturdays.

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- (2) Extension of Annual Leave from 21 to 28 days and the restriction of the period during which leave should be taken to the months May-September each year.
 - (3) The abolition of split attendances.
 - (4) Night and early morning attendances to be reduced to a minimum, and, where such attendances were necessary, to be paid for at a rate of 25 per cent. in excess of the normal.
 - (5) Double payment to be allowed for Sunday Duty, Overtime and Bank Holiday work.
 - (6) Meal intervals to be extended to 45 minutes where dining facilities are provided on the official premises, and to one hour where meals are taken off the official premises ; and
- (b) The evidence submitted by the Scale Payment Sub-Postmasters.

Evidence in support of their claims was submitted by witnesses representing the Unions, now amalgamated in the Post Office Workers' Union, at previous sittings of the Commission, and no request for leave to submit further evidence has been received by the Commission.

Having reviewed the evidence already submitted on behalf of the Unions, the majority of the members of the Commission do not feel that they can, in the present circumstances, make any further recommendations in these matters other than that contained in Clause 16 of the Commission's Report of the 14th December, 1922.

With reference to the claims submitted by the Scale Payment Sub-Postmasters, considerable doubt was expressed by members of the Commission as to whether this class, the members of which are not direct employees of the Post Office, could properly submit evidence under the original terms of reference. Having regard to this fact, and to the attitude of the Government generally to the previous Report, the undersigned members of the Commission would not be prepared to resume the sittings of the Commission for the purpose of hearing the evidence of the Scale Payment Sub-Postmasters.

The undersigned members of the Commission, therefore, request the Executive Council to release them from further service.

We wish to express our warm appreciation of the courteous and efficient manner in which our Secretaries, Mr. T. A. Murphy and Mr. J. MacDonnell, have discharged the many and varied duties which have fallen upon them, including the preparation of the Reports of the Commission.

JAMES G. DOUGLAS.

JAMES MORAN.

D. O'CONNOR.

19th March, 1925.

B.

MINORITY REPORT.

The undersigned members of the Independent Commission appointed to enquire into the Wages and Salaries, Organization of Work and Conditions generally in the Post Office in Ireland, not being in complete agreement with the recommendations of their colleagues as given in the Final Report, desire to place on record, through a separate Report, their views regarding the treatment by the Government of the previous Reports, and the future of the Commission.

The Commission was originally set up following an Agreement entered into between the Irish Provisional Government and the representatives of the Irish Postal Workers' Unions with the following Terms of Reference:—

“ That an Independent Commission of five members be set up to enquire into the Wages and Salaries, Organization of Work, and Conditions generally in the Post Office, and to report what alterations, if any, are desirable.

“ That in the cases of the principal classes of Post Office Servants, and of such of the other classes as the Commission may think necessary, the first task of the Commission shall be to determine whether the present basic wage can bear the recent cut, this to be determined by the 15th May, 1922, and that the Commission shall be empowered to recommend in the case of classes where the cut is regarded as not being justified an increase of the basic wage as from the 1st March, without prejudice to the general findings.

“ That the Commission shall then consider the general question of Wages and Salaries, Organization of Work, and Conditions generally.

“ That the Commission shall have the right to determine what subjects may properly be regarded as coming under the terms of reference, and what evidence is admissible.

“ That three be the quorum, of which one must be a nominee of the Irish Labour Party.”

The Commission furnished an unanimous Report on the 11th May, 1922, dealing with the immediate question of the Cost of Living Bonus, and recommending that no reduction should be effected in the Bonus until a Cost of Living figure for Ireland had been agreed upon. In September, 1922, however, the Government ignored the unanimous recommendation of the Committee, three of the five members of which had been nominated by the Government, and enforced the reduction in Bonus without any discussion on the Cost of Living figure. As a result of this action of the Government the Postal Workers were forced to withdraw their labour in order to direct public attention to their undoubted grievances.

The Commission resumed its Sittings on the 31st October, 1922, and considered in detail the evidence tendered by witnesses on behalf of the various Staff Organizations, together with the rebutting evidence of the Irish Postal Administration regarding the question of Pay and Allocation of Work between Sorting Clerks and Telegraphists and the Postmen Classes. After due deliberation a further unanimous Report dealing with this phase of the case was submitted to the Government on the 14th December, 1922.

Despite persistent pressure this Report was not dealt with by the Government until the end of the following year, and, on the eve of the anniversary of its submission by the Commission, the Findings of the Government on the Report were presented to the Oireachtas with the various recommendations of the Commission disregarded or materially altered.

It is felt by the undersigned members of the Commission that the Government by its action in ignoring the Commission's unanimous recommendations in the two previous Reports have stultified the action of the Commission, and rendered futile their efforts. In view therefore of the breach of the Agreement on the part of the Government, and notwithstanding that the work for which the Commission was originally set up still remains practically undone, the signatories are reluctantly obliged to request that they be relieved from further service on the Commission.

The Commission has not made any recommendation in respect of the Conditions of Service of any class of Postal Officials, and has not reached the consideration of the scales of pay of the following classes:—

Auxiliary Postmen,
Boy Messengers,
Charwomen,
Cleaners,
Doorkeepers,
Hallporters, and
Temporary Officials of all Grades.

The fact that the members of a few minor Postal Organizations who were not party to the Original Agreement have withdrawn their claim from the Commission cannot be regarded as affecting the position of the larger bodies to any degree.

It is the opinion of the signatories to this Report that the evidence submitted to the Commission clearly establishes the fact that (a) there is serious discontent in the Postal Service for the removal of which no effective measures have been taken, and (b) the claim of the Staff Organizations for improved conditions is fully warranted.

It is the considered opinion of the signatories that the Irish Postal Service requires to be completely organised on original lines, and such reorganization would, it is anticipated, result in improvement of public facilities and the amelioration of the conditions of employment of the Staffs.

The signatories desire to place on record their appreciation of the valuable services rendered to the Commission, and of the unfailing help and courtesy extended to them by the Chairman, Senator J. G. Douglas. They also desire to express their thanks to the Secretaries of the Commission for their courteous and painstaking services.

L. J. O'DUFFY.

TOMAS O'CONNAILL.

19th March, 1925.

COMMISSION OF ENQUIRY INTO THE POST OFFICE.

FINAL REPORT.

The Executive Council have considered the enclosed Reports, and with regard to statements in the Minority Report the following observations have to be made :—

Following the first report of the Commission a scheme for the reorganization of the main classes in the Post Office has been adopted and put into operation. Of the established classes in the Department all (except one) about which recommendations were not made in the first Report, have since then withdrawn from the Commission and are pursuing their claims in correspondence with the Minister for Posts and Telegraphs. In the circumstances, it has been agreed that there is no need to ask the Commission to hold further sittings, and the Executive Council have acceded to the unanimous wish of the Commission that it should be dissolved.

With reference to the statements in the Minority Report, the decisions of the Executive Council on the Interim and first Report of the Commission did not constitute a breach of any agreement or undertaking implied or expressed.

As regards the Cost of Living Bonus the reference in the Interim Report was as follows :—

“ The Commission recommends that these temporary additions should date from March 1st last, and that they should be continued until an official Irish Cost of Living Figure is agreed on for use in the calculation of bonus or until the adoption of the Final Report of the Commission.”

The temporary additions referred to were, in fact, continued until the Department of State responsible had agreed upon an official Irish Cost of Living Figure based upon Irish conditions as distinct from the old figure which was based on United Kingdom conditions. Effect was, therefore, given to the recommendation of the Commission under this head.

The Minority Report mentions six classes as not having been considered by the Commission. Of these six classes, however, only two are Post Office Departmental Classes, *i.e.*, Auxiliary Postmen and Boy Messengers. The remaining four are classes which are found in the Civil Service as a whole.

While the Government found themselves unable to justify the acceptance in full of the Commission's recommendations they did adopt the principle of the most important recommendation in the first Report with regard to the regrading and reorganization of the main classes in the Post Office. The Commission was appointed in an advisory capacity and the Government were, of course, quite at liberty to adopt or reject any or all of its recommendations.

As regards the statement that the Commission have not made any recommendation in respect of the conditions of service of any class of postal official, it should be observed that the Commission had “ the right to determine what subjects may properly be regarded as coming within the Terms of Reference.”

REPORT

PRESENTED BY THE

COMMITTEE ON INSPECTION OF PRIMARY SCHOOLS

TO THE

MINISTER FOR EDUCATION.

1927

This Publication may be purchased through any Bookseller, or directly from Messrs. Eason & Son, Ltd., 40-41 Lower O'Connell Street, Dublin.

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DUBLIN.

PUBLISHED BY THE STATIONERY OFFICE,

their numbers (*i.e.*, 1, 2, 4, 5, etc.) by the Local Authority after consultation with its Local School Authority, and then receive their appointment from the Inspectors. The other one-third (Nos. 3, 6, 9, etc.) are both chosen and appointed by the Inspectors. In School Unions with less than 8 teachers the Inspectors make all the appointments.

Probationary teachers can be moved about at the discretion of the Inspector. Permanently employed ones can be moved about within a school-union by the Inspector, and within a town by the school deputation also. Removals from one School Union to another are, at the request, or—in certain cases—against the wish, of the teacher, made by the Inspector.

Leaves of absence for shorter or longer periods are given by the Inspector or the Regional Authority respectively.

Salaries, etc.

Teachers' salaries (except those of substitutes, which are provided by the Local Authority) are provided by the Province, helped by the State. Teachers belong to Groups VII, VIII, IX of Civil Servants, Groups VIII and IX being composed of Head-teachers of large schools, schools with advanced classes, etc. The salary of a permanently employed teacher consists of a basic sum (about £115) which every second year is increased till after 16 years it is about £170. For Groups VIII, IX, this sum is higher, and for women of all Groups it is 10 per cent. less than for men. To this basic sum is added from their entry into service another sum (also increasing at intervals) and higher or lower, according to the locality. The lowest figure would be about £16, the highest about £100. There are also given bonuses for lodging, for wife and for each child (£10-£16). Unemployment benefit (there are thousands of teachers unemployed since the war) is also given. Pensions from 35 per cent. (after 10 years) to 80 per cent. (after 40 years) of income are given at 65 years of age, or earlier in case of inculpable retirement. Widows and dependents are also provided for. Women in permanent teaching service may continue to teach after marriage, and, at time of childbirth, get six weeks (or more, if necessary) of leave with full pay.

Head-Teachers.

The Head-teacher is not the Superior (as used to be the case before the recent revolution) of the permanently appointed teachers, but only of the probationary ones (whom he has the duty of training, correcting, etc.). He acts as the chairman of the school staff which is encouraged to act as a self-governing community and is entrusted with large powers in the management of the school. In accordance with the decisions of the staff conferences and in its name, the Head conveys warnings to or inflicts reprimands on teachers; draws up the order of time and the programmes (in accordance with State regulations, etc.); admits new pupils, settles promotions of pupils, and discharges pupils who have finished the course. He can visit classes and listen to teaching to see that the decisions of the staff are carried out, and can report to Inspector where things cannot be otherwise remedied. The decisions of the staff are subject to approbation of Inspector.

Punishments, Right of Appeal.

Minor punishments, warnings, reprimands are inflicted by the Inspectors. Other punishments are inflicted either by (a) civil or criminal procedure (offences, etc., unworthy of a teacher's position may involve dismissal from service, or (b) by disciplinary procedure. The latter procedure is employed in case of breaches of professional duties, persistent negligence in work, etc. By it can be inflicted fines up to £5, removal to less desirable school (*i.e.*, in a less pleasant locality or in one where the supplementary salary is smaller), dismissal from service. These punishments are inflicted—at request (after proper warnings, etc.) of Inspectors—by the Regional Department. There is no court of appeal.

Constitution of Inspection Committee

Chairman:

THE REVEREND LAMBERT A. J. MCKENNA, S.J., M.A., M.Litt.Celt., Higher
Diploma in Education.

Representing School Managers:

THE RIGHT REVEREND THOMAS F. MACKEN, P.P., V.G., Dean of Tuam,
Claremorris.

THE VERY REVEREND J. CANON WATERS, P.P., Blackrock, Co. Dublin.

THE REVEREND CANON KINGSMILL MOORE, D.D., Principal of Kildare Place
Training College.

Representing the Irish National Teachers' Organisation:

TOMAS MAC FIRBIS, President of the Organisation.

HUGH O'DONNELL, Esq., Vice-President of the Organisation.

TOMAS Ó CONAILL, T.D., General Secretary of the Organisation.

Representing the Irish Christian Brothers:

THE REVEREND BROTHER KELLEHER.

Nominated by the Minister for Education:

SEOIRSE MAC NIOCAILL, M.A., General Inspector.

M. FRANKLIN, Esq., B.A., Divisional Inspector.

H. MORRIS, Esq., Divisional Inspector.

PADRAIC BREATHNACH, B.A., National Education Office, acted as Secretary to
the Conference.

To Professor John Marcus O'Sullivan, M.A., Ph.D., T.D., Minister for Education.

In June, 1926, we had the honour of receiving your invitation to form a Committee of Inquiry with the following terms of reference :—

- “ (a) To investigate the present system of inspection in primary schools and of the award of merit-marks to schools and to teachers, and to report to the Minister for Education as to the changes or reforms, if any, that may be considered necessary.”
- “ (b) To advise as to the desirability of instituting a primary leaving certificate examination or examinations.”

OUR PROCEDURE.

At the commencement of our inquiry on the 30th June, we agreed upon the terms of a letter and questionnaire to be sent by us to various persons and educational bodies in this and other countries whom we considered qualified to give valuable information on the subject of inspection of primary schools.

Amongst those whom we thus addressed were the Bishops, Managers' Associations, Managers of the principal Secondary Schools, all grades of the Inspectorate of the Department of Education, Professors of Education in the Universities, the Irish National Teachers' Organisation, the Heads of the chief teaching Religious Orders, the Gaelic League, and foreign Departments of Education.

In reply to our letter we received a large volume of informative evidence and suggestions which, together with the expert knowledge possessed by most of our own members, and the returns prepared for us in the Office of National Education, enabled us to deal rapidly with the preliminary stages of our inquiry.

At our first meeting also a proposal was made to secure the attendance as witnesses of foreign educational experts, or, alternatively, to arrange for a member of our Committee to visit educational centres abroad. It was agreed at a later date that our Chairman, as being independent of the various interests represented on the Committee, and as having friends engaged in educational work in many of the chief cities on the Continent, should be sent abroad for the purpose of securing first-hand evidence as to the practical working of foreign inspection systems, and of obtaining other indispensable information which could not readily be procured by correspondence.

He, accordingly, made a tour during September and October, 1926, through Scotland, England, Belgium, Holland, Germany, and France, visiting teachers, inspectors, schools, and State Departments of Education where such existed, in Glasgow, Edinburgh, Durham, London, Brussels, Antwerp, Nijmegen, Cologne, Düsseldorf, Aix-la-Chapelle, Liège, and Paris. A Summary of the evidence thus obtained was distributed to all our members on the 17th November, 1926, and will be found on pages 21 to 61. We received through the Department of External Affairs a report from the Danish Government, as well as many official documents from other foreign States.

Having given close attention to the written evidence placed before us, we resumed our sittings on the 23rd November, 1926. As a result of our discussions on that and subsequent days—and of information given to us orally

by Mr. R. J. Little, Divisional Inspector, about the practical working of the Primary School Merit Certificate system—we were enabled to reach provisional agreement sufficiently definite on most issues to form the basis of a first draft of our report. This draft was discussed and amended at later sittings in January and February of the current year.

SHORT SKETCH OF INSPECTION SYSTEM IN RECENT YEARS.

State inspection of primary schools has been in operation in Ireland for almost a century. Its history is to be found in the Reports of various Commissions, *e.g.*, the Viceregal Commission, 1913. A complete reorganisation of the inspection system was effected in 1900. A senior inspector (in addition to two other inspectors) was appointed in each of twenty-two Circuits: class examination of pupils was substituted for individual examination; merit-marks for schools and for teachers, and proficiency-marks for subjects of instruction were introduced. From June, 1903, the inspectors were authorised to dispense with a set annual inspection of schools which had attained a high standard of efficiency; and, in the case of schools classified as satisfactory, to substitute frequent incidental visits for the annual inspection.

In accordance with the findings of the Viceregal Commission of 1913, merit-marks to schools and teachers were discontinued (except in the case of Capitation Schools), but a recommendation from the inspector continued to be required for the award of increment or promotion to a teacher. In 1916 teaching-efficiency marks were substituted for proficiency marks in the General Report. In 1918 three divisional inspectors were appointed in the room of three senior inspectors to assist the Chief Inspectors in the maintenance of uniformity in inspection methods, and to deal with appeals against inspectors' reports. On the coming into effect of the provisions of the Salary Agreement of 1920, merit-marks for teachers (which we shall henceforth in this report refer to as "Ratings") were reintroduced under the terms "Highly Efficient," "Efficient," and "Non-Efficient."

In more recent years some further changes were made in the system. An Saorstát was divided for school-inspection purposes into seven divisions, each under a divisional inspector, the divisions being further sub-divided into districts, each district in charge of one district inspector.

The district inspectors and the seven divisional inspectors were placed under one chief and two deputy-chief inspectors. This is the system which has existed up to the present moment. A plan of increasing the number of districts to forty-six has been drawn up, but has not yet been put into operation.

An inspector's General Report consists—in so far as the work of the teachers is concerned—of two main parts, an Efficiency Table and a Minute. The former sets out the merit-marks as assigned by the inspector to the teaching of each subject by each teacher, and the merit-ratings of the teachers. In assigning a Rating to a teacher it is not necessary that an inspector have tested all the subjects taught; and in assigning a merit-mark to a subject it is not necessary that he have tested all the classes in that subject. The Minute is a brief narrative of from four to ten lines setting forth in a concise form the inspector's estimate of the work of the school as a whole. A space in the Report is also set apart wherein, in the case of a non-efficient teacher, the inspector states the particular grounds on which he finds fault with his work.

When a teacher desires to appeal against an inspector's verdict, he is at liberty to do so within a specified time, and his work is then, as a rule, re-inspected by a divisional inspector or by either of the deputy chief inspectors.

We shall now proceed to state the result of our deliberations on the matters submitted to us by our terms of reference.

GENERAL DEFECT OF PRESENT SYSTEM.

Believing, as we do, that the value of any educational system depends, not alone on the training and qualifications of the teachers, their mental breadth and adaptability, their high moral character and willing energy, but likewise on the method by which their work in the schools is supervised and directed, we desire to stress the great value to be set on adequate and efficient inspection. We should, indeed, have ill performed our duty if any recommendations of ours impaired, in the slightest, the efficiency of the control which inspectors exercise on our educational system. In estimating, however, the value of an inspection system, attention should be directed not merely to its controlling function, but also to its function as a guiding and inspiring influence. Both these functions are comprehended in what is everywhere regarded as the main purpose of school-inspection, namely, the fostering and promotion of a high quality of education.

The chief defect in our present system, so far as our investigations have shown, appears to be that too little importance was attached to the directive and specifically educational aspect of inspection in comparison with its aspect as a controlling agency. The inspector, with his wide experience and expert training, is in a special manner fitted to exercise a very great influence in the stimulation of the teacher's work. The teacher should be encouraged to regard him as a co-operator in the school-work, able and willing to give advice and assistance whenever difficulties and problems arise. It appears to us that in the past the great power and influence of the inspector in promoting a higher standard of education have not been utilised to the extent to which they might have been: and that this is due, not to unwillingness or want of proper outlook on the part of the inspection staff, but to the fact that the numerous other functions, which they are called on by the administration to perform, have left them little opportunity to give adequate attention to what should be—and what the inspectors themselves more perhaps than any other body recognise to be—the most important aspect of their work. We believe that, as a natural consequence of the tendency of the present system to stress the disciplinary, assessing and controlling rather than the directive and helpful functions of inspection, the relations between inspectors and teachers are not as close, continuous and helpful as they might be, and that the spirit of co-operation between teachers and inspectors in the great work of education is not developed to the extent to which it might and could be.

We find, for example, that the General Inspection of a school, as it is done at present, is often of less educational value than one should desire. Much of its time is given to the auditing and checking of the school records and the making of official notings by the inspector. The testing of pupils' proficiency and the examination of the teaching methods are often done in too hurried a manner, and, therefore, in a manner unsatisfactory to the teacher, especially where a Rating is being lowered. As such lowering of a Rating may possibly be the result of the lowering of a merit-mark, assigned to the teaching of a particular subject in only one or two out of several classes, a teacher may feel that, if his other classes also had been tested, he would have fared better. Even when the inspector's judgment in such a case is quite correct, the teacher can reasonably—both in his own mind and in speaking to others—complain that he has been judged on insufficient data. Moreover,—and this is a still more important point—the inspector, after doing all his audit and clerical work, after testing the proficiency of the classes, and settling his table of merit-marks, has not the time for performing his other not less necessary and fruitful functions of attending to the teacher's good and bad points, encouraging the development of the one and correcting the other by advice and example. The consequence of all this is that, though many successful teachers welcome the inspector's arrival for the General Inspection, their less successful brethren or their less self-satisfied brethren—those, in fact, who stand in greater need of inspection and for whom it should be most fruitful—often look forward to the inspector's approach without much pleasure or con-

fidence, without, in fact, the dispositions of mind and spirit which would best prepare them to receive benefit from the inspection.

OUR PROPOSED REMEDIES.

Our recommendations, therefore, are mainly directed towards removing this defect in our inspection system. We believe that it is one which can be easily remedied, and that—owing to many circumstances in our national life and, in particular, to the character of our educational personnel—teachers and inspectors alike,—our system is capable of being raised to a point of excellence as high as any attained in other countries.

After mature consideration of the matter, we propose that, by way of remedy for what we consider the faulty tendency of the present system, there should be far more frequent incidental visits and much more thorough general inspections.

FREQUENT INCIDENTAL VISITS.

We wish to stress the importance of frequent incidental visits to all schools every year; and we are glad to find that we have on our side as regards this point the majority of inspectors and teachers.

By such frequent visits the inspector would become familiar with the schools in their every-day working state; he would have abundant opportunities for affording to the teachers the benefit of his assistance and advice, for observing faults in teaching methods, for suggesting suitable remedies, and, above all, for making sure that the teacher understands and applies these remedies. It is needless to point out that the recent changes in programme and educational policy make advice and help more necessary now than ever before. Frequent visits, when made obligatory—but, of course, differing in number for the various schools according to the inspector's judgment of their necessity—would more strongly develop in inspectors the feeling that it is their duty to promote the excellence of the teaching in their schools, and not merely to observe and correct faults and irregularities. It would ensure a more regular functioning of the system. More constant intercourse between teachers and inspectors would also create more harmonious and co-operative relations between them. The inspector could no longer be regarded as somewhat of a stranger whose estimate of teaching methods and values is uncertain; his advice and opinions would be more eagerly sought, more thoroughly understood and more easily complied with. An inspector also, if he found it advantageous, or if he thought the pupils would benefit by the stimulus, could at his visits set them short but formal tests. In a word, the frequent visits we propose would result in the inspector's becoming, to a great extent, the ever-near, familiar, watchful and helpful Local Director, an officer whose functions are so highly valued in many countries.

For the effective carrying out of this suggestion the Inspector should be enabled at intervals to devote a special period—say a week or a fortnight—to paying these short visits to schools in various parts of his District.

RECORDS OF INCIDENTAL VISITS.

The regulations as regards the reports to be furnished of these incidental visits should be amended. Diary-records as regards places visited, time spent, etc., are, no doubt, necessary for departmental purposes, but, beyond such returns, an inspector should not be bound to send to the Office any criticism of the school or teachers where he finds nothing abnormal. In cases, however, where he finds something especially praiseworthy, or where he finds some serious decline in the efficiency of the teaching or some grave irregularity, he should be bound to furnish a special report on the matter. Thus, the inspector would be relieved of much purely clerical work unnecessary in itself, hampering to his initiative, detrimental to his sense

of responsibility, and perhaps irritating to his temper. He would come to have a greater consciousness of his position as an important co-operator in the great work of national education rather than as a mere recording and reporting official.

As in the case of the teachers not included in the categories A to E (which we mention below on pages 10-11) incidental visits alone will be paid them during the year, it will evidently be important for the inspector on the occasion of these visits to assure himself that he has sufficient data to justify his annual voucher as to the ratings of the teachers concerned.

Moreover, although we propose that no formal reports of incidental visits need normally be sent to the Office, these visits will be of such importance that they should not be left without some record, especially in the case of the teachers just mentioned.

The place for such a record seems to us to be the Inspector's Suggestion Book, which might, in future, be called the Observation Book. In this Book the inspector should state how he has spent the time of his incidental visit, whether, *e.g.*, in (a) examining and auditing school records, or performing other non-scholastic duties; or in (b) testing the proficiency in a particular subject or subjects; or in (c) inspecting generally the working of the school and the methods of the teachers; or in (d) helping the teachers as to methods, etc., by advice, suggestion or example.

In the case of "b" and "c" the inspector should leave a brief but clear written record. In this record he should not be chary or niggardly of praise and commendation where deserved; neither should he neglect to record serious faults and weaknesses in the work, and to make such suggestions as would lead to their removal. Where there is question of some weakness in the work, some negligence of the teacher, or some breach of official regulations, this should be done only after discussion of the matter with the teacher, and after hearing the latter's explanation or representations. To leave in writing a criticism of faults about which he has been silent during his visit, is a procedure of which no inspector should be guilty. In the case of faults not of a grave character, if the teacher gives a reasonable explanation, or is prepared to remedy them, no record should be made in the Observation Book, but failure to carry out a promise so made should be recorded. Faults should be recorded only in grave cases.

MORE THOROUGH GENERAL INSPECTIONS.

While directing attention to what seems to us disadvantages in the present inspection system, and in particular to the method of carrying out general inspections, we wish to make it quite clear that in our opinion these defects are not in any way attributable to any lack of energy or of efficiency or of devotion to duty on the part of the inspectors. We may say, on the contrary, that some of the defects are due to the eagerness of inspectors to overtake unavoidable arrears. This natural eagerness of theirs inevitably leads to a hurried performance of their inspection-duty—a type of work which, to be effective and of permanent value, should be performed with the greatest tact and without any appearance of hurry. On this point we may quote a few paragraphs from a digest of the views of twenty-six Class II. district inspectors kindly furnished to us by Seán Ó Cadhla, M.A., Inspector:—

"It is deplorable that when an inspector has 4 hours to devote to the inspection of a school—in which time he has to evaluate the working of a highly complex machine, to discuss educational matters with the teachers and examine some 50 children in a range of some 10 subjects—he should have to spend, as at present, at least $\frac{1}{4}$ of an hour in checking figures in Rolls, Daily Report Books, Registers, and Teachers' Returns. . . . Then again, he has to spend days checking Extra-Subject Rolls—work of the most routine, mechanical type, and soul-destroying to a man who feels all the time he is engaged at it that his energies and abilities are being misused and misdirected."

Many an inspector has over 180 schools in his district; and, owing to the vast amount of other work he is called upon to do (*e.g.*, setting, marking, and revision of examination papers; superintending public examinations, oral Irish examination of Civic Guards and of Civil Service Candidates; scrutinising books submitted by publishers to the Department for use in National Schools; building cases; special official enquiries held in schools, etc., etc.), he often has not anything like enough time to pay even one visit in the year to each school, of sufficient duration to enable him to do constructive, definitely educational work. He is thus constantly haunted by a vista of arrears impossible to overtake.

Add to all this the fact that he has inevitably and incessantly a large amount of correspondence to deal with; has numerous lengthy reports to write; has to endure constantly the fatigues of travelling and frequently the discomforts of indifferent hotels; is often unable to secure anything like a suitable or comfortable residence at his Centre; and, above all, that every day he carries a very heavy burden of responsibility—operating before an intensely critical gallery of teachers and managers, and having to make decisions sometimes of a most invidious nature for which he must make most clearly certain of his grounds,—and it will be realised that each inspector is at present overburdened and overdriven to a degree, constantly rushing against time and working under stress.

Hurried inspection not only is of no benefit to a school, it is likely to do positive harm. The teacher's confidence in his inspector and in the whole system is inevitably shaken when he sees him formulate judgments without having had adequate time to secure the necessary data on which to base them. Furthermore, the inspector, who is constantly working against time and frequently overtaxing his physical and nervous health in the effort, must inevitably be on some days, under the strain, irritable—he often has much to irritate him—and, when overstrained, a man finds it hard to remain—or to appear to remain—equable.”

When we said above that the functions performed at general inspections—the auditing of school records,*—testing of pupils, rating of teachers and the rest—absorb the time and energy of the inspector, we by no means implied that these functions are not necessary. They are—all and each of them—necessary; they should be performed at sufficiently frequent intervals, and performed, too, with great thoroughness.† But if general inspections are to be made as thorough as we would wish, they cannot be made as frequently as at present—that is, more frequently than in almost any other country. Nor, if our proposals were adopted, would such frequency be necessary; the constant incidental visits would always enable inspectors to judge if there existed any necessity or advisability of a more thorough inspection.

WHEN GENERAL INSPECTION IS TO BE HELD.

This being the case, we propose that future general inspections be obligatory annually only in the following cases:—

A. Teachers with rating below “Efficient.”

B. (1) Teachers on probation, trained or untrained. The importance which we set on a thorough testing of these teachers is in proportion to the greater stringency which we recommend in the case of those whom reasonable efforts fail to bring up to the “Efficient” standard. To allow young teachers of imperfect powers to continue in the service is to themselves a doubtful advantage, and to their pupils an undoubted injustice.

*Teachers' Returns I. and II. should in the case of all schools continue to be furnished as hitherto.

†There are, however, some functions, such as checking special rolls for Domestic Economy subjects and furnishing of reports on the teaching of these subjects; at present performed by inspectors, which, we think, might with advantage be delegated to the staff of Organisers.

(2) Teachers who have successfully completed their probation but who, at the beginning of the school-year, have less than five years recognised service. In the case of these teachers if the inspector is dissatisfied with a rating, he should proceed as described below under Section E.

C. Teachers who themselves ask for a general inspection. This will be generally in the case of a rating being considered too low. Such requests should be sent to the inspectors in the first two months of the school-year; and such general inspections should be held as far as possible in the last three months of the school-year; or, where it can be arranged between teacher and inspector, in any other quarter which the peculiar circumstances of the school render more suitable. In the case of these teachers also, if the inspector is dissatisfied with a rating, he should proceed as described below under E.

D. Teachers whose work has, in the inspector's opinion (derived from observations in the course of his incidental visits), deteriorated to such an extent that it does not justify the retention of the existing rating. In these cases the inspector should give a formal written warning of six months of his intention to hold the general inspection, and should notify the Office to this effect. If it becomes necessary to give a warning of this nature three times in a particular case, the third and subsequent warnings should be for a period of three instead of six months.

E. A certain number of other teachers (those not included under the above headings), so that they will all undergo a general inspection as often as is compatible with the time which the inspector has at his disposal after doing his other work in the way we suggest. In these cases an inspector, if dissatisfied with a teacher's rating, should refrain from lowering it there and then, but should—treating or not treating at his option the General Inspection as an Incidental Visit, and placing or not placing as he thinks advisable the teacher in Category D—give a formal written warning of another general inspection to be held after six months, notifying the Office of his action in each case.

We think—and many of the inspectors agree with us in this—that the respites recommended by us in the various cases above are equitable. A teacher's efficiency declines often through no culpable fault; it may arise from ill-health, error of judgment, misdirected attention, misunderstanding of advice, etc., and may be merely temporary. Even where the decline is due to some incipient negligence, the allowance of a certain period for improvement would seem to be fair before the lowering of a rating.

Before all the foregoing general inspections we consider that the customary 3 days' notice of the precise date should continue to be sent to the managers and teachers.

With regard to all the teachers not comprised in the above categories, the inspector should send in annually a report giving their names, ranks, official ratings, dates of the last general inspection of their work, number and dates of the incidental visits paid them, this report to be accompanied by a voucher that in his opinion, based on his observations at the incidental visits paid them, they are still qualified to retain the ratings held by them.

In favour of not having an obligatory annual general inspection of Highly Efficient teachers we have not merely some official circulars (1903, 1911, 1915), but the opinions of many inspectors who have written to us. For extending this practice to Efficient teachers we have the example of most other countries and the opinions of some of the inspectorial staff. Moreover, we believe that a distinction in this matter between Highly Efficient and Efficient teachers is not based on any necessity. Efficient teachers are, as a rule, different from Highly Efficient ones in teaching powers, not in steadiness of effort; and, in any case, we are confident that the frequent incidental visits we propose will ensure in both Highly Efficient and Efficient teachers an even greater stability than hitherto.

EXAMINATION WORK OF INSPECTORS TO BE LESSENERD.

The above proposals would enable the number of incidental visits to be increased, but not to the extent which we consider necessary. That their number be increased to the extent we desire, it would be necessary also that the inspectors be relieved of almost the whole of their present work of setting and examining papers and superintending examinations—work which has often had the result in recent times of taking them from their schools during periods of from 9 to 12 weeks of the working school-year. We say “almost the whole” of such work, for we recognise that a few inspectors must be retained for supervising the setting of these examination papers,* and for the conducting of certain oral tests. The marking of the answer-books, the tabulating, etc., of the results, etc., could well be done by extern examiners such as are employed in the Secondary Schools Branch of the Department. We wish to make it plain that we consider this an essential part of our recommendations; that, without it, the improvements we suggest would be largely impracticable.

IMPROVED CHARACTER OF GENERAL INSPECTION.

The general inspection should, as we have said, be more searching; and, therefore, more satisfying to, and decisive for the teacher than it has been in the past. We give as a good description of what we think should be its character the passage referring to it in the document sent in to us by the Irish National Teachers' Organisation.

“A general inspection should be a very thorough affair. Every class and every subject should be fully tested. The teacher should not only be given the opportunity, but he should be invited to show what the children have actually done, and to have them display their knowledge and acquirements to the best of their ability. Before any testing of the pupils' work takes place, the inspector should examine carefully the schemes of work, progress-record, weekly syllabus, preparation of work, etc. In observing the teacher's methods of handling his class, allowance should be made for the fact that teacher and pupils will be working in a strained atmosphere due to the presence of the inspector. In testing the children, needless to say, the whole object of the inspector should be to discover how much they know and to what extent they have benefited by the instructions they have received.”

For the giving of an adequate record of the impressions left on an inspector's mind by a general inspection, we believe that the report should differ considerably from its present character.

IMPROVED CHARACTER OF REPORT OF GENERAL INSPECTION.

In the first place, instead of the comparatively short Minute, there should be given, as regards each subject in charge of a teacher, an account of the points favourable or otherwise observed in his teaching, and of the results, good or bad, attained by him. There should be given also a general appreciation of his professional diligence, power of discipline, personal influence over his pupils, attention to neatness, etc., and, lastly, mention should be made of any abnormal circumstances which may have affected the results of his work.

The kind of report which we recommend should have as its essential characteristics lucidity, comprehensiveness and consistency or balance; its most fatal shortcomings would be vagueness, incompleteness, inconsistency. It should state the efficiency of the teaching in every subject taught, specially noting commendable features where the work is very good; and, when the

*And also of the Primary School Certificate Examination Papers of which we shall speak lower down.

work is unsatisfactory, clearly indicating where the teacher has failed. Unsatisfactory work should receive special attention where, as a result of the inspection, the teacher is awarded a "non-efficient" rating; the report should leave no doubt as to what are the particular shortcomings which cause the teacher's work to be so rated.

Where a teacher is long enough in charge of a school—or section of a school—to impress the stamp of his own work and influence on the pupils—say two or three years—and where no untoward circumstances have occurred to interfere with his work, the efficiency should be judged chiefly from the proficiency of the pupils. In all other cases the inspector should form his judgment from the teacher's attitude towards, and preparation for, his work, his manner in teaching, his handling of his lessons, his discipline and power of holding the pupils' attention, his personal influence on the pupils, his observance of official regulations; while the question of how far, if at all, he can be held responsible for the proficiency is one to be decided by the inspector, using his best discretion, and taking all the circumstances into account. Besides noting the intellectual development of the pupils, the inspector should look out for, and set great value on, the teacher's success in cultivating in his pupils good habits such as order, regularity, punctuality, tidiness, cleanliness, courtesy, and in the inculcation by word and example of the higher moral virtues. Where this character-training is very marked and successful, it should go a long way to compensate for shortcomings in the purely intellectual work; but, whatever be its value, it should be noted and dealt with in the report.

The rating should be the sum-total of the inspector's estimate of the teacher's success or lack of success in the discharge of all his many-sided duties. Where a rating is given which seems inconsistent with some features of the detailed report, the other features—or any special circumstances which weighed with the inspector either for or against the teacher—should be clearly brought out in order that the report may have the essential quality of balance or consistency.

A report of this nature would have the effect of giving, in an impressive way, definite and helpful information to the teacher as to what precisely in his work is worthy of praise or calls for correction. It would serve also as a full reminder to an inspector in case appeal were made against his estimate. Having to give a detailed criticism of each subject, an inspector would naturally mention the circumstances which—as may often be the case—handicap a teacher in dealing with it. We know, of course, that inspectors do take these handicapping circumstances into account, but they do so often only when giving their reasons for assigning a general rating. Sometimes, no doubt, these circumstances apply to a teacher's general work, but often they apply merely or chiefly to his teaching of some particular subject. It would, we think, in this latter case be an advantage from many points of view and would lead to an even fairer formation of the general rating, if such circumstances were mentioned in connection with the particular subjects to which they apply.

DISCONTINUANCE OF EFFICIENCY TABLE.

With such a report as we have outlined, there would be no need for the present Efficiency Table, and we believe that it should be discontinued. This would be to follow the example of the inspection systems in other countries; in all of them though a teacher's rating is derived mostly from the inspector's judgment as to his teaching of the various subjects, in none of them does there exist any system of subject merit-marks.

In recommending the abolition of these merit-marks we have been guided, not merely by extrinsic authority, but by intrinsic evidence as to their nature and practical working. Each of them plainly can refer to any of a half-dozen or more different deficiencies or excellences in the teaching of a given subject. They consequently give little help to the teacher who wishes to know in what precise points his teaching of a subject has won

commendation or been found fault with. Similarly, also, to the mind of another inspector or of a manager or of an official of the Department who may read them, they convey nothing which would not be more clearly conveyed to him by the detailed criticism we recommend—a criticism which he can read in three minutes if he has any interest in finding out the teacher's value. There attaches to them another disadvantage which we think of importance. Though in the instructions of February, 1924, issued to inspectors it is laid down that "the Efficiency Table does not cover the whole of a teacher's function," and, therefore, does not contain all the elements which should go to the formation of his rating, the subject merit-marks seem to have had a tendency to become the only determining factors of the rating and thus sometimes to have led to unfairness. Indeed, so strong appears to have been this tendency that some inspectors, in their anxiety to counteract it, have adopted the practice of first forming in their minds what they consider should be the teacher's general rating, and then arranging, by omission or otherwise, the Efficiency Table to suit it. Also we think that the retention of the merit-marks would, both in the case of an inspector when drawing up a report, and in the case of a teacher or manager when reading it, tend to lessen interest in, and divert attention from, the more important of the two forms of appreciation, the extended narrative. Another consideration which may be of some importance too in this matter is that, if the merit-marks were retained, an inspector would have to spend some time in making sure that no discrepancy would appear to exist between them and the detailed criticisms, as such discrepancies—or even the appearance of them—would entail on him the necessity for further explanations.

INTERPRETATION OF TERM "EFFICIENT."

We consider that, for various reasons unnecessary to go into, the teachers' Ratings "Highly Efficient," "Efficient," and "Non-Efficient" must be retained. The term "Efficient" should, however, we suggest, be understood in a more equitable sense than is often attached to it at present. It should be predicated of any teacher who—consideration being given to any abnormal circumstances, and also to the reasonable amount of helpful criticism which he has a right to expect from his professional adviser, the inspector—gives a satisfactory training of mind and character to his pupils and brings them to a satisfactory standard of proficiency. In other words, it should include (1) those who actually attain creditable results; (2) those who give proof of good teaching powers and good-will, but whose success has been hindered by abnormal circumstances; and (3) teachers—with the exception of those on probation—whose powers or methods are in some respects defective, but whose willingness to improve affords to the inspector fair reasons for hope that their work can be brought, within a reasonable time, up to a satisfactory standard.

Hitherto the Efficiency Table seems to have tended to limit the term "efficient" to the first two—or even sometimes to the first alone—of the above three classes. We know, indeed, that inspectors have as a rule taken handicapping circumstances into account, that they have sometimes given "efficient" or "highly efficient" as the case may be to teachers whose attained results would not by themselves have warranted it, and that the Department has allowed this equitable interpretation of the term; but we think that this understanding should be made clearer in official documents. That it is not quite clear at present may be inferred from the fact (alluded to above) of merit-marks being arranged to suit a rating based on a general knowledge of the teacher's merits; and also from the fact that some inspectors (not adverting to the usual interpretation of the Salary Agreement) suggest that there should be "Fair" between "Efficient" and "Non-Efficient," a mark which would carry an increment of salary.

The number of teachers in the third class mentioned above is very small. We understand that a large proportion of them are elderly persons who have already passed to the top of the normal scale, and for whom, therefore, the rating "Efficient" would not mean any increase of salary. The higher

rating would probably increase their willingness to avail of the inspector's help, and to work harder to improve their efficiency during their remaining years of service. Besides these elderly people, there is also a certain number of younger ones who have been allowed to develop faulty methods or careless habits. The more frequent attention of inspectors which we propose would bring, within a reasonable time—say 3 or 4 years,—many of these to a satisfactory standard, and would have a better chance of doing so if they received the ordinary increments of the normal scale. A reason sometimes advanced against this course is that such people are not "efficient" in the dictionary meaning of the term; but, as we have already mentioned, a more comprehensive meaning has always *de facto* been attached by the Department to the term "Efficient." Our recommendations as to the awarding of the rating "Efficient" to the type of teacher here described does not, however, imply a lowering of the standards which will be expected from the general body of teachers, and it applies only to the teachers of the third class mentioned above.

The principle here suggested is the one which is acted upon in every country, namely, that increments are an integral part of the normal scale salary; and that the withholding of increments is a punishment to be inflicted only for culpable faults. The withholding of an increment seems to be unfair when inflicted on a teacher of good-will, who either has not had success in contending with the difficult circumstances of recent years; or has been allowed, through the faults of the system in the past, to enter the profession with deficient qualifications or while in it to develop bad habits. He should, we submit, be given opportunities of improving himself; and, if those do not avail, he should be dispensed with. A teacher of proved inefficiency in receipt of any salary—even merely the basic salary—should have no place in our system.

SPECIAL INSPECTOR FOR SUPERVISING GENERAL INSPECTION REPORTS.

One other point about the reports of general inspections: a special inspector of long service should have the task of reading some—not necessarily all—of the reports of the various inspectors. He could thus check any development of faddishness; insist on reports being really informative and not mere generalities; and promote uniformity in the carrying out of the Department's educational policy.

DISTRICT INSPECTOR TO FIX RATINGS.

We believe, as we have said, in the wisdom of nourishing in the District Inspectors a sense of responsibility for the excellence of their schools. This implies that they should continue to have the power to raise or lower ratings without consulting a superior inspector.

DUTIES OF DIVISIONAL INSPECTORS.

At the same time, a divisional inspector should do each year one or more cases of each of the five classes of general inspection enumerated above, and also incidental visits *ad lib*. The divisional inspectors should be relieved as much as possible of the extraneous and less important work which at present prevents them from devoting themselves to their supervisory functions. A less fettered performance of these functions, together with the conferences of divisionals among themselves and the conferences of the divisionals with their district inspectors, will also help in bringing about as much uniformity as can reasonably be expected between the teaching standards in various places. That the above conferences have not been more frequent is, also, we believe, a matter for regret and one calling for remedy.

APPEALS AGAINST INSPECTORS' REPORTS OF GENERAL INSPECTIONS.

As regards appeals against inspectors' reports of general inspections the following are the results of our deliberations.

Firstly, they should be dealt with more expeditiously—though there has been, we hear, improvement in this respect.

Secondly, the present method of dealing with them does not inspire sufficient confidence, and we suggest the following plan:—

(1) That a Board be established, styled "Board of Appeal for Reports of General Inspections."

(2) That it be constituted as follows:—(a) A nominee of the Irish National Teachers' Organisation or (according to the nature of the case) of the teaching body concerned; (b) an inspector, as to whose nomination we suggest that the out-door inspection staff should be consulted by the Ministry; (c) a nominee of the Minister for Education. The last-mentioned member of the Board to act as Chairman.

(3) That its functions be:—

To receive appeal from appellant teacher, the challenged report, the detailed reasons for such challenge, and the observations of the inspector whose report has been appealed against.

To decide if there exists a *prima facie* case and if the regulations as regards the making of appeals have been observed.

To appoint an inspector of rank not less than that of a divisional inspector for dealing with the appeal.

Normally* the Board will choose the divisional inspector of the appellant. As, however, particular instances sometimes occur where a divisional may have special reasons for preferring not to deal with a case, or where there are other special circumstances which, in the opinion of the Board, warrant a departure from the normal practice, the Board may, if it thinks proper, choose a divisional other than the appellant's divisional, or else an inspector of higher rank.

On receipt of the report of the second inspector, the Board to advise the Minister on the action to be taken.

PRIMARY SCHOOL CERTIFICATE.

We recognise the advantages of a State Primary School Certificate which would testify, with the full authority of the Department, to the creditable completion of a Primary Course, and which would have a standard value all over the country. Though the institution of such a certificate at the present time involves many difficulties, we believe that the following plan could be put into operation with a minimum of expense.

Each teacher presenting pupils for the Certificate Examination to inform, not later than the 31st March each year, the Education Office of their number (boys and girls) and of the subjects (Higher or Lower Course, Algebra, Geometry, etc.) which they propose to present.

The examination papers to be prepared in the Education Office by a Central Joint Committee, composed partly of teachers selected by the Department from a panel nominated by the Irish National Teachers' Organisation and other teaching bodies concerned and partly of inspectors. In the selection of the teachers, regard to be had to the various types of schools,

*With the reservation, of course, that, where the Report of a Senior Inspector or of a Divisional Inspector is concerned, the Chief Inspector or one of the Deputy Chiefs will be named.

urban, rural, large, small, etc. For fixing a proper standard, the inspectors and teachers in consultation to draw up in each subject some specimen-papers on which the inspectors may model the examination-papers.

The Central Joint Committee to fix on the minimum pass standard for each subject.

The subjects for examination to be:—Standard VI National Programme: Irish,* English,* Mathematics,† History, Geography and (for girls) Needlework.

A pass in each of the above subjects to be necessary for the award of a Certificate. Additional subjects to be presented at the option of the teacher.

The examination to occupy two days about the last week of June, its exact date—the same for the whole of An Saorstát—to be announced, say, a month beforehand. The local administrative centre to be the parish; the manager or his representative (or, in large parishes, representatives) to have general charge of the arrangements (such as choice of school-house, etc.). Where in a parish there are managers of different religious denominations, they could act separately or arrange combined action. In large parishes where more than one school-house would be an examination centre, the manager would inform the Office of the name of his representative or representatives to whom the papers, etc., would be sent.

Examination-papers and answer-books to be sent out from the Education Office some days before the date of the examination to the managers or their representatives. Papers and answer-books to be put up in three sealed packets, thus:

- (1) First day's work; say, Irish, English, History.
- (2) Second day's work; say, Mathematics, Geography, Needlework (Girls);—the papers for each subject being enclosed in separate sealed covers in those packets.
- (3) Answer-books.

The Office to send also a uniform examination time-table to the managers or their representatives.

On the mornings of the examination-days candidates, with their teachers, to assemble at their examination centre. Manager or his representative to attend and in presence of the teachers to break the seal of the packet, and distribute the papers.

Manager or his representative together with the teachers to arrange for the superintendence of the examination.

The answer-books to be collected at the close of the examination in each subject, placed in packets and sealed by the manager or his representative, in presence of the teachers.

A day (as soon as possible after the examination) to be arranged on which manager (or his representative) and teachers would again assemble. Each packet to be opened, subject by subject, and the papers to be marked and signed by teachers. In small centres this work might be done on the days of the examination. Results to be then tabulated by the teachers; each paper to be signed by the teacher who has marked it; and the tabulation sheets, together with the answer-books, placed again in a packet which the manager (or his representative) would seal and forward to the Education Office in a cover provided for the purpose.

The Central Joint Committee then to reassemble and check the general standard of marking.

The certificates to be issued through the schools.

*The higher course must be presented in one of the languages.

†Mathematics here signifies the course prescribed by the National Programme for the particular type of school in which the candidate is a pupil.

The certificates to be in the following or similar form :—

“Teistiméireacht ar bhun-Oideachas é seo do bronnadh ar.....de
bhrigh gur éirigh le—ins na h-adhbharaibh seo leanas :.....
.....”

“ This is to certify that has been awarded a Primary
Education Certificate, having passed in the following subjects :.....
.....”

In filling in the subjects mention to be made with reference to Irish, English and Mathematics of the specific course prescribed by the National Programme for the particular type of school to which the candidate belongs; for instance, “Irish Higher Course” or “Irish Lower Course,” “Arithmetic, Algebra, Geometry,” or “Arithmetic.”

The certificate to be signed with the name of the Minister for Education or his delegate.

For the purpose of allotting marks in oral Irish, each teacher should examine the candidates in his own school (or classes) in oral Irish (Higher Course or Lower Course as the case may be), certifying in each case whether the qualifying standard in oral Irish has been reached. The results, signed by the teacher, should be forwarded to the inspector before 1st May, and the latter will, if satisfied, countersign and return them to the teacher, who will bring them with him on the day when the papers are being marked. In order to secure uniformity of standard, the inspector should from time to time check the results during his visits to the schools. When the tabulated results are being prepared for despatch to the Office, the column headed “Oral Irish” will be filled in for each candidate with the words “Passed” or “Failed,” as the case may be. The teacher’s certificates countersigned by the inspector as regards oral Irish should be also forwarded to the Office with the tabulated results.

While we strongly suggest that the above scheme should be adopted, we recognise that it is not possible or advisable in present circumstances to make it obligatory on teachers to present pupils for this examination.

The examination which we suggest should be merely a qualifying one; and all publication of results either by managers, inspectors, teachers or Department should be forbidden. Its standard should be well within the reach of any diligent pupil of average capacity. The certificate should testify merely to the successful passage through the Sixth Standard of a Primary Course, and be given to all pupils who attain the specified qualifying percentage of marks.

By the adoption of this scheme teachers would get a clearer knowledge of the standards after which they are expected to strive; the formal character of the examination would be a powerful stimulus to the pupils. The certificates would come to be recognised as qualifying for entrance to Post-primary, Continuation, Junior Technical, or Secondary Schools; and would have a considerable value for the purpose of obtaining employment.

OTHER RECOMMENDATIONS.

There are a few other matters connected with the system of inspection on which we wish to make recommendations.

(a) We think that candidates for inspectorship who have no practical knowledge of primary teaching should be required to pass at least a year teaching in a primary school.

(b) Also that, in the case of teachers who are appointed inspectors, their teaching-service should count for pension. It is stated that many highly

successful primary teachers, whose appointment as inspectors would be desirable, do not apply for, or do not accept the position of inspector solely owing to the absence of some such provision.

(c) We strongly deprecate any tendency on the part of the authorities to make changes in the conditions of the Inspectorial service which constitute a worsening of the position either financially or otherwise as it stood when the inspectors accepted the appointment. This policy tends to keep suitable persons from entering the Service and raises discontent amongst the existing staff.

(d) Every year a small number of inspectors—especially of the younger inspectors—should be sent abroad to attend vacation courses in Universities or elsewhere. The experiences thus acquired might be the subject of lectures and discussions at the conferences mentioned below.

(e) Conferences between teachers and inspectors should be encouraged, though not made obligatory. They would not merely be useful for the instruction of teachers, but would enable both teachers and inspectors to promote in a spirit of mutual friendliness and sympathy the important national work in which they both perform necessary functions.

(f) A useful source of discussion at such conferences would be the "Notes for Teachers," the publication of which we should like to see expedited in accordance with the resolutions of the Programme Conference.

(g) Also we consider that the general interests of the Primary System would be benefited if, once a year or so on the occasion of the higher inspectors' Conferences, an opportunity were given to the teachers' representatives of submitting (in a preliminary joint conference with representatives of the inspectorate) their views on matters of current and common interest.

(h) We would advise the re-issuing to inspectors of the instructions about teachers' notes for lessons. There seems to be an undue divergence in the views taken by inspectors on this matter.

(i) We strongly approve of what we believe to be the present practice of distributing to teachers and managers copies of all circulars which may be issued to inspectors bearing on the work of the schools.

(j) Our proposals would result—more efficiently than the present system does—in efforts on the part of inspectors to encourage and help teachers who are backward in Irish. Such efforts would do far more for the promotion of the Irish policy of the Department than the predominantly critical and disciplinary functions to which an over-worked Inspectorial Staff is inclined to limit its energies.

In this connection we may remark that it is a grievance with some teachers that inspectors look for a higher degree of efficiency in Irish in the case of teachers with the highest qualifications in Irish than in the case of teachers less fully qualified. We think it is right and natural that the best work should be expected from the best qualified, but lest this might be regarded as a penalisation of such teachers for their diligence in qualifying in Irish, we believe recognition of this diligence should be given in another way, namely, by giving to all teachers who hold the *Ard Teastas* in Irish the same privileges accorded at present to teachers holding a University degree or a Higher Diploma of Education.

We desire to express our grateful acknowledgment of the valuable information and advice which we received in answer to our questionnaire. The names of those to whom we are indebted are to be found on pages 62-63.

In conclusion we thank the Department for having placed at our disposal so excellent a Secretary as Mr. Patrick Walsh. His accuracy and despatch in preparing documents and taking records; his forethought, diligence, and readiness to oblige were most admirable. Moreover, his clear and detailed knowledge of the past history and present working of the Primary Education

system proved of the greatest assistance to us. We are anxious that this appreciation should not be taken as a mere formality prescribed by custom but as an expression of genuine regard and gratitude.

(Signed)

L. McKENNA, S.J. (*Chairman*).
JOHN WATERS.
THOMAS F. MACKEN.
H. KINGSMILL MOORE, D.D.
A. A. Ó CÉILLEACHAIR.
ÉNRI Ó MUIRGHEASA
TOMÁS MAC FIRBIS.
TOMÁS Ó CONAILL.
HUGH O'DONNELL.
S. MAC NIOCAILL.
M. FRAINCLIN.

PADRAIC BREATHNACH, *Rúnaí*.
16, *Feabhra*, 1927.

Statement by the Chairman on Systems of Primary Schools' Inspection in other Countries.

INTRODUCTORY.

In the following notes I have described the systems of primary school inspection existing in Belgium, Denmark, England, France, Germany (Prussia and Bavaria), Holland, Italy, and Scotland.*

In order, however, to place these inspection systems in their proper perspective, I was obliged to give, in the case of each of them, a general outline of the education system in which it functions. It may be of some utility if I summarise the conclusions which a general review of inspection as it is carried on in other countries has led me to form with regard to the chief points which interest the members of the Committee. Such a summary I now venture to sketch.

The first point concerns the relations existing between inspectors and teachers. With regard to this point it is to be noted that I am referring only to the relations which arise where there is no question of misconduct, serious breaches of regulations, etc., on the part of teachers; that is, I am speaking only of inspectors in their quality of judges as to teachers' professional zeal and efficiency, not in their quality of judges or official accusers of non-pedagogic culpable conduct.

This being understood, I may say that I found the Inspector's visit looked forward to everywhere with some nervousness, but with very little fear or hostility. His judgment has little of uncertainty about it; his help and advice are appreciated and welcomed.

In this, it would appear, there is some difference between Ireland and other countries.

To what is this difference due?

It is certainly not due to any fundamental difference between the functions and powers of inspectors here and elsewhere; the list of their duties and powers is pretty nearly the same in all countries. There is only one point of any consequence in which they differ; namely, that outside of Ireland, inspectors have at their command certain punishments [such as public reprimands, removal to less desirable schools, etc.] which do not affect teachers' salaries.

Nor is it due to inspectors outside of Ireland having a smaller number of schools to deal with; and, therefore better facilities for forming fair judgments of their teachers. They have often quite as large a number of schools, and a far larger number of pupils than Irish Inspectors.

Nor—least of all—is it due to any willingness on the part of Education Authorities outside of Ireland to give teachers freedom of action in their school-work. Quite the contrary is the case. The teachers in every country that I visited—and in many others the systems of which I have studied—are subject to far more intimate supervision, closer control and more constant checks than Irish teachers ever experience.

For the contrast between Ireland and other countries as regards the mutual relations of teachers and inspectors I would assign two reasons.

The first of these—of less consequence but still of some—is that—especially in France and Belgium—very great insistence is laid upon the value of what may be styled "teaching documents"; for instance, the book in which teachers have to record daily the detailed schemes of their lessons, and the books in which the pupils during the year have to do special exercises for

*The notes on Denmark have been furnished by the Danish Government; those on Bavaria and Italy are the result of private study and personal communications; the rest have been derived from investigation in the various countries.

the eye of the inspector. Inspectors and other official visitors of the school must take account of both these types of documents in forming their judgment on the teacher; and the teacher generally knows fairly well what kind of report—favourable or unfavourable—is likely to be founded on the evidence of those documents. Teachers are thus forced to realise every day of the school year that they are producing permanent records, good or bad, of their work; that equivalently the inspector's eye is on them daily. They know therefore "where they stand." In particular, the teachers of good will—and of these alone need we take account at present—do not—as, it is alleged, they sometimes do in Ireland—look forward to the Inspector's judgment (with its serious financial consequences for themselves) as to a thing beyond human calculations, a thing liable to be influenced by circumstances of small moment, or by passing whims and impressions.

The second reason which I would assign for the greater pleasure in, and lesser fear of inspectors' visits felt by teachers outside of Ireland is undoubtedly the chief reason and far more important than the one just given. It is this: The Inspection functions, which in Ireland are all concentrated in the hands of inspectors, are elsewhere—to a greater or a less extent—shared by the inspectors with a number of other persons. Hence the inspector's power over the teacher is less, and his judgment of the teacher—even his judgment of the teacher's purely technical qualities—is given with more moderation and circumspection.

The persons who thus share with the inspector in the work of supervision are of various kinds; all, however, standing in nearer relation with the teacher, and exercising over him a closer and more continuous control than can be exercised by any Government inspector. In the first place, there are the Head-teachers. In every European country with the single exception of Ireland—and Prussia too in theory, but not in practice—the class-teachers—that is the big majority of the teaching body—are placed under the authority of the Head-teachers who are responsible, not merely for the order and discipline of the school, but in varying degrees in various countries for its organisation also and the efficiency of the class-teacher's work. Indeed, in some places it is the Head-teacher who exercises the greatest influence on the professional advancement of his subordinates. He, in his turn, is obliged to furnish a number of returns, reports, results of examinations, etc., which serve as a continuous control over him.

Then there are the Local Education Authorities. To some extent everywhere—to the greatest extent in England and Scotland, to the least extent in France—they exercise a supervision, not merely over the teacher's conduct, but over his teaching qualities and diligence as well. This system of multiple inspection has evidently two advantages. Firstly, the assessment of the teacher's worth can be based on more accurate and comprehensive knowledge (whether it is *as a fact* always so based may well be doubted, seeing that prejudices, misunderstandings, quarrels, etc., are more likely to arise between people in close and continuous relations). Secondly, the inspector is enabled to devote most of his time and energy to his less invidious and more fruitful function—that, too, for which his training has more specially prepared him—the giving of pedagogical help to the teacher.

Yet, though there are, doubtless, advantages in this system of multiple control, it has, I think, considerable disadvantages also, especially in its cramping of the teacher's freedom and initiative, and consequently, I imagine, his real all-round efficiency. Indeed I believe that if our inspectors were relieved of such of their present duties as are not necessary, or could be performed equally well by other officials, and were thus enabled to visit their teachers more frequently, to get to know them better, to judge of them with more perfect understanding, and to help them more efficiently, we should have an inspection system superior to that of any other country.

With regard to appeals against what a teacher may consider an unfair appreciation of his worth, I could not find anywhere any appeal tribunal outside of the inspectorial body. On the other hand, for appeals against punishments of professional neglect, breaches of regulations, misconduct,

etc., there exist in many places tribunals wholly or in part outside of the Inspectorial staff, and in a few places containing representatives of the teachers. The difference of method used in dealing with these two kinds of appeal struck me as noteworthy, and I inquired into its reason.

The answer was nearly always based on the distinction between a teacher as an ordinary employee, and a teacher as a technical functionary. In the former case, he has all the rights of a citizen accused of misconduct or of breach of contract; in the latter, he must submit to professional discipline—a principle to which great importance is attached on the Continent. Also, it was pointed out that the judgment of an inspector on purely pedagogical matters is the judgment of a person specially trained for highly technical work, and consequently that it should not be revised except by persons who have received a similar or a superior training. In this connection, however, it must be remembered that the question of appeal against a low appreciation of professional efficiency is more acute in Ireland than elsewhere for the reasons explained above.

As regards the efficiency table, of which Irish teachers complain, I made special inquiries. In every country without exception the inspector marks on his report his appreciation of the teacher's general teaching value. As this appreciation can be derived only from judgments as to his teaching of particular subjects, and as moreover in many places the report-form has blanks for the recording of those particular judgments, I expected that inspectors would everywhere have some rules to guide them in drawing their general verdict from their particular ones. To my surprise, I found nowhere any such rules. They would be, I was told, impracticable. I pointed out that without them the general verdict of an inspector was necessarily somewhat subjective and impressionist, the same premises resulting in different conclusions according to the predilections of inspectors; also that such rules would better enable the teachers to realise their weak points, and would prevent them from quarrelling with general verdicts not plainly imposed by the particular ones. To all this the answer was always the same; that such rules would be useful if practicable, but that they were not practicable. Here again I suspect that the real reason why no necessity has been found for devising any such rules is that the general verdict of the inspector is of less decisive importance than it is in Ireland.

As regards examinations, I found everywhere great importance attached to written class examinations. In many places they are obligatory, conducted at certain intervals by Head-teacher or class-teacher, or teacher of a higher class, or a combination of these. Their object is to stimulate the pupils and afford to authorities precise indications as to the work done in the classes.

With regard to Primary Leaving Examinations there is much variety. Holland has none, Prussia and Bavaria have none, naturally, as education in all Germany is obligatory till the age of 18. In Belgium, Italy and in Switzerland (at least in some Cantons) there are optional Leaving Examinations intended merely to certify the completion of a primary course but not necessary for, or giving a right to, the entry on further education. In France there are two, one at the age of about 12, the other at the age of 14 or 15. They are not obligatory, but are necessary for obtaining certain kinds of State education. In England there is an examination for children between 11 and 12½. It is obligatory, and on its results scholarships are given. In Scotland there is a qualifying examination at the age of 12 for admission to advanced courses. After two years of the advanced course the student may go for the Lower Certificate Examination; or, if he wishes to spend 3 years in the advanced course, for the Higher Certificate Examination; on both of which examinations scholarships and free places are awarded.

With regard to the time-tables given in the following pages, it is to be remembered that they are primarily intended for fully staffed schools. Modifications are of course necessary for the schools in which a small staff has to deal with several standards. Schools of this type are quite common in the sparsely inhabited districts of every country.

BELGIUM.

Primary Schools are of four kinds : A. Communal. B. Adopted. C. Adoptable. D. Free.

A. Communal.—These are managed by Commune under State supervision. Most of them are non-religious, but some few of them are confided to Religious Communities. The Commune supplies and keeps in repair suitable school buildings and equipment, for which purpose it receives some aid from the State and the Province. It is bound to supply schools for all school-age children, but may take account of facilities provided by existing private schools.

B. Adopted.—These are private schools (generally belonging to Religious) recognised by Commune. To be recognised they must fulfil certain conditions.

(1) Buildings, etc., must be suitable. If they are not so, or if the people who wish to manage the school have no buildings, the Commune may lend (free of charge) buildings by contract.

(2) Teachers (even temporary ones) must have Diplomas.

(3) There must be a certain minimum of pupils.

(4) The State Programme (modified under the approval of the Inspector to suit local needs) must be followed.

(5) The school must submit to State Inspection.

(6) Managers must consent to have religious instruction at beginning or end of class-hour, so that children exempted from it may absent themselves. This only applies if sufficient schooling facilities for such children be not available in other schools.

Any other conditions may be inserted by either side in the contract by which the Commune adopts the school.

The Commune undertakes expenses of upkeep and equipment. Teachers are chosen, etc., by the Managers. The school is perfectly free from Communal control, and is free to non-religious pupils where sufficient school facilities do not exist for them in other schools.

C. Adoptable Schools.—These are private schools (generally Religious) which fulfil all the conditions for being adopted, but which the Commune (generally owing to anti-Catholic bias) does not wish to adopt. They receive no money from the Communes, but the State gives them its portion of the teachers' salaries. They are inspected by the State Inspectors. Most of the pupils pay school fees but a good proportion are taught gratuitously.

D. Free Schools.—These are private (generally Religious or Ecclesiastical) schools, which, either because they have not a sufficiency of teachers with Diplomas or because they cater for pupils of a wealthier class, do not belong to class B or C. They receive no communal or State money, and are supported by school fees (or, in the case of those established for poor children, by charitable contributions) and the resources of their owners. They are not inspected by the State, and their management, courses, etc., are quite free.

N.B.—(1) *Primary Education* of 8 years' duration is obligatory on all children. In the case of children taught at home, a declaration made to Inspector by the parent is sufficient.

(2) Teachers (even temporarily engaged) in Schools A, B, C, must have Diplomas.

(3) Children of parents whose income is below a certain point receive from the Commune, Province and State (in the case of A. & B. Schools) or

from the Province and State (in the case of C. Schools) all school requisites, books, etc., free.

(4) In A.B.C. Schools—Programme drawn up by Ministry is followed with modifications (approved by Inspectors) to suit local needs.

TEACHERS.

Training, etc.

Teaching Diplomas are got by passing a special examination. For this examination, candidates (who must be of a certain age and promise to spend 3 years in teaching-service) may be prepared anywhere. Generally they do a 2-years' course in a secondary school, or in a preparatory section of a Training College (State or Private), and, on passing a special examination, do a 3-years' course in a Training College. The teaching diploma is given to Training College pupils on passing diploma examination at the end of the course. In the case of a State Training College the examination is conducted by the professors. In a Private Training College it is conducted by a mixed Board consisting of the local Principal Inspector, two Professors of a State Training College and two Professors of the Private Training College. The Diploma for teaching religion is given on examination by diocesan authorities. Pupils in training have to pay fees, but there are many State burses available. Training Colleges are residential or non-residential or both. Their pupils do not attend any university courses, nor does a university Degree bring with it any increase of salary.

Appointments, Etc.

On getting the Diploma, a teacher may be employed immediately as fully qualified, no period of probation being required. Some Communes, however, establish a special examination for the teachers who apply for employment. In A. schools, teachers are appointed and dismissed, etc., by the Commune; in B. and C. schools by the Manager of the school.

Salaries, Etc.

Salary consists of —

- (a) a basic sum of 4,800 fr., same for men and women (2,400 fr. for Religious).
- (b) Lodging expenses, varying according to size of Commune. Director gets a double amount.
- (c) Increments of 200 fr. given at intervals until the 25th year.
- (d) Director's bonus, 100 fr.—640 fr. per class, according to size of classes.
- (e) A bonus, 50 fr. per year for each of certain special qualifications, such as teaching of abnormal children, etc.
- (f) Family allowance of 180 fr. per child to married teachers.
- (g) Cost-of-living bonuses, 600 fr. (Religious 300).

This scale applies to teachers in A.B.C. Schools. In A. and B. Schools the Commune may—big ones do—increase them.

Head Teacher or "Director."

There are always two teachers in a school. After 5 years a teacher may be appointed Director. He acts for the school in negotiations with State or Commune, etc., and is responsible for its order, cleanliness, etc. He has authority over the teachers, can enter their classes, observe their methods, examine their pupils, give advice or warning, and reports to Communal Authority and Inspector twice a year. He advises Communal Authority about distribution of classes to teachers. He arranges promotion of

pupils, and selects text-books from official lists. He examines all pupils, or has them examined by teachers, 2 or 4 times a year, sending results to parents. He convenes the teachers 4 times a year and sends account of meeting to inspector, etc. He keeps a class journal, noting lessons for each day in each subject, and once a month examines the similar journals of his teachers. He may be forced to keep—and nearly always does keep—a “cahier de roulement,” a book in which in turn each pupil of each class does exercises in each subject to be shown to inspector. He draws up, for the Inspector’s approval, a scheme of work in accordance with the Programme.

LOCAL AUTHORITY.

The duties of the Commune are given in the foregoing. They are performed by a Committee of its members called “Conseil E’chevinal.” It can—and in big places does—appoint an officer, “Inspecteur Communal,” to carry out its functions. It can give prizes for the school examinations.

INSPECTORS.

State Inspectors.

State Inspectors are of five kinds :

General Inspectors (2 in number) synthetise reports of the other Inspectors, etc., give Minister a yearly report on the general state of primary education, carry out special investigations, etc., etc. They do not visit schools.

Principal Inspectors (30 in number) have charge each of a District. (1) They visit each school once in two years, reporting on it. (2) They receive the reports of the Cantonal etc. Inspectors and send them to the Minister with observations if necessary. (3) They help Cantonal etc. Inspectors in cases of doubt or difficulty. If they differ from Cantonal etc. Inspectors as regards any point they refer the case to the Ministry for decision. (4) They preside at one of the Conferences to which the Cantonal Inspectors convene the teachers. (5) They convene their Cantonal and Assistant Inspectors to a conference four times a year to discuss methods, state of schools, etc., sending minutes to Minister.

Cantonal Inspectors (92 in number) are subordinate to Principal Inspectors. Each of them has an Assistant Inspector with whom he divides his work, but whom he keeps under supervision. Their duties are (1) to visit each of their schools twice a year and send a report on it to Principal Inspector and to Ministry. The report must be shown to the teacher and signed by him. (2) To make representations, give advice, etc., to Communal Authorities about their functions, etc. (3) To convene their teachers four times a year (teachers in C. Schools may, but are not bound to attend). At these conferences they discuss teaching methods, and call on teachers to give specimen lessons. (4) To receive notices from teachers of pupils’ absences and to proceed against parents. Parents can be fined or imprisoned for neglecting to send their children to school. Police arrest truants.

Special Inspectors, i.e., for special subjects, drill, music, needlework, etc.

Religious Inspectors are priests named by the Bishop, and paid by the State, for the inspection of Religious Instruction.

Cantonal and Special Inspectors must pass certain examinations, and are then appointed by the Minister. Principal Inspectors are named by Minister, generally from among the Cantonal ones. Candidates for Cantonal Inspection are generally teachers of at least 10 years’ experience in State-inspected schools. Girls’ schools (there are few mixed schools) are inspected by women Inspectors.

Diocesan Inspectors of Adopted and Adoptable Schools.

These are lay-people (one Head Inspector for all Belgium and others for each Diocese) appointed and paid by the Bishops to inspect B. and C. schools. They visit these schools once a year and report to Bishops. Their principal duties concern the lay-teachers in these schools.

Visits of Inspectors.

They visit without warning, examine the material conditions, organisation, etc., of the school; the school documents, registers, etc., the class-journals of the teachers, the "cahiers de roulement"; they listen to the teaching, and give advice or warning to the teachers; they put questions to the pupils, etc.; they assess the value of the teacher. (The extent and nature of their visit can be deduced from the Form appended). The teacher practically always welcomes their visits, as he can get much help from them, while, on the other hand, if he is giving satisfaction to his employers, i.e., the Commune (in A. Schools) or Managers (in B. and C. schools), he has little to fear. A bad report will, however, often make the teachers' employers more exacting, and can thus indirectly affect him. They can by reporting to Minister force Communes to inflict punishments on teachers for neglect of duty or misconduct.

Punishments and Appeals.

N.B.—These have reference only to culpable faults, *e.g.*, neglect of work, misconduct, etc. They have no reference to dismissals for inefficiency, want of funds, superfluosity, etc.

A. Teachers in Communal Schools.

Punishments (which may be inflicted by the Communal Authority or by the State acting on advice of inspectors, etc.) are (1) Suspension for a period up to 6 days. (2) Suspension with stoppage of salary up to a period of 6 months. The Commune or the State pays the temporary substitute. (3) Dismissal from the position. In this case the Commune or the State gives up to 3/4 of yearly salary. (4) Revocation, *i.e.*, loss of Diploma. A list of those incurring the latter two kinds of penalty is sent to all Communes and Managers.

None of these punishments can be inflicted without the approval of the "Députation Permanente" (the Executive Body of the Province).

The teacher may conduct his defence personally or by proxy before the Communal Authority or the "Députation Permanente," and may furthermore appeal to the Civil Courts of the Province, or in final instance to those of the State.

In each Canton there is a Teachers' Council, consisting of representatives of Communal teachers. It has merely an advisory power, and can be—but need not be—summoned by the Commune to give its opinion before the infliction of punishment on a teacher.

The State also may establish appeal tribunals for Communal teachers, but has not done so. It authorises managers of B. and C. schools to establish these appeal tribunals for their teachers (*vide infra*).

B. Lay Teachers in B. and C. Schools.

These teachers (who are appointed and dismissed by the managers) are subject to the same disciplinary penalties as those of A. schools. For them, however, the Bishops have organised special appeal-tribunals in accordance with the law. The following Statutes (of the province of Brabant) may serve as an example:—

- (1) The Cardinal establishes hereby an appeal tribunal for the Adopted and Adoptable schools of Brabant. Its seat is at Brussels.

- (II) Its purpose is to decide appeals against disciplinary penalties.
- (III) Appeal is to be lodged within a week. Both parties must appear before the tribunal within a fortnight after lodging of appeal. Tribunal may make any inquiries it wishes. The appeal suspends (except in a few cases) the penalty.
- (IV) Tribunal consists of (a) Secretary and 7 members, each of whom has a person to take his place. The members are (a) ex-Minister of Justice; (b) High Court Judge; (c) a financial expert; (d) a Diocesan Inspector; (e) three teachers (women, if accused person be a woman).
- (V) Any member of tribunal personally interested in a case must withdraw.
- (VI) Decision is by majority, must give motives, and be given to both parties. It is final.

C. Lay-teachers in Free Schools are in the position of ordinary employees.

EXAMINATIONS.

Besides the school examinations mentioned above there is a public examination held annually for the *Certificate of Primary Studies*. Any child who has done the 8 years course in any school, A, B, C, D, or is declared by his parents to have done it at home may present himself. The examination is written and oral, lasts for 2 days and is held in some convenient centre or centres in each Canton. Questions are set by a Board consisting of the Principal Inspector, Diocesan Inspector, and some Cantonal and Assistant Inspectors. Papers are marked by Boards consisting of teachers from A, B and C schools.

The Certificate carries with it no legal privilege, but is useful for pupils seeking employment.

HEADINGS OF FORM TO BE FILLED BY INSPECTOR.

1. (a) Lessons given, Subject, Method, Results. Personal manner. Manner of speech.
 - (b) Matters on which Inspector has directed his investigations.
 - (c) Level of the Class. Initiative shown. Obligatory subjects not taught, or behindhand.
2. Moral Education. Discipline.
3. Physical Education.
4. Merit of the teacher.
5. (a) Keeping of class-journal.
Keeping of class-registers.
 - (b) Pupils' theme-books.
6. (a) Number of pupils on roll. Number present.
 - Observations (*e.g.* causes of bad attendance, bad distribution of pupils in classes, classes to be suppressed, etc.).
 - (b) How duties are performed by people in charge of ensuring attendance.
7. (a) Works of Social Education. Thrift, Insurance, Other Works.
 - (b) Relations between school and parents.
 - (c) How Medical Inspection is carried on.
8. State of Buildings and out-houses, furniture, teaching equipment (what teacher does to perfect it), school garden.

9. Special remarks, *e.g.*, how teacher follows advice given him.

How Manager or Communal Control carry out suggestions.

10. Considerations in favour of Teacher or Manager.

OBLIGATORY SUBJECTS.	Section I. Age: 6—8	Section II. Age: 8—10	Section III. Age: 10—12	Section IV. Age: 12—14
Religion	3	3	3	3
Morals and Civics	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$	$\frac{1}{2}$
Native Language	10	9 (8)	8 (7)	4
Mathematics (a)	4	4	3	2
Geography (b)	—	1	1	1
History (c)	—	1	1	1
Drawing and Geometrical Drawing (d) ..	2 (1)	2 ($1\frac{1}{2}$)	2 ($1\frac{1}{2}$)	4 ($2\frac{1}{2}$)
Handwork	opt.	opt.	opt.	4 (0)
Needlework	(1)	(2)	(3)	(4)
Nature Study (e) and Hygiene	1	1	3 (2)	3 (2)
Domestic Economy	—	—	—	($2\frac{1}{2}$)
Writing	—	1 ($\frac{1}{2}$)	1 ($\frac{1}{2}$)	—
Commerce	—	—	—	1
Singing	1	1	1	$\frac{1}{2}$
Gymnastics	$2\frac{1}{2}$	$2\frac{1}{2}$	$2\frac{1}{2}$	$2\frac{1}{2}$
Total of Hours per week	24	26	26	$26\frac{1}{2}$
2nd Language (Opt.)	—	—	2	2

N.B.—Figures in brackets are for girls only.

(a) Algebra is optional and begins in Section IV.

(b) Section II. general ideas of Local, Belgian and World Geography. Section III.—same, more detailed. Section IV.—Belgium and Colonies. Cosmography.

(c) Section II.—Scenes and persons of Belgian History. Section III.—History of Belgium to 1798. Section IV.—Belgian History 1798 to present time. World History.

(d) Geometry proper begins in Section IV.

(e) Rural Science is an alternative in Section III.—IV.

DENMARK.

The Elementary (Primary) Public Schools.

The principal inspection of the elementary public schools is carried out by the *school-directions*, of which there is one for every rural deanery. These school-directions consist of three members: The *Governor* of the province of which the deanery forms a part (Chairman); the *rural dean* of the Established Church (Secretary); and a third member elected by the school-council of the province.

The inspection can be carried out by the whole direction, but customarily the inspection is left to the Secretary, namely, the dean. He visits the schools and sends in reports of his visits to the Ministry of Education. These reports deal naturally with the impression received as to the state of the educational work, but also with the conditions of the buildings, etc.

These reports are sent in every year, and form—together with the reports that the school directions receive from the local school-commission—most important material for the work of the Ministry of Education for the maintenance or improvement of the standard of the schools.

In a certain part of the country—the districts in Slesvig transferred from Germany to Denmark—there has been established a somewhat different arrangement. There the deans are not members of the school-directions. In their place the State has appointed *provincial school counsellors*, who are men with the training of teachers.

A purely local inspection is carried out by the *school-commissions* (one for every municipality), which consist of (a) in the rural districts: the parish rector, and two or four members chosen by the municipal Board, (b)—in the cities, the parish rectors and a double number of members, chosen by the city council. The rector (or one of the rectors) is Chairman.

In the cities with several schools—but not in the rural districts—a leader of one of the schools is often appointed as acting *school-inspector*. He ranks, however, not as a State inspector but as a municipal officer, and he acts as the representative of the school-commission and of the city council, which bodies can also delegate to him part of their authority as to the supervision of schools other than his own.

In some of the larger cities such an officer has no school himself, but has only the superintending work. In this case he is called *school-director*.

As an adviser to the Ministry of Education is appointed an official named "*Counsellor to the Ministry in matters concerning the elementary school.*" He can perform occasional inspections, but he does not carry out a systematic inspection throughout the country.

The *Bishops* of the Established Church have the right to inspect the schools at the same time as they visit the churches. They send in reports to the Ministry of Education.

Effects of reports on Salaries.—A teacher will, if he be not dismissed as not capable, keep his salary without modification.

Methods of dealing with Appeals.—The teachers have the right to complain to higher authorities (Ministry) who will ask the opinion of the lesser authorities.

Certificates.—In the law of 1814 establishing the elementary school, there is prescribed a certificate concerning the knowledge acquired by the child at the stage of leaving the school, as well as concerning its conduct; but the legal importance of this certificate has quite depreciated since, and the certificate is hardly ever used.

Copenhagen.—7 Classes for Ages 7-14.

Obligatory Subjects.	Class
Religion	I-VII
Danish	„
Writing	„
Mathematics	„
Nature Study	III-VII
Science	VI-VII
German	VII
Singing	II-VII
Gymnastics (Boys)	I-VII
„ (Girls)	III-VII
Drawing (Boys)	III-VII
„ (Girls)	VI-VII
Woodwork (Boys)	V-VII
Needlework (Girls)	I-VII
Domestic Science (Girls) .	VI-VII

Classes	I-II	4	Hours a day	6	days in week
„	III-IV	5	„	„	„
„	V-VII	5-6	„	„	„

ENGLAND.

The present Elementary Education System was introduced in 1903 when School Boards were replaced by Local Education Authorities.

The Local Education Authority is a Committee of the County or Borough Council on which a representative of the teachers is co-opted. It employs a Director of Education, and according to its size, etc., a varying number of other officials, including one or several Inspectors.

It can be forced to do its educational duty by the Central Government from which it receives roughly 60 per cent. of the money for teachers' salaries, and 50 per cent. of other educational expenses.

BOARD INSPECTORS.

The Board of Education employs some 271 Board or H.M. Inspectors to deal with 150,703 teachers of 4,735,928 pupils. They are appointed partly by University Authorities and partly by Board. Many of them are taken from ranks of Secondary and Primary teachers. They are at first appointed for two years before they become Junior or Assistant Inspectors, and during their 5 years probation as Juniors or Assistants are closely supervised. Many of them never get beyond the rank of Juniors. There are 3 Chief Inspectors, under whom are 9 Divisional Inspectors each in charge of a Division. A Division comprises more than one county and is divided into districts. In each District there is a Chief District Inspector and several Junior or Assistant Inspectors. There is also a number of Specialist Inspectors for subjects such as Music, Drawing, Rural Science, etc.

A Divisional Inspector often goes round examining and appraising schools to see if the District Inspectors follow a common standard. If he finds differences of standard he accompanies the Inspectors concerned and gives them directions. The Local Authority Inspector often accompanies him also.

The District Inspector visits all his schools once a year—Juniors and Assistants much more frequently for observation purposes—and reports on them once in two or three years. The visit leading to their Report is a very thorough one, being conducted sometimes by three or four Inspectors (Chief District Inspector, District Inspectors and Assistants) and extends to every subject and every pupil. It is generally made at an interval of some months after a Report visit of a Local Authority Inspector. The Report is the work of the Chief District Inspector who, whether he has accompanied them or not, sums up the Reports of his subordinates. An Assistant never signs a Report.

In centres such as London where the Local Authority has a number of Inspectors of its own the Board Inspectors rarely make an exhaustive inspection of Elementary Schools.

The Board Inspectors' Report never classifies the teachers by any system of rating. In general, if a teacher gives satisfaction to the Local Education Authority (which is his employer) he has nothing to fear from the Board Inspector, but can get from him much useful advice. Often this advice in the case of a faulty teacher takes the form of showing him specimens of the work done by better teachers in other places.

All Board Inspectors' Reports are sent to the Board, which sends them on—with comments if necessary—to the Local Education Authority. They are kept filed, and can be consulted by anyone who visits or examines on behalf of the Board.

Besides the inspection of schools, Board Inspectors have many other functions, *e.g.* (1) they communicate with Local Authorities as regards staffing of schools and minor improvements in school premises, equipment,

etc.; (2) they revise periodically "Suggestions for teachers and others engaged in the work of Public Elementary Schools"; (3) they, with the help of experts, conduct vacation courses at Oxford and Cambridge for rural teachers; (4) they inspect Training Colleges; (5) they serve on panels for correcting the examinations held by the Board; (6) with other Inspectors of Secondary and Technical Schools they constitute Divisional Committees for co-ordination purposes.

Local Authority Inspectors.

Some Councils and Boroughs have only one—bigger Councils and Boroughs have several Inspectors of their own. In some places there is no special officer for inspection, which is done by the Director or other official.

Local Inspectors are generally chosen from the ranks of Head-teachers. The local Inspector visits—without warning—his schools, one or more each month (especially the weaker ones) and sends to the Authority, after a conference with the Head-teacher and staff, a Report on their material conditions, education work, administration, the way in which the Head-teacher performs his duties, etc. The Form has about each teacher the question: "Is he efficient?" and "What is his 'summary mark'?" (*i.e.*, Is he "g" or "v.g."?). The Local Inspector follows up advices, warnings, etc., given to teachers by himself or by Board Inspectors. He settles disputes, etc., among members of the school staffs. In case of an adverse Report given by a Board Inspector he makes a thorough examination of the school or class complained of, and sends Report to the Authority.

Besides these functions he has others such as: (1) to conduct certain examinations held by Authority (such as Examination for Senior Scholarships, etc.); (2) to interview applicants for teaching posts and to advise as to their employment; (3) to keep up-to-date a Promotion Book in which all the Reports, etc., given about teachers by the various visiting officials are kept in summarised form, and used in the choosing of teachers as Headmasters and in the promotion of Heads to other schools; (4) to attend once a quarter at Conferences of teachers.

Teachers.

After spending two years in a Training College and sitting for Leaving Examination in June, a teacher may be immediately employed by a Local Education Authority. If in the following October, when the results of the Leaving Examination appear, he proves to have passed it successfully, he becomes certificated; otherwise, he gets 30 months to prepare himself for another attempt at the examination, being meanwhile certificated provisionally. There is no period of probation as in Scotland.

A Head-teacher gets a salary in proportion to the size of the school. He is primarily responsible for all the work of the school. After a Conference (the minutes of which are kept for Inspectors) with the class teachers, he draws up for the approval of the Board Inspectors the syllabus of studies, and also the order of Time. He has authority over the Class teachers, whose Classes he enters at will and examines at fixed periods and at any other time he wishes. At the end of every month he sends to the Authority a Report on the school and the teachers. One of the questions to be answered in this Report is: "If you are not satisfied with the efficiency, character, conduct or attention to duty of any teacher, give particulars." If he has a complaint to make of any teacher he must, before sending it, show it to the teacher complained of. The Local Inspector then comes to investigate the case. At the end of each term—but only once a year in some places—he sets a written examination in all subjects for all classes, keeping the papers, and in some places, sending in the results to the Local Authority.

If he and the Board Inspector agree on the inefficiency or unsatisfactoriness of any teacher the teacher is given 2 years to improve, and is dismissed if he fails to improve. If the Local Inspector and the Board Inspector disagree as to the merits of a teacher no action is taken. A plainly inefficient or ill-conducted teacher is usually dismissed at once.

No home-work (written or rote-work) can be legally insisted on, and practically none is given. Books are supplied free to all children. School hours vary. In London they are usually 8.45—12½ and 1.45—4.15, religious instruction being given an hour.

Teachers' Appeals.

The appeal of a teacher against the judgment of a Head-teacher or an Authority Inspector may cause a re-examination of his case. In some places, *e.g.*, London, an Authority Inspector appears to have practically unfettered power as to dismissing of teachers. If a teacher appeals against the judgment of a Board Inspector, the Local Inspector examines the matter.

General.

The two chief points in which the English Inspection System differs from the Irish one is that under the former (1) the Head-teacher has inspectorial authority over the class-teacher, and (2) there are two sets of inspectors independent of each other. Class-teachers are closely and constantly supervised and directed by the Head-teacher, and less closely and constantly by the local and Board Inspectors. A Head-teacher is in his own class-work subjected to the independent observation of two inspectors, and is forced to use his authority over his class-teachers by the constant checking which his supervisory work undergoes at the hands of the two inspectors. The observation of teachers is consequently far closer in England than in Ireland, but at the same time is far better adapted for the formation of a true estimate of their work.

Examinations.

(1) Once a year or oftener—even once a month under some Authorities—the Head-teacher sets and marks a written examination for the pupils of all the classes, reporting results to the Authority, and keeping the papers for 2 years.

(2) The Junior Scholarship Examination is held everywhere yearly. Every child between 11 and 12½ must sit for it or be classed as sub-normal. The papers are set by the Authority (Inspectors, etc.). In some places (as Durham) they are examined and marked by the Head-teacher, the better papers—a certain percentage of the whole—being assigned for further revision by a special Board on which are Local Inspectors and representatives of the Secondary Schools and Teachers. In other places (*e.g.*, London) the Authority sets two examinations—the same questions for all the children (11—12½) in the district—an easier one first; and then, for the pupils who pass it, a stiffer one. On the results of this Examination are awarded Scholarships for higher and secondary education. This is the only purpose for which this Examination can be officially used. Its results are not used to compare school with school or teacher with teacher, though they give the Authority much useful information as to the efficiency of the teachers.

(3) There are other certificate examinations held for pupils at the age of 16 and 18, and set by University Authorities. There is no Leaving Certificate at the end of the Elementary School age, 14 years.

Employment of Children.

No certificate gives the right of being employed at full-time work to any child under 14. To employ such a child is illegal (£20 fine). Children under 14 may, however, be employed at certain occupations outside of school hours.

FRANCE.

Preliminary.

For general administration France is divided into Departments each governed by a Préfet and a General Council (Conseil Général). The Departments are subdivided into Communes, each of which has a Maire and Municipal Council (Conseil Municipal). Communes are further subdivided into Cantons. For Educational administration several Departments are combined to form an Academy—there are 16 of them—governed by a Rector who has in each Department an Academy Inspector.

Schools.

Education from 6 to 13 years of age is obligatory. It need not, however, be given in State schools (in which it is gratuitous) but may be given in Private Schools or in the children's homes. Primary Schools, both State and Private, may receive children at 5 years of age if no special school for very young children (*école maternelle*) exists in locality. School hours are alway—even in the country—divided into two sessions. When children's homes are two miles distant there are always facilities for cooking them some dinner. In towns and biggish country centres there are arrangements for supervised study in the evenings. Lessons and exercises to be done outside school-hours are always given.

A.—State Schools.

They are established and supported by the Commune and the State. Their teachers are necessarily lay-persons. Teaching is non-religious and mostly anti-religious. Hence Catholics, besides maintaining Private Schools, have established Patronages for the moral and religious training of State School pupils. A little less than 4/5ths of the children of France attend these Schools.

B.—Private Schools.

Private Schools—which receive no public money—can be established under certain conditions on notice being given to Maire, Préfet, Academy Inspector and various other officials, who may object, but only on grounds of morality or hygiene. Appeals against such objections may be brought before Departmental Council and then before Superior Council. The chief conditions under which they may be established are (1) that their teachers have the Brevet Élémentaire (this does not apply to auxiliary teachers, *i.e.*, teachers without any certificate who teach under supervision and are not in full charge of a class). (2) that their Head, if they have continuation courses, must have the Brevet Supérieur; and (3) that their teacher be not Religious. Secular priests may be, and sometimes are, Heads or teachers in these schools. All Private Schools are subject to State inspection, but only as regards their hygienic condition and the political and moral character of their text-books—not as regards their programmes or methods of teaching. In their internal management (keeping of monthly exercise books, Rotation Books, etc.) they generally follow the State School System. Their teachers, with the exception of a few Secular Priests, are laicized Religious or Catholic lay-people who, inspired by religious motives, give their services in return for very small salaries. In the more Christian districts these salaries are tolerably sufficient, and private mutual insurance societies are established to supplement the ordinary pensions obtainable on a contributory system by all French employees. Generally, however, owing to the anti-religious trend of the Government measures, the financial position of the Private School teachers is very insecure. The systems of appointment differ in various dioceses. There is in most dioceses a Diocesan Inspector of Private Elementary Schools. Owing to the character of the teachers' personnel in these schools, the question of appeals against unfair treatment by Diocesan Inspectors or Owners of Private Schools never arises.

C.—Home-taught Children.

Parents wishing to have their children taught at home have to give notice each year to the Maire of their intention. The Education of such children is free from all inspection, but they must undergo at the end of each year (except the first) an examination on the matter taught to children of their age in the State school. If the results are unsatisfactory the parents may be forced to send the children to some school, public or private. This last provision is, however, never put in force.

Minister of Education.

The Minister has supreme power, administrative, judicial and disciplinary on all Education. For instance, he has within some years past twice changed the Primary Programme and the system of Primary Leaving Certificates.

Superior Council of Public Education.

This is an advisory body to help the Minister as regards the whole system of Education. It consists of 57 members, some nominated by Minister, most elected by various higher Educational bodies. It includes only 6 Primary teachers chosen partly by Inspectors and partly by Heads of Training Colleges. It is summoned when Minister wishes, and advises him about administration, discipline, programmes, books, etc. It does its work chiefly through Standing Committees of its numbers.

Departmental Council of Primary Education.

Each Department has a Departmental Council of Primary Education, composed of Préfet (President), Academy Inspector (Vice-President), 4 representatives of General Council; Heads of the 2 Training Colleges (Men's and Women's) of the Department; 4 Teachers (2 men and 2 women) elected by Teachers of Department; 2 Inspectors named by Minister; 2 representatives of Private Schools (called in only when interests of Private Schools are in question). Its members are unpaid, are elected for 3 years, meet 4 times yearly and whenever summoned by Préfet. Though corresponding to the Local Education Authority of England or Scotland, it differs radically from them, firstly, in as much as it is composed almost entirely of professional educationists, the local civil administration being represented by only 4 out of its 16 members; and secondly, inasmuch as it has nothing to do with the appointment of teachers or the supervision of their educational functions. Its functions are :

- (1) to carry out regulations of Minister, etc.
- (2) to discuss reports of Academy Inspector, Cantonal Delegates and School Committees.
- (3) to advise as to needs, sites, etc., of new schools.
- (4) to discuss cases of dismissal, punishment, etc., of teachers who have been adversely reported on by Academy Inspector.
- (5) to fix the number of Assistant Teachers in each school.
- (6) to suggest improvements in teaching, etc.
- (7) to organise medical school inspection.
- (8) to elect Cantonal Delegates.
- (9) to name some of its own members to enter schools and report on their material conditions.

The Préfet carries out the decisions, and transmits the recommendations of the Departmental Council.

Municipal Council.

The chief duty of the Municipal Council in each Commune as regards Primary Schools is the provision of its quota for the building, etc., of a fixed number of schools in proportion to the population, and of additional schools if ordered to do so by the Préfet. It also elects some members of the School-Committee.

Cantonal Delegates.

These are some men or women appointed by the Departmental Council from among the residents of each Canton for the purpose of visiting the schools (State and Private), and reporting on their material conditions, school-attendance of pupils, etc., but not on courses or methods of teaching.

School-Committee.

A School-Committee is organised in each Commune to supervise School-attendance, and also to supply clothes, food, etc., to necessitous children. It consists of the Maire; one or more Cantonal Delegates (named by the Academy Inspector) according to the number of Cantons in the Commune; some delegates of the Municipal Council. It meets four times a year and sends reports to Academy Inspector. It can summon parents before it and have them fined. One reason of the illiteracy which is very common in France (1/5th of the people are illiterate or almost so, and about 12 per cent. of the 1919 conscripts) is that Catholic parents will not send their children to the anti-religious State Schools, which in many places are the only schools available. There is at present a Bill under consideration to establish School Councils with more drastic powers for enforcing attendance, but these Councils will also be composed of officials (and therefore anti-religious) and persons chosen by officials. Parents' Councils of the German type would be against the policy of the Government.

Inspectors.

General Inspectors.

These are all named by President of Republic. They supervise all other Inspectors, Primary, Secondary, etc., and are sent to different Departments every year by the Minister. They never visit schools. They submit yearly reports on the general state of Education, etc., in the Departments.

Academy Inspectors.

One of these is attached to each Departmental Council and is its real Head. They are named by the Minister from among persons who have qualified by a Special Examination. Their functions extend to all grades of Education within their Department.

As regards Primary Schools their chief duties are :—

- (1) to investigate and report on need of new schools, teachers' residences etc.
- (2) to propose teachers for appointment by Préfet.
- (3) to examine and decide appeals made by teachers against adverse reports of Primary Inspectors concerning professional negligence.
- (4) to issue certain reprimands to teachers.
- (5) to appoint Probationary Teachers as Assistants.
- (6) to name Cantonal Delegates.
- (7) to set certain Examinations (Training College, Primary leaving certificate, etc.), and to appoint Boards for carrying out other Examinations (Teachers' Diploma etc., children taught at home etc.).
- (8) To visit all schools (State and Private) in the Department. This duty is carried out almost exclusively by the Primary Inspectors.

Primary Inspectors.

Candidates for the post of Primary Inspector must hold certain Degrees, and have taught for 5 years in State Primary or Secondary Schools. On nomination by the Minister they must present themselves for a special Examination. They are subordinate to the Academy Inspector, by whom they are convened once a year to discuss methods of inspection with a view to uniformity, etc. Their circuits are fixed by the Minister. Some of them—but only a few—are women. Their chief duties are:

- (1) to visit and inspect State-schools and report on them to Academy Inspector.
- (2) to advise Academy Inspector about appointments, promotions, punishments of teachers in State Schools.
- (3) to advise about opening new State Schools, special classes, etc.
- (4) to approve Time-table drawn up by Directors of State Schools.
- (5) to preside over Conferences of teachers in each Canton.
- (6) to preside at the examination of home-taught children.
- (7) to examine text-books and material conditions of private schools.
- (8) to act as examiners on several examination Boards.
- (9) to supervise the carrying out of regulations of Academy Inspectors and higher authorities.

The Primary Inspector, though supposed to visit every class every year, often leaves a school unvisited for a year or two. His visits are more frequent in the case of schools where teachers are on probation. On the occasion of his visit (which is never announced beforehand) he examines not merely the official administration documents (registers, accounts, etc.), but the teachers' Class Journals, the Rotation Book and Monthly Exercise Books (*vid. infra*) of each class, and sometimes the pupils' daily exercises. He puts questions to the pupils and listens to the teacher's lessons. For each teacher he fills in a Special Report form (Bulletin d'Inspection), recording in general terms his appreciation of the teacher's work, methods and results, of the pupils' exercises, etc., of the conduct and discipline of the class and any other observations as to things which he thinks should be corrected or are worthy of praise. The Form to be filled in about the Head-teacher is a special one. Its headings are: "Conduct and tone; Teaching powers; Diligence; Authority over his Assistants; Powers of school management; Relations with parents and authorities; General Appreciation." These forms must be shown to, and signed by, the teachers concerned.

Besides this Report-form he has another form on which he fills in a figure (1 to 20) representing his appreciation of the teacher's general worth. He may raise it or lower it as he thinks fit each year. This is shown to the teacher in some Departments, but not in all.

Teachers.

In each Department there are usually 2 Normal Schools (men's and women's), professors and subsidiary teachers in which are appointed by the Minister after a special examination, or because of special qualifications. Their management is chiefly in the hands of the Academy Inspector. Candidates for entry must be 15 to 19 years old, and must promise 10 years service. Intern students are kept free, externs get money for lodging. If a student leaves before end of course he refunds money expended on him. Success at the Entrance Examination gives the Brevet Élémentaire de capacité, qualifying its holder to teach the ordinary classes of a Primary School. After a year the student must pass another examination for the Brevet Supérieur de Capacité, qualifying him to teach Primary School Continuation Classes. The course is one of 3 years, the latter part of which is devoted largely to teaching-practice in annexed schools. Students with the Brevet

Supérieur may be employed as Probationary teachers (Stagiaires). After 2 years probation they stand an examination for the Diploma (Certificat d' Aptitude pédagogique) which makes them fully qualified teachers (Titulaires). Most teachers pass through the Normal School but need not necessarily do so. The above Brevets and the Certificat may be got by mere examination, but Normal School pupils get extra marks.

Appointments.

Head-teachers are appointed by Préfet (acting on recommendation of Academy Inspector). Assistant Teachers (Adjoints) who may be fully qualified Teachers or merely probationers are all named by Academy Inspector. Politics and religion have much to do with the appointments, transfers, and general treatment of teachers.

Salaries, &c.

A Probationer's salary is 4,500 fr., a fully qualified teacher's begins at 5,000 fr. and increases by increments given at intervals of six years till it is 9,000 fr. The six years interval may be reduced to four years in the case of teachers who, according to their Inspectors' Reports are placed by the Academy Inspector in a special promotion-list not exceeding a certain proportion of the total number of teachers. Besides their basic salary teachers get housing from the Commune, and living expenses calculated (according to rules fixed by Finance Department) on the total cost of living. There are also supplementary allowances for wife and children, Pensions, etc.

Head-Teacher.

In schools with two or more classes one of the teachers is appointed by the Academy Inspector—after, in some Departments, a special examination—Head-teacher (Directeur), and gets an additional salary, 100 fr. to 1,800 fr. according to the number of classes in his school. He is responsible for the good order, organisation, and educational progress of his school. He has authority over his assistant teachers (Adjoints), whose classes he may enter at will, and to whom he may give instructions, etc., in writing, to be kept for the Inspector's view. He convenes his assistants to discuss school work, etc., and must keep the minutes of the Conferences to show them to the Inspector. Though he cannot insist on listening to his assistants teaching, he must supervise (1) their Class Journals, *i.e.*, daily preparation notes for each subject; (2) each pupil's Monthly Exercise Book (Cahier de Devoirs Mensuels), *i.e.*, an Exercise-book in which each pupil does once a month in each subject an exercise which is then corrected and marked by the class-teacher; and (3) the Rotation Book (Cahier de roulement) of each class, *i.e.*, an Exercise-book in which each day one of the pupils in turn does his exercises in each subject. All these books must be kept by each teacher and by the Head (when he has a class, as he generally has except in big towns) and shown to the Inspector.

The influence of Head teachers in furthering good work in the schools is often great. On the other hand, their position of authority is violently resented by the Socialist Federation containing 85,000 of the 120,000 teachers), and still more by the Communist Federation (18,000 strong).

Disciplinary Measures.

Teachers are liable to following penalties:—

- (1) Reprimand given by Academy Inspector.
- (2) Censure (published in official paper) inflicted by Academy Inspector after consulting Departmental Council.
- (3) Dismissal from State service inflicted by Préfet on advice of Academy Inspector. Teacher so dismissed may teach in Private Schools.
- (4) Interdiction (temporary or perpetual, local or for all France). Teacher so punished may not teach anywhere. Pronounced by Departmental Council after regular trial.

These penalties are inflicted only for misconduct or grave and persistent breaches of regulations, etc. They are often inflicted for expressions of religious or political opinions unacceptable to Government.

Appeals against the above penalties come, the teacher being generally represented by a lawyer, before the Departmental Council, and in last resort before Superior Council.

As regards teachers who, while keeping within the letter of the regulations, are only half-hearted in their work, an Inspector (who, it is to be remembered, is the teachers' official superior) has, in addition to words of praise or blame, and constantly repeated visits, many other methods of stimulation at his disposal. By giving teachers favourable reports and good service-marks he may get the Academy Inspector to hasten their receipt of salary-increments; while by giving them bad reports and lowering their service-marks he may deprive them of this advantage. He can—theoretically, but it is never done—even cause their normal advance in the scale of increments to be retarded. Bad reports, etc., will also prevent a teacher from being advanced to a Headship. Lastly, the Inspector may get the Academy Inspector to remove an assistant teacher to a less desirable school, or a Head-teacher to a less remunerative one. Against disciplinary measures of this kind the teacher may—but very rarely does—appeal to the Academy Inspector, who then investigates the case—he rarely visits the teacher's class—and gives his decision—against which there is no appeal. The various Teachers' Federations, Socialists, Communist and Christian (a comparatively small one) have much practical—though no legal—power to defend teachers in such cases.

PUBLIC EXAMINATIONS.

Leaving Certificate Examination.

All children of State or Private schools or children taught at home may, at the age of 12 years, present themselves for an Examination for the Primary Leaving Certificate (Certificat D'Etudes Primaires) which dispenses them from the legal obligation of further education. This certificate is necessary for entry into Higher Primary schools. The examination is held in public in the chief town of the Commune, or, if there are more than 50 candidates, in other centres also. Examining Boards, named by Academy Inspector on advice of Primary Inspector, consists of: Primary Inspector (President); a vice-president who is either a teacher from Training College or from a Continuation school or from a Primary school with complementary course; two sub-committees, each of which consists of two members, one a Primary teacher, the other a teacher or ex-teacher from any school, or a Cantonal Delegate. For examination of girls a woman must be on the Examining Board.

The Examination consists of two parts (written and oral), the questions being all set by the Academy Inspector.

- A. Composition on a simple subject.
Dictation of 10 lines, with 3 questions on it.
Two problems in Arithmetic.
Questions in History and Geography, or Science.
Exercise in Drawing or Hand-work.
The time allowed for foregoing is 50, 40, 50, 40, 50 minutes.
- B. Reading with questions as to text, etc.
Recitation.
Exercise in Mental Arithmetic.
Exercise in Physical Training.
The time for B is 20 minutes each pupil.

Higher Leaving Certificate.

The subject-matter of the examination for this Certificate (Brevet d'Enseignement Primaire Supérieur) comprises the two years' Continuation Course (pupils 14 to 15 years of age) in Primary Schools. The Certificate

gives the right to go for Brevet Supérieur de Capacité (*vid. Supra*), for certain State bursary examinations, and for certain Civil Service Examinations. To be eligible for the examination a student need not have been in any State or private school.

OBLIGATORY SUBJECTS.	Section I. Age 6—7.	Section II. Age: 7—9.	Section III. Age: 9—11.	Section IV. Age: 11—13.
Morals and Civics (a)	1½	1½	1½	1½
Reading	10	7 (6½)	3	2½
Writing	5	2½	1½	¾
French	2½	5	7½ (7)	7½ (7)
History (b) and Geography (c)	—	2½	3	3
Mathematics (d)	2½	3½	4½	5
Nature Study and Hygiene (e)	1½	1½	2½ (2)	2½
Drawing	1	1	1	1
Handwork	1½ (0)	1 (0)	1 (0)	1½ (0)
Needlework (f)	(1½)	(1½)	(2)	(2)
Singing and Music	1½	1	1	1
Physical Exercise	1½	2	2	2
Recreation	2	1½	1½	1½
Total Hours per week	30	30	30	30

N.B.—Figures in brackets refer to girls only.

(a) Religion is not taught in State School.

(b) In Section II., French History to 1610; in Section III., 1610 on. In Section IV., World History in relation of France.

(c) Section II.—General Geography of World and France. Section III.—France and Colonies. Section IV.—Other Countries.

(d) Geometry begins in Section II.; Algebra in Section IV.

(e) Also Physical Science in Section IV.

(f) Only crochet-work in Section I.

GERMANY.

Imperial Government.

The Imperial laws on primary education are few. Their chief points are: Teachers are State Officers; inspection is a State function; Inspectors must have special training; a primary course of 8 years and then a full-time continuation course up to 18 years of age is obligatory; the first 4 years of the primary course must be spent in State schools; no teaching contrary to religious convictions of parents; universal right to education in accord with religious convictions; religion is an ordinary subject of programme, but non-religious schools are permissible.

I.—PRUSSIA.

In Prussia the Supreme Executive authority for Education is the Education Minister, who, for primary education, is head of a Department containing several juristic and educational-specialists. It prepares Bills for the Landtag, has general administrative functions, such as the drawing up of programmes, general instructions for the teaching of various subjects, regulations for examinations, lists of school-books, etc. It appoints all Inspectors.

Attached to it is a Central Institute (with branches through all Prussia) for helping teachers and students of all kinds by publishing educational statistics, pedagogic books, pamphlets, etc., and organising conferences "Weeks," Study-unions, etc.

Regions (Regierungen).

The Prussian Provinces (*e.g.*, Rhineland, etc.) are divided into several Regions (*e.g.*, Cologne, Düsseldorf, etc.) which are the most important units in educational administration.

Regional Department.—Each Region is under a President (an over-President forms a link between the Presidents of each Province and the Minister) who is head of a Regional Department containing one or more Head-Inspectors, jurists, technical experts. This Department has wide administrative powers, appointing teachers; inspecting material, financial, scholastic, etc., conditions of schools; supervising the formation, etc., of joint School-Unions (*vide infra*), etc., etc.

Regional Teachers' Assembly.—In each Region there is a Regional Teachers' Assembly consisting of teachers' representatives with powers to advise, inform, protest, etc., especially with reference to the interests of the general body of teachers. It also appoints one of the three Examiners for the Final Examination of Teachers, and can propose teachers for Inspectorships. Its meetings may be attended by delegates of the Regional Dept. and by Inspectors.

Inspection Districts.

Each Region is divided into Inspection districts (a big town will have many) each in charge of an Inspector. These Inspectors (who may be chosen from Teachers) must undergo a special training. They are administrative superiors of the teachers. Their duties are:

- to visit schools (examining documents, teacher's work, etc.) generally once in two years without warning; but schools are often not visited for long periods (5 or even 10 years). If a teacher is negligent, etc., he may and is visited several times in close succession in a year);
- to approve of programmes and time-tables, etc.;
- to hold teachers' conferences;
- to give leaves of absence to teachers (up to 14 days);
- to approve of distribution of classes among teachers.

Some of these duties—but not the purely pedagogical ones—are often delegated to Local School Authority. There are District Teachers' Assemblies (Kreislehrerrate) holding the same relations to the Inspectors as the Regional Teachers' Assembly holds to the Regional Department.

Local Bodies.

The Local Bodies which have to do with education are A, the Local Administration, and B, the Local School Authority.

A consists of Burgomaster, Council of Officials, and Elected Council.

B is in big towns called a School Deputation and consists of 1 to 3 members of the Council of Officials, the Elected Council and the Local Teachers' Body, besides experts (chosen by Elected Council) and representatives of religious authorities. In country or small town Communes the Local School Authority consists of the Burgomaster, representatives of the teachers, the inhabitants and the religious authorities. When a Commune is not large enough to perform satisfactorily its educational functions it (or, generally owing to difference of religion, part of it) may combine with one or more other Communes (or parts of them) to form a joint School Union (Gesamt schulverband) representative of the various constituent Communes (or parts of them) in proportion to their importance. These Joint School Unions are formed, dissolved, etc., by the Communes themselves with the Inspectors' approval.

The above Local Administrative bodies (municipal, communal, or Joint School Union) provide (aided in certain cases by Province) for the material needs of the schools, buildings, equipment, books which are given free). The Local School Authority (School Deputation, School Authority, Joint School Union Authority) carries out these functions and also the orders of the Inspectors. It has no longer (since 1919) Local Inspectors. It has nothing to do with the inner life of the school or the teaching, etc.

There are special appeal bodies (District, Region, Province and State) for settling questions as to legal relations of all the above Authorities.

Teachers.

Formation.—Intending Teachers (on passing the final examination of a Secondary School, *i.e.*, at 18 years of age) do a 2-years' course in Pedagogic Academics. These institutions are of recent formation—the old Training schools being suppressed. They are State institutions, differing according to religious denomination of students. Lessons in practical teaching are given in the adjacent schools. They are both day and boarding. Students in them are not allowed to attend any University. They pay fees.

On passing Examination at end of Course (held by Academy staff under Ministerial regulations) a teacher may be employed as a probationer. The same result may be attained by a special examination in the case of pupils of Higher Secondary Schools.

After two years, but not more than five, of teaching service, a probationer may sit for another Examination (held in his school by the Regional Head Inspector, the Local Inspector and a Teachers' representative) a pass in which makes him eligible for permanent employment. Probationers may also join Study Unions (organised among teachers) the examinations of which may be accepted as equivalent to the above examination.

A pass in this Final Examination also counts as Matriculation. Teachers (with leave of the Local School Authority) may attend evening courses and after 3 years go for their Degree in Philosophy and Pedagogy. A permanently employed teacher will, if at all studious, study for other diplomas such as those for the teaching of drawing, singing, higher classes, domestic economy, and especially for those which confer eligibility for Rectorships, *i.e.*, headships of big schools, etc.) and secondary teacherships.

Appointments.—Teachers—who must, with some exceptions, be of same sex and religion as their pupils—are chosen as regards two-thirds of

their numbers (*i.e.*, 1, 2, 4, 5, etc.) by the Local Authority after consultation with its Local School Authority, and then receive their appointment from the Inspectors. The other one-third (Nos. 3, 6, 9, etc.) are both chosen and appointed by the Inspectors. In School Unions with less than 8 teachers the Inspectors make all the appointments.

Probationary teachers can be moved about at the discretion of the Inspector. Permanently employed ones can be moved about within a school-union by the Inspector, and within a town by the school deputation also. Removals from one School Union to another are, at the request, or—in certain cases—against the wish, of the teacher, made by the Inspector.

Leaves of absence for shorter or longer periods are given by the Inspector or the Regional Authority respectively.

Salaries, etc.

Teachers' salaries (except those of substitutes, which are provided by the Local Authority) are provided by the Province, helped by the State. Teachers belong to Groups VII, VIII, IX of Civil Servants, Groups VIII and IX being composed of Head-teachers of large schools, schools with advanced classes, etc. The salary of a permanently employed teacher consists of a basic sum (about £115) which every second year is increased till after 16 years it is about £170. For Groups VIII, IX, this sum is higher, and for women of all Groups it is 10 per cent. less than for men. To this basic sum is added from their entry into service another sum (also increasing at intervals) and higher or lower, according to the locality. The lowest figure would be about £16, the highest about £100. There are also given bonuses for lodging, for wife and for each child (£10-£16). Unemployment benefit (there are thousands of teachers unemployed since the war) is also given. Pensions from 35 per cent. (after 10 years) to 80 per cent. (after 40 years) of income are given at 65 years of age, or earlier in case of inculpable retirement. Widows and dependents are also provided for. Women in permanent teaching service may continue to teach after marriage, and, at time of childbirth, get six weeks (or more, if necessary) of leave with full pay.

Head-Teachers.

The Head-teacher is not the Superior (as used to be the case before the recent revolution) of the permanently appointed teachers, but only of the probationary ones (whom he has the duty of training, correcting, etc.). He acts as the chairman of the school staff which is encouraged to act as a self-governing community and is entrusted with large powers in the management of the school. In accordance with the decisions of the staff conferences and in its name, the Head conveys warnings to or inflicts reprimands on teachers; draws up the order of time and the programmes (in accordance with State regulations, etc.); admits new pupils, settles promotions of pupils, and discharges pupils who have finished the course. He can visit classes and listen to teaching to see that the decisions of the staff are carried out and can report to Inspector where things cannot be otherwise remedied. The decisions of the staff are subject to approbation of Inspector.

Punishments, Right of Appeal.

Minor punishments, warnings, reprimands are inflicted by the Inspectors. Other punishments are inflicted either by (a) civil or criminal procedure (offences, etc., unworthy of a teacher's position may involve dismissal from service, or (b) by disciplinary procedure. The latter procedure is employed in case of breaches of professional duties, persistent negligence in work, etc. By it can be inflicted fines up to £5, removal to less desirable school (*i.e.*, in a less pleasant locality or in one where the supplementary salary is smaller), dismissal from service. These punishments are inflicted—at request (after proper warnings, etc.) of Inspectors—by the Regional Department. There is no court of appeal.

Inspectors' Relations with Teachers.

Prussian teachers are not employees of the Local Authority, but are State officials. As a rule they have a high sense of duty and honour and are held in high esteem by the people. Their conscientious performance of duty is helped by the fairly general interest which parents take in the children's education, and will—it is expected—be further helped by the recognition of the school staff as a corporate body responsible for the well-being of the school. The Inspector is the administrative superior of the teachers, but his power is limited. In cases of gross neglect, idleness, etc., he can report to the Regional Department, which has full power to inflict a dismissal (with loss of pension, etc.) against which there is no appeal. In less serious cases he can spur on the teacher by repeated visits, reprimands, small fines (up to £5), transfers to less desirable schools, and can by his reports hasten or retard or prevent the promotion of a teacher to the higher positions (Group VIII, IX). Only in this way has an Inspector any power of affecting a teacher's salary. If a teacher appeals against a bad report the Regional Department sends its Head Inspector (and generally also another with him) to investigate. An Inspector cannot impose his special methods or views of teaching on his teachers, but by listening to the teaching, examining the pupils, etc., sees whether the general directions (issued by the Ministry and fairly detailed) are carried out.

Schools.

Education is obligatory for 8 years' primary course, and then for a further course up to 18 years of age. (The first four years of the Primary Course must be spent in State schools.) This education is gratuitous, though if a child is sent to a school outside the Commune payment may be charged.

School days are, for the 8 years, 18, 22, 26 (or 27), 28 (or 29), 28-30, 30-32, 30-32, 30-32. Wednesday and Saturday half-days. Vacation 85 days.

Attendance enforced—on notification of absences by teachers—by police authorities. Truants, etc., brought to school by police. Neglectful parents subject to fine.

Corporal punishment may be inflicted with reservations even against parents' wish, but it is discouraged.

Reports are generally sent regularly by teachers to parents (but there is no obligation to do this), also results of school examinations.

Fifty is the maximum number for a class.

A Parents' Council, representative of parents, works in conjunction with every school. It serves chiefly to awaken the parents' interest and thereby increase the efficiency of the school.

There are elaborate regulations for visits by Health Inspectors, for Backward, Deaf and Dumb Children, etc.

Schools are—all theoretically and the vast majority in practice—Denominational, teachers being of the religion of the children.

Examinations.

There are no State official examinations at any part of, or at end of, Primary Course.

OBLIGATORY SUBJECTS.	Class I.	Class II.	Class III.	Class IV.	Class V.	Class VI.	Class VII.	Class VIII.
Religion	3	4	4	4	4	4	4	4
Home-lore	S	9	10	11 (10)	—	—	—	—
German	—	—	—	—	8 (8)	7	7	7
Writing	S	2	2	2	—	—	—	—
Arithmetic	S	4	4	4	—	—	—	—
Geometry	—	—	—	—	5*(4*)	6*(4*)	6*(4)	6*(3)
Drawing	S	—	2 (1)	2	2	2	2	2
Singing	S	1	2(1)	2	2	2	2	2
Gymnastics (a) ..	—	2	2	3 (2)	3 (2)	3	3	3
History (b)	—	—	—	—	2	2	2	3
Geography	—	—	—	—	2	2	2	2
Nature Study (c) ..	—	—	—	—	2	4*(3*)	4 (3)	3
Manual Instruction ..	—	—	—	—	2 (0)	2 (0)	2 (0)	2 (0)
Needlework	—	—	(2)	(2)	(2)	(3*)	(3*)	(3*)
Domestic Science ..	—	—	—	—	(2+2)	(2+2)	(2+2)	(2+2)
Total hours per week	18	22	26	28	28—30	30—32	30—32	30—32

N.B.—Bracketed figures are for girls. Asterisked figures (*) may be 1 hour shorter. Underlined figures are hours to be taken from other subjects at teachers' discretion. In Class I. the teacher distributes as he wishes the time on the subjects marked S.

(a) First Aid, etc., taught in Class VIII.

(b) Class V. Personages and Scenes of German History to 1530. Class VI.—Periods of German History, 1530—1815. Class VII.—Same, 1815—1925. Class VIII.—Political, Social and Economic History.

(c) Class VII.—VIII.—Physics, Chemistry and, for girls, child-care.

II.—BAVARIA.

Bavaria is divided into 8 Provinces (Kreisregierungen) each with its own administration. Each province is divided into districts (Bezirke), of which there are 151 in all, each with its own District Authority (Bezirksamt). There are, however, some large towns (called Immediate Towns) which depend directly on the Provincial Authority. The District is sub-divided into Communes (Gemeinden) with Communal Authorities.

The District is the most important educational unit. Attached to each District Authority is a District School Authority (Bezirksschulbehörde) which consists of 2 members (a) the Head of the District (Bezirkessamtsvorstand) or, in Immediate Towns, the First Burgomaster, and (b) a District Inspector (Bezirksschulrat).

The District School Authority has control over all schools public and private (there are practically no private elementary schools); all school managers; the school teachers (except Head Teachers) (Oberlehrer) in the continuation or evening schools (Fortbildungsschulen) and religious teachers as regards the subject matter of their teaching.

The matters common to the two members of the D.S.A. are :—

- (a) plans for new school districts new schools, new teacherships;
- (b) school buildings;
- (c) school attendance, holidays, school discipline, establishment of subsidiary classes (for backward, etc., children), pupils' health;
- (d) grading and promoting of teachers;
- (e) teachers' leave of absence; pensions, etc.;
- (f) judicial proceedings against teachers.

Matters more particularly concerning the District Head as member of the D.S.A. :—

- (a) the way in which communal authorities carry out the directions given them, especially as regards material conditions of schools;

- (b) the proper application of foundations for school purposes;
- (c) teachers' houses;
- (d) the way in which local police co-operate in maintaining school-discipline, attendance, etc.;
- (e) administration of Oaths to teachers;
- (f) closing of schools in epidemics.

Matters more particularly concerning the District Inspector who is on D.S.A.—

Inspection of schools; rating of teachers; supplying substitutes for absent teachers; arrangement of classes; leaves of absence, etc., to teachers; equipment, etc., of school libraries; school accounts; management of examinations (on which promotions are made) at the end of year for each class, and of the examinations at the end of the primary course.

Inspectors.

The Provincial administration has specially trained Inspectors whose chief function is to preserve uniformity of standard by conferences of subordinates, visiting of their schools, etc., to inspect the head teachers of continuation schools; and to settle cases of teachers' appeals, after visiting their schools, etc.

The District Inspectors are chosen by Provincial Minister from Head teachers—generally on the advice of the Town or District School Authority. They serve 3 years on probation, keeping their status rights as teachers. If there are several of them in a town they work under the authority of the District Inspector who is a member of the Town School Authority, and who is usually a specially trained Inspector. He may convene the other Inspectors and visit their schools for the preserving of uniformity of standard. He also arranges the Inspection district—not geographically, but so that each district may consist of schools of the same religious belief, and the same sex. Each school is completely (*i.e.*, in all its classes) denominational (Catholic, Protestant, etc.) or completely undenominational. Subsidiary schools form a separate District.

Each District Inspector visits his schools (without warning) at least once in 2 years (Continuation Schools once in 4 years) reporting on them to the Provincial Administration. The visits to good schools may be of shorter duration.

The Report of the Inspector consists of (a) merit-marks, and (b) a general appreciation of the teacher, his conduct, health, special aptitudes, etc. The merit marks are given by the Inspector alone; the general remark is made by the Inspector in consultation with the Inspector—member of the District or Town School Authority. General remarks are not to be made without giving the teacher an opportunity of explaining. The Report is to be shown to teacher, and then sent to the District or Town School Authority. If the two inspectors differ as to the general remarks the case goes to the Provincial administration.

The merit marks are "Excellent," "Praiseworthy," "Satisfactory," "Faulty," "Unsatisfactory" counting respectively 1, 2, 3, 4, 5 marks and assigned to each of the following: Diligence, Teaching capacity, Teaching results, Training results. Any teacher getting 19 or 20 marks is reported to Provincial Administration. Definitions of the above marks are laid down by the Government. The following will serve as examples:—

"A teacher who in general observes the regulations prescribed for his conduct and teaching; who makes sufficient preparation for his work, who employs his class time in a satisfactory way; and strives to promote the progress of his pupils in knowledge and excellence of character is to be deemed to show 'satisfactory Diligence.'"

"As to 'teaching capacity,' the important point is the degree in which the teacher can choose and use the forms of his subject-matter which are

best adapted to interest and deeply affect his pupils' minds. Another point is the degree in which he makes education a serious and at the same time a pleasant occupation. He who fulfils these requirements in the degree expected of a teacher of average gifts and fair training has 'satisfactory teaching capacity.' "

" 'Teaching results' depend as well on the teacher's diligence and capacity as on the pupils' intellectual acquirements and receptivity. In the evaluation of it, a judgment is to be formed as to how far a proper and inspiring teaching method has developed the intelligence of the pupils, how far the subjects of the programme have been worked through and firmly imparted by careful and appropriate teaching and practice. Results attained not by formative methods but by mere force and drill do not suffice. An education which merely aims at the imparting of information and not at an intelligent grasp and mastery of it is also unsatisfactory. Only if the intellectual talents of the pupils are developed in a way conformable to their nature, and if the attainments to which each year's programme leads are realised can the 'teaching results' be deemed 'satisfactory.' "

" A good school training includes the inculcation of habits of punctuality, cleanliness, attentiveness, correct conduct, diligence, obedience, perseverance, politeness, and, above all, the moral and religious uplifting of the young people. Also, as far as possible, the influence of the teacher on the pupils' conduct out of school is to be attended to if in a class a teacher maintains proper discipline (which may, according to the individual character of the teacher incline either to severity and seriousness or to liberty and gentleness) and if at the same time his influence on the training of the children be apparent his 'training influence' is described as 'satisfactory.' "

Teachers.

Primary teachers belong to Groups VII-IX of civil servants, reaching Group VIII at about the age of 42 and Group IX at 52. In advancing from group to group, and from each of the 8 or 9 stages within each group, they get increments of salary. Their salaries are from (roughly) £115 to £230, to which are added house grants (£12-£56) and annual bonuses for wife (£7) and for each child £11-£13). Pensions are from 35 per cent. of salary (after 10 years of service) to 80 per cent. after 40 years of service. Salary increments are given automatically. They may be withheld in consequence of bad reports. Promotions to Head masterships, managerships, etc., master-ships of continuation schools, etc., are given generally on time of service and excellence of reports, and other titles such as writing of books, special courses of training, university degrees (got by attending evening classes at University), etc.

Manager (Schulleiter).

For every school with two or more teachers the Provincial Administration appoints a manager. He is chosen from among the teachers in the school or a neighbouring school, and generally according to length of service. He is to be of the same sex as his subordinate teachers; a man is generally put over schools where men and women teachers are, but where the men teachers are in a small minority the manager may be a woman. The manager has authority over the teachers, who, however, have a right of appeal to Inspection authorities.

In big schools he may be given an assistant (a permanent one if there are more than 16 classes in the school), but must always teach at least 12 hours a week in his own class. He may—and in certain circumstances must—summon his teachers to confer on school matters. If their decisions conflict with his he refers to District or Town school authority. The Head of the District, the Head District Inspector, the Religious Teacher, and, in Immediate Towns, certain other officials can attend Teachers' Conferences.

The Manager's duties are:—

- to represent the schools before parents, authorities, etc.;
- to be responsible for carrying out of orders of authorities, and to report to them;

- to conduct official school correspondence, keep school documents, etc.;
- to see that children of school age attend school (he can give short leaves of absence to children);
- to see to the punctuality and regular attendance of teachers (he can give short leaves of absence to teachers; for longer leaves he applies to District School Authority);
- to visit and examine teaching of temporary and subsidiary teachers (not of regular teachers);
- to convene the teachers to conferences on school matters.

School Care Committees (Schulpflegschaften).

There is a S.C.C. for each school, or a Common S.C.C. for a group of schools. The forming of such a common S.C.C. or its breaking up into separate S.C.C.'s is effected according to the wishes of the parents concerned. In towns there are Town S.C. Committees for general purposes.

The S.C.C.'s have no executive authority; they can merely lay proposals before Communal and Inspection authorities. They have a right to examine school buildings, equipment, etc., and to be shown plans and estimates for improvements. Their proposals should take account of the wishes of the teachers. Their official expenses rank as school expenses.

They are under supervision of the Head of the District. In Immediate towns, however, they are under the First Burgomaster, the Town S.C.C.'s being directly under the Provincial administration. They can be summoned to extraordinary meetings by their Superior or by Inspectors. Each of them consists of (1) Burgomaster, (2) Representatives of Commune, (3) Representatives of pupils' parents, (4) Representatives of school managers and teachers, (5) Clerical authority, (6) the School Doctor (who can be present and vote when proposals of his are being discussed, (7) Specialist advisers (without vote).

Their duties concern—(1) structural repair, equipment, etc., of schools; (2) proposals as to establishing new schools or new teaching posts; (3) welfare of sick, backward, imbecile, etc., children; (4) school attendance; (5) out-of-schools welfare work, such as baths, games, excursions, lectures, libraries, etc.

HOLLAND.

General.

Seven years of elementary education are obligatory. For children living in sparsely inhabited places a kilometer from a school, money is given parents to provide a teacher.

All schools, public and private, are under State inspection and receive money from public sources. They must all conform to certain legal requirements as to buildings, size of class-rooms, play-grounds, etc. State Inspectors, and—on appeal—Provincial Administrations, judge as to this conformity. No school can have over 400 pupils nor can a class have over 50 pupils. If these numbers are exceeded another school must be provided.

The Communal Authority (Burgemeester and Wethouders) must supply sufficient school accommodation; and, when in any locality there already exists such a sufficiency but consisting of private schools, it must on the demand of the parents of 12 children provide a State school.

Schools are either State Schools or Private.

A. *State Schools* are built, kept in repair, furnished, etc., by the Communal Authority and are under its management. The State gives to the Commune a sum of money sufficient for the salaries of a number of teachers in proportion to the pupils. The Commune may—but need not—levy a special school-tax on the parents of the school-going children who enjoy over a certain income. This money is used to defray special services of teachers or to provide teachers over the normal number. If this money is expended on a Communal School it must also be expended on any private school in the place. All teachers must be certificated. Time and opportunity must be given for religious instruction; which in purely Catholic places is given by the teachers and priests, in other places by the various religious authorities.

B. *Private Schools*. If the parents of 40 children in towns with less than 100,000 inhabitants (100 in bigger towns) declare their desire for a private school, and lodge a guarantee fund of 15 per cent. of its estimated cost, the Commune must provide it, equip it and keep it in repair. If less than the 40 (or 100) children attend, a portion or all of the guarantee fund is forfeited, otherwise the whole of it is after a certain time paid back to the guarantors with interest. The School must conform to certain essential points in the State programme, must submit to State-inspection, and must have certificated teachers. In all other respects choice of teachers, choice of pupils, plans of studies, etc., its management is quite free. School-fees may be charged (collected by the Managers or by the Commune if the managers wish) for the same purposes as in A.

Teachers.

Training.

Pupils who wish to be teachers and who promise to give 3 years service, and who pass their examination at the end of the Primary Continuation course or of 3 years secondary course may present themselves for an Entrance Examination to the Normal Schools. The examination is conducted by the staff of the Normal School.

The Normal schools are either State ones, supported and managed by the Ministry; or Private ones, subsidised by the Ministry, and managed (in the same way as the State ones except that they are free as to choice of teachers and pupils) by Private bodies (generally Religious). The professors in all Normal Schools must have Diplomas for secondary teaching. Pupils pay fees in all Normal Schools according to income of parents. At the end

of the first and second years there are examinations to eliminate unsuitable pupils. On passing exam. at the end of 3rd year, pupil gets a scholarship of £41 and spends the next two years in the practice of teaching under supervision in Elementary Schools. After this period he undergoes an examination for his Diploma. The examination is conducted by the professors of his Normal School together with 3 or more State officials. Normal Schools are day schools or boarding schools or both together. They have no connection with any University.

Appointment.

On getting his Certificate he may be employed by a Communal or a Private School and has no further probation; but Private Schools may take him on for a trial period of one year.

Salaries, etc.

Salaries (of which there are 3 grades, differing according to size of Commune) begin for teachers of 21 years of age at £113 and rise by increments to about £300. They are increased by increments and bonuses for qualifications in the teaching of special subjects. Family bonuses are also given. A Commune may levy a special school tax on the children's parents for the payment of special services of teachers or for the payment of teachers over and above the number provided by the State. If the Commune does this for a Communal School it must do the same for any private school of the place. The State gives the Commune a sum for the salaries of a number of teachers in proportion to the number of schools. The State also pays pensions (up to 2/3 of final year's salary) to which the teachers contribute 2 per cent. of their salary. Pensions are received at 65 years of age in proportion to the number of years of service.

Punishments.

Punishments are warning, suspension (with or without stoppage of pay), stoppage of increments; dismissal. They are inflicted for gross neglect of duty, or for misconduct. A permanently employed teacher can hardly be dismissed for inefficiency or unsuccessful teaching. The punishments can be inflicted by the Managers or by the State (acting on Inspectors' reports). Teacher in Public Schools may appeal to the Executive or then to Queen. In Private Schools teachers, if dismissed by managers, may appeal to a Commission, which must be established in connection with any such school, and which consists of 3 representatives of teachers, 3 representatives of Managers and a president chosen by these six.

Head-Teacher.

Head-teacher gets special high salary, has authority over assistants, enters their classes, examines their pupils, criticises their teaching, advises and warns them, and reports to Commune or Manager and to Inspector. He (after conferring with assistants) draws up order of Time and Programme; chooses text-books, etc., submits all these things to the Managers and then Inspector. Where differences of judgment arise, the Minister settles.

Communal Authority (Burgemeester and Wethouders).

Its functions as regards education are generally entrusted to one of its members or to a Committee consisting of 5 of its members (ex-pupils of Private and Public Schools, teachers of Public and Private Schools and another member. It can—and, in big places, does—employ a local inspector who helps in carrying out its duties, but who has little of an inspectorial character.

Inspectors.

All Inspectors are appointed and dismissed and given their spheres of work, etc., by Minister.

Three Head-Inspectors summarise reports of inferior ones, visit schools when necessary, and report yearly to Minister. They can attend all meet-

ings of the Commune School-administration. Inspectors visit their schools once a year at least, examine all school documents, see that Commune and Managers do their duty, report to Head-Inspectors and to Provincial Administration once a year. They can attend the meetings of the Communal School Commission.

There appears to be no special report form filled in by Inspectors nor any rating of teachers made by them.

The Dutch teacher is in a strong position with regard to the Inspector who (except in cases of grave neglect of duty or misconduct) has little power over him. On the other hand, the Assistant Teacher is closely supervised by the Head-teacher, the Head-teacher by the Communal Authority. In general, it would seem that, except in private schools (generally of Religious Congregations), the teaching is done at a rather easy pace.

Examinations.

There is no Examination prescribed either during or at the end of the Primary Course.

OBLIGATORY SUBJECTS (a).	Class I.	Class II.	Class III.	Class IV.	Class V.	Class VI.
Religion (b)	3	3	3	2	2	1½
Reading	7½	6½	5½	4	2¾	3½
Writing	5	2	2	½	1½	¾
Arithmetic	4	7½	8	7	5	7
Dutch	5	6	6½	8	4½	5½
History (c)	—	—	—	1½	2	2
Geography	—	—	1	2	2	2
Nature Study	—	—	—	¾	2	1
Singing	1	¾	¾	¾	¾	—
Drawing	1½	1½	¾	¾	1	1
French (d)	—	—	—	—	3½	3
Total of hours per week (e)	27	27	27	27	27	27

NOTES :

- (a) Physical Training is also legally prescribed, and Needlework for girls.
 (b) Religion (Catholic or non-Catholic) is obligatory in the Denominational Schools. No Religion is taught in the Undenominational schools.
 (c) History is almost entirely Dutch History.
 (d) French is optional on the Programme, but once it is included on the Programme, it is obligatory on the pupils.
 (e) The legal minimum of the school-work is 22 hours, but the general practice is 26 hours in undenominational and 27 in denominational schools. The above Table is a typical one of a Catholic Boys' School.

ITALY.

Under Minister of Education is the General Director of Primary Education.

Italy is divided into 19 Regions.

In each Region a Regio Provveditore has supreme administration of Educational Law.

Regio Provveditore.

To advise him he has:—

(a) Scholastic Council (consisting of a Head of a Secondary Government School, Doctor and 4 people experienced in Elementary Education) named by the Minister for 3 years. It deliberates on founding and closing of all schools; administration of all educational moncys; the way in which communes perform their educational duties, etc.

(b) Disciplinary Council (2 members of Scholastic Council; a Head of a Secondary Government School; and a teacher or Communal Director, according as teacher or Communal Director is inculcated), named by Minister for 3 years. It decides on disciplinary matters connected with teachers and communal directors.

Functions of the R.P.—he supervises (by means of Government Inspectors and Government and Communal Directors) all Primary Institutions, public and private; he chooses text-books, settles appeals against Inspectors, refusals of leave, etc.; establishes and closes schools; names Commissions to examine the Commune's performance of their educational functions.

Schools.

Schools are of four kinds.

A. Classified, B. Provisional, C. Subsidised, and D. Private.

A. Classified schools have between 40 and 60 pupils. A second school is founded when a classified school has over 60. Teachers in them have to pass concursus for nomination. If superior course (*i.e.*, that is children over 12 years of age) consist of less than 50, it may contain both boys and girls. These schools are maintained by public money (State and Commune). They are managed by R.P. through Government Inspectors, Government Directors, etc.

Some large Communes are independent educationally, *i.e.*, they can administer their own schools through Central Communal Directors and Sectional Communal Directors, both acting under the direction of the Government Inspectors. The Sectional Communal Directors may be chosen from local teachers by concursus. They rank and are paid as Government Directors.

B. Provisional schools are founded where the number of children in a place is over 15 and less than 40. They can become classified if numbers go beyond 40. Their teachers are paid by time and results; must be trained but need not pass concursus; their service counts for pension, etc. These schools are also maintained by public money (State and Commune).

Provisional Schools are managed either by R.P. or by Commune (as in case of A) or by Educational Bodies acting through some of their members to whom the State delegates its powers for the purpose.

- C. Subsidised. These may be established by private persons where children are under 15 in number; often established in factories, agricultural colonies, railway centres, out-of-the-way places, etc. Teachers need not be trained. These get some money from the State. Subsidised Schools and Private Schools are managed by private people, but under supervision of R.P. and his Inspectors.

Inspectors.

All Inspectors are appointed by Concursus, *i.e.*, an examination (written and oral) and a comparison of various titles.

Government Inspectors are chosen half from Government Directors and Communal Directors, and half from teachers of 5 years standing.

Three General Inspectors are attached to the General Director for the purpose of unifying standards, etc.

There are in each Region about 12 Government Inspectors, each of whom has charge (under the R.P.) of all the Primary Schools, private and public, of his *circondario* (sub-division of Region).

Duties of Inspector.

- (1) He sees that school attendance is insisted on.
- (2) Authorises opening, closing, etc., of all schools (Classified Provisional, Subsidised and Private).
- (3) Supervises Continuation Schools.
- (4) Arranges work of Government Directors.
- (5) Grants leave of absence, etc., to teachers.
- (6) Gives final judgment on appeals of teachers against Directors' Reports and arrangement of classes, etc.
- (7) Gives, according to Directors' reports, or, after personal visits to schools, certificates of service to the teacher.
- (8) Can suspend teachers in urgent cases.
- (9) After personal visits to schools, can promote teachers to higher grades.
- (10) Promotes Educational Benevolent Associations (for giving clothes, food, etc., to poor children).
- (11) Promotes School Libraries.
- (12) All Inspectors confer twice a year to establish uniformity of methods, and after this conference convene their Directors and give them instructions.
- (13) After visiting schools in Independent Communes, Inspector gives instructions to Communal Directors and Communal Authorities on their educational duties.
- (14) R.P. convenes the Inspectors of Independent Communes to a special meeting twice a year, at which the Central Director of the Commune is present.

Government Directors.

Chosen by concursus (that is Examen, and scrutiny of titles) from teachers of over three years' standing. Up to one-fifth may be women. They work under Inspectors. The duties of a Government Director are :—

- (1) He visits all schools, even private, in his *circolo* (sub-division of *circondario*).
- (2) He watches over discipline, teaching, administration, attendance, etc., of all his schools.
- (3) He assigns classes to masters.

- (4) He draws up time-table.
 - (5) Arranges the yearly examinations, appoints Examiners, etc.
 - (6) He supplies places of absent teachers.
 - (7) He draws up Report of his visit to each school, adding to it advice, warning, etc.; shows it to and gets it signed by, teachers, and sends it to Inspector.
 - (8) He reports when Communes, etc., neglect duty.
 - (9) Twice a year he convenes teachers to give them his instructions.
 - (10) He sends General Report every year to Inspector on all his schools.
- N.B.—The above Rules apply to Communal Directors also.

Visits of Director to Schools.

At the beginning of every two months he sends to Inspector a list of Schools he is about to visit, and within the two months sends his reports to Inspector.

Visit not to be announced to teacher.

Visit comprises:—(1) inspection of all school documents, accounts, etc.; (2) listening to teachers; (3) examination of pupils; (4) giving of model lessons if he thinks them useful.

N.B.—These Rules apply also to Inspectors' visits.

Teachers.

Must have gone through the 3 years course in Normal School (" Training College ") and got Diploma.

Salaries begin at 5,600 lire. They remain at this for three years probation, then rise to 5,900, and by increments every four years till they reach 9,500 lire. Teachers employed by Commune get about one-tenth more.

Teachers are appointed to schools as a result of *concursus*, *i.e.*, (1) an examination, written and oral, and scrutiny of titles (length of service degrees, reports, etc.).

These *concurssi* are held every two years by a Commission under R.P. or under Commune. From the list of candidates arranged in order of merit are filled, by the R.P. or Commune, any vacancies in the subsequent two years.

R.P. or Commune (as the case may be) can, acting on Inspectors' and Directors' Report, dismiss teachers for inefficiency, or withhold their salary increments for unsatisfactory service.

Teachers, after two years in a place, can, if they so wish, be transferred to another with leave of R.P. or Communes concerned.

Discipline.

Teachers, for habitual negligence, breaches of school regulations, misconduct, etc., are liable to:—

- (1) Censure.
- (2) Stoppage of salary for ten days.
- (3) Suspension from teaching and pay for three months.
- (4) Dismissal from post.
- (5) Interdict which means loss of Diploma—temporary or perpetual.

These penalties (except (1) and (2)) are inflicted, except in cases of urgency, after consultation with Disciplinary Council,

Appeals.

R.P. is final judge about appointments of teachers, leave, fixing of classes and certificates of service.

In other cases teachers may appeal within three days to Minister of Public Instruction who, in more serious cases, must consult with a special Commission.

Examinations.

All classes except Preparatory have an examination at the end of each year conducted by teacher and examiners (named by Director) of a higher class than the one examined. Certificates are given on results of these examinations.

Pupils of private schools must go for these public school examinations and certificates.

Pupils.

Education is obligatory from 6 to 14 years of age. In case of children taught at home or in private schools, evidence is required as to the quality of their education. Teachers to teach Religion in State primary schools must have Certificate of Competency from Bishop.

As far as possible arrangements are made that pupils may have the same teacher throughout their whole course.

OBLIGATORY SUBJECTS.	Prepy. Classes.	Class I.	Class II.	Class III.	Class IV.	Class V.	Class VI.
Religion	1	1½	1½	2	2	2	2
Singing and Voice Production							
Freehand Drawing							
Writing	(a) 4	2½	2½	4	5	5	3
Recitation							
Italian	—	7	6	5	5	4	3
Spelling	—	—	2	2	—	—	—
Arithmetic							
Geom. Drawing (b) ..	(a) —	4	4	4	3	3	2
Book-keeping (c) ..							
Recreative Instruction (d)	6	4	4	4	1	1	1
Gardening							
Manual Work (Boys) ..	(a) 24	5	5	4	4	4	—
Domestic Work (Girls) ..							
Gymnastics							
Games							
Science and Hygiene (e)	—	—	—	—	2	2	3
Geography (f) } (a) ..	—	—	—	—	3	3	2
History (g) }							
Civics (h)	—	—	—	—	—	1	1
Manual Work (Vocational)	—	—	—	—	—	—	8
Total of hours per week ..	35 (i)	25	25	25	25	25	25

NOTES :

- (a) Teacher distributes as he wishes the time allotted to these groups of subjects.
- (b) Class II. on.
- (c) Class V. on.
- (d) Full title is "Various Notions and Occupations, intellectual and recreative." It is a course of general information, including Nature Study, Elements of Hygiene, History, Geography etc.
- (e) Class IV.—Elements of Physiology, Diseases, Pharmacy, First Aid, Sound, Heat, Steam, Light, Electricity. Class V.—Elements of Biology, Climatology, Mineral Springs, Chemistry, Botany, Visits to Factories, Markets, Hospitals, Athletics. Class VI.—Preceding subjects in more detail.
- (f) General ideas of Local and Italian Geography are taught under "Recreative Instruction." They are repeated in more detail in Class IV.—VI., together with World in IV., Europe in V., and teacher's choice in VI.
- (g) Stories, National History are taught under "Recreative Instruction." Ancient History in IV., Modern in V., Colonies and Various in VI.
- (h) Administrative and Judicial systems in V. Elements of Finance and Labour Question in VI.
- (i) The longer hours in Preparatory Classes are mostly spent in kindergarten occupations.

SCOTLAND.

Preliminary.

A system like the "Results System" prevailed from 1872-1898, every pupil in every class being examined by Departmental Inspectors on a Departmental Programme, and grants being given the school according to the number of passes obtained. In 1898 this system was abolished, and grants were given according to numbers of pupils in attendance. Gradual changes were introduced leading up to the present system which was established in 1901 and modified in 1918.

Local Education Authority.

Each local Education Authority (specially elected by Proportional Representation) is responsible for the Education (Primary and Secondary) of a large district (County, etc.) for which it must provide a sufficiency of schools of various kinds. It may accept the transfer to itself, either on rent or by purchase, of private schools, the working expenses, teachers' salaries, etc., of which it provides. In appointing teachers to such schools, it must satisfy the original owners as regards religion, etc. It receives grants from the Central Government in proportion to its approved expenditure, and can be forced by a withholding of such grants to perform its educational functions.

Schools.

Pupils are divided into 4 Divisions, Infants (up to 7 years), Juniors (7 to 9 years), Seniors (9 to 12 years), Advanced (over 12 years). In big schools classes have 50 and often more. Hours are 9 to 3½ or 4 with an hour's break about mid-day. Religious instruction (1 hour a day) is given partly by teachers, partly by priests, etc. Saturday is a free day. Books are supplied free to necessitous children.

Teachers.

After passing through the Training College a teacher is put on probation for 2 years during which time he is constantly observed and reported on by Department Inspectors. Before getting his Certificate the Local Authority gets from his Head-teacher a satisfactory Report containing answers to the following (among other) questions: (1) "In what way and how often have you examined his work; and what mark (E., V.G., F.G., F.) would you assign him, keeping in mind the calibre of the class and its stage of advancement; (2) what is your opinion of him on the following points: Discipline and Tact, Regularity and Punctuality, Attention to Regulations, accuracy in registration, etc.; Interest in the corporate life of the school; Tone and Politeness of class. (3) To what defects—if any—have you called his attention. What improvement has he made? etc., etc." Trained teachers' salaries are: Men £200, women £180, advancing by increments to £300 and £250. Graduates, men £250, women £230, advancing by increments to £410 and £350.

Head-teacher.

A Head-teacher's salary is greater than the class-teacher's by a sum up to £350, according to the size of the school. He is appointed by the Local Authority on length of service and scholastic qualifications. He or she—a woman may be over men—is primarily responsible for the whole working of the school. He has authority over the class-teachers, visits and examines their classes (sending the examination results to the parents) directing them as to methods, etc., and reporting on each of them once a year to the Local Authority.

The report form used in Glasgow consists of questions as to the teacher's conduct, efficiency, aptitudes, etc. It contains ratings (E., V.G., G.F.). A teacher who gets F. is generally summoned before the authority and warned.

Discipline over teachers is exceedingly strict, for example a single failure to be present five minutes before the class-opening must be reported to the Authority. A Head's opinion is the most important element in determining the career of a teacher.

The Head-teacher also draws up the Time-Table, and arranges—after consultation with the staff—the scheme of work, though the Authority sometimes imposes a uniform scheme of work on all its schools. The Head has also charge of promotions, which take place every year or in some places every six months.

Local Authority Inspection.

The Director (or "Education Officer" or "Executive Officer") is a paid official of the Authority who, by himself or by delegates, visits the schools without notice, is responsible for their efficiency and reports on them to the Authority. By means of frequent communications with the Authority, the Department officials (Inspectors, etc.), the teachers of the District, and the Education Institute (Teachers' Organisation) he can do much to maintain a uniformity of standard among his own schools and between them and those of the districts.

Subordinate to the Director are various other officers who visit the schools *e.g.* (1) the Examiner of registers, who visits four times a year and reports, (2) an official who with a nurse examines children's clothing, etc. In case of children badly clothed or evidently underfed, the Authority can make inquiries into their parents' incomes, etc., and give relief accordingly, (3) an attendance officer who proceeds against parents of children absent without sufficient excuse, (4) various other supervisors, *e.g.* of Cookery, Drill, etc. A medical officer also attends. The Local Authority also deposes two of its members to visit each school.

Department Inspection.

Department Inspectors are generally chosen from the ranks of teachers, primary and secondary. Each school gets a report from them at least once in two years. In big schools, two, three or more of them divide the work between them, examining the pupils in each class, listening to the teaching, etc., then compare notes under the presidency of the Chief Inspector who draws up the Report. In their examination they must confine themselves to the yearly scheme of work. The Report, which is in general terms and contains no classification of the teachers, is sent to the Department which sends it on—with comments if necessary—to the Local Authority. Besides this biennial visit the Inspectors constantly visit the schools they deem weaker, the classes taught by teachers on probation and by teachers who are seeking special qualifications (for *e.g.* Infant teaching, advanced teaching, etc.). In these cursory visits they get much information which helps to form their judgment on the schools and teachers. A Department Inspector has no direct power over the salary or status of a teacher, or even over the management of a school; indeed the Authority often ignores his recommendations as to increase of staff, etc., or his appreciations of teachers' worth. If a teacher gives satisfaction to the Head and the Authority he has little to fear from the Department Inspector, though he may get much useful advice from him.

Appeals.

If a teacher be unfavourably reported on—after warning—by the Director he may be fined or transferred to a worse school (*i.e.*, less well paid in the case of a Head, less desirable as regards locality, etc., in the case of a class-teacher), or dismissed according to the gravity and persistence of his fault. In case of dismissal he may appeal to the Department, and if successful, is either reinstated or given a year's salary. In his appeal he may ask the aid of the Education Institute (Teachers' Organisation) which may appoint a Committee of experienced teachers to examine his case and make representations in his favour. The Institute, however, rarely interferes, confining its activities to the general interests of the teachers' body. Against an

unfavourable report given by a Department Inspector a teacher's appeal will cause a re-examination of his case by a higher Inspector.

General.

The general conclusion from the above is that in Scotland the class teacher is protected against his worse self by the Head's supervision of his work and examination of his classes. Both as regards this inspectorial work and his own class-teaching a Head is closely supervised by the Local Authority Director, whose judgments are checked by the Department Inspector. The Department Inspectors have little of merely clerical and auditing work, and are, therefore, freer to devote their energies to advising on educational methods, etc.

EXAMINATION.

A.—Qualifying Examination.

On passing out of Third Division (*i.e.*, at 12 years of age) pupils undergo Qualifying Examination. The Teacher first submits appraisements of their proficiency in each subject (V.G., G., etc.). The case of any pupil 13 years of age or over is inquired into by Inspector.

The Qualifying Examination is a written one, lasting 2 days, the questions being set by an Examiner appointed by Local Education Authority according to standards set by Education Department. Questions are of a general character such as cannot be prepared for by cramming. The Examination is held in the schoolhouse, and presided over by the Teacher with some public person who volunteers for the work and is approved by the Local Education Authority.

The Teacher examines and marks the answer-papers according to a scheme given by the Local Education Authority.

The Teacher's previous appraisements together with the marked answer-papers are then sent to the Local Education Authority which appoints some teachers from the County branch of the Education Institute (Teachers' Organisation) to revise the papers. 60 per cent. entitles to a pass. No comparisons are made between schools.

In doubtful cases the pupils' records and the teacher's opinion are taken into account. Where there is much divergence between the teacher's appraisal and the results of the written examination, the Education Officer of the Local Education Authority investigates and judges.

B.—Day School Certificate Lower.

After two years in Advanced Division there is examination for Day School Certificate Lower. To present himself for this a pupil must obtain from a teacher a certificate of good conduct.

The examination is held and the papers are set and marked as for Qualifying Examination (50 per cent. gives pass). The papers are then sent to *Inspector*, who revises them, may examine the pupils orally and gives a final judgment, conferring with the teacher in doubtful cases.

This Day School Certificate Lower exempts a pupil from the first of the two years' course at Day and Evening Continuation School.

C.—Day School Certificate Higher.

If a pupil wishes to remain in the Advanced Division for three years he need not go in for the preceding examination and may at the end of his third year present himself for the Day School Higher Examination. (This was introduced in 1925.)

The examination consists of (1) a written one, the same over all Scotland, set by Education Department. It is held in centres supervised by persons in the pay of Local Education Authority. The answer-papers are examined and marked by *Inspectors*. (2) an oral examination of each pupil in each subject conducted by Inspector. The Inspector compares the results of each pupil's examination with the appraisalment given by the pupil's teacher. Inspector's judgment is final.

The Day School Certificate Higher exempts from both the years of Day and Evening Continuation Schools.

Scholarships and free places are given on the results of these examinations.

SWITZERLAND

TIME TABLES.

CANTON OF BERNE (a).

OBLIGATORY SUBJECTS.	Class I.—III. Age: 6—8	Class IV. Age: 9	Class V.—VI. Age: 10—11	Class VII.—VIII. Age: 12—13
Religion	2	2	2	2
French (b)	14	8	8	8
Writing	—	2	2	2
Mathematics (c)	6	6	6	6
Singing	2	2	2	2
Drawing	1	2	2	2
Gymnastics	2	2	2	2
Geography (d)	—	2	2	2
History (e)	—	2	2	2
Nature Study (f)	—	—	2	2
TOTAL	27	28	30	30

(a) The hours apply to boys and girls. In addition girls have to attend special schools for Needlework or Domestic Economy.

(b) In Class I.—III., Writing is included under French.

(c) Class V.—VIII. Mathematics includes Geometrical Drawing, etc.

(d) Class IV.—V.—Local Geography. Class VI.—Geography of Switzerland. Class VII.—World Geography.

(e) Class IV.—V.—Swiss History. Class VI.—VIII.—Switzerland and General.

(f) Class V.—VI.—Nature Study. Class VII.—VIII.—Physics.

STON (A mostly Urban Commune in Canton of Valais.) (a)

OBLIGATORY SUBJECTS.	Class I. Age 6—7	Class II. 7—8	Class III. 8—9	Class IV. 9—10	Class V. 10—11	Class VI. 11—12	Class VII. 12—13
Religion	4	5	5	4½ (4)	4	4	4
French	10½ (9½)	11	11	10 (9½)	9	9	9
Mathematics (b)	5 (4)	5 (4½)	5 (4½)	5 (4½)	5 (4½)	5 (4½)	5 (4½)
Writing	4	3½	3	2½	2	1½	1½ (1)
Drawing (c)	1½ (1)	3 (1)	2½ (1)	2½ (1)	3 (1½)	3 (1½)	3 (1½)
Singing	1	1	1	1½ (1)	1½	1½	1½
Gymnastics	2 (0)	2 (0)	1½ (0)	1½ (0)	1½ (0)	1½ (0)	1½ (0)
Needlework	(4½)	(4½)	(5)	(5)	(5)	(5)	(4½)
History (d)	—	—	½ (0)	1½	2 (1½)	2 (1½)	1½
Geography (e)	—	—	½ (0)	2 (1½)	2 (1½)	2 (1½)	1½
German	—	—	—	—	1 (0)	1½ (1)	1½ (1)
Science	—	—	—	—	—	—	1 (0)
Domestic Science	—	—	—	—	—	—	(1)
Total of Hours per week ..	28	30½	30½	31	31	31	31

(a) Swiss Programmes differ from Canton to Canton, and from Commune to Commune. In Canton of Fribourg the Programme is much the same as the above; but the school age is 7—16 (boys), 7—15 (girls); the school day being 5 hours (in two periods, a.m. and p.m.) and the school work consisting of 25 hours in Summer and 30 in Winter. Bracketed figures above, refer to girls.

(b) Algebra not taught. Geometry and Book-keeping are taught to boys in Class VII.

(c) Freehand and Geometrical all through.

(d) Civics added from Class VI. for Boys. Class III.—Scenes and persons of national history. Class IV.—VII.—Epochs.

(e) Local and Swiss Geography Class III.—IV. Then Swiss and World Geography.

List of those who replied to the Committee's Letter and Questionnaire.

- THE MOST REVEREND ROBERT BROWN, D.D., Lord Bishop of Cloyne.
 TOMAS DE BURC, "Ard-Rúnaí," Cumann na Meadhon-Mhúinteóiri.
 THE REVEREND BONIFACE CARROLL, Brothers of St. Patrick, Tullow.
 T. CARROLL, Esq., Inspector of National Schools.
 M. CLEARY, Esq., Inspector of National Schools.
 MISS ALICE M. COLLINS, M.A., Bridge of Allen, Stirlingshire.
 THE VERY REVEREND T. CORCORAN, S.J., D.Litt., Professor of the Theory
 and Practice of Education, University College, Dublin.
 THE VERY REVEREND E. J. CULLEN, C.M., Principal, St. Patrick's Training
 College.
 THE REVEREND BROTHER E. P. CURTIN, Presentation Brothers, Cork.
 J. J. DOODY, Esq., B.A., Inspector of National Schools.
 THE VERY REVEREND J. DOWLING, O.P., St. Saviour's, Dublin.
 J. FENTON, Esq., Deputy Chief Inspector of National Schools.
 THE MOST REVEREND PATRICK FINEGAN, D.D., Lord Bishop of Kilmore.
 P. J. FITZGERALD, Esq., B.A., Divisional Inspector of National Schools.
 D. P. FITZGERALD, Esq., B.A., Senior Inspector of National Schools.
 G. FLETCHER, Esq., F.G.S., M.R.I.A., Assistant Secretary for Technical In-
 struction.
 R. J. FYNNE, Esq., Professor of Education, Trinity College, Dublin.
 THE REVEREND MOTHER-GENERAL, Holy Faith Convent, Glasnevin.
 GENERAL SYNOD OF THE CHURCH OF IRELAND (BOARD OF EDUCATION).
 THE REVEREND CANON GIBSON, B.A., LL.D., The Rectory, New Ross.
 A. B. GLOSTER, Esq., B.A., Inspector of National Schools.
 F. M. HOLLINS, Esq., M.A., Divisional Inspector of National Schools.
 A. S. M. IMRIE, Esq., St. Andrew's College, Dublin.
 THE IRISH NATIONAL TEACHERS' ORGANISATION.
 THE REVEREND BROTHER JOSEPH, Provincial (on behalf of the Brothers of the
 Christian Schools, Waterford).
 P. J. KELLY, Esq., Senior Inspector of National Schools.
 W. KYLE, Esq., B.A., Senior Inspector of National Schools.
 THE VERY REVEREND DR. LEEN, C.S.Sp., Blackrock College, Dublin.
 R. J. LITTLE, Esq., Divisional Inspector of National Schools.
 LIAM MAC FHACHTNA, B.A., Inspector of Irish.
 THE REVEREND BROTHER LEANDER McGRATH, Principal, De La Salle Training
 College, Waterford.
 THE REVEREND BROTHER E. MCGHEE, Provincial, Marist Brothers, Dumfries,
 and Bailieboro'.
 J. A. MACMAHON, Esq., Inspector of National Schools.
 PADRAIG MAC SUIBHNE, Divisional Inspector of National Schools.
 D. MANGAN, Esq., B.A., Deputy Chief Inspector of National Schools
 THE VERY REVEREND M. MEANEY, S.J., Clongowes Wood College.
 THE RIGHT REVEREND ROBERT MILLER, D.D., Lord Bishop of Cashel and
 Waterford.

LIAM MUILLEOIR, M.A., D.Sc., General Inspector, Department of Education.
 A. H. NAYLOR, Esq., Head Master, Wingate Boys' School, County Durham.
 T. D. O'BRIEN, Esq., Secretary, Dublin Higher Grade Certificate Committee.
 SEAN Ó CADHLA, M.A., Inspector of National Schools (on behalf of 26 District Inspectors).

LIAM S. Ó CEALLAIGH, B.A., Inspector of National Schools.

RISTEARD Ó CEIRIN, B.A., General Inspector, Department of Education.

THE REVEREND DENHAM OSBORNE, M.A., D.D., for the Education Committee of the General Assembly.

PROINNSEAS O'SUILLEABHAIN, D.Ph., (late of Freiburg University).

PROINNSEAS O'TIGHEARNAIGH, M.A., Divisional Inspector of National Schools.

THE REVEREND MOTHER PRIORESS, Cabra Convent, Dublin.

THE SACRED HEART CONVENT CONDUCTORS, Claremont, Tottington, Bury.

THE SISTERS OF CHARITY SCHOOLS' COMMITTEE, Mount St. Anne's, Milltown.

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